



**RÉPUBLIQUE DU SÉNÉGAL**  
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**NPCA**

## **ECOWAP/CAADP Process**



**Business Meeting on the financing of National  
and Regional Investment Plans  
Dakar (Senegal), 14–17 June 2010**

**Regional Investment Plan for the implementation  
of the mobilizing programs (in-depth document)**

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## ACRONYMS

ACMAD	African Centre for Meteorological Applications for Development
ADB	African Development Bank
AFRISTAT	Economic and Statistical Observatory for Sub-Saharan Africa
AGRHYMET	Centre for Agrometeorology and Operational Hydrology and their Applications
AGRIS	Agricultural Information System
ALIVE	Partnership for Livestock Development, Poverty and Sustainable Growth
ANOPER	Association Nationale des Organisations Professionnelles des Eleveurs de ruminants du Bénin ( <i>National Association of Trade Organizations of Livestock Farmers of Benin</i> )
APESS	Association pour la Promotion de l'Elevage au Sahel et en Savanes ( <i>Association for the Promotion of Livestock in the Sahel and Savannas</i> )
ARC	AGRHYMET Regional Center
AREN	Association pour la redynamisation de l'élevage au Niger ( <i>Association for the renewal of livestock in Niger</i> )
CAADP	The Comprehensive Africa Agriculture Development Programme
CERPOD	Centre d'Etude et de Recherche sur la Population et le Développement ( <i>Center for Applied Research on Population and Development</i> )
CET	Common External Tariff
CILSS	Comité Permanent Inter-Etat de lutte contre la Sécheresse au Sahel ( <i>Permanent Inter-State Committee for Drought Control in the Sahel</i> )
CIRDES	Centre International de Recherche-développement sur l'élevage en zone sub-humide ( <i>International Centre for Research and Development on Livestock in Sub-Humid Regions</i> )
CMAOC	Council of Ministers of Agriculture of West and Central Africa
DAERE	Département Agriculture Environnement et Ressources en Eau ( <i>Department of Agriculture, Environment and Water Resources of ECOWAS</i> )
DFS	Decentralized Financial System
EBID	ECOWAS Bank for Investment and Development
ECOWADF	ECOWAS Regional Agricultural Development Fund
ECOWAP	ECOWAP Agricultural Policy
ENV/DAERE	Environment and Water Resources Department of DAERE
EPA	Economic Partnership Agreement
FAO	Food and Agricultural Organisation

FCCAO	Federation of Consular Chambers of West Africa
FCPN	Food Crises Prevention Network
FCSP	Food Crisis Support Program
FEWS NET	Famine Early Warning System
FRSIT	Forum national pour la recherche scientifique et les innovations technologiques ( <i>National Forum for Scientific Research and Technological Innovations</i> )
FTE	Free Trade Agreement
GWP/WA	Global Water Partnership - West Africa
ICRAF	International Center for Research in Agroforestry - World Centre for Agroforestry
ICRISAT	International Crops Research Institute for the Semi-Arid Tropics
IDB	Islamique Development Bank
IFAD	International Fund for Agriculture Development
IGO	Intergovernmental Organization
IITA	International Institute for Tropical Agriculture
INSAH	Institut du sahel ( <i>Sahel Institute</i> )
IUCN	International Union for Conservation of Nature
IWRM	Integrated Water Resource Management
JMC-CET	WAEMU-ECOWAS Joint Management Committee on the CET
LEAD	Livestock, Environment and Development Initiative
MDG	Millennium Development Goals
MFI	Microfinance Institutions
MIS	Market Information System
NAIP	National Agricultural Investment Plan
NBA	Niger Basin Authority
NRM	Natural Resource Management
NWP	National Water Partnership
OCHA	United Nations Office for the Coordination of Humanitarian Affairs

OIE	World Organization for Animal Health
OMVG	Organisation pour la mise en valeur du fleuve Gambie ( <i>Gambia River Basin Development Authority</i> )
OMVS	Organisation pour la mise en valeur du fleuve Sénégal ( <i>Sengal River Basin Development Authority</i> )
OSS	Observatoire du Sahara et du Sahel ( <i>Sahara and Sahel Observatory</i> )
PFCM	Permanent Framework for Coordination and Monitoring of IWRM
PPA	Partnership for Fisheries in Africa
PPLF	Pro-Poor Livestock Policy Facility
PREGEC	Programme de Prévention et de Gestion des Crises ( <i>Prevention of Food Crises in West Africa Program</i> )
PRSP	Poverty Reduction Strategy Paper
RAIP	Regional Agricultural Investment Plan
RASA	Regional Agency for Support of Agriculture
RECAO	Réseau des Chambres d'Agriculture d'Afrique de l'Ouest ( <i>Federation of Chambers of Agriculture of West Africa</i> )
RECOPA	Réseau de Communication sur le Pastoralisme (Burkina) ( <i>Network for Communication on Pastoralism-Burkina Faso</i> )
ReSAKSS	Regional Strategic Analysis and Knowledge Support System
RESOGEST	Réseau des Organismes de gestion des stocks ( <i>Network of Inventory Management Organizations</i> )
ROPPA	Réseau des Organisations Paysannes et des Producteurs Agricoles de l'Afrique de l'Ouest ( <i>Network of Peasant Organizations and Producers in West Africa</i> )
SAP	Système d'Alerte Précoce ( <i>Early Warning System</i> )
SNRA	Système National de Recherche Agricole ( <i>National Agricultural Research System</i> )
SNS	Stock National de Sécurité ( <i>National Food Security Stocks</i> )
SRFC	Sub-Regional Fisheries Commission
SRS	Stock Régional de Sécurité ( <i>Regional Food Security Stocks</i> )
TFP	Technical and Financial Partners
TLS	Trade Liberalization Scheme
TSI	Taxe de sauvegarde à l'importation ( <i>Import Safeguard Tax</i> )
UNCCC	United Nations Climate Change Conference
UNCCD	United Nations Convention to Combat Desertification

UNCDB	United Nations Convention on Biological Diversity
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNICEF	United Nations Children's Emergency Fund
UNSO	United Nations Sudano-Sahelian Office
USAID	United States Agency for International Development
VAT	Value Added Tax
VRA	Volta River Authority
WABD	West African Bank for Development
WAEMU	West African Economic and Monetary Union
WAHO	West African Health Organization
WAMCCP	West African Marine and Coastal Conservation Programme
WAMIS-NET	West African Market Information Network
WARDA	Africa Rice Center
WARFP	West Africa Regional Fisheries Program
WECARD	West and Central African Council for Agricultural Research and Development
WECARD	West and Central African Council for Agricultural Research and Development
WFP	World Food Programme
WRCU	Water Resources Coordination Unit for ECOWAS
WTO	World Trade Organization



## Foreword

1. Agriculture, livestock and fisheries are crucial, if not central, to West African economies. They contribute over 35% to Gross Regional Product and over 15% to export earnings; these sectors generate income for more than 60% of the working population, and cover more than 80% of food requirements. They contribute to land development, natural resource and environmental management.
2. The food crisis caused by soaring prices of food products worldwide in 2007-08 were an abrupt reminder to the region and international community of the urgent need to make major reforms to transform agriculture and meet the challenge of poverty reduction and food security.
3. The region has 290 million inhabitants. This population is expected to double within 20 years; urbanization is taking place at a fast pace. West Africa has the natural resources (arable land, water, grazing lands) and human resources to meet this demand. But it must overcome two major challenges: (i) modernize agriculture to meet growing demands, and (ii) provide opportunities to the majority of farmers, to avoid a mass exodus to cities ill-equipped to absorb this labor force.
4. Adopted by the Heads of State and Government of ECOWAS in January 2005, the regional agricultural policy - ECOWAP/CAADP - has quickly emerged as the most appropriate framework to launch modernization efforts, in view of achieving food sovereignty and food security in the region.
5. At the Abuja Conference on financing regional agricultural policy in West Africa (November 2009), stakeholders - ECOWAS Commission, Member States, the African Union, producers' organizations, the private sector, civil society and technical and financial partners - adopted the Regional Partnership Compact. The Compact recalls the underlying tenets of the agricultural policy, its vision and priorities. It recognizes ECOWAP as the primary framework for programming actions in the agricultural sector and coordinating international aid.
6. The Compact states that the policy's implementation at the regional level is to be achieved through three mobilizing programs reflecting the region's priorities: (i) promote strategic products for food sovereignty, (ii) promote an overall enabling environment for regional agricultural development and (iii) reduce food insecurity and promote sustainable access to food.
7. The Regional Investment Plan is designed to implement the mobilizing programs, and constitutes the regional agricultural development program for 2011-2015. It was developed in line with the prerogatives of the regional institution for economic and political integration. It reflects the regional dimensions of agricultural policies and programs of the 15 Member States.

# **1 Origins of the Regional Investment Plan**

1. Making ECOWAP/CAADP operational relies on the implementation of two categories of complementary programs: the National Investment Programs (NAIPs) and a Regional Investment Plan for the implementation of the mobilizing programs at the regional level. The NAIPs represent the visions, ambitions and priorities of the countries. As such, they provide the reference framework for programming actions in the agricultural sector and the coordination framework for international aid at the national level.
2. At the regional level, the ECOWAP/CAADP mobilizing programs combine investments and public policy reforms (instruments and measures). They complement the NAIPs, assume responsibility for the regional aspects, manage the interdependencies between the countries and organize their cooperation on common issues.
3. The Regional Investment Plan for the implementation of the ECOWAP mobilizing programs is designed in accordance with the desire of the ECOWAS Commission to accelerate the implementation of the regional agricultural policy. It corresponds to a selection of strategic priorities facilitating a simultaneous response to the emergency created by the new international and regional context and to undertake structural reforms opening the way to a far-reaching transformation of agriculture in West Africa.
4. By establishing this hierarchy of priorities, the ECOWAS Commission wishes to promote West African leadership in defining, coordinating 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 sectors of agriculture and food security. It also wishes to present the member states and the international community with realistic programs which are in phase with the implementation capacities at a cost which is acceptable to the different contributors, both domestic and foreign.

## **2 Areas covered by the Regional Investment Plan**

### **2.1 Defining the Regional Investment Plan for the implementation of the mobilizing programs**

5. The Regional Investment Plan for the implementation of the mobilizing programs focuses on a limited number of key questions which are essential in stimulating and conducting a decisive and massive transformation of the West African agricultural sector.
6. It aims to provide solutions to the main obstacles to economic growth and food security by simultaneously taking up the production challenges, the commercial challenges and the general environment of the agricultural sector and, finally, the challenges linked to access to food.

7. It is designed with a view to obtaining significant short- and medium-term results. It must be possible to measure these results once this first generation of programs draws to a close in 2014.
8. While adhering to the three areas of intervention and the six components of ECOWAP/CAADP as well as to the four pillars of the NEPAD, this plan aims to coordinate the short-term investments correctly as an emergency response as well as the structuring medium- and long-term interventions: (1) the rapid and sustainable increase in food productions, (2) the structuring of the value chains and the regulation of the markets and (3) the food and nutritional security of vulnerable populations.
9. It also attempts to pursue the efforts agreed within the framework of the emergency programs supported by the special measures introduced by the development partners with a view to obtain sustainable results in terms of agricultural development and food security. It provides a sustainable basis for the construction of institutional measures and the provision of those services essential to agriculture with a view to securing the conditions of production and trade.
10. It requires priority investment from ECOWAS as it combines three major characteristics:
  - The need for coordination between the different departments within the ECOWAS Commission (agriculture, environment and water resources; macroeconomics; trade/customers; infrastructures; humanitarian affairs; etc.);
  - The need for high-level political dialogue with the member states of ECOWAS concerning the convergence public policies;
  - The involvement, in its definition and implementation, of (i) regulatory instruments (which cannot be delegated to other institutions), and (ii) projects with a regional remit.
11. It respects the principle of subsidiarity between the different levels of public action. It therefore contributes to a gradual clarification of governance and to the affirmation of the particular modalities for implementing the ECOWAP/CAADP, founded on:
  - Permanent dialogue with the operators in the agricultural sector, in particular the producer organizations;
  - Taking advantage of the competences and know-how of the specialist technical institutions in implementing the investment programs;
  - Leadership clearly exercised by the ECOWAS Commission and the other entities (Summit, Council, Parliament) with regard to establishing the general political orientation and the regional compromises. More precisely, this leadership concerns the fields of regional sovereignty or authority, which involve public policy reforms, and domains where the compartmentalization of the specialist technical institutions' competences or capacities make an effective delegation of the implementation impossible;
  - The regional level focusing on three main categories of intervention: i) management of the interdependences between the countries; ii) cooperation on the problems common to several countries where the regional level allows significant economies of scale to be achieved; and iii) management of the regions' external relations.

12. It enables the different thematic actions envisaged in the different sub-programs of the RAIP to be coordinated within the framework of more coherent and holistic transversal approaches. It incorporates the different determinants of the transformation of the agricultural sector, providing a means to escape from the “technicist” approaches which push the economic, commercial and institutional environment of the producers and other economic operators into the background.
13. The Regional Investment Plan for the implementation of the mobilizing programs attempts to satisfy a criterion of feasibility. It must reflect the human and institutional capacities currently available for the implementation and a financial budget which can reasonably be made available in light of the commitments made by the regional and international community (cf. the conclusions of the last G8 summit held in Aquila in July 2009).
14. The federating nature of the plan can be seen on three levels:
  - It federates the national and regional priorities in a common vision: the NAIPs include priority programs incorporating regional dimensions which exceed the prerogatives of national institutions and which fall under the auspices of the Regional Investment Plan;
  - It federates and intermeshes the approach by investments and the approach by public policy instruments (regulations, incentives, etc.);
  - It federates the approaches developed in the different RAIP sub-programs around key common questions.

## 2.2 Intermeshing the Regional Investment Plan with the thematic programs which exist or are under development

15. Since the adoption of the agricultural policy in 2005, a set of thematic programs has been designed. This is the case, for example, of cross-border transhumance, the fight against avian flu, the fight against fruit fly, the inputs market, biosecurity, etc. Furthermore, ECOWAS has begun work on formulating the Regional Agricultural Investment Program (RAIP), built around six components:
  - **Improved water management**, consisting of: (i) improved irrigation; (ii) integrated management of invasive aquatic plants; and (iii) capacity building for organizations in cross-border basins.
  - **Improved management of other shared natural resources**, including: (i) the organization of transhumance and developing the routes; (ii) sustainable management of forest resources; and (iii) sustainable management of halieutic resources;
  - **The sustainable development of farms**, taking into account: (i) the integrated management of soil fertility; (ii) the strengthening of the producer support services; and (iii) the dissemination of improved technologies;

- ***The development of the agricultural value chains and the promotion of the markets***, consisting of: (i) the development of the different value chains (food crops, peri-urban agriculture, export crops, short-cycle breeding, agro-forestry food products, traditional fishing and aquaculture); (ii) the development of product processing; (iii) the strengthening of operator support services; and (iv) the promotion of national, regional and international trade;
- ***The prevention and management of food crises and other natural disasters***, focusing on: (i) the promotion of early warning systems; (ii) the development of crisis management systems; (iii) support for the rehabilitation of the zones concerned after the crises; and (iv) the development of compensation mechanisms/insurance against disasters;
- ***Institutional strengthening*** through: (i) the incorporation of the generic approach; (ii) support for capacity building for the formulation of agricultural and rural policies and strategies; (iii) sustainable financing of agriculture; (iv) communication; (v) management and coordination capacity building; and (vi) monitoring and evaluation capacity building.

16. These components have been the subject of detailed programming work. To this end, ECOWAS has assigned project leaders and thematic groups responsible for coordinating the process for each component. These components are intended to be sufficiently exhaustive and to correspond to the objective of fully implementing ECOWAP/CAADP. Similar work has been carried out on the creation of an agricultural regional information system (AGRIS).
17. The thematic sequencing of the RAIP components is accompanied by problems of activity overlaps between the components, making overall coherence more difficult to achieve. Furthermore, the distinction between the actions to be governed at national level, those to be governed at regional level and those for which responsibility is shared between the two levels of government has not been defined in full. The decision to develop a Regional Investment Plan aims to overcome these difficulties. Nevertheless, the Regional Investment Plan is strongly based on the actions identified within the framework of these components and processes. The plan focuses on a set of regional priorities which are in phase with the resources, the institutional and human implementation capacities available in the early years.
18. With regard to the issue of information, seen as an essential priority, the AGRIS program as a whole is incorporated in the component of the plan focusing on improving the global environment of the agricultural sector. This can also be justified with the regard to the management and monitoring-evaluation needs of the policy and the programs requiring considerable improvement in data production and processing at both national and regional level. AGRIS also federates all the "information" dimensions handled individually in each of the RAIP components.
19. Once the first Regional Investment Plan for the implementation of the mobilizing programs has been implemented, a second plan will be designed to complement the first by strengthening the knowledge and tackling the other priorities.

## 3 Description of the Regional Investment Plan

### 3.1 General and specific objective

20. The general aim of the Regional Investment Plan for the implementation of the mobilizing programs is to “modernize agriculture in favor of food sovereignty and regional integration”.
21. The end goal is to speed up economic growth in order to reduce poverty, contribute to a better distribution of wealth and ensure preservation of natural resources and the environment.
22. It is built around three specific objectives: (i) the promotion of strategic products conducive to food sovereignty, (ii) the promotion of a global environment conducive to regional agricultural development and (iii) the reduction of vulnerability and the promotion of the population’s sustainable access to food.

### 3.2 Summary description

#### 3.2.1 The first specific objective

23. Achieving regional food sovereignty requires priority work on products which (i) enjoy a high production potential, (ii) correspond to the changing food habit of the populations and (iii) demonstrate a high level of extra-regional imports which can be replaced by enhancing the complementarities of the production basins and promoting regional trade.
24. All food products (millet/sorghum, maize and rice, roots and tubers, fruit and vegetables, animal products, etc.) contribute to food sovereignty. Nevertheless, from the standpoint of the three criteria mentioned above, priority is given to the strategic food value chains: rice/maize/cassava, livestock/meat and their by-products and halieutic products.
25. The concern underlying this first specific objective is to accompany all the regional development initiative and strategies with regard to the agribusiness value chains in order to improve the incomes of the rural populations, reduce the food dependence of the ECOWAS member states and modernize the production systems. It is built around three outcomes:
  - **Outcome 1.1:** The food products contributing to food sovereignty are promoted (rice/maize/cassava). This outcome includes support activities relating to (i) the modernization of family farms and the sustainable intensification of the production systems, (ii) the development of irrigation, (iii) the restructuring and organization of the commodity chains or value chains and (iv) the promotion of processing activities and the products.
  - **Outcome 1.2:** The livestock, meat and milk value chains are promoted. This outcome primarily includes support activities relating to (i) the adaption and securing of the different breeding systems, (ii) the management of the cross-

border mobility of the herds and the prevention/regulation of conflicts concerning the use of resources, (iii) the restructuring and organization of the commodity chains or value chains and (iv) the promotion of processing activities and the products.

- **Outcome 1.3:** A sustainable management policy and strategies concerning halieutic resources are defined and implemented. Two activities contribute to achieving this outcome: (i) ensuring the coherence of the management strategies in the fishing sector and (ii) improving the productivity and competitiveness of aquaculture.

### **3.2.2 The second specific objective**

26. In both the economic and commercial environment and the physical environment, major changes influence regional agricultural development. This specific objective is more global in nature than the previous one in that it aims to implement a certain number of activities intended to improve the environment of the sector as a whole, irrespective of the types of production and the agro-ecological areas. Their scope is therefore more general and they mean that support for sub-sectors deemed not to be a priority within the framework of the first specific objective does not need to be pushed back to subsequent investment plans.

27. This sub-program aims to construct a commercial, physical, informational and institutional environment conducive to the massive transformation of the production systems and agricultural value chains in West Africa. It comprises four outcomes:

- **Outcome 2.1:** The commercial environment of the agribusiness value chains is improved. Three main activities contribute to achieving this outcome: (i) the promotion of regional trade in food products, (ii) the development of trade infrastructures adapted to agricultural products and (iii) the adaptation and implementation of new trade measures at the borders of the ECOWAS zone.
- **Outcome 2.2:** Mechanisms ensuring adaptation to climate variability and change and integration management mechanisms for shared resources are introduced at regional level. This outcome is based on two activities: (i) the strengthening of regional research on climate change and its impact on the production systems and (ii) the improvement of integration management capacities relating to shared water resources.
- **Outcome 2.3:** An information and aid to decision-making system is operational and is used to monitor: (i) the environmental and macroeconomic context, (ii) the agricultural policies, (iii) the production systems and the food and nutritional situation and (iv) the markets and trade opportunities.
- **Outcome 2.4:** A sub-regional framework conducive to institutional and human capacity building is established. The activity contributing to achieving this outcome is the regional support for the capacity-building initiatives.

### **3.2.3 The third specific objective**

28. The development of regional food production requires improved income for producers and the other operators in the value chains while striving to improve the competitiveness of the products to reduce the cost of food for all West African consumers. In the short-term, the price increase caused by the global environment and this strategy of promoting regional products contribute to exacerbating the difficulties experience by vulnerable populations in obtaining access to food. A sub-program in this field is justified (i) with regard to the food security objectives<sup>1</sup> pursued by the regional and international communities and (ii) to ensure the feasibility of the policy of agricultural development and the promotion of food sovereignty in light of the proportion of the population affect by difficult economic access to food.

29. The global objective of this third sub-program is to contribute to ensuring that the food needs of the vulnerable populations are covered and to reducing the structural vulnerability of the populations in both rural and urban areas. It is built around three outcomes:

- **Outcome 3.1:** A harmonized regional analysis framework for the structural causes of vulnerability and the instruments used to reduce it is defined. Achieving this outcome is envisaged by means of accomplishing the “support for the definition of a common approach to vulnerability and the instruments of intervention”.
- **Outcome 3.2:** The vulnerability monitoring and food crisis prevention mechanism is improved and adapted. Two activities contribute to achieving this outcome: (i) the adaptation/creation of prevention mechanisms taking the changing risks into account and (ii) the development of the aid to decision-making capacity to prevent crises and target interventions.
- **Outcome 3.3:** Regional instruments supporting the national capacity to prevent and manage food crises and to reduce the vulnerability of the poor populations are implemented. Four activities are planned in this context: (i) the development of a regional contingency plan, (ii) the bolstering of national stocks and the constitution of regional food security stock, (iii) support for the “innovative” national social safety net initiatives and (iv) the harmonization of the methodologies for evaluating the impacts of the social safety nets and support for the evaluations from a standpoint of regional capitalization.

### **3.2.4 Overview of the logical framework**

See table 1 next page

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<sup>1</sup> Food security exists when, at any point in time, all human beings have physical and economic access to sufficiently healthy and nutritious food enabling them to satisfy their energy needs and food preferences with a view to leading a health and active life (extract from the declaration adopted at the World Food Summit held in Rome in November 1996).

**Table 1 : Overview of the logical framework**

Activities	Specific objectives	Expected outcomes
	<p>S.O. 1:</p> <p>Promote strategic products for food security and food sovereignty</p>	<p>Outcome 1.1: West Africa is able to meet most of its food needs through the promotion of rice, maize and cassava.</p>
	<p>S.O. 2:</p> <p>Promote an enabling environment for regional agricultural development</p>	<p>Outcome 1.2: Regional imports of animal products and by-products are substantially reduced through the promotion of livestock systems and animal product chains.</p>
	<p>S.O. 3:</p> <p>Reduce food insecurity and promote sustainable access to food</p>	<p>Outcome 1.3: Policies and strategies for the sustainable management of fisheries resources have been defined and implemented.</p>
		<p>Outcome 2.1: The business environment for agri-food chains have been improved.</p>
		<p>Outcome 2.2: Mechanisms to help adapt to climate variability, climate change and integrated management of shared resources have been implemented at the regional level.</p>
		<p>Outcome 2.3: An information and decision support system is operational.</p>
		<p>Outcome 2.4: The capacities of regional stakeholders and institutions have been strengthened.</p>
		<p>Outcome 3.1: A regional framework for analyzing the structural causes of food insecurity has been defined; tools for reducing food security have been developed.</p>
		<p>Outcome 3.2: Systems for monitoring food insecurity and preventing food crises have been improved and adapted.</p>
	<p>Outcome 3.3: Regional mechanisms to help governments prevent and manage food crises and reduce food insecurity have been implemented.</p>	
<p><b>Management, funding mechanism, monitoring and evaluation</b></p>		

### **3.3 Specific objective n° 1: The promotion of strategic products for food sovereignty**

#### **3.3.1 Object and scope of specific objective no. 1**

30. The first sub-program of the Regional Investment Plan deals with the “Promotion of strategic food products for food sovereignty” and aims to develop a groups of products which, from the standpoint of their production potential and the role they play in the region’s food system, contribute decisively to (i) improving the incomes of rural inhabitants, (ii) ensuring the food security or even food sovereignty of the populations and (iii) reducing poverty. These are essentially products with a large potential in the region facilitating the production of sufficient goods to reduce imports substantially. The latter have tended to increase in recent years.
31. Three categories of plant, animal and fishery production are targeted. The first category concerns the promotion of cereal productions in general, but more specifically rice and maize, as well as root plants, in this case cassava. These products, which are the most frequently traded in the region, are representative of the different ecosystems, while demand for them is increasing considerably to be used for numerous purposes: human food consumption, animal feed and industrial needs. Despite the progress recorded in terms of production over the past twenty five years, the domestic supply of these two categories of plant productions is still a long way from covering fully the constantly increasing regional demand.
32. The second category of products concerns the animal value chains and the derivative products, meat and milk. As is the case for cereals and the products derived from cassava, West Africa remains a region where the level of consumption of meat and animal by-products is one of the lowest in the world. The total volume of meat produced in the region is 2.35 million tons, i.e. 8.7 kg per inhabitant; milk production is estimated at 2.05 million tons, i.e. a volume of 7.7 liters per inhabitant. Despite the region’s large potential (some 210 million hectares of pasture) and the number of livestock, the region has become increasingly dependent on imports of animal proteins. Imports of meat-based products, increasingly dominated by poultry products from Brazil, Argentina and the EU, are rising considerably and represent a sort of disincentive for regional production. The region is also dependent with regard to dairy products, in particular powdered milk which was previously subsidized by the European Union.
33. The third category of products concerns fishery products from both marine and inland fishing and from the expanding sector of aquaculture. The total fish production for West Africa was estimated at 1,654,062 tons in 2002: 1,106,817 tons from marine fishing, 507,048 tons from inland fishing and 40,197 tons from aquaculture. Fishery production in West Africa represents approximately 22% of total production in Africa and less than 2% of that of the entire world.

34. The region exports some 550,000 tons with an estimated value of 1.75 billion dollars per year. The fishing sub-sector faces numerous constraints which are reflected on the prices: poor coordination of national policies, the plundering of marine resources by foreign vessels due to insufficient monitoring mechanisms, numerous constraints linked to the development of aquaculture.
35. The countries of the region have outlined develop strategies for these three categories of product. This component of the Regional Investment Plan for the implementation of mobilizing programs intends to implement a certain number of incentive measures, primarily aimed at i) modernizing the agricultural, pastoral and agro-pastoral farming systems as well as poultry and fish farming, ii) promoting access to resources and factors of production, iii) supporting the restructuring of the commodity chains and iv) contributing to increasing the value of production through the development of processing activities and the creation of value chains.

### **3.3.2 Problem**

#### **3.3.2.1 Presentation of the main problems to be resolved**

##### **3.3.2.1.1 *The persistently low productivity of West African agriculture***

36. The West African agricultural sector has recorded major progress over the past twenty five years with, in particular, a significant increase in productions, all types of farming combined<sup>2</sup>. Accordingly, the volume of so-called cash crops increased from 19 million tons in 1980 to 38 million in 2006, i.e. an increase of 100%, while the volume of food products increased by a factor of 3.5, rising from 59 million tons in 1980 to 212 million in 2006.
37. These results nevertheless hide one of the essential problems facing West African agriculture: its low productivity. Production output is still very low and is only very gradually increasing. Between 1980 and 2006, the average increase in output was only 42%. The effect of this rate of increase on the increase in production volume was only 30%. As a result, the increase in production was only obtained through a large increase in the areas farmed (229% increase for the period 1980-2005). This extensive model of production growth is no longer viable or replicable (farming of marginal land, deterioration of the soil, conflicts of use of land resources, etc.). The climate change in progress will make this situation in even more complex.
38. This low level of productivity covers disparities which differ according to the products and the production basins. In the case of cereals, the increase in production can be explained by a doubling of farmed areas, whereas output only increase by 14%. In the case of tubers and roots, the increase in the volumes produced results from the area of farmland devoted to these products being increase nine-fold. The level of productivity is highly dependent on the production conditions, in particular the natural conditions, access to technologies, credit and inputs and the existence of a solvent market.

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Foundation for World Agriculture and Rural Life; 2007: the agricultural potential of West Africa

39. More specifically, the level of productivity of the main crops remains low. The productivity of cereals as a whole ranges from 600 kg to 1,000 kg/ha, peaking at 1.5 tons for maize compared to a global average of 8 tons. The average productivity of rice within the region is 2.5 tons per hectare compared to an average global output of 4.5 tons, while that of cassava is no more than 15 tons in the region compared to an average global output of 40 tons. This low level of productivity is exacerbated by major post-harvest losses linked to the poor availability and performance of preserving and storage infrastructures. Post-harvest losses for maize are as high as 17%, compared to a global estimated average of only 4%.
40. The production volumes of these three food products have therefore developed very differently. The production volume of maize increase from only 2,130,000 tons in 1980 to 11,778,000 tons in 2006, i.e. an average increase of 4.5%. Rice production grew at a more leisurely rate of 1.8%, increasing from 3,200,000 in 1986 to 9,000,000 in 2006. Finally, cassava production, highly localized in wooded coastal countries but the products of which play an increasingly important role in regional trade, increased from 16,400,000 tons in 1986 to 63,260,000 tons in 2006, i.e. an average rate of growth of 2.8% - almost the same rate as population growth. These results can be traced to major research efforts on the part of the IITA with regard to high-output varieties of cassava.
41. Generally speaking, the situation with regard to the breeding value chains and their by-products is similar to that of crop productions. While the breeding of short-cycle animals experienced a major boom in recent years, that of ruminants continues to demonstrate a low level of productivity which cannot be fully grasped due to the very poor quality of the statistical data available. Enhancing certain zones by introducing ruminants in extensive systems nevertheless means that high-quality meat can be produced at a low cost. The number of fowl was estimated at some 400 million in 2006 while head of cattle were estimated at 57 million, goats at 100 million and sheep at 83 million.
42. The situation of the fishery value chains is also far from spectacular. In recent years, West Africa has recorded a significant fall in the average consumption of fish per inhabitant, a figure estimated at about 12.9 kg for the period 2001-2005. The main cause of this deteriorating situation is a fall in catches in a context of increasing demand caused by a growing population and an increase in external needs.

#### **3.3.2.1.2 A strong and increasing food dependence in the region**

43. The value of West African agri-food imports rose from 3.2 billion US dollars during the period 1994-1996 to USD 7.1 billion between 2004 and 2006, i.e. an increase of 221%. Cereal imports increased from USD 1.2 billion to USD 2.8 billion over the same period, representing an increase of 233%. These imports increased even further, both in terms of volume and value, by the food crisis resulting from the soaring prices of basic products witnessed at the beginning of 2007.
44. Despite its enormous potential, West Africa is a net importer of cereals, rice, wheat and maize. Rice imports, for which more or less reliable data exist, totaled almost 7 million

tons in 2008, i.e. 50% of the region's needs. Nigeria alone officially imports more than 1.7 million tons, to which must be added the 500 thousand tons resulting from re-exportation via Benin and Niger. It is followed by Senegal with 700,000 tons, Côte d'Ivoire with 450,000 tons and Ghana with 350,000 tons. With the exception of Mali which is close to a situation of self-sufficiency, the majority of countries record less than 35% self-sufficiency for rice.

45. Regional imports of maize are smaller but are currently experiencing a strong increase due to the demand for poultry feed and, secondarily, for human food. Numerous countries which have developed a poultry breeding sector increasingly turn to imports of this cereal from outside Africa. The recent evolution of the international market for this product gives rise to the fear of a possible fall in accessibility for human consumption due to the increase in global industrial demand for biofuels and alcohol. It should not be forgotten that maize is a basic foodstuff for approximately 50% of the population in sub-Saharan Africa. In West Africa, the consumption of maize has experienced a territorial increase in recent years related to the expansion of the production area of this cereal to the cotton-producing zones.
46. The market for products derived from cassava (manioc root, tapioca and gari) is less strained, with the region importing low quantities from Asian countries. However it remains largely dependent on the international starch market. Nigeria, Ghana and to a lesser extent Mali and Senegal are the largest importers in the region. West Africa, which is currently the largest cassava-producing region in the world, draws very little profit from the opportunities offered by the international starch market which the IFAD estimates at some 20 billion US dollars. Furthermore, it has only barely developed the production of manioc root for cattle feed, a product which has enabled Thailand to conquer the international market of manioc derivatives.
47. The regional supply of animal products, in particular meat and milk, is still largely insufficient to satisfy the needs of the region. Recent works estimate beef production at an average of 631,000 tons per years and meat from smaller ruminants at 1.26 million tons. The volume of meat produced in the region totals 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, representing a very low average consumption per inhabitant.
48. Between 1994-1996 and 2004-2006, West African imports of meat and preparations, all categories combined, increased almost two-fold from 126,085,000 US dollars to 258,658,000 dollars. The volume of poultry meat imports increased by a factor of more than 5.5 over the same period. In 2007, for the very first time, the supply of imported meat (refrigerated and frozen and produced outside Africa) exceeded the supply of fresh meat from local and imported livestock in the region, for example totaling 29,742 tons compared to 22,525 tons in Côte d'Ivoire.
49. Imports of dairy products within the region have increased significantly over the past ten years. According to the statistics of the FAO, the value of imports of dairy products in West Africa increased from 323.4 million dollars in 2000 to 740.8 million in 2008, i.e. an increase of 129%.

### 3.3.2.2 The programs currently in progress in the region

50. Both at national and regional level, numerous programs concerning the development of cereals, roots and tubers, breeding systems (ruminants and poultry and the promotion of derivatives – milk, meat, leather and skins) have been initiated and implemented.
51. In the specific case of cereals, it is worth noting the numerous initiatives taken by all countries in the region to promote the short- and medium term development of maize and, more particularly, rice production. These have involved the implementation of a certain number of incentive measures (input subsidies, allocation of crop year credits, product purchases). These generally limited national programs were given renewed impetus in 2007 and 2008 in response to the crisis resulting from the prices hike. They are now pursued through larger-scale programs:
- a. **The Japanese African rice development project**, with a total budget of 4.2 billion US dollars. Six countries in West Africa benefit from this program: Ghana, Guinea, Mali, Nigeria, Senegal and Sierra Leone. It is focused on varietal research and the provision of inputs.
  - b. **The Islamic Development Bank (IsDB) and a group of Saudi investors envisage a seven-year rice promotion plan** to reduce Africa's dependence on imports. The global budget for the project is estimated at (1) billion US dollars. The project, entitled 7 x 7, aims to develop 700,000 hectares of agricultural land to produce 7 million tons of paddy over the next seven years. Mali and Senegal are among the countries which could benefit from this project in West Africa.
  - c. Several other region-wide initiatives have been focused on "Office du Niger" (Mali) for their implementation: WAEMU, CENSAD, Libya.
52. **Tubers and roots, in particular cassava and yam, are the subjects of numerous programs and projects in West Africa**, primarily in wooded countries. The best-known projects include, (i) the "Root and Tuber Improvement and Marketing Program" in Ghana (2006-2014) with a total financing of USD 27 million and President KUFOR's special cassava initiative; (ii) the "Root and Tuber Improvement Program" in Nigeria (2001-2009) with a total financing of USD 36 million; and (iii) The "Roots and Tuber Development Program" (PDRT) in Benin (2001-2008) with a total financing of USD 19.2 million. Finally, it is also worth noting the "Regional Cassava Processing and Marketing Initiative (RCPMI) for West and Central Africa" coordinated by IFAD. This program aims to develop value chains within the cassava commodity chain to increase the outlets.
53. With a view to developing the livestock sector, which represents almost 44% of the region's agricultural GDP, it is worth mentioning:
- a. **The World Bank "Alive" Project**, launched in 2004 which primarily aims to (i) improve the productivity of the pastoral systems, (ii) promote intensive breeding and (iii) implement an action plan and investment plan for the livestock sector.
  - b. **The Livestock, Environment and Development Initiative (LEAD)**, primarily aimed at promoting natural resources to develop breeding activities. The program primarily concerns arid and semi-arid zones.

- c. **The Pro-Poor Livestock Policy Facility Program (PPLF)**, financed by the DFID and implemented by the FAO since 2001, which aims to develop livestock activities with a view to reducing poverty among African populations.
- d. **The World Initiative for Sustainable Pastoralism**, which aims to assign responsibility to breeders to enable them to ensure the sustainable management of natural resources.
- e. **The joint ECOWAS-WAEMU program** aimed at securing the pastoral economy in West Africa.
- f. **The program to fight against avian flu** implemented by ECOWAS.

54. With regard to the fisheries sector, it is worth noting the following programs:

- a. The **Regional Coastal and Marine Conservation Program for West Africa (PRCM)** is a joint initiative implemented by four international non-governmental organizations: the International Union for the Conservation of Nature (IUCN), the World Wide Fund for Nature (WWF), Wetlands International and the Fondation Internationale du Banc d'Arguin (FIBA) in partnership with the Sub-Regional Fisheries Commission (SRFC). This covers seven countries: Mauritania, Senegal, Gambia, Guinea Bissau, Guinea, Sierra Leone and Cape Verde.
- b. **The NEPAD Partnership for African Fisheries (PAF)**, which aims to support an emerging political framework by defining the processes which will strengthen Africa's capacities to take into account, determine and implement **sensitive reform in terms of governance and the fisheries trade**.
- c. **Support to the SRFC for the development of joint-management initiatives and the integration of the AMP in the fisheries development of West Africa**. The project aims to contribute to environmental, economic and political stability in West Africa by means of improved management of fisheries and the marine environment and improved capacities for manage conflicts of use between operators and countries in the sub-region.
- d. **Support for Fisheries Resource Management in West Africa (AGRHAO)**. The SRFC coordinates the harmonization of approaches in favor of the sustainable use of fisheries resources in the sub-region while strengthening the institutional capacities of the SRFC (permanent secretariat and member states)
- e. **West Africa Regional Fisheries Project (WARFP), preparatory phase**. The aims is to favor the sustainable increase in wealth generated by the use of fisheries resources in West Africa and the proportion of this wealth obtained by the countries and operators of the sub-region.
- f. **Fisheries Promotion Fund**. The aim is to strengthen the capacities of COMHAFAT and its members, primarily in the field of fisheries development and management. This project is financed by the Japanese government for a duration of ten years.
- g. **FAO/Spanish Government Cooperation Program**. The project aims to favor investment in aquaculture with a view to reducing poverty in the Volta basin. It will create an environment conducive to the creation of opportunities for low-income African fish farmers by means of improved management of the genetic resources of tilapia fish.
- h. **The Ecosystem Approach to Fisheries Project in the marine fisheries of development countries – EAF Project (GCP/INT/003/NOR)**. The aim of this project is to support the fishery research institutions and the administrations responsible for fishery management in the countries participating in the project with a view to improving knowledge on the marine

ecosystems so that they can use them subsequently in planning and monitoring activities while assimilating the key principles of the Ecosystem Approach to Fisheries (EAP).

- i. **The CCLME protection project (Canary Current Large Marine Ecosystem).** The aim of this project is to enable the countries concerned to take account of cross-border concerns relating to the decline of fisheries, biodiversity and the quality of water by means of reform, investment and management programs.
- j. **Support for fisheries management in West Africa (region covered by the SRFC).** This involves (i) promoting the contribution of fisheries to the economies of the member states of the Sub-Regional Fisheries Commission (SRFC) and (ii) contributing to ensuring the coherence of the fisheries development policies of the member states.
- k. **Increased sub-regional cooperation for the monitoring, control and surveillance (MCS) of fishery activities in the zone covered by the Sub-Regional Fisheries Commission (SRFC).** This aims to promote the concerted application of responsible fishing practices, in particular by contributing to the reduction of illegal, undeclared and unregulated fishing (IUU) and its effects on both the marine environment and the economic viability of the sector in the member states of the SRFC.

### **3.3.2.3 Lessons and limitations learned from previous programs**

55. West Africa has implemented several programs intended to promote the development of the agricultural and pastoral. While these programs have the merit of reaching almost all the sub-sectors, they have rarely been adopted with a view to implementing a genuine regional policy. Nor has the integrated vision of all the sub-sectors often been taken into account. This approach has led to “development of the agricultural sector with no productivity gains”. Production increases have been obtained by implementing production systems which consume large volumes of natural resources.
56. Worse, the objectives of food security and poverty reduction assigned to these programs are far from having been achieved. Having failed to bring about its own green revolution, Africa in general and West Africa in particular remain highly dependent on the international market for supplies of a certain number of products for which they nevertheless enjoy significant potential.
57. The programs were lacking both a coherent intervention policy framework, in particular with regard to coordination instruments, and a consensual approach in the elaboration process as well as in their implementation. Consequently, many programs have not necessarily reflected the priorities of the beneficiaries, a situation which explains the mixed operational results obtained.

### **3.3.3 Links with the orientations and axes of ECOWAP/CAADP**

58. This program primarily aims to implement the first axis of intervention of the ECOWAS agricultural policy. This axis is “to increase the productivity and competitiveness of agriculture and essentially family agriculture”. It places the emphasis on improving food security, increasing producers’ incomes and reducing poverty both among farmers and the rural communities.

59. More specifically, this program capitalizes on the initiatives identified in the first four areas of the ECOWAP Regional Investment Program:

- a. Improved water management, including i) improved irrigation, (ii) integrated management of invasive aquatic plants and (iii) capacity building among organizations in the cross-border basins.
- b. The sustainable development of farms, including (i) integrated management of soil fertility, (ii) the strengthening of producer support services and (iii) the dissemination of improved technologies.
- c. Improved management of other natural resources, including (i) the organization of transhumance and the planning of routes, (ii) the sustainable management of forestry resources and (iii) the sustainable management of fishery resources.
- d. The development of agricultural commodity chains and the promotion of markets, including (i) the development of different commodity chains (food, horticultural, export crops, livestock/meat and aviculture, gathered agro-forestry products, artisanal fishing and aquaculture), (ii) the strengthening of operator support services and (iii) the promotion of national, regional and international trade.

60. It also adheres to the framework of the Regional Offensive for Food Production and Against Hunger, with its three axes for intervention :

- i. The rapid and sustainable increase in food production,
- ii. The organization of the commodity chains and the regulation of the markets,
- iii. The food and nutritional security of the vulnerable populations.

### **3.3.4 Logical framework and budget for specific objective n°1**

See table 2, 3 next pages



**Table 2 : Logical framework and budget for S.O. 1 (Part one: rice, maize, cassava)**

S.O.1: Promote strategic products for food security and food sovereignty	Expected outcomes	Activities	Actions
	<p>Outcome 1.1: West Africa is able to meet most of its food needs through the promotion of rice, maize and cassava</p>	<p>Activity 1.1.1: Support to the modernization of family farms and sustainable intensification of production systems</p> <p>Activity 1.1.2: Improve irrigation</p> <p>Activity 1.1.3: Structure value chains</p> <p>Activity 1.1.4: Promote processing and value addition to products</p>	<p>Action 1.1.1.1: Develop a mechanism to co-finance fertilizer subsidies</p> <p>Action 1.1.1.2: Develop a mechanism to co-finance subsidies for small, innovative equipment</p> <p>Action 1.1.1.3: Strengthen input distribution networks</p> <p>Action 1.1.1.4: Develop a guarantee mechanism for input credit</p> <p>Action 1.1.1.5: Develop and disseminate new seeds</p> <p>Action 1.1.1.6: Evaluate impact of special programs and tax and tariff policy on intensification</p> <p>Action 1.1.1.7: Develop and help enforce regulation for agricultural inputs (fertilizers, pesticides, seeds)</p> <p>Action 1.1.1.8: Promote local fertilizer production</p> <p>Action 1.1.1.9: Secure land tenure</p> <p>Action 1.1.2.1: Disseminate best practices in small and large-scale irrigation</p> <p>Action 1.1.3.1: Support regional networks of producer organizations and inter-professional associations</p> <p>Action 1.1.3.2: Support inter-regional trade of food products</p> <p>Action 1.1.4.1: Regulate, standardize and certify products and training available to stakeholders</p> <p>Action 1.1.4.2: Disseminate new processing technologies</p>

**Table 3 : Logical framework and budget for S.O. 1 (Part two: livestock, meat, milk, fisheries)**

S.O.1: Promote strategic products for food security and food sovereignty	Expected outcomes	Activities	Actions
	<p>Outcome 1.2: Regional imports of animal products and by-products are substantially reduced through the promotion of livestock systems and animal product chains.</p>	<p>Activity 1.2.1: Promote livestock and meat chains</p>	<p>Action 1.2.1.1: Ensure animal health Action 1.2.1.2: Promote livestock feed production accessibility to feed</p>
<p>Outcome 1.3: Policies and strategies for the sustainable management of fisheries resources have been defined and implemented.</p>	<p>Activity 1.2.2 Facilitate the movement of herds across borders and conflict prevention</p>	<p>Action 1.2.2.1: Improve of cross-border grazing areas for transhumant herds Action 1.2.2.2: Adapt legal texts on cross-border transhumance, disseminate them and enforce their application Action 1.2.2.3: Set up a regional conflict prevention framework</p>	
	<p>Activity 1.2.3: Structure animal production chains</p>	<p>Action 1.2.3.1: Promote self-managed markets Action 1.2.3.2: Strengthen the organization of inter-professional associations and structure animal production chains. Action 1.2.3.3: Promote processing and value addition to products</p>	
	<p>Activity 1.3.1. Ensure coherent management strategies for the fishery sector</p>	<p>Action.1.3.1.1: Formulate a regional policy on fisheries Action 1.3.1.2: Harmonize regulations related to fisheries</p>	
	<p>Activity 1.3.2: Ensure sustainable management of marine and continental fisheries resources</p>	<p>Action 1.3.2.1: Support the construction of infrastructure to manage streams and bodies of water Action 1.3.2.2: Secure marine and continental fisheries resources Action 1.3.2.3: Improve productivity and competitiveness of aquaculture and fish farming Action 1.3.2.4: Help organize stakeholders and contribute to the professionalization of the sector</p>	

### **3.3.5 Outcome 1.1: West Africa is able to meet most of its food needs through the promotion of rice, maize and cassava**

61. For a long time, agricultural development strategies placed the emphasis on the promotion of export chains for which the return on investment is quicker. This situation was consolidated by the implementation of the structural adjustment policies which, due to their liberal nature, favored massive importation of low-cost food products. They also acted as a sort disincentive for the production of local food products. According to the IFPRI, "African countries have the necessary potential to reduce poverty and guarantee food security for the next 15 to 20 years by targeting investment policies and strategies with a view to: (i) increasing the average rate of growth of agricultural production by 50% and (ii) accelerating the rate of GDP growth to between 6.5 and 8%."
62. The rice, maize and cassava commodity chains are doubtless the best suited to achieving this objective due to the existence of a high regional potential, the optimization of production techniques and a high demand on the rapidly expanding regional market (according to the FAO, the demand for rice in West Africa increases by 6% per year).
63. The aim is to contribute to improving the productivity and competitiveness of the region's production systems to satisfy the food demand of the populations at a competitive price.

#### **3.3.5.1 Activity 1.1.1 : Taking advantage of the modernization of family farms and the sustainable intensification of the production systems.**

64. The West African agricultural sector is dominated by small family farms which are highly vulnerable to different types of shock, including climatic hazards,, the constant deterioration in soil fertility and market imperfections. These farms experience huge difficulties in obtaining access to factors of production (agricultural inputs and equipment), demonstrating one of the lowest levels of use worldwide. In this context, the producers develop alternative survival strategies based on the overuse of natural resources and the under-payment of labor. Farms must be modernized from the standpoint of intensifying production systems, ensuring the sustainable management of natural resources, improving the productivity and remuneration of labor and improving the competitiveness of the products.
65. This activity essentially aims to transform family farming systems by shifting them from a situation of subsistence farming to one of market agriculture. They must be capable of facing the three major challenges of the next fifteen to twenty years: food security for a constantly increasing population, agricultural growth to eradicate poverty and regional integration with the development of trade founded on production complementarities.
66. The actions proposed in the context of this activity target several objectives:
  - Promote intensification by ensuring the sustainable availability of inputs innovative and small-scale equipment at prices which are attractive to producers, thereby presupposing among other things easier access to credit,

- Facilitate investments in hydro-agricultural facilities, which are an essential condition for increasing output to satisfy future demand,
  - Facilitate the production of new, improved seed varieties and disseminate new farming techniques,
  - Harmonize the measures implemented by member states aimed at land security.
67. A regional co-financing mechanism agricultural intensification targets the first objective by means of 4 interdependent actions. This mechanism aims to provide a coherent response at regional level, although it is highly adaptable to the specific constraints of each country. It comprises a selection of actions which the member states can opt to implement with the support of regional co-financing from ECOWAS. It includes 4 actions, which relax 4 constraints:
- The price of fertilizer through targeted subsidies,
  - The price of innovative small-scale equipment through targeted subsidies,
  - The availability of inputs through the introduction of a distribution network (small-scale dealers),
  - Credit through a guarantee fund accessible to banks.
68. Some of these 4 actions are obligatory (they are a condition for access to regional co-financing within the framework of the mechanism adopted) while others are optional (the states may or may not adopt them without this affecting their eligibility for co-financing for the other actions). The rate of community co-financing could be 50% which is sufficient to endow this co-financing with a high mobilization rate, while avoiding the elimination the responsibility of the states. This activity aims to increase fertilizer consumption by an average of 10% per year in order to achieve the objectives of the Abuja conference, i.e. the consumption of 23 kg ha of fertilizing units within the next ten years.

***Action 1.1.1.1 : Implementation of a co-financing mechanism for fertilizer subsidies***

69. The consumption of fertilizer in the ECOWAS zone is estimated at 1.2 million tons, representing an average of 9 kg of fertilizer per hectare. More worryingly, this low level of fertilizer use has tended to stagnate over the past ten years following the fall in cotton farming which has in all probability had an indirect affect on the use of fertilizer for maize (fertilizer misappropriated from the quantities intended for cotton), which is often farmed in the same zones and by the same producers.
70. Fertilizer represents the main (but not the only) agricultural input, the use of which should be promoted by well-targeted subsidies. The aim is to enable farmers who do not use fertilizer (or who use too little) to use it in economically profitable conditions.
71. It is an optional action and thus left to the discretion of the states with a large potential for modulation by each state in accordance with the design and implementation conditions defined at community level.

- The national modulation possibilities are:
  - Choice of the rate of subsidy by the country within the limits of a community cap. Each country that decides to adopt this measure would be free to set its own rate of subsidy within the community cap set by ECOWAS.
  - Choice of target. The country would also be free to target a specific category of producers, for example according to farm size, agro-ecological zones or specific crops.
- The community conditions are:
  - A system of *coupons*. In accordance with the fertilizer strategy adopted by ECOWAS in 2006, the subsidy program should necessarily involve a system of coupons distributed to the farmers.
  - A subsidy rate *cap*. The acceptable subsidy rate should be capped (for example at 50%) to limit the cost of the measure and avoid non-economic use of fertilizer and distorted competition between the states on the agricultural product markets. The level of subsidy could be modified in the event of strong variations in international prices.
  - Management by a *bank*. The coupon system must be managed by a bank (which will reimburse the distributor for the coupons received from farmers).
  - *Approved* distributors. Only the approved distributors (see action 1.1.3 strengthening the distribution network) would be authorized to participate in the program and be reimbursed for the coupons received.
  - A cap on the number of coupons per *farmer*. The number of coupons distributed should be capped per farm (for example 100 kg) to avoid the program being of greater benefit to large-scale farmers than to small-scale operators. This cap could vary from one country to the next given the variability of farm size.
  - *Program monitoring*. Program monitoring conditions intended to ensure the transparency of the system and compliance with the rules by the parties concerned (input distributors and users) should be included in the obligatory conditions to be respected by the countries.

Parties concerned: ECOWAS + member states + POs + banks

Project leader: member states + RAAF

Instruments deployed: agricultural intensification support fund (subsidy budget)

Cost: USD 100 million

**Action 1.1.1.2: Implementation of a co-financing mechanism for subsidies for innovative small-scale equipment**

72. This action aims to improve the distribution of agricultural equipment facilitating intensification, i.e. equipment facilitating an increase in output per hectare and, more generally, innovative agricultural equipment facilitating improved use of soil and water.

73. The list of eligible equipment could be drawn up every year by a regional committee including, among other, researchers, importers and local manufacturers. The measure would be optional. Each country could decide whether or not to adopt it.
74. Each country would be free to target the measure for a specific category of farmers or a specific type of equipment (within a list drawn up at regional level). The level of the subsidy would also be left to the discretion of the states, subject to the community cap.
75. Community conditions:
- A maximum subsidy rate (for example 50%) should be set
  - A maximum value (for example 200 \$) should be set for eligible equipment
  - A maximum value should be set per beneficiary
  - A single subsidy management method (an authorized bank)
  - Program monitoring conditions to ensure the transparency of the system and compliance with the rules by the parties concerned (distributors, banks, users),

Parties concerned: ECOWAS + members states + POs + banks

Project leader: member states + RAAF

Instruments deployed: agricultural intensification support fund (subsidy budget)

Cost: USD 30 million

***Action 1.1.1.3: Strengthening the input distribution network***

76. The aim is to strengthen the network of local inputs distributors (small-scale dealers) of fertilizer, phytosanitary products, animal feed and small-scale agricultural equipment. The objective will be to improve access to inputs for producers, Pos and stock farmers. This involves simultaneously:
- Making the network denser by setting up new dealers and providing aid with their equipment
  - Training existing and new dealers so that they can provide their customers with technical and economic advice and play a more active role in promoting intensification
  - Implementing a dealer approval system founded on common regional standards.
77. The objective of making the distribution network denser would be promoted through start-up aid for distributors in zones where there are few dealers. This aid would be available to existing and underequipped dealers who wish to install the minimum infrastructure required. The aid would consist of an interest rate subsidy for bank loans used to equip approved distributors. Eligible equipment would be defined at regional level. This action would be optional, each country having the possibility to prefer a

national aid system or to complement it by means of other national measures (start-up bonuses, tax advantages, etc.).

78. The implementation of an approval system would be obligatory (i.e. adopting such a system would condition access to all the components of the program) insofar as an approval system seems necessary to any improvement action both in terms of supply and demand. The principle could involve approval granted and then controlled by a national authority according to approval conditions defined at the regional level. The status of approved distributor could be open to general traders dealing in agricultural inputs, producer cooperatives or groups/EIG distributing inputs to their members and agricultural product processing firms operating in the food commodity chains on the local market.
79. The technical and economic training of the distributors is an obligatory action justified by a low cost and the need for dealers with minimum technical knowledge (handling inputs, security, etc.). Training courses would be organized before the approval process as this would enable dealers to respect their commitments.
80. The community conditions would be as follows:
- A subsidy cap, either as an absolute value or a percentage of the average interest rate (for example 4 points)
  - Management of the subsidy by an approved banking institution
  - A subsidy cap for each participating distributor.

Parties concerned: ECOWAS + banks + member states + small-scale dealers + cooperatives + POs + processors
Project leader: member states + RAAF
Instruments deployed: agricultural intensification support fund (interest rate subsidy budget)
Cost: USD 15 million

***Action 1.1.1.4 : Implementation of an input credit guarantee mechanism***

81. The aim is to encourage the banks to finance input credits for producers and livestock farmers as well as to distributors by reducing (without eliminating), the risk to the bank by means of a guarantee fund. This guarantee fund would concern crop year credits for food crops and animal feed. This measure alone is, of course, not sufficient to eliminate the credit constraint and must be combined with other regional or national policies such as the development of a warehouse receipt system and the stabilization of agricultural prices and markets. This action would not be obligatory as the existence of a guarantee fund would not be a decisive constraint for certain countries.
82. A guarantee fund would be created which would be accessible to the commercial banks and jointly financed by the country concerned and the community program. The national guarantee funds could be managed by a development bank which would have the advantage of being the single administrator of all national funds. The guarantee funds

would be accessible to commercial banks and micro-finance institutions wishing to subscribe to the program.

83. The guarantee fund would take over a proportion of unpaid bills suffered by the banks and micro-finance institutions. This would involve guaranteeing the crop year credits granted to farmers or producer groups in order to buy fertilizer as well as working capital credits granted by banks to approved distributors to enable them to sell fertilizer on credit.
84. 50% coverage of the losses is a condition to ensure the viability of the fund as it must not represent a bonus for bad payers by exonerating the farmer from his repayment obligation or for the laxity of the financial institutions.
85. This action would be modulated by the countries by means of geographic targeting, a risk coverage rate and the amount included in the guarantee fund, which would nevertheless be limited by a community cap.
86. The community conditions would concern the fund management method by a development bank and the community cap on the risks by the fund. The maximum community contribution could be 2.5% of the ongoing credits.

Parties concerned: ECOWAS + agricultural banks + micro-finance institutions + member states + POs

Project leader: member states + RAAF + regional banks

Instruments deployed: agricultural intensification support fund (guarantee budget)

Cost: USD 40 million

#### ***Action 1.1.1.5: Creation and dissemination of new seeds***

87. There is a wide diversity of situations in the seed sector, in particular according to the crop. Dry cereal seeds and tubers form:
  - An initial group, by far the largest, where self-production and self-consumption is the rule. Generally, West African consumption of dry cereal seeds is estimated at over one million tons. This market therefore offers a considerable development potential for commercial purposes.
  - A second group consisting of improved seeds (non-hybrid rice and maize seeds) which are sold on the domestic market. It is estimated that only 5% of the needs is covered by improved seeds produced for commercial purposes. Certain selected seeds are imported and almost exclusively concern vegetable seeds intended for small-scale market gardening, with the exception of some examples of potato tubers or hybrid maize.
88. According to the FAO, production and consumption in the ECOWAS zone of improved seed intended for food agriculture has increased at a very low rate, recording an average increase of 1.5% per year. Two reasons have been put forward to explain this:

- High costs for producers. For example, for intensive crops such as irrigated rice, the cost of seeds represents 5% of the production costs (including labor), i.e. almost half the cost of fertilizer
- The quality of the seed is not always guaranteed, in particular due to the lack of regulation and certification in certain countries, but also due to non-compliance with the regulations in place for want of an effective system of control

89. Nevertheless, the distribution of improved seed is an instrument of the sustainable intensification of production which conditions the efficiency of the other factors of intensification. Several types of intervention are recommended at the national level with a view to developing this sector:

- The development of research focusing on varieties and soil fertilizers. This involves promoting research on the varieties best suited to climate change and more productive. This activity includes capacity building for centers primarily specializing in seeds for priority commodity chains.
- Support for the production of basic seeds. This action should focus on rice and maize seed and cassava cuttings which have a high output potential and must be produced in a sufficiently large volume for the multiplying agents.
- Support for the increase in improved seeds. This increasing the quantity and guaranteeing the high quality of the seeds produced by the multiplying agents. These activities must be managed at the national level. They require the introduction of contracts with the operators and the development of partnerships (i) between the multiplying agents and the national research systems and (ii) between the individual producers and the consumers.

90. At regional level, several actions are pivotal in developing the seed sector:

- Coordinating the production of basic seeds to ensure a good balance between regional supply and demand from a long-term perspective of satisfying needs, primarily in the priority commodity chains.
- Harmonizing national input policies (tax, subsidies, conditions for domestic circulation) to limit market distortions and the diversion of trade, and creating an environment conducive to the regional trade of improved seed.
- Capitalizing on and disseminating the good practices in the different fields: widespread extension of innovative technical choices with regard to production, preservation and storage and the creation of contracts between the operators in the commodity chain (seed centers, multiplying agents, farmer organizations).
- Strengthening the capacities of the specialized research centers such as the Africa Rice Center, the IITA on roots and tubers, the CEDRES in Bobo Dioulasso for livestock and the promotion of a center specializing in maize.

Parties concerned: RAAF + research centers + multiplying agents + farmer organizations
Project leader: ECOWAS + member states + CORAF
Instruments deployed: Support fund for innovation and capacity building (good practices dissemination budget)
Cost: USD 15 million

***Action 1.1.1.6: Evaluation of the impact of the special programs and the tax and tariff policies on intensification***

**The tax and tariff measures**

91. Among the exclusively community measures, the tax and tariff policies have very important effects on the intensification of agriculture in that they act on the price of agricultural and livestock inputs and, therefore, on the profitability of agricultural activity.
92. In 2009, WAEMU and ECOWAS adopted new VAT directives aimed at harmonizing tax legislation and achieving the objectives of tax transition. In the field of agriculture, the different countries have to date been provisionally free to apply VAT or not on intermediate products and consumption in the agricultural sector. It should be stressed that, in the wake of the food price crisis, certain countries suspended VAT on inputs and some of them have not reinstated it since.
93. The conditions for applying these VAT directives have yet to be decided. For intermediate consumption (fertilizer, pesticides, small-scale equipment, animal food, day-old chicks, etc.) and agricultural services, reduced VAT or VAT exemption can be applied to certain products to be defined. The effects on the competitiveness of agriculture will depend on the choices made by the different countries concerning the VAT rate as well as the possibility of reduced VAT or exemption for certain products (maximum of 10)<sup>3</sup>.
94. In the field of tariff policy, the negotiations concerning the ECOWAS CET are ongoing and are crucial to the intensification of agriculture. The outcome of these negotiations conditions the final price of imported agricultural and livestock inputs and thus the objective of intensification. On the contrary, however, it can also affect the profitability of the regional production of inputs. The choices are therefore complex<sup>4</sup>.

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<sup>3</sup> The stakes are high for intensification: (i) VAT exemption for inputs is a commitment included in the Abuja declaration. In light of the importance of VAT to achieving the objectives of intensification, a debate is necessary between the parties concerned (ECOWAS departments, member countries, PO and inter-profession representatives) as well as impact studies according to the different countries and commodity chains; (ii) for the promotion of an industrial fertilizer production unit (see following action), the potential incentives are production subsidies or tax exemption (temporary until the volume of the regional market ensures the competitiveness of regional production) to avoid affecting the price of agricultural inputs.

<sup>4</sup> We will recommend that: (i) fertilizer is included in the first bracket (0% of tariff), all the more so as a high tariff would run counter to the desire to subsidize inputs; (ii) for phytosanitary products, in the name of “agricultural support”, a tariff of 0% should not compete with regional formulation and packaging units; (iii) for agricultural equipment, according to

95. All of these tax and tariff measures must initially be negotiated to ensure coherence with the intensification objectives of the present program. They must then be adjusted, from a more permanent standpoint, to the evolution of several variables, including the competitiveness of inputs produced in the region and the evolution of prices on the international markets. This presupposes a permanent process of consultation, negotiation and expertise. With this in mind, the program has earmarked resources for studies, conferences, the organization of a forum for dialogue, dissemination media, information on tax and tariff intended for the countries and in particular the operators within the commodity chains.

#### **Evaluating the impact of the special and emergency programs on intensification**

96. In most member states of ECOWAS, emergency or special programs were implemented for the crop year 2008-2009. These emergency programs consist of several sections which vary from country to country. They concern (i) the purchase of certain local food products at a subsidized price higher than the market, (ii) the sale of low-price food products to consumers and the standardization of price across the territory, (iii) the total remission of tax on certain imports, (iv) wheat and flour subsidies and (v) depending on the country, agricultural investment subsidies (restructuring works conducted by the state or bonuses granted to producers to increase the farm areas). While they are important, the distribution of agricultural input subsidies, in particular for rice, cotton, maize and millet/sorghum, represent only a proportion of the costs of the emergency programs. The financing allocated to these emergency programs were quite considerable and led to exceptional budget deficits.
97. While there has not to date been any systematic evaluation of these operations, it would appear that these measures have had positive effects on production, although it is difficult to distinguish the effects of the increase in producer prices from those of the input subsidies. However, through the subsidies, the emergency programs occasionally had disruptive effects on the projects relating to credit and marketing. With no real evaluation having been carried out, it is still difficult to assess the impact of the input subsidies on intensification, as well as the impact of other measures (subsidized prices, food distributions, etc.) on food security.
98. An in-depth evaluation of the impact of the emergency and special programs implemented by the member states is necessary. The main aim of such an evaluation would be to draw operational conclusions from this experience of large-scale agricultural input subsidies while also assessing the impact of the different measures aimed at boosting agricultural production and the food security of the populations. The conclusions must be shared with all the operators involved in these programs including, first and

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the tariff lines, the tariff should be modulated to protect regional production of certain equipment. However, innovative equipment impacting intensification should be exempted from tariff; (iv) in the livestock sector, a 0% tariff rate would facilitate the dissemination of medicines, vaccines and reproductive animals. However, a 10% or 20% tariff rate could be justified for animal feed to protect provende units obtaining their supplies from the regional market. Following the same rationale, the tariff for maize (currently 5%) should be revised upwards to 10% or, even better, to 20% as the region can increase local maize production with a view, along with other things, to supplying animal feed units.

foremost, the POs. It is on this basis that it would be possible to adapt and define the modalities of this type of intervention in the future.

Parties concerned: departments of ECOWAS + members states + POs + inter-professions
Project leader: ECOWAS
Instruments deployed: Support fund for the regional political, institutional and regulatory framework (studies and evaluations budget)
Cost: USD 5 million

***Action 1.1.1.7: Regulations concerning agricultural inputs (fertilizer, phyto-products, seeds) and support for their application***

99. In the case of fertilizers, the weak regulatory framework does not allow for the effective quality control of the fertilizers on the market, either with regard to the fertilizer content or good storage qualities, and does not therefore provide the buyer with sufficient protection. At the same time, due to the lack of information systems on the input market, the buyer has only poor information concerning the quality standards and price changes.
100. In the case of phytosanitary products, regulations already exist. ECOWAS has already approved a text concerning the regulation and use of phytosanitary products. The main problem with phytosanitary products is their marketing, storage and correct use by the producers. These products present a danger to the ecosystem and for human health. National regulations are already in place. They are poorly or insufficiently applied for want of adequate control systems. ECOWAS has already approved a text, at regional level, concerning the regulation and use of phytosanitary products which has encountered the same problems: awareness and control. ECOWAS has made a great effort towards harmonizing the regulations and training users how to employ phytosanitary products correctly. These efforts will be extended within the framework of the present program.
101. On May 18, 2008, a regional seed regulatory text for the 15 countries was adopted by the ECOWAS Council of Ministers. It provides for a reciprocal recognition mechanism for national certifications and the publication of a regional catalogue of varieties in partnership with the FAO.
102. In these different domains, ECOWAS must undertake to:
- Implement regional quality standards for fertilizers;
  - Develop a collective certification mechanism for fertilizers imported from the international market or produced in factories within the region;
  - Implement an effective mechanism for controlling the application of the regulations, including a mechanism deployed in the main ports of import;
  - Continue to support the regional networking of input importers/distributors.

Parties concerned: ECOWAS departments + members states + POs + inter-professions + importers + input producers

Project leader: ECOWAS and member states

Instruments deployed: Support fund for the regional political, institutional and regulatory framework (regulations budget)

Cost: USD 10 million (subsidies)

### ***Action 1.1.1.8: Promotion of the local production of fertilizer***

103. West Africa has considerable phosphate resources (in Senegal, Mali, Burkina Faso, Togo, Benin and Nigeria). The information concerning the regional production potential of fertilizer comes from outdated studies. According to different sources, West Africa has reserves estimated at 2,000 million tons of natural phosphate. Nevertheless, only three countries in the sub-region make use of their deposits. Most of the sites are therefore under-exploited or not used at all whereas the advantage of making fertilizer from natural phosphates, which are also rich in calcium, is widely recognized. This under-exploitation of natural phosphates is the result of various technical and economic constraints.
104. Furthermore, two countries in the ECOWAS zone have a fertilizer production industry but have, at present, almost stopped producing: (i) in Senegal, the “Industries Chimiques du Sénégal” which produced complex fertilizer using locally produced phosphoric acid, produced and exported to the entire region. The company is now refocusing on the export of phosphoric acid to the detriment of the production of complex fertilizer for the regional market; (ii) in Nigeria, production relied on the availability of natural gas, the main raw material for the production of nitrogen-based fertilizers. The factories, facing a high level of international competition and seemingly prey to management problems, stopped production although it should start again.
105. In recent years, the construction of bulk blending units has been developed with a view to producing “à la carte” fertilizer formulae consisting of a blend of imported products. The majority of complex fertilizer consumed in the region is provided by these units. The total bulk blending capacity in West Africa is estimated at approximately 3,000,000 t/year, of which more than 2,000,000 t/year are produced in Nigeria. The existing bulk production capacities largely cover the needs of the sub-region.
106. The region’s fertilizer needs should increase very quickly, representing a major market. This expansion of the market would pose the problem of the profitability of a regional fertilizer industry in conditions much more favorable conditions thanks to economies of scale.
107. Promoting the local production of fertilizer represents a very significant economic goal. At present, the value of imports of fertilizer is close to 1 billion \$. Moreover, dependence on imports carries with it major risks, as was seen with the crisis in 2008 when the price of fertilizer more than doubled. It is therefore necessary to define a fertilizer production policy at the regional level with the following stages:

- Feasibility studies of the fertilizer industrial unit. The ECOWAS strategic document on fertilizers suggested updating the economic feasibility studies for the revival of regional production. This would involve assessing how and in what conditions fertilizer production could be revived in West Africa from the standpoint of an expanding inputs market. The decisive elements in the economic analysis would be (i) the prospects for the evolution of fertilizer prices on the international market, (ii) the price of energy and oil and (iii) the potential demand on the regional market. The study would have to identify the level of incentive necessary to make production profitable (subsidies, temporary tax exemption) until the expansion of the regional market ensures that regional production is competitive.
- Study of the rationalization of the blending units' activity. From the standpoint of an expansion of the fertilizer markets, it is necessary to rethink the expansion of the fertilizer blending units which are currently under-employed. The distribution of the units according to the evolution of the fertilizer consumption areas would have to be revised to take account of the transport costs.
- If the studies were conclusive, it would be necessary to examine the measures which would be conducive to reviving production. It is clear that any measure involving the protection of the West African market would have effects running counter to the desired objective: an increase in the use of fertilizer. It would increase the cost of fertilizers instead of reducing it. The only incentives possible are therefore subsidies or tax exemption (temporary until the volume of the regional market ensures that regional production is competitive) as well as measures aimed at eliminating the obstacles to the free movement of fertilizer within the ECOWAS area.
- Search for financing. The high cost of the investments in a regional fertilizer industry requires co-financing involving the regional investors, international capital and development banks. These complex financial dealings would require a considerable effort to identify and negotiate financing.

Parties concerned: ECOWAS departments + members states + development banks + regional and international private sector

Project leader: ECOWAS

Instruments deployed: Support fund for innovation and capacity building (good practices dissemination budget)

Cost: USD 5 million

#### ***Action 1.1.1.9: Securing land***

108. Securing land is one of the major conditions of intensification. The producers will not invest in modernizing their farms if they are not certain to retain the rights to their land. The land issue becomes even more important for African family farmers when the rights of access to land are neither recognized nor secured in the legislation and public policies.
109. Local or international private sector investments in agriculture have increased in recent years. This is conducive to the intensification of agriculture and to food security in general if these investments are directed towards food products intended for the regional market. These investments in large-scale farms must be both encouraged to take

advantage of unused resources and controlled in that land and water are becoming increasingly rare resources and the arrival of large-scale farms could be detrimental to small-scale producers.

110. To resolve these problematic issues, most countries have implemented framework land legislation, some with a greater level of success than others. They have all encountered the constraints of limited capacities and a lack of financial resources. Other countries are in the process of reviewing their national framework land policies and legislations while tackling the sensitive question of land tax.
111. Initiatives have already been taken concerning land issues at different levels of the WAEMU, the NEPAD and the African Union as well as in specialist networks. To date, they have given rise to recommendations and proposals such as the drafting of a land charter or the implementation of a land observatory. Most of these initiatives are still under construction.
112. With regard to the sensitive issue of land, which remains a matter for the national authorities, the regional level has a comparative advantage in 2 types of action:
  - The harmonization of the investment code and the land code in the different countries to facilitate free installation of community citizens;
  - The drafting of an agreement between the countries to avoid the major private investments being concentrated in countries where the legislation is least stringent. This would involve defining the minimum conditions (duration of the leases, specifications, operating conditions, destination of the production, etc.) that the countries would have to negotiate with the investors.

Parties concerned: ROPPA + ministries in the member states + agencies responsible for the management of the basins + regional organizations

Project leader: ECOWAS + member states

Instruments deployed: Support fund for the regional political, institutional and regulatory framework (regulations budget)

Cost: USD 2 million

### **3.3.5.2 Activity 1.1.2: Strengthening irrigation**

113. Less than 10% of irrigable land is currently exploited in West Africa. The same is true for renewable underground water with reserves estimated at over 1,000 billion m<sup>3</sup>, of which less than 2% is used for the purposes of agricultural development. With this huge potential, irrigated crops are therefore a crucial element to intensify agriculture and contribute to regional food security.
114. The aim of this activity is thus to contribute to deploying a certain number of actions aimed at making the best possible use of the region's irrigation potential to improve the productivity of family farms.

115. Of the numerous actions required to develop irrigation, some clearly fall under regional auspices:

- Sharing water resources from rivers, which must be guaranteed as a regional common good. Consequently, the actions of the agencies responsible for managing the basins (ABM, OMVS OMVG,) must be coordinated and strengthened to ensure improved management of water resources from rivers at regional level. This action would require the coordination of the ECOWAS Water Resources Coordination Unit<sup>5</sup> (WRCU);
- Disseminating innovative experiments for water saving in order to showcase the technologies and results of research in the field of irrigation. This involves disseminating the most convincing experiments in the sub-region in the use of small-scale water-saving irrigation technologies and shallow water installations and helping countries to define small-scale irrigation strategies relying on private investment. These actions will complement national initiatives;
- Orienting the regional banks (EBID, WADB, AfDB), the foundations (AGRA, Rockefeller, Bill and Melinda Gates, Syngenta, etc.) and the backers towards financing hydro-agricultural installations with appropriate loan conditions (interest rate subsidy) within the framework of a regional vision of the use of river water and shallow water. Co-financing mechanisms involving the countries, the regional banks, private investors, backers and the community funds should be examined;
- Harmonizing the investment codes and land codes in the different countries to attract private investment to large-scale irrigation and avoid investments being concentrated in countries where the legislation is least stringent (see action 1.1.8).

***Action 1.1.2.1: Diffusion of good practices for small- and large-scale irrigation***

116. In recent years, numerous innovations have been tested both in the field of small-scale irrigation with shallow water installations and over large areas. Myriad innovations help to save this rare resource – water – while others contribute to increase output and making irrigated crops profitable. In the absence of bodies to capitalize on these experiences, these innovations are disseminated only very slowly throughout the region.

117. The regional level has a comparative advantage in this sphere and will handle the following elements:

- Listing and promoting the technologies and results available from research in the field of irrigation in the sub-region (IWMI, PSSA, PSI, SNRA) with a view to using them for small-scale irrigation;
- Listing, evaluating and disseminating (production of manuals, brochures, technical sheets, radio, TV, e-forum, newspapers) the most convincing experiments in the use of small-scale water-saving irrigation technologies and shallow water installations and the construction of water collection and storage facilities;

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<sup>5</sup> Within the framework of the Regional Action Plan for the Integrated Management of Water Resources (IMWR) in West Africa

- Promoting the technology of small-scale irrigation from other regions of the world (Bangladesh, India, China, Pakistan, etc.) and experimenting with them with a view to adapting them to the context of the West Africa sub-region and disseminating them;
- Organizing an exchange of experiences in the sub-region and in other regions in the field of small-scale irrigation (field trips, workshops, seminars).

118. This action will be coordinated with the action aimed at subsidizing innovative equipment for intensification (see action 1.1.2), including those ensuring the improved use of water resources.

Parties concerned: ECOWAS + offices + agencies responsible for managing the basins + research center
Project leader: ECOWAS + WRCU + member states
Instruments deployed: Support fund for innovation and capacity building (good practices dissemination budget)
Cost: USD 5 million (subsidies)

### 3.3.5.3 Activity 1.1.3: Structuring the commodity chains

119. Over the past twenty years, West Africa has recorded an increase in power of a number of socio-professional organizations, both at national and regional level. However, the commodity chains do not all enjoy the same conditions. The best endowed are those oriented towards the international market. The operators have been structured into numerous organizations to eliminate the constraints linked to the production and marketing of products. Most strategic food products in the region do not yet enjoy this type of structure. The lack of organization and structure among the commodity chains and the operators involved at the different levels – production, marketing, transport, processing and storage – weighs heavily on the competitiveness of the commodity chains, favoring imports to regional production. It also represents a major handicap to securing the crop year credit which is essential in implementing the annual access to inputs and equipment.

120. The aim of this activity is to accompany the restructuring of the three strategic food product chains adopted with a view to strengthening the capacities and the professionalism of the operators, favoring access for small-scale producers to the local and regional markets and promoting new value chains. The actions scheduled for this activity are as follows:

121. Accompany the restructuring of the operators in the rice, maize cassava and derivatives commodity chains (operational support for the dialogue frameworks, support for the creation of professional organizations of seed growers, producers, processors and traders);

122. Accompany and strengthen the product marketing strategies adopted by the producers (warehouse receipt systems, constitution of regional stocks, agricultural product exchanges). This activity includes support for the networking of decentralized

grouped marketing systems, the strengthening of the operators' technical capacities and the possibilities for access to subsidized credit;

123. Support the implementation of the strategic plans of the socio-professional organizations of the different commodity chains and ROPPA (organization of agricultural fairs, conferences on the main themes affecting agricultural development, implementation of agricultural insurance, promotion of income-generating activities in rural areas, etc.);
124. Support for the development of partnerships between the private entrepreneurial sector and the agricultural producers (in particular the development of contractual and inter-professional rationales between the different operators within the rice, maize and cassava commodity chains) aimed at intra-community trade;
125. Accompany the definition and implementation of a trade policy encouraging the development of rice, maize and cassava production (cf. Specific objective no. 2, in particular the definition of safeguarding measures and customs rights within the framework of the implementation of a customs union).

***Action 1.1.3.1: Support for regional networks of producer and inter-professional organizations***

126. ECOWAP has provided dialogue frameworks to accompany the implementation of the regional agricultural policy with the organizations of the main commodity chains. The aim is the structure these operators inter-professionally, primarily for the major commodity chains of rice, maize and cassava. This involves federating the farmer organizations of farmers, seed producers, processors and traders into a common regional organization for each commodity chain and strengthening their capacity to participate in debates concerning the implementation of ECOWAP.
127. The objectives of this support at regional level would be:
  - Aid for the introduction of regional inter-professions, including all support in the organizational and legal fields and the organization of meetings;
  - Aid for the implementation of the strategic plans of these regional inter-professions;
  - Aid for the organization of regional agricultural fairs;
  - The organization of workshops exploring the regional dimension of the main themes of agricultural development including tax and tariff policy, trade negotiations, agricultural insurance, etc.;
  - The promotion of contracts between the operators in the same commodity chain for the trans-community trade of products.
128. The support to be implemented primarily includes training, expertise, communication media, the organization of workshops, and the mobilization of legal and organizational competences.

Parties concerned: ECOWAS + POs + national inter-professions + professional unions + cooperatives, etc.

Project leader: ECOWAS + ROPPA

Instruments deployed: Support fund for innovation and capacity building

Cost: USD 10 million

***Action 1.1.3.2: Support for the inter-regional trade of food products***

129. This action is handled in program 2

**3.3.5.4 Activity 1.4: Promoting product processing and appreciation**

130. One of the constraints on access to the regional and international markets for agri-food goods produced on family farms is their poor capacity to process the products. Beyond the products of the traditional agri-food sector, where the scope of dissemination rarely exceeds their production zone, agricultural products are marketed in their raw state. They therefore enjoy very little added value and weak quality certification. De facto, the region has lost an important share of the regional and international markets for a certain number of products. With regard to the strategic food products examined, the low level of product processing is reflected in the increased market segmentation: many consumers prefer more refined imported products to locally-produced goods. The increased standard of living of consumers and the living conditions in urban areas mean that processed products which are easy to prepare must be marketed.

131. The aim of this activity is to provide the products with added value while ensuring their compliance with the accepted quality standards with a view to improving their competitiveness on the local and regional markets. The following activities are scheduled in this sub-component:

- Capitalizing on and disseminating suitable processing initiatives and technologies (rice sheller, graters for transforming cassava into gari, tapioca, shavings and starch);
- Strengthening the capacities of the operators in the agri-food sector with regard to the standardization of agricultural products. This primarily involves organizing training workshops at the sub-regional level for the operators in the agri-food sector concerning the evolution of international standards;
- Supporting the development of certification and quality control tools, including capacity building for the national certification and standardization departments and mechanisms.
- Strengthening the presence of strategic food products in regional fairs.

***Action 1.1.4.1: Regulation, standardization and certification of products and operator training***

132. This action is developed in specific objective 2, action A 2.1.1.3 “Application of regional standards for the marketing of agri-food products”

***Action 1.1.4.2: Dissemination of new technologies adapted to processing activities***

133. In many commodity chains, technical innovations in the processing of product have proved to be a powerful lever for improving their competitiveness and have given rise to an important development. Public research is nevertheless as yet relatively undeveloped in this sector despite the fact that there remain numerous technical problems to be solved. It is also necessary to promote approaches which bring the operators closer together, from the technical diagnostics throughout the solution identification process, hence the interest in strengthening the professional organizations. Knowledge of the products, the traditional procedures and the technical innovations is still insufficient and compartmentalized: relational and networking mechanisms will be introduced.
134. More specifically, one of the constraints facing the firms in the processing sector is the availability of efficient machinery adapted to their needs, as high-quality local production is very rare. Entrepreneurs are also faced with the recurrent problems of drying and packaging processed products to ensure an acceptable sanitary quality and preservation of the products. Taking quality into account should be a permanent concern. It is essential in reassuring consumers, creating customer loyalty and competing with imported products. Another constraint concerns the lack of services adapted to the particularities and needs of the processing units, primarily in terms of training material, consultancy, information, research and access to financial services.
135. In light of these numerous constraints, the region can intervene in the following domains in the name of subsidiarity:
- Capitalizing on and disseminating suitable processing initiatives and technologies (rice shellers, graters for transforming cassava into gari, tapioca, shavings and starch). Technology exchange and the dissemination of knowledge should be encouraged as certain countries have improved traditional processes while others have developed a wide range of products in the same commodity chain. As the rice, maize and cassava commodity chains are given priority, this action will focus on rice shellers, graters for transforming cassava into gari, tapioca, shavings and starch and processing units to produce new and diversified products.
  - Encouraging investment in innovative processing techniques.
136. In addition to the dissemination of good practices, ECOWAS will also support the implementation of loans with subsidized interest rates intended for innovative investments. By providing banks with an interest rate subsidy fund co-financed by ECOWAS and the countries subscribing to this action, it will encourage processors to purchase modern equipment. ECOWAS will draw up a community list of equipment which can benefit from this subsidy (for more details, see the financing mechanisms of action 113 benefitting inputs dealers).

Parties concerned: ECOWAS + professional unions + commercial banks

Project leader: ECOWAS + member state

Instruments deployed: Support fund for regional agricultural integration (interest rate subsidy budget)

Cost: USD 10 million (subsidies)

### **3.3.6 Outcome 1.2: Regional imports of animal products and by-products are substantially reduced through the promotion of livestock systems and animal product chains**

137. Animal productions are playing an increasingly important role in the regional economy of West Africa while contributing to the diversification of activities in rural areas and representing a powerful vector of regional integration.
138. The animals (large and small ruminants) marketed come from diversified pastoral and agro-pastoral production systems. These include (i) large-scale pastoral mobility systems (Sahel), (ii) agro-pastoral or agro-breeding systems (Sahel-Sudanese area) and (iii) sedentary systems which may be intensive (farms with draught animals, grazing workshops, modern farms, etc.).
139. With regard to ruminants, most livestock farming is based on the practice of pastoralism through the mobility of the herd to compensate for the hazards of fodder availability. It means that value can be generated in arid zones and facilitates adaptation to climate variability. More than a way of life, pastoral livestock farming is a highly profitable economic activity based on the sustainable use of natural resources.
140. The saturation of space, through the extension of farmland and farmers' integration of livestock farming, makes the practice transhumance more difficult. It gives rise to conflicts of use of resources between farmers and breeders, between the countries of the Sahel and the host countries.
141. There are also economic elements at stake due to the evolution of the markets, consumers' food systems, product standardization and quality. The distance between the production zones and the consumption areas generates costs which are increased by the number of intermediaries and taxations, both legal and illegal. These local products lose a large part of their competitiveness and face unfair competition on the local market from imported products.
142. The intensive breeding of short-cycle animals based on the considerable use of inputs, in particular poultry and pig farming, is becoming increasingly popular close to the major urban centers (approximately 8% per year). Breeding based on a high level of intensification is primarily seen in coastal countries where the food inputs (provende) are available and cheap and where consumer demand is higher. This type of livestock farming, which is more entrepreneurial, requires considerable start-up capital. Private financial institutions are somewhat hesitant to invest, despite a quite acceptable profitability rating.

143. The same is true of the milk processing industry which is growing quickly in all urban centers. Food habits tend to change and demand is high for dairy products, in either their raw or processed forms. Despite the changes witnessed in livestock farming, regional production is finding it difficult to adapt to the massive increase in demand for animal products (milk, meat, eggs, etc.). The increase in imports of meat and milk products is the result of the export policies of the West Africa's competitors, the low productivity of local livestock farming, weak protection of the regional market and a substantial increase in regional demand (urbanization, natural population growth and improved purchasing power of a fringe consumers).
144. Regional policy should work alongside the member states to create an incentive framework enabling production and marketing to satisfying the increased demand.
145. Each livestock farming system has its own adaptation requirements: need for a new balance concerning access to feed, access to plant-based feed and the management of animal health problems. Regional intervention is more than justified due to the cross-border nature of the production systems, the importance of regional trade and finally the fact that animal health problems know no borders. By combining regional and national initiatives, it is therefore a question of:
- **Promoting the consolidation of the meat and dairy cattle commodity chains** by acting on the three main restrictive factors: (i) strengthening animal health, (ii) access to a sufficient quantity and quality of animal inputs and (iii) investment incentives;
  - **Promoting trans-national mobility and preventing conflicts by acting on** (i) the marking of cross-border transhumance routes, (ii) the planning and security of routes, (iii) the harmonization of papers concerning trans-national transhumance and the application of the existing directives, (iv) the promotion of a regional framework for the prevention of conflicts and (v) the implementation of a regional early warning system for fodder and water crises in addition to the mechanisms already in place;
  - **Contributing to structuring the animal commodity chains:** (i) the promotion of a more equitable distribution of profits throughout the value chain, (ii) support for the creation of self-managed markets which are shown by existing experiences to enjoy numerous advantages and (iii) coordination and awareness at national and regional level.
  - **Promoting the processing and appreciation of products:** this activity aims to adapt supply to the changing needs of consumers: processed products, emergence of commodity chains based on quality, compliance with sanitary standards, etc. This means (i) developing incentives to process and increase the value of products and (ii) align regional standards with international standards and ensure that they are applied.

#### **3.3.6.1 Activity 1.2.1 : Promoting the meat animal commodity chains**

146. The commodity chains based on the productions of ruminant are faced with increasing demand. Actions are necessary at every level to promote these meat and dairy animal commodity chains and enable them to satisfy these expectations. The actions proposed within this activity can be divided into three categories enabling the animal commodity chains to be secured (meat production and dairy production). This will involve intervening in two essential areas of regional interest:

- Animal health,
- The supply of animal feed

**Action 1.2.1.1 : Promotion of animal health**

147. This will involve intervening at several levels ranging from making the diagnostic operational to the implementation of appropriate prevention campaigns. This action aims to make the surveillance system more dynamic, implement a system for health crises and enable suitable actions to be introduced (prevention awareness, direct epidemiological response, extension of prevention techniques).
148. The action therefore makes sense through coordination and incentive actions across all the countries in the ECOWAS area. The action consists of:

**Diagnostic capacity building for a network of laboratories at regional level:**

149. This will involve building the epidemiological diagnostic capacities of the laboratories. The action will consist of supporting a network of reference laboratories selected throughout the region according to technical, economic, strategic and geographic criteria. The laboratories will be endowed with resources, appropriate equipment and human resource capacities. To ensure efficiency, the resources may be pooled for several countries, according to the existing infrastructures.
150. Thanks to this network, the prevention plan will be two-fold focusing on:
- Major pathologies which affect regional livestock farming, such as avian flu, foot and mouth disease, pleuropneumonia and swine fever which present a sustainable obstacle to the development of livestock farming.
  - “Daily” pathologies which affect breeders and have a major economic impact: parasitism, loss of production, etc.
151. The action will initially concern a network of five laboratories, focusing on:
- **Equipment and tools:** equipping the selected laboratories with the appropriate quality tools will be a priority. This equipment will enable quality serological test to be carried out, viruses to be isolated and molecular diagnostics and sequencing to be carried out. ECOWAS will intervene in addition to national support initiatives.
  - **Skilled personnel:** strengthening reference laboratories also requires the training of personnel skilled in epidemiological diagnostics, analytical statistics and the development of prevention programs. These actions will be based on the programs already in existence in the region (involvement of the OIE).
152. The action will contribute to strengthening the entire chain, from the taking of samples within the herds by competent and trained agents to transport to collection laboratories at local level and then the reference laboratories.

**Strengthening the regional response in the field of animal health**

153. Downstream from the diagnostic operations, this component of the action aims to provide solutions to animal health problems concerning the pathological aspects and to

organize a systemic thought process (zotechnical aspects, food and the pathologies themselves).

154. The work will concern the creation/strengthening of a network of trained veterinary technicians or zotechnical operators capable of stepping back to analyze and in particular advise breeders. The training infrastructures could be strengthened by means of regional support in co-financing national programs. The emphasis will be placed on strengthening the national teaching staff by means of thematic training courses and trainer training provided at the regional level (standardized methods). These senior trainers will then be paid using the state budget. The subsequently trained livestock technicians will be capable of taking account of breeding problems in their entirety: systemic and technical-economic analysis and in particular advice to breeders.
155. The action will also aim to ensure regional coherence with regard to the fight against animal diseases: thematic exchanges could be organized at different levels for the executives from the ministries concerned.
156. Studies will be conducted (approximately one per year on a theme selected for its current relevance and context) on animal health problems. These works will be conducted by a group of regional experts and financed by the regional innovation and capacity building budget. ECOWAS will organize annual region-wide meetings involving national executives.
157. Other annual region-wide meetings could give rise to a report indicating the status of the regional sites in terms of animal health (annual report). The OIE will be involved in this action. The involvement of the breeder organizations (umbrella and national representatives) in this procedure would also ensure coherence and the adhesion of the profession.

#### **Strengthening the production of veterinarian inputs by equipping local production laboratories**

158. The local provision of quality veterinary inputs is one of the priorities of the action. These inputs (vaccines and treatments, in particular for trypanocides and anthelmintics) are currently difficult to obtain and are sometimes of very poor quality. The supply system for veterinary products in the ECOWAS countries is currently reliant on imports. It will be necessary, through the program, to develop local production of veterinary inputs complying with international standards. This action will enabled the increasing demand for inputs in years to come to be satisfied.
159. It has been suggested that production support actions should be introduced to encourage pharmaceutical laboratories to produce quality veterinary products locally. Private laboratories could therefore take advantage of subsidized loans (interest subsidies co-financed by the region through commercial banks) to: (i) purchase equipment and standardize their installations, (ii) increase their productivity, (iii) acquire competences through personnel training and (iv) develop new products (purchase of patents, production of generic products).

160. These actions will be complemented by the consolidation of the distribution networks to facilitate the circulation of sensitive products and in particular vaccines: storage, cold chain (appropriate equipment, skilled personnel).
161. At the same time, other actions will be implemented concerning the control of the veterinary products on the market. Country “referents” (approximately 10 per country) will be trained using the regional fund. They will subsequently join the specific national departments in their countries and their activity will be financed by the national budget.

#### **Strengthening accessibility of breeders to veterinary services**

162. In most ECOWAS member states, legislation stipulates that only veterinarians or authorized agents can distribute veterinary inputs.
163. At the regional level, there is a lack of veterinarians or agents authorized to distribute these inputs. The proposed consolidation actions will involve training veterinary agents to compensate for these “vacuums”.
164. Think tanks could be organized in the ECOWAS member states concerning the reform of the laws governing the veterinary profession. Most of the current laws leave very little scope for private initiatives. There is often confusion concerning the prerogatives and roles of the different operators: the activity of certain state veterinarians is increasingly oriented more towards the sale of products than towards advice. The aim would be to create a clear separation between consultancy activities and the supply of veterinary products through the presence of a strong private sector. One of the joint state-region actions would be to co-finance interest rate subsidies through the commercial banks supporting the creation of veterinary agents.
165. Through the regional coordination unit, ECOWAS would also coordinate think tanks within each state concerning the improvement of training structures (veterinary ancillary training): disease monitoring, minor surgery, basic interventions, relations with the local veterinary services. The aim of these actions implemented by the ministries by coordinated and directed by the region would be to a suitable intermeshing of “veterinary competences”.

#### **Strengthening of the legislative context**

166. The regional approach would appear to be the most rational means of harmonizing veterinary pharmaceutical legislation and implementing efficient systems for recording, coordinating and controlling the quality of the distribution of veterinary medicines. At present, each member state of ECOWAS manages its own legislation in this field without necessarily ensuring regional coherence.
167. Actions carried out at regional level will facilitate the harmonization of aspects relating to certification and the creation of regional marketing standards. One regional unit will coordinate the coherence of the actions (national coordination work and regional workshops).

- One of the actions conducted by the regional unit will be an initial diagnostic aimed at capitalizing, at the regional level, on the legislation of each country concerning animal health. This work will be carried out by regional experts.
  - Workshops (two preparatory workshops and a validation workshop concerning suitable regional legislation) would enable progress to be made in these debates, legislative experiences to be pooled and considerations to move forward concerning the harmonization of legislation. The aim will be to harmonize the regional legislation.
168. Support will be provided for the member states (managed by a regional unit). This will relate to the application of health directives (personnel training, endowment with operational resources through funds from the support for the regional political, institutional and regulatory framework budget).

**Parties concerned:** ECOWAS, OIE, the ALIVE network, the ministries and technical directorates of the member states, selected public laboratories, a regional network of experts

**Instrument deployed:** The support for innovation and capacity building guichet

**Cost:** USD 12 million

***Action 1.2.1.2 : Promotion of the production of animal fodder and accessibility***

169. This action will focus on improving the supply and distribution system for fodder and small equipment for livestock farming.
170. In the case of intensive livestock farming, the food inputs needs are constant (peri-urban milk production or development of short-cycle livestock farming: two types of expanding livestock farming). Extensive livestock farming needs are less regular but increase during fodder crises when inputs guarantee the survival of the animals.
171. **Specific actions in favor of intensive livestock farming:** intensive stock farming is primarily observed in the coastal countries (aviculture, short-cycle species). Generally speaking, these zones, where agricultural activity is widespread, are well supplied with exploitable raw materials (groundnut or cowpea tops, cassava residue, etc.). Animal fodder preparation units have thus recently been set up but are far from being able to satisfy the increased demand.
172. Increasing the availability of animal fodder involves creating local production units (suitable equipment, training in the use and repair of equipment and in rationing).
173. The region could support the states in this task by co-financing interest rate subsidies through commercial banks with a view to strengthening the animal fodder processing and packaging units (see the presentation of the mechanism in activity 1.1.3). The aim is to create medium-sized animal fodder processing and packaging units in each country.
174. **Specific actions in favor of extensive livestock farming:** the aim of mobile livestock farming is to take account of climatic hazards by managing the animals' access to resources through movement. In the event of a widespread crisis, transhumance cannot cover the needs of the animals (exhaustion of pasturelands due to the concentration of

large numbers of herds in geographic pockets, hazardous journeys through areas deprived of resources).

175. For these herds, there is a strong need for access to animal fodder. Animal fodder is not widely available on the markets and the problem relates more to access than to the price. While there is usually an acceptable volume of fodder at regional level, their accessibility is lacking at the local level.

- **In crisis situations**, the action will involve implementing solidarity mechanisms (by creating warehouses and stocks close to passage corridors intended for the poorest breeders). In times of crisis (announced by the warning systems in place, and strengthened at regional level, cf. action 2.2.3 below), supply will primarily managed by the states and supported by international organizations. The region could contribute to extending these initiatives.
- **In normal situations**, the main lever will involve helping distributors to set up in the most isolated areas (installation of small-scale dealers, stipulated in action 1.1.3).

176. The action will be deployed in two stages:

- Diagnostic of needs by regional experts (local diagnostic with regard to operators, action systems and needs) taking the debate to a regional level (seminar) to determine the appropriate actions to be implemented. The ministries of livestock farming in the countries concerned will be involved.
- Prioritization of the most vulnerable zones and the implementation of actions aimed at promoting accessibility to animal fodder in the vulnerable zones. A list will be drawn up of “strategic” markets on which supply problems are usually observed in times of crisis (in particular the markets located to the north of the Sahel).
- The action could then be based on the allocation of subsidies to breeders (cf. activity 1.1.1). Implementation would be highly dependent on the previous diagnostic phase.
- A fourth component of the action concerns the promotion of animal fodder production units through the granting of interest rate subsidies co-financed by the countries concerned and the commission.

**Parties concerned:** ECOWAS, the ministries and technical directorates of the member states, input distributors, commercial banks, private sector entrepreneurs wishing to develop fodder processing units; a regional network of experts.

**Instrument deployed:** “support for regional agricultural integration” budget by granting interest rate subsidy budgets for loans used for equipment. The “support for the local political, institutional and regulatory framework” budget will also be used.

**Cost:** USD 8 million

### 3.3.6.2 Activity 1.2.2 : Strengthening trans-national mobility and conflict management

177. The mobility of livestock, based on itinerant use of resources the spatial and temporal availability and variability of which is vital to preserving the local existence and encouraging business and trade.

178. This so-called mobile stock farming, involving transhumances, is primarily present in pastoral or agro-pastoral zones (Sahel zone and the north of the Sudanese zone). In the Sahel zone, optimized mobility leads to better productivity per animal in a transhumant system than in the case of sedentary stock farming: only this type of breeding is capable to make sustainable use of these resources and in these zones.
179. The two factors which prevent these systems from operating correctly are the absence of pastureland and the absence of waterholes for the herds to drink from. These two elements provide the impetus for this mobility far beyond the borders through cyclical annual journeys between the pastoral zone and the agricultural zone.
180. The simultaneous expansion of the number of animals and the population in the Sudanese zone and tropical forest leads to increasingly fierce competition for natural resources. Every year, the herds come down to the more humid zones which are both more populous and where the open spaces are extensively monopolized for agriculture. These zones are generally poorly prepared to receive this number of animals, with poorly marked routes; insufficient watering holes, the proximity of fields or protected areas, rejection by the indigenous populations, etc. This context is the cause of numerous conflicts which may even be fatal. The program will focus on four themes:
- The management of transhumance routes and circuits.
  - The texts governing transhumance.
  - The strengthening of regional early warning systems
  - The implementation of a regional framework for conflict prevention and management.

***Action 1.2.2.1: Marking cross-border routes and planning circuits***

181. Planning in the field of pastoralism is primarily a matter for national policies. Each country has developed a specific management plan which respects a methodology adapted to its own context and its own legislation. This management rationale which aims to make the mobility of transhumant herds secure (for example pastoral hydraulic planning) stops at the country's borders without any real coordination. When they cross a border, breeders may find themselves in areas where no facilities exist and which unsuitable to their needs. ECOWAS is the institution in the best position to promote regional planning procedures.
182. Initially, the states (especially in the countries playing host to the transhumant herds) must be made aware of the need to implement coherent and coordinate planning policies. They must take account of the benefits of transhumant herds and the need (as an emergency strategy) for breeders in the Sahel and Sudanese regions to be free to move about.
183. Two types of action can be identified – one favoring increased pastoral mobility and the second aimed at the commercial transfer of animals.

### **Coordination of planning targeting transhumant herds in the border zones**

184. The countries are therefore faced with the problems of harmonizing practices (negotiation, dialogue concerning the location of facilities): certain countries have a well-developed methodology, aware of the benefits of this type of stock farming whereas in other countries, no state support is scheduled. The action will focus on the following points:

- An initial diagnostic will be conducted concerning the planning policies in each country. This diagnostic will be carried out by a team set up at a regional level;
- A region-wide summary meeting concerning national experiences will enable the priority action zones to be defined in which the provision of facilities is necessary;
- At the same time, work will be carried out at both national and regional level to modify the legislation (the countries where this is still deficient will be targeted as a priority).

185. It will then be a matter of drawing inspiration from the different experiences to: (i) discuss them at the regional level (regional workshop), (ii) in certain cases propose legislative possibilities (recognition of the problems faced by stock farmers) and (iii) coordinate the workshops at regional level by means of themes aimed at developed laws suitable to each situation.

186. The successful outcome of these actions will require the involvement of the civil society, in particular breeder organizations and traditional chiefs. The aim will be to create a regional policy concerning the management of cross-border transhumance corridors with a view to improving the conditions of transhumance and the movement of animals.

187. Physical planning projects will be proposed in parallel using the investment allowance budget.

188. The regional added value in this action will consist of acting in the continuity of transhumance routes across borders. The initiatives of the planning project will be directed by at least two countries. This action is expected to result in the marking of routes and the facilitation of relations between the indigenous and transhumant communities.

189. Securing the corridors:

- the physical marking of the corridors relies on lengthy and essential negotiation processes. These are even longer for the corridors cross borders. Marking is an integral part of this planning. The aim of the markers is to give a physical form to the social agreements between the communities which use the natural resources.
- A specific facility using the regional fund will enable these planning projects to be co-financed. One of the eligibility criteria of these projects will be the joint involvement of at least two countries concerned (inter-state projects in the priority zones defined beforehand). These projects will focus on the coordination and development of pastoral facilities: (i) coordination concerning the means of managing the routes and (ii) physical

actions concerning the corridors (wells and watering holes) and the pasture zones (markers), as well as the installation of zoo-sanitary infrastructures at the borders.

- These activities will be extended with the territorial borders of the countries to ensure continuity and respect the movements of transhumance. These activities fall entirely under the auspices of ECOWAS due to the community role and benefits for the region of transhumant stock farming.

190. Securing the pastoral areas: with regard to the preservation of the pastoral areas (preservation of areas playing host to breeders from the countries of the Sahel coming to the Sudanese countries):

- It is a matter of complementing the action by improving the organization of the routes used for transhumance and limiting agricultural domination in certain areas (in particular agro-pastoral zones). This activity involves (i) updating the cartography of the zones (ii) negotiating passage corridors, (iii) parceling and (iv) marking routes in arrival zones. These actions will be coordinated by the regional monitoring unit.
- The viability of the grazing areas will be ensured by implementing reception facilities for the herds.

#### **Planning specific routes to facilitate the cross-border trade of livestock**

191. Transhumant herds and groups of animals destined for slaughter are not driven along the same routes and do not have the same needs: animals to be slaughtered must be driven as quickly as possible with minimum loss.

192. They must be driven along planned routes ensuring compliance with the principles of hygiene, animal health and administrative aspects in terms of taxation and flow control. Stock farmers are often faced with a situation of abusive taxation: the movement of the animals must be as transparent as possible.

193. Regional support could help the states to create sanitary control posts close to the borders along the export routes with the dual objective of monitoring and observing the trends with regard to trade and animal health. These actions will be reflected by the creation, in collaboration with the parties concerned, of veterinary centers and watering holes close to the routes, in particular in the border transit zones. The action will initially focus on a number of "pilot" zones.

**Parties concerned:** ECOWAS, the ministries and technical directorates of the member states, a regional network of experts, breeders' organizations

**Funding:** the "support for the regional political, institutional and regulatory framework" budget, the "support for regional agricultural integration" budget and investments allowance for the management of cross-border areas.

**Cost:** USD 40 million (numerous physical investments required)

***Action 1.2.2.2 : Adaptation of texts regulating cross-border transhumance, support for their extension and control of their application***

194. The issue of cross-border transhumance is a major concern of the member states of ECOWAS.
195. In 1998, the heads of state adopted decision A/DEC.5/10 98 relating to transhumance between states before adopting, in 2003, regulation C/REG.3/01/03 relating to the introduction of regulation concerning transhumance between the member states of ECOWAS. The phenomenon of transhumance continues to be marked by numerous incidents. Adopted by means of a consensual process, these regulations are nevertheless not necessarily complied with to the same extent in all the countries. While some countries have implemented an appropriate legislative and regulatory system, numerous countries within the region continue to apply other regulations which are often unknown to pastoralists or do not suit their interests.
196. Certain control and/or management practices concerning cross-border transhumance do not always comply with the regulations in force in the countries and throughout the ECOWAS area. The ECOWAS Decision, for example, is not systematically applied in all member states.
197. The action will focus on several points:
  - Capitalizing, updating, translating and extending the texts relating to transhumance in the ECOWAS countries with a view to making them accessible to the parties most directly concerned. This will involve reviewing the texts of the regional and national laws.
  - Conducting awareness and popularization campaigns with regard to the texts concerning cross-border transhumance (information and awareness campaigns). This will involve identifying the faults and the improvements required as well as ensuring feedback of this information at regional level. The emphasis will be placed on the specificities of certain countries which have had to integrate decentralization in their decision-making processes (greater involvement presence of the villages in applying the regulatory texts and management of the application at this level).
  - Organizing meetings by means of national workshops to prepare the region-wide adoption of a Pastoral Charter binding the parties to comply with these principles. A regional workshop will enable this process to be validated.
198. A team mobilized at regional level will be responsible for this work. This initiative will give rise to a workshop to present the results at regional level.
199. These works must be supported by the organizations of the civil society, in particular the producer organizations at local, national and regional level. Initiatives are currently put forward by these organizations (roadmap introduced during the Gogounou forum in April 2010 on the theme of cross-border transhumance). This process would be coordinated by a regionally-based unit by means of workshops. A workshop will be organized in each country with a validation process of the decisions taken giving rise to a

regional forum (acknowledgement of the Pastoral Charter by the ECOWAS member states).

200. The first objective of this action should facilitate the application of the decision concerning the regulation of transhumance between the ECOWAS states.

**Parties concerned:** ECOWAS, the ministries and technical directorates of the member states, a regional network of experts, breeders' organizations

**Instrument deployed:** "support for the regional technical cooperation institutions"

**Cost:** USD 7 million

### ***Action 1.2.2.3 : Implementation of a regional conflict prevention framework***

201. Conflicts linked to the use of resources are common between farmers and breeders, in particular at the beginning of the dry season when the herds come down to farming areas when certain crops have yet to be harvested.

202. These problems can be more serious, resulting in bloody conflicts: a lack of understanding and communication between the groups (primarily farmers and breeders) is often the main cause of conflict. Actions will be implemented focusing on:

- Conducting an initial diagnostic of the legislation concerning conflict prevention and management in each country, the type of problems encountered and the conflict prevention and management mechanisms in place.
- Encouraging the different parties concerned to consider the renegotiation of the rules of access to and use of natural resources. The end goal will be to identify a positive interrelation between agriculture and extensive breeding with regard to the use of the resource.
- Strengthening the national processes and developing a regional conflict management network. Meetings and seminars will be organized in each country with a view to implementing a specific methodology. The aim will be to encourage the creation of forums for dialogue and planning between the different local, national and regional spheres. These actions will aim to strengthen and encourage local meetings (strengthen inter-community dialogue).

203. The action then intends to implement a regional conflict management framework involving, at national level, the decentralized administrative authorities and the representatives of the groups concerned. The breeder and producer groups should be involved at all stages (producer organizations and cultural movements)

204. The information will facilitate the creation of a regional conflict prevention and management framework by extending the existing national forums for dialogue and making them operational throughout the ECOWAS area.

205. The present program will facilitate coordination in implementing the forums for dialogue in each country.

**Parties concerned:** CILSS, ALG, members of the civil society such as the Bilital Marobe network (APESS, RECOA, AREN, ANOPER, etc.), the umbrella organizations of rural producers (breeders, farmers, etc.) and the national NGOs.

**Instrument deployed:** “support for regional agricultural integration” budget with the “management of shared resources” tool.

**Cost:** USD 5 million

### 3.3.6.3 Activity 1. 2.3: Structuring the animal production commodity chains

206. In the ECOWAS zone, three major vertical commercial circuits can be identified: the western circuit (production in Mali destined for the Senegalese and Guinean markets), the central circuit (production in Mali and Burkina Faso destined for Ghana, Côte d’Ivoire and Togo) and the eastern circuit, which involves the largest volume (production in Niger destined for Nigeria and Benin). Transversal circuits also contribute to strengthening market integration: certain animal products from Burkina Faso supply the markets in Nigeria.

207. Generally speaking, regional demand is pulled by that of five countries situated on the Gulf of Guinea: Nigeria, Côte d’Ivoire, Ghana, Benin and Togo. In these countries, regional demand for livestock is expanding as a result of population growth, uncontrolled urbanization and gradual changes in eating habits (with the emergence of a middle class wishing to consume meat and dairy products). All trends forecast a high annual increase in the future demand for meat (growth estimated at more than 250% by 2020).

208. Livestock marketing is therefore an important regional objective. The cross-border trade of animals is clearly the leading element in regional transactions involving local products and has recently been extended to animal by-products such as milk and eggs. The distance between the production sites (primarily located in the Sahel) and the distribution markets means that a long marketing chain is unavoidable (collection, bulking, transit, etc.).

209. The aim of any initiative would be to improve the organization of the trade circuits of the commodity chains, which are currently poorly organized, and smooth the relations between countries. At present, certain factors present an obstacle to this goal: (i) the poor structure and organization of the operators in the livestock and meat commodity chains is one of the main causes of an insufficient supply of meat and dairy products, (ii) the presence of production and consumption areas in different countries requires a regional vision of any action aimed at formalizing and supporting the emergence of these commodity chains, (iii) the persistent sanitary problems brings product quality and the low level of regional trade fluidity into the equation and (iv) the sanitary conditions for slaughter and processing must also be improved significantly with the introduction of legislation and standards (based on the international standard of the WTO and the IWO). The actions will focus on:

- The promotion of self-managed markets

- The strengthening of inter-professional organization and standardization in the field of animal productions
- The promotion of animal product processing and appreciation

***Action 1.2.3.1: Promotion of self-managed markets***

210. In the case of ruminants, self-managed markets seem to be one of the means of ensuring the fairest distribution of the profits generated by the marketing of animals. Transactions are carried out directly between the buyers and sellers, limiting the role of intermediaries who are relegated to the position of observers. The prices practiced are more transparent due to this direct relationship. Thanks to this system, the breeder is better paid and has greater control over the sale of his animals.
211. The traders also see it as a means of obtaining a group of homogenous products and a regular supply over time. The service facilities such as access, the presence of loading bays, watering holes etc. are important elements.
212. The action will have several objectives:
- To accompany and strengthen the product marketing strategies deployed by the producers within the self-managed livestock markets.
  - To support the physical organization of the livestock markets (markets bringing together livestock close to the borders and self-managed markets).
  - To support the networking of decentralized group marketing systems (self-managed markets), the building of the technical capacities of the operators and the possibilities for access to subsidized credits intended for marketing purposes.
213. The action will be organized around the following stages:
- Diagnostic of existing initiatives by a team of national experts;
  - Visits and discussions concerning self-managed markets (PO executives, umbrella organizations);
  - Organization of a regional awareness workshop (breeder organization);
  - Coordination actions conducted by a regional team at local level intended for producer organizations and representatives of the breeders.
  - Support for initiatives aimed at creating self-managed markets (by granting subsidies and investment allowances).
214. The creation of self-managed markets requires investment in infrastructure. This investment will be submitted to a producer organization or a management committee.
215. Experience has shown that certain markets become indisputable centers for local development (creation of schools, veterinary centers, supply centers). The actions will take these aspects into account.

216. The emergence of the role of breeder organizations in marketing livestock through self-managed markets is to be emphasized.

**Parties concerned:** ECOWAS, the ministries and technical directorates of the member states, a network of regional experts, breeder organizations (local and regional levels) such as the Bilital Marobe network (APESS, RECOPA, AREN, ANOPER...).

**Instrument deployed:** "Support for innovation and capacity building" budget from the fund for the "support for research, the dissemination of good practices, experience exchange, capitalization and networking with regard to themes of general interest"

**Cost:** USD 10 million

***Action 1.2.3.2 : Strengthening of inter-professional organization and standardization of animal productions***

217. This action aims to accompany the organization of the operators in the conventional livestock farming commodity chains (livestock and poultry and their by-products, in particular milk). These actions require support for the creation of professional organizations: the order of veterinarians, traditional butcher organizations breeder organizations.

218. These actions will supply the implementation of the strategic plans of the socio-professional organizations in the different livestock and meat commodity chains (organization of agricultural fairs, participation in conferences examining the major themes concerning the livestock sector, etc.).

219. It will also involve accompanying the partnership and contractualization initiatives between all the operators in the sector (ruminants commodity chain and poultry commodity chain), in particular the development of contractual and inter-professional rationales between the different operators in the livestock and meat commodity chains on the one hand and the consumers on the other.

220. Meetings held at the instigation of ECOWAS will help to extend this debate: diagnostic of the commodity chain structure, support for the creation of an inter-profession (national and regional meetings).

221. This dynamic will be implemented at regional level by the introduction of a data coordination and collection unit. It will focus on several themes:

- **Improvement of information systems:** breeders always sell their animals when they are in need. This moment generally coincides with unfavorable exchange rates. This phenomenon is linked to (i) the intermeshing of activities, (ii) the consumption necessity (for cereals) according to which the breeder offers his product and (iii) the lack of information and capacity to forecast prices and the lack of knowledge concerning the marketing channels.
- **Analysis and support for trade policies:** this involves accompanying the definition and implementation of a trade policy conducive to the development of the livestock sector (in particular the definition of safeguard measures and customers rights within the framework of implementing the customs union).

- **Standardization and regulations:** the sustainable improvement of the meat processing and packaging sector requires the definition and controlled application of standards on the basis of the international standards in force.
222. Actions (in the field of innovation) will be carried out to highlight the use of new technologies to the benefit of the commodity chains: cash transfers, mobile telephones, information systems. These elements will have a positive influence on the marketing of livestock for all operators concerned: knowledge of the characteristics of demand on the consumption markets, appropriate allotment of animals, the securing of financial transactions between the production and consumption areas.

**Parties concerned:** ECOWAS, the ministries and technical directorates of the member states, a network of regional experts, the operators in the commodity chain (networks of breeders, butchers, intermediaries).

**Funding:** "Support for innovation and capacity building" budget

**Cost:** USD 5 million

### ***Action 1.2.3.3: Promotion of the processing and appreciation of animal products***

223. The regional animal products market is still highly segmented. Trade in standing animals represents the highest volume of transactions. The meat and dairy products market faces fierce competition from imports from the international market. While this competition can be ascribed to the low level of protection on the regional market (except in Nigeria), the low level of appreciation of the region's animal products is no less an essential cause (processing, foodstuffs produced).
224. The level of animal product processing is currently very low and consumers must rely on produce from informal traditional units ("chevillards", butchers). The latter rarely have the capacity to comply international production standards. The quality of the products is rarely guaranteed.
225. The presence of outsized processing structures would not be suitable with regard to the supply capacities and logistical possibilities (transport of dairy and meat products, compliance with the cold chain). This low level of product appreciation limits the productivity of the different systems and contributes to maintaining regional dependence.
226. Support will allow improvements to be introduced in terms of equipment and capacity building among the operators. This will contribute to accompanying regional initiatives which at present are experiencing difficulty in going beyond traditional units. The aim will be to help them to produce commodities which satisfy both the international standards and the needs of the consumers.
227. The action will aim to strengthen the private sector by means of support for stronger intermediate entrepreneurship in terms of processing and increasing the value of products (slaughter, processing, dissemination, appropriate transport). These initiatives will be enhanced by means of national and regional support.

228. It will involve implementing a competitive regional support fund for the creation and moderation of animal product processing units. This activity not only aims to promote new units (modern abattoirs, refrigerated warehouses, milk, cheese and yoghurt production).

229. In practice, the following ideas have been put forward:

- Identify tax measures conducive to the development of animal product processing industries (abattoirs, refrigerated warehouses and trucks), etc.
- Implement certification and quality control mechanisms and tools, including building the capacities of the national certification and standardization departments and systems (cf. activity presented in A 2 1.1.3). These actions will be conducted by a team of experts selected at regional level.
- Build the capacities of the operators in the livestock, meat and dairy products sectors with regard to the standardization of their production. This will primarily involve organizing training workshops at the sub-regional level for the operators in the sector concerning the development of international standards.

230. These actions will contribute to increasing the value of animal products from within the region and to strengthen regional trade. Eventually, this will involve promoting the integration of the livestock meat commodity chain in the Sahel countries in the context of sub-regional trade by adopting it to market changes in terms of quality, product diversification and sanitary standard.

**Parties concerned:** ECOWAS, ministries and technical directorates of the member states, a network of regional experts, the operators in the commodity chain.

**Instrument deployed:** “Support for innovation and capacity building” budget from the fund for the “support for research, the dissemination of good practices, experience exchange, capitalization and networking with regard to themes of general interest” and the “support for the local political, institutional and regulatory framework” budget.

**Cost:** USD 5 million

### 3.3.7 Outcome 1.3: A policy and strategy concerning the sustainable management of fishery resources are defined and implemented

231. The fisheries sector is one of the most important components of the West African economy, despite the somewhat modest catches of fishery products (1.4% of global production in 2000). Foreign sales of fishery products account for 30 and 45% of the value of total exports from Mauritania and Senegal respectively. Exports represented 1.75 billion dollars in 2005 (CSAO, 2005) for the entire ECOWAS area. For these two countries and the other coastal states in the region (Benin, Nigeria, Côte-d’Ivoire, Guinea Bissau, Guinea, Ghana, Togo and Sierra Leone), the fisheries sector provides numerous jobs and significant incomes. Regionally speaking, all the value chains together in the fisheries sector provide jobs for about 3 million West African workers in activities as diversified as those in the fields of physical fishing, processing and marketing. Fishery products contribute to improving the incomes of the population, in particular those of women who

are widely employed in the processing sector. Finally, they contribute to improving the food security of the populations, in particular nutrition by providing proteins and micronutrients.

232. Despite this significant role, the fisheries sector is marked by falling catches, both from the sea and inland. Fish reserves are falling, in particular for coastal demersal fish, due to the intensification of fishing and the use of techniques which are not selective. The analysis conducted by the COPACE work group in 2005 revealed that “from 1990 to 2006, the catches of the three most commercially important stocks diminished: small pelagic fish: 69 %; demersal fish: 13 %; cephalopods: 16%; and crustaceans 2%, with cephalopods and crustaceans representing the smallest proportions of the catches” (CSAO, 2009)
233. West African imports of fishery products totaled 2.5 million tons per year over the period 2002-2004 (foreign trade statistics, ECOWAS) compared to a regional supply soaring from 300,000 tons caught in 1960 to 1,854,000 tons in 2000 (CSAO, 2009).
234. The initiatives developed in recent years to optimize the management of marine and inland fishery resources as well as the promotion of fish farming and aquaculture would seem to be encountering huge difficulties in relation to the three categories of inter-related constraints:
- The absence of strategies for the sustainable management of fishery resources, both marine and continental, to respond to the serious damage to the fishing environment: i) the proliferation of floating aquatic plants which reduce the productivity of the waters and threaten their survival; ii) the destruction of mangroves, which are fish spawning areas; iii) pollution linked to oil prospecting and drilling; iv) the destruction of habitats and ocean floors by beach nets; v) the silting and drying up of rivers and water bodies; vi) the use of non-regulatory fishing methods and machines; vii) the use of flood plains by agriculture; viii) the overuse of resources, etc.
  - The low level of productivity and competitiveness of aquaculture. The development of aquaculture, which could be an alternative to the exhaustion of marine and fishery resources, is faced with numerous difficulties linked to insufficient investments, poor optimization of technologies, the choice of fish species, the weak environmental protection policies, the difficulties of integrating aquaculture with stock farming and agriculture, the absence of stocking strategy for bodies of water, etc.
  - The low level of technical, professional and institutional capacities among fishing professionals, the states and the sub-regional institutions. This is reflected by a lack of collaboration in resource management; insufficient or non-existent coordination of the quality control and sampling mechanisms; the poor capacity to comply with sanitary and phytosanitary standards; the lack of an information system concerning the potentials and resources; the lack of community texts; the lack of coordination of the actions implemented by the sub-regional institutions; the non-harmonization of fishing policies and legislative and regulatory texts at the sub-regional level.

#### **3.3.7.1 Activity 1.3.1: Ensuring the coherence of the management strategies in the fisheries sector**

235. Despite its importance in the regional economy, the fisheries sector does not yet benefit from a coherent policy integrated into the national and regional agricultural policies of ECOWAS. While the three axes of intervention of the ECOWAP/CAADP regional

agricultural policy integrate specific actions linked to fisheries, they do not yet provide the opportunity to cover all the dimensions of the issues of this sector. A certain number of directives and strategies more or less clearly defined attempt to regulate the functioning of the activities in this sector. At present, they do not provide a better understanding of the complexity of the different sub-sectors: marine fishing, inland fishing, aquaculture and fish farming. Similarly, managing the environmental (preservation of resources, conservation of biodiversity) and commercial aspects (relating to the questions of sanitary and phytosanitary product standards) as well as the interdependences between the states is a problem specific to the sector which requires the definition of a clear policy for this sector.

236. Through the Sahel and West Africa Club, ECOWAS has conducted a diagnostic combined with a proposed program which takes account of a large number of the problems faced by marine and inland fishing. However, certain components of the sector, such as fish farming and aquaculture are not yet the subjects of in-depth analysis.
237. ECOWAS in the process of formulating a development strategy for this sector within the framework of defining the Regional Investment Plan for the implementation of the ECOWAP mobilizing programs.
238. The coherence of this programming and its future relevance and efficiency depend on the clear development orientations which will be put forwards for this sector. This activity requires a set of actions aimed at endowing the sector with a clear policy, an increased coherence between the regulations and policy measures at regional level. The following actions will contribute to implementing this activity successfully.

***Action.1.3.1.1: Formulation of a regional fisheries policy.***

239. This action aims to define a regional fisheries policy which is in phase with the ECOWAP regional agricultural policy. It includes a certain number of sub-actions relating to:

- A more in-depth diagnostic of the sector clearly highlighting the problems posed by marine and inland fishing, fish farming and aquaculture.
- The organization of national and regional dialogue workshops with the operators focusing on the vision, objectives, axes of intervention and final document of regional policy.
- The creation of a minimum program for the development of the sector combined with an action plan for its implementation.

**Parties concerned:** Countries, regional institutions, socio-professional organizations

**Project leader:** ECOWAS

**Instruments deployed:** support for the regional political, institutional and regulatory framework

**Cost:** USD 5 million

**Action 1.3.1.2: Harmonization of the regulatory texts relating to fisheries.**

240. This action aims to create an environment conducive to the management of fishery resources. This involves conducting a set of sub-actions aimed at compensating for the absence of community texts, the low level of coordination of actions implemented by sub-regional institutions and the lack of regional harmonization of fishery policies.

- The harmonization of fishery regulations. The different notables that we observe in the fisheries sector in the state economies are reflected by disparities between the regulatory measures governing a resource characterized by migration which is difficult to control. This sub-activity aims to ensure the coherence of the tools, instruments and other political measures intended for the management of the sector and to harmonize them at the regional level.
- The harmonization of fishery conventions and agreements signed with foreign countries. The agreements that the different countries have signed with other states are rarely shared with neighboring countries, either during the negotiation process or in their application. This sometimes gives rise to conflicts of interest between countries and operators. This sub-action involves an evaluation of the fishery agreements signed and the regional negotiation of the major tenets of future conventions with a view to taking account of the interests of different countries and the orientations of regional agricultural and fishery policies.
- Building the negotiation capacities of regional and national actors. This action aims to endow the leaders of the institutions and other regional organizations responsible for negotiating fishery agreements and other conventions relating to the management of fishery resources with the competencies necessary to ensuring that their activities are correctly implemented.

**Parties concerned:** ECOWAS, countries, socio-professional organizations, specialist organizations

**Project leader:** ECOWAS

**Instruments deployed:** support for the regional political, institutional and regulatory framework

**Cost:** USD 5 million

**3.3.7.2 Activity 1.3.2: Ensuring the sustainable management of marine and inland fishery resources**

241. Due to a trend towards an increasing scarcity of marine and inland fishery resources, it is important to undertake a certain number of actions enabling not only a system of fishery planning and management to be introduced but also providing for the prevention of the risks of the collapse of stocks, the deterioration of the environment and the disappearance of biodiversity. The activities incorporate two main categories of actions: i) those relating to facilities and ii) those relating to the regulation of fishery activities.

242. The first category of actions primarily aims to support the national initiatives and strategies which cannot be implemented due to the low level of local resources. These actions may involve several countries in the context of managing a shared resource. The aim is to guarantee the sustainable renewal of fishery resources.

**Action 1.3.2.1: Support for the construction of organizational infrastructures for rivers and bodies of water.**

243. This action can be seen from the standpoint of conserving biodiversity and improving the productivity of fishery resources. Numerous rivers and bodies of water have been subject to falling productivity due to the invasion of aquatic plants, agricultural activities, silting and many other anthropogenic phenomena. The aim of the actions is to support:

- The dredging of certain rivers and bodies of water. These activities require major investments which are too much for any one country to bear alone. As the end goal of the operation has several components – development of agricultural and pastoral activities – ECOWAS could contribute to financing feasibility studies and mobilizing essential resources. This action will be coordinated by ECOWAS and the member states and could be implemented by the agencies responsible for the management of the basins or entrusted to a specialized institution. The action will be of benefit to the countries and the communities of operators within the sector,
- The fight against invasive aquatic plants by introducing other plants or dredging the rivers and bodies of water.
- Building multifunctional coastal infrastructures intended to limit post-catch fish losses, which can be very high. These infrastructures are important in ensuring a better organization of transactions involving highly perishable fishery products.

**Parties concerned:** countries, ECOWAS, socio-professional organizations, agencies managing the basins

**Project leader:** ECOWAS

**Instruments deployed:** the management of shared resources budget

**Cost:** USD 10 million

**Action 1.3.2.2: Securing marine and inland fishery resources**

244. This action aims to implement a number of means for combating practices which are not recommendable, in particular the use of illegal instruments and the pollution of rivers and bodies of water. Fishing activities currently benefit from a low level of surveillance both by the states and the regional cooperation institutions. This poor surveillance results from both the absence of efficient technical resources (the navy in certain countries do not even have a fleet of operational vessels) and the low level of coordination of national mechanisms and resources. Consequently the action targets:

- The fight against the pollution of marine and inland waters by regulating the activities of trawlers, the use of toxic substances in fishing, the discharge of oil-based waste, etc.;
- The protection of critical habitats of fishery resources (in particular mangroves)
- The implementation of a modulated mechanism governing the access to and allocation of fishing rights. The current level of resource use and the methods of allocating fishing rights, in particular to industrial fishing vessels within the framework of fishing agreements, are in large part responsible for excessive fishing and overuse. There is consequently an urgent need to adjust the fishing of the resources available. This means

regulating the fishing seasons for different species to encourage the reproduction of the resource.

- The improvement and coordination of mechanisms and systems for controlling and monitoring the activities and fishing areas. This means coordinating surveillance operations between the countries to prevent the overfishing and plundering of marine fishery resources by foreign trawlers. The action consists of acquiring operational instruments for detecting and dissuading pirate vessels and the implementation of an information monitoring system relating to fishery activities.
- An increase in research to ensure the regular monitoring of resources, fisheries and the environment. Research dealing with marine and inland fishing is still very weak in West Africa, a situation which does not allow for the provision of a reference database relating to the potential of fishery resources and their real evolution over time. By means of its competitive funds, ECOWAS could support research programs in specialized institutions and national universities.

**Parties concerned:** ECOWAS, socio-professional organizations, countries, WECARD, specialized research centers

**Project leader:** ECOWAS, delegate project leaders: countries and specialized institutes

**Instruments deployed:** “support for regional integration” and “support for innovation and capacity building” budgets

**Cost of the action:** USD 15 million

***Action 1.3.2.3: Improvement of the productivity and competitiveness of aquaculture and fish farming.***

245. Traditional and industrial aquaculture can provide an alternative response to the depletion of West African fishery resources. The current level of development of this activity is very low. It is difficult to estimate the level of production and its contribution to the regional supply of fishery products. According to FAO statistics, regional production totaled some 50,000 tons at the beginning of the decade. Several experiments are in progress in rural areas within the framework of income-generating activities promoted by various projects and programs. However, the development of the activity is hampered by a certain number of problems requiring regional action. These include the lack of a regulatory framework for the activity, a low level of productive investments and a low level of professionalization among the operators. The aim of the sub-actions is to promote aquaculture and improve its productivity, focusing on:

- Support for the creation and management of pilot farms. This involves accompanying the creation of seed farms by facilitating access to innovation funds and credits with a view to producing young fish. It also aims to promote certain fish fertilization centers and the dissemination of species adapted to the different agro-ecological conditions of the region. These farms could also be used as a forum for experience exchanges between the operators in the commodity chain;
- Support for restocking rivers and bodies of water by facilitating access to innovation funds for the professionals in the sector. This action also involves facilitating access to

products used to maintain the resources (antibiotics and other sanitary products); it also aims to make fish food available;

- Favor access to technologies adapted to sustainable aquaculture.

Parties concerned: ECOWAS, countries, socio-professional organizations,

Project leader: ECOWAS, countries

Instruments deployed: “support for regional integration” and “support for innovation and capacity building” budgets

cost of the action: USD 15 million

**Action 1.3.2.4: Accompanying the structuring and professionalization of the operators.**

246. The aim of this action is to endow the professional of the fishery products sector with the competencies necessary to manage their activity. The end goal of this action is to obtain fishery products which incorporate maximum added value and take account of the requirements of the local, regional and international markets. This action involves the following actions:

- Support for structuring the operators. The aim of this sub-action is to accompany the networking of the main operators in the fishery sector with a view to facilitating exchange between them. Creating a network of fishery operators should also facilitate the involvement of professionals in this sector in the processes of defining and implementing programs and in particular of negotiating conventions and other agreements;
- Implementing training and awareness actions for the operators concerning requirements in terms of hygiene and compliance with the sanitary and phytosanitary standards. The weak capacity of the operators to comply with sanitary and phytosanitary standards (linked to the inappropriate nature of the support infrastructures, the lack of information and qualifications of numerous operators) largely explains the current state of the market for these products;
- Facilitating access to the appropriate technologies and infrastructures for the conservation and processing of fishery products.

Parties concerned: ECOWAS, countries, socio-professional organizations

Project leader: ECOWAS

Instruments deployed: “Support for innovation and capacity building” budget

Cost: USD 10 million

### **3.4 Detailed presentation of specific objective no. 2: Promoting a global environment conducive to regional agricultural development**

#### **3.4.1 Objet and thematic scope of specific objective no. 2**

247. The second specific objective of the program is to promote a global environment conducive to the development of agricultural and agri-food commodity chains.
248. The global environment incorporates four main elements – commercial, physical, informational and institutional – essential to the exercise of agricultural activities. First, with regard to the commercial environment, specific objective no. 2 of the program refers to the construction of an economic environment within the ECOWAS area conducive to the trade of agricultural products. This relies on the dual strategy: on the one hand improved protection of the essential agri-food commodity chains from the standpoint of food and rural subsistence resources; and on the other hand increased fluidity of 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 increase in the efficiency of the commodity chains are decisive elements of sustained agricultural growth and improved food security.
249. Second, a favorable physical environment involves implementing regional mechanisms for adapting to climate variability and change and for the integrated management of shared resources. Agricultural activity is by nature highly dependent on climate conditions and the state of natural resources. In a context where West African agriculture must accomplish a “doubly green revolution”<sup>6</sup>, it is essential to promote all regional actions which may i) limit the impacts of climate change on the agricultural production systems and ii) ensure sustainable management of resources shared between several countries, in particular water resources.
250. Third, the informational environment refers to all information systems and aid to decision-making mechanisms which enable agricultural activity to be oriented appropriately. The complexity and interdependence of the challenges facing the West African agricultural sector and the speed of change make efficient information systems and aid to decision-making mechanisms a necessity to support the public and private operators. The activities and actions of the program in this section of specific objective no. 2 will be founded on the priorities identified in AGRIS. The aim is to strengthen the relevance and efficiency of public policies and to reduce the information asymmetries weighing on the choice of private operators, in particular small-scale agricultural producers.
251. Fourth, the improvement of the institutional environment conducive to regional agricultural development requires a strengthening of the technical capacities and competencies of the different groups of operators involved in the implementation of ECOWAP. Coherent regional agricultural governance will be encouraged through actions in

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<sup>6</sup> Term coined by Gordon Conway in 1994 to describe an agriculture of the future which would be both highly productive (echoing the “green revolution”), environmentally friendly (hence the notion of “doubly green”) and founded on equity. Cf. M. Griffon. “Nourrir la Planète: Pour une révolution doublement verte”, Paris, Ed. Odile Jacob, 2006

the fields of training, institutional strengthening and monitoring/evaluation and in which the different operators will be able to fulfill their roles efficiently.

### **3.4.2 Sector-based problem**

#### **3.4.2.1 Presentation of the main problems to be solved**

252. The West African agricultural sector today faces a number of considerable challenges. The first of these is to satisfy the increasing regional food demand, resulting primarily from 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; taking account of the current growth rates and their inertia, this population should increase to 353 million in 2020 and 455 million in 2030. Irrespective of the hypotheses adopted concerning the respective growth rates of the urban and rural populations, two things are certain: first, that city-dwellers will be more numerous than the rural population<sup>7</sup> and second, that the working population in rural areas (and thus the number of agricultural workers) will continue to rise. During the next two decades, West African agriculture will therefore have to produce more while conserving its natural resources, market an increasingly large proportion of this production (as the proportion of non-producing consumers will increase) and provide a decent income for an increasing number of agricultural workers.

253. This quantitative challenge will have to be taken up by overcoming several closely interlinked constraints, in particular:

- Deteriorating climate conditions, characterized by a reduction in rainfall (isohyets moving south) and a worsening of certain phenomena (temperature peaks, floods, etc.), probably resulting from the global process of climate change.
- The non-replicable nature of the “extensive” growth model (much higher growth of surface areas than outputs) which has been predominant in recent decades.
- Massive rural poverty, which acts as brake on the adoption of innovations and on investment.
- The weakening of institutions responsible for providing public goods intended for agricultural producers and other operators in the sector: agronomic research, training, technical consultancy, information, etc. This weakening is the result of the structural adjustment policies applied during the 1980s and 1990s.
- Increased exposure of producers to market risks (inter- and intra-annual price variations) and the weak link between a large majority of these producers and the market.
- The numerous imperfections and incompleteness which characterize the agricultural and food product markets, thereby exacerbating price fluctuations and limiting the links between the production basins and the consumption centers.

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<sup>7</sup> In 1960, the urban population represented 14% of the total population of the ECOWAS zone; in 2000, this figure had increased to 42% while in 2030 it is estimated at between 57% and 60%.

254. The West African agricultural sector must therefore undertake massive transformations to cope with the challenges of today and tomorrow. In the case of production, it is a question of ensuring a significant increase in labor, soil and water productivity while eliminating the deterioration of natural resources and strengthening the resilience of the production systems to climate change. Downstream from production, the aim is to increase performances of the processing and marketing systems in order to create the conditions conducive to both the sustainable intensification of production and improved food security (price, food quantity and quality).

#### **3.4.2.2 The programs currently in progress in the region**

255. Several current or future initiatives contribute to the creation of a global environment in several areas which will have profound implications on regional agricultural development. These are implemented at both national and regional level.

256. With regard to the commercial dimension, we can cite the negotiation processes which have already been launched with a view to creating the ECOWAS customs union. More than a simple extension of the WAEMU CET to the entire region, the new customs union will consist of a five-tier tariff structure; 0, 5, 10, 20 and 35. The final tier, which represents the main innovation of this union in relation to that of WAEMU, should serve to protect strategic products. ECOWAS is also involved in negotiating a free trade zone with the European Union within the framework of the Economic Partnership Agreements stipulated in the Cotonou Agreement. In both cases, the future of regional agriculture is at stake. The major challenge of these two negotiation processes is to take account of the regional agricultural policy orientations – that of contributing to the promotion of food sovereignty and that of community preference.

257. Among the main programs, we should retain the Regional Market Access Program developed by the inter-State Committee for the Fight against Drought in the Sahel with a view to promoting improved knowledge of the operating mechanisms and the dynamics of the agri-food product markets throughout the countries of West Africa. The program also handles the market changes related to the economic policy reforms and their role in guaranteeing the food security of the population of West Africa. The program has envisaged the implementation of a mechanism for monitoring the cross-border flows of agri-food products with a particular emphasis on the estimation of informal flows. To this end, a methodological approach has been finalized which should help to identify trade which continues to be omitted from the official statistics and which numerous studies feel are significant.

258. The MISTOWA Program (Market Information System and Trades Organizations in West Africa), financed by USAID and implemented by IFDC between 2004 and 2006. The aim of MISTOWA was to promote the regional agricultural products and to contribute to improving food security in West Africa. MISTOWA essentially based its approach on improving the access to and use of commercial information among operators in the agricultural commodity chains. To do this, it developed a number of activities focusing on basic capacity building for the operators, in particular the producers and traders by developing an information and communication system (ICT), entrepreneurship,

organizational management and advocacy. Since 2008, this program has been extended by the ATP project financed by USAID aimed at promoting certain agri-food value chains in West Africa.

259. The CILSS also coordinates a Network of Market Information Systems (MIS) which brings together the national MIS of Benin, Burkina Faso, Côte d'Ivoire, Guinea, Niger, Mali, Senegal, Togo and, to a lesser extent, Nigeria. These MIS, which were created to support the SAPs, are intended to anticipate food crises by monitoring the functioning of the food product markets. The network is one of the components of the CILSS market access program. Through this initiative, and more precisely this network, CILSS aims to contribute to the development of these countries MIS and the promotion of a formal framework for the exchange of agricultural information between the operators involved in food security issues in West Africa. In this way, the CILSS wishes to contribute to the harmonization of data collection, processing and dissemination methods concerning prices on the region's markets.
260. With regard to climate change and variation, the AGRHMET center under the auspices of the CILSS has developed a methodological procedure for promoting adaptation tools primarily intended for farms. At the same time, several international institutions have invested in a global program concerning the "multi-criteria analysis of the African monsoon".

### **3.4.2.3 Lessons and limitations learned from previous approaches**

261. Following the withdrawal of the states from the economic sphere within the framework of the structural adjustment policies of the 1980s-1990s, the public authorities have very few instruments to enable them to make an effective contribution to market regulation and the sustainable growth of agricultural production. In this context and in light of the acute problems posed by the price hike of 2008, the states have tended to rehabilitate the national approaches in force before the adjustment. However, the regionalization of the markets, their openness to the world markets, the major transformations which have occurred in terms of international commitments, the organization of the economic operators and regional integration have profoundly modified the conditions and nature of effective public intervention.
262. The region continues to be characterized by a strict compartmentalization of public intervention initiatives, be it between the states, between the backers or between the regional organizations (whose mandates sometimes overlap). This compartmentalization is detrimental to the implementation of ambitious regional actions in fields where the creation of economies of scale would significantly increase the effectiveness and efficiency of the interventions. This is particularly the case of public efforts with regard to agronomic and environmental research, information systems and capacity building.
263. Despite the efforts undertaken in recent years, the national regulations (access to credit, access to inputs, production and processing standards, etc.) are still very different and consequently represent an obstacle to the creation of genuine regional market. These

obstacles are exacerbated by the persistence of administrative road transport red tape which increases the transaction costs within the regional market, despite the existence of several initiatives intended to eradicate the phenomenon.

264. Finally, the situation on the agricultural and food markets in the past two years has illustrated the essential role of a regional trade policy at the borders of the ECOWAS territory in ensuring improved price regulation for imported products and supporting the increase in intra-community trade of agricultural goods produced within the region.

### **3.4.3 Links with the orientations of ECOWAP / CAADP**

265. This component seeks to operationalize the guidelines contained in the 2nd and third axes of intervention of ECOWAP, and in the six areas of the RIAP.
266. The first axis of ECOWAP is related to the implementation of a trade scheme based on a free trade area, through (i) the facilitation of transport and regional transit, the (ii) effective removal of barriers to trade, (iii) the harmonization of taxation and internal promotion tax incentives, (iv) the harmonization of investment codes and business law.
267. The second axe of intervention is the adaptation of the external trade regime based on specific conditions of the agricultural sector for the purpose of facilitating international market access, to export the output produced by the increased supply allowed by the modernization of production systems.
268. The four dimensions of this component (market, change and climate variability, information system and institutional capacity building) fully cover the six areas of Regional investment Agricultural Programs.

### **3.4.4 Overview of the rationale for intervention within specific objective no. 2**

Cf. the table 4 on the following page

**Table 4 :Logical framework and budget for S.O. 2 (Part one: business environment)**

S.O. 2: Promote an enabling environment for regional agricultural development	Expected outcomes	Activities	Actions
	<p>Outcome 2.1:  The business environment for agri-food has been improved.</p>	<p>Activity 2.1.1:  Promote intra-regional trade of agricultural and agro-food products</p>	<p>Activity 2.1.1.1. Facilitate funding of cross-border trade in agricultural and agro-food products</p> <p>Action 2.1.1.2: Consult with stakeholders to find ways to manage currency risk associated with cross-border business transactions</p> <p>Action 2.1.1.3: Develop and implement regional standards for marketing agro-food products</p> <p>Action 2.1.1.4: Help set up regional commodity exchanges for food products and freight</p> <p>Action 2.1.1.5: Improve conditions for commodities to circulate in the sub-region</p> <p>Action 2.1.1.6: Prevent and implement actions against price volatility</p>
	<p>Activity 2.1.2:  Develop the trade infrastructure suitable for agricultural products</p>	<p>Action 2.1.2.1: Promote and equip cross-border markets</p>	
	<p>Activity 2.1.3:  Establish effective incentive instruments along borders</p>	<p>Action 2.1.3.1: Develop a safeguard mechanism in addition to custom duties</p> <p>Action 2.1.3.2: Reform the CET Management Committee and set up a consultation mechanism on trade negotiations</p> <p>Action 2.1.3.3: Support West African states in efforts to harmonize customs systems and training of customs agents</p>	

**Table 5 : Logical framework and budget for S.O. 2 (Part two: climate variability and change; management of shared resources)**

S.O. 2: Promote an enabling environment for regional agricultural development	Expected outcomes	Activities	Actions
	Outcome 2.2: Mechanisms to help adapt to climate variability, climate change and integrated management of shared resources have been implemented at the regional level.	<p>Activity 2.2.1:</p> <p>Strengthen regional research to adapt crop production to climate variability and change</p>	<p>Action 2.2.1.1: Improve knowledge on climate variability and change, and their impacts on agriculture</p> <p>Action 2.2.1.2: Develop techniques and technologies to adapt to climate change</p> <p>Action 2.2.1.3: Leverage and transfer techniques and technologies to adapt to climate change</p> <p>Action 2.2.1.4: Develop a monitoring and information system to track international negotiations on climate change</p>
		<p>Activity 2.2.2:</p> <p>Build capacity for integrated management of shared natural resources</p>	<p>Action 2.2.2.1: Integrated management of water resources in major river basins</p> <p>Action 2.2.2.2: Integrated management of cross-border forest ecosystems</p>
		<p>Activity 2.2.3:</p> <p>Implement insurance mechanisms to mitigate climate and environmental risks</p>	<p>Action 2.2.3.1: Analyze and build on lessons from crop insurance</p> <p>Action 2.2.3.2: Conduct feasibility studies of different insurance mechanisms</p> <p>Action 2.2.3.3: Help implement pilot projects in crop insurance</p>

**Table 6 : Logical framework and budget for S.O. 2 (Part three: information and decision support system, capacity building)**

S.O. 2: Promote an enabling environment for regional agricultural development	Expected outcomes	Activities	Actions		
	Outcome 2.3: An information and decision support system is operational.	Activity 2.3.1: Track changes to the ecological and macroeconomic environment	Action 2.3.1.1: Set up a coordinated system of environmental monitoring	Action 2.3.1.2: Set up a system to monitor the macroeconomic context and agricultural policies	
		Activity 2.3.2: Strengthen mechanisms that monitor production systems and food and nutritional situations	Action 2.3.2.1: Strengthen national systems for the annual monitoring of the agro, sylvo-pastoral production	Action 2.3.2.2: Analyze production trends for the main products in the principle production areas	Action 2.3.2.3: Develop a regional early warning system for animal feed and water crises
			Action 2.3.2.4: Analyze trends in food and nutritional insecurity	Action 2.3.3.1: Strengthen production mechanisms and improve dissemination of information on markets and trade opportunities	Action 2.3.2.2: Conduct periodic analysis on the advantages and performance of value chains that may be of regional interest
Activity 2.3.3: Strengthen mechanisms that monitor regional trade in agricultural products and foodstuffs	Action 2.4.1.1: Support research and training institutions				
Outcome 2.4: The capacities of regional stakeholders and institutions have been strengthened.	Activity 2.4.1: Strengthen the institutional capacity of regional stakeholders	Action 2.4.1.2: Support regional socio-professional trade organizations			

### **3.4.5 Outcome 2.1: The commercial environment of the agri-food commodity chains has improved**

269. Providing good conditions for the marketing of West African agricultural products is essential in many respects. Ensuring outlets and sufficiently remunerative and stable retail prices stables reduces uncertainty and enables the operators in the commodity chains to undertake the necessary investments in the agricultural sector, in particular with a view to intensifying agricultural production. The marketing conditions also determine the operators' capacity to provide consumers with a sufficient volume of quality food at all times and at a reasonable price. In doing so, they contribute to increasing food security.

270. Today, the commercial environment of the agri-food commodity chains in West Africa is characterized by numerous constraints which act as a brake on the development of intra-regional trade<sup>8</sup>. Hence, while most of the trade in food products occurs at the intra-regional level, this trade nevertheless remains weak and well below the potential for agricultural trade within the region. This low level of intra-regional trade of agricultural products can be ascribed to the following seven constraints:

- The first constraint concerns the numerous obstacles to the movement of goods: illegal levies in all the transport corridors throughout the region, the lack of harmonization of quality standards and the difficulties linked to the justification of origin of the products marketed. These obstacles, which act as non-tariff barriers, are primarily reflected by an increase in the final production cost of the goods and a deterioration in the quality of perishable good commodities. They compromise the successful implementation of actions aimed at promoting regional trade<sup>9</sup>.
- The second constraint relates to the lack of bank funding adapted to the trade of agricultural products within the sub-region.
- The third constraint concerns the foreign exchange risk linked to the heterogeneity of the monetary policies within ECOWAS.
- Then fourth constraint is the low level of availability and accessibility to trade information for the majority of operators concerned by regional trade which would contribute to connecting supply and demand.
- The fifth constraint is the difficulty experienced by the regional trade operators in ensuring that the commercial contracts are respected or in protecting themselves against abuse by public officers in other countries due to the lack of suitable appeal mechanisms at the regional level.
- The sixth constraint is the weakness and poor quality of the trade infrastructures necessary to ensuring dynamic regional trade.

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<sup>8</sup> The intra-regional trade recorded represents on 10% of total trade of agricultural products. In the EU, this rate is 60%.

<sup>9</sup> For example, many farmers encounter difficulties in selling their produce within the framework of a WFP "purchase for progress" policy as they are unable to satisfy the standards defined by the recipient country.

- The seventh and final constraint concerns the difficulties encountered in defining and implementing a community foreign trade policy in synergy with ECOWAP.
271. Lifting these constraints and thus creating an economic environment within ECOWAS conducive to the trade of agricultural products requires the implementation of three main activities:
- Promoting intra-regional trade of agri-food products;
  - Developing trade infrastructures suitable for food products;
  - Implementing efficient incentive instruments at the borders of the ECOWAS territory.

**3.4.5.1 Activity 2.1.1: Promoting intra-regional trade of agricultural and agri-food products**

272. While it is de facto a significant reality in the field, the intra-regional trade of agri-food products has encountered difficulties in becoming a strong dynamic. It is necessary to encourage certain operators to become involved in and support intra-regional trade and to introduce measures contributing to more fluid trade.
273. Promoting intra-regional trade therefore means undertaking six categories of action: i) the facilitation of funding for the cross-border trade of food products; ii) the efficient management of foreign exchange risks linked to the non-convertibility, within the formal circuit, of the eight currencies used in cross-border transactions; iii) the definition and application of standards relating to the marketing of agri-food products; iv) the facilitation of the creation of regional food product and/or freight exchanges; v) the improvement in the conditions of goods movements within the sub-region; vi) the prevention of and fight against price volatility with a view to ensuring food security.

***Action 2.1.1.1: Facilitation of funding for the cross-border trade of agricultural and agri-food products***

274. For economic operators involved in cross-border trade, in particular producer organizations, access to funding for their activities is difficult due to the high rates of interest offered by the micro-finance institutions and commercial banks. Developing intra-regional trade of agricultural and agri-food products requires action facilitating access to funding.
275. Moreover, the commercial banks intervene very little in financing the marketing of local or regional agricultural and agri-business products. There are several reasons for this: risks linked to the sector, lack of knowledge of the sector, absence of long-term resources, high distribution and management costs, difficulties in mobilizing savings, highly restrictive banking legislation, problem of governance and management in the MFIs/SFD. Furthermore, they are penalized by numerous constraints such as increased fragility due to recent restructuring in the banking sector, insufficient capitalization and a lack of long-term and subsidized resources, a low level of savings collection, etc.
276. Moreover, the food commodity chains receive less support from the public authorities compared to the agricultural commodity chains exporting outside the community. The hesitancy of the banks with regard to the food agriculture sector, linked

to the considerable uncertainties which characterize agricultural production in Africa, also obtains for the trade of food products.

277. Certain commercial banks have acquired experience through the creation of micro-finance institutions (MFIs), which provide credit for the trade of food products, although the funds allocated remains small with high interest rates and do not enable the beneficiaries to expand beyond the limited framework of local trade. De facto, the rate of bankarization of commercial transactions concerning agricultural food products is very low within the sub-region.
278. The development of bank funding for the marketing of food products must enable a reversal of the current situation, characterized by a highly fragmented marketing situation, massively informal and operating with a low level of working capital which restricts the creation of economies of scale.
279. ECOWAS will intervene to reduce the cost of marketing credits and to reduce the risks linked to the credit. This intervention could be reflected by two major operations: i) the implementation of an interest rate subsidy fund for marketing credits; ii) the implementation of a guarantee fund to encourage commercial banks to offer marketing loans for agricultural products.

#### **An interest rate subsidy budget for regional marketing**

280. The ECOWAS action will consist of an interest rate subsidy for bank loans intended to finance regional agricultural commercial operations. The eligible operations will be those promoted by the producer organizations for the cross-border trade of agricultural and agri-food products. The beneficiaries of the marketing loans would be agricultural socio-professional organizations involved in a contract with the other operators of the commodity chains for cross-border commercial operations.
281. A cap on the interest rate subsidy, either as an absolute value or a percentage of the average interest rate, could be set along with a cap on the subsidy per marketing credit beneficiary. The interest rate subsidy budget could be supplied both by ECOWAS and by the member states offering this marketing support.
282. The implementation of this operation will require survey expenses to establish the conditions of eligibility for the subsidy, as well as multi-party dialogue and communication costs concerning the mechanism. It will be based on the involvement of commercial banks, economic operators and ECOWAS, which will be responsible for the implementation.

#### **A regional guarantee fund to secure the commercial banks**

283. To secure the commercial banks and encourage them to increase their involvement in financing marketing operations for food products promoted by producer organizations, a guarantee fund will be implemented by ECOWAS. This fund will concern marketing credits for food products that producer organizations currently have difficulty in obtaining. This measure could also contribute to encouraging the installation of

commercial banks or associated MFIs in rural areas and establishing a climate of trust between the financing institutions and the operators in food commodity chains.

284. Half of the guarantee fund will be supplied by the regional development banks while the other half will be supplied by the member states concerned together with ECOWAS. At national level, the national guarantee funds could be managed by a development or agricultural bank which would have the advantage of being able to assume the role of single administrator of all the national funds. The guarantee fund will be accessible to commercial banks and micro-finance institutions wishing to adhere to the program. The guarantee fund will cover a proportion of the banks' losses linked to the risk of their customers defaulting on marketing credits (and not the totality to avoid generating perverse effects and the relaxation of prudential rules).
285. In addition to the guarantee fund, other operations such as the production and dissemination of specific information to assess the risks, awareness campaigns and the exchange of experience concerning the best practices and incentives can also contribute to encouraging the commercial banks to become involved in financing the marketing of food products. There is a wide variety of types of information which can be used to assess the risks when preparing credit dossiers. In particular, this information may concern supply and the price on the food markets, thereby requiring the improvement of the market information systems (see support for the improvement of the information systems and decision-making aid mechanisms, activity A2.3.2).
286. The aim of the exchange of experiences between the commercial banks is to share the best commercial practices and learn about the incentives to be provided to ensure that, in the long term, the financial institutions develop a real portfolio devoted to the trade of agricultural products. Capitalizing on the experiences could, among other things, relate to the financial services and products, customer relations, familiarity with the environment, etc. The practices of the MFIs could be included in the experiences on which to capitalize in that they are involved in financing the primary marketing of food products and are better positioned geographically speaking in the production basins. The results of the studies and exchange of experiences will be disseminated to the bankers and economic operators involved in marketing by means of communication media and awareness workshops.
287. This set of operations aimed at encouraging bank funding for regional commercial operations will therefore mobilize several types of resource: financial (endowment of the regional guarantee fund and the interest rate subsidy budget), institutional, with the decisions taken by the statutory bodies of ECOWAS concerning the mobilization of funds, survey costs and the organization of exchange and communication workshops. These actions will be included in the global agricultural financing mechanism and system currently being designed by ECOWAS.
288. The action targets the commercial banks. The beneficiaries will be all operators involved in the trade of food products at regional level, whose activities will be facilitated. It could be implemented by the member states together with ECOWAS and intended for

the commercial banks, the MFIs, the member states and the producer, processor and trader organizations.

Parties concerned: member states, commercial banks, commercial banks, FMIs, producer, processor and trader organizations

Project leader: ECOWAS

Instruments deployed: "Support for regional agricultural integration" budget (guarantee fund, interest rate subsidy budget for marketing credits), "Support for innovation and capacity building" budget

Cost: USD 12 million

**Action 2.1.1.2: Dialogue on cross-border transactions to manage foreign exchange risks**

289. The ECOWAS countries use eight currencies which are not all convertible in the formal exchange channels. Most of these currencies have a floating exchange rate: managing these exchange rates generates risks and costs which limit the possibilities of seizing commercial opportunities in real time. These two factors (inconvertibility of the currencies and floating exchange rates) do not help to secure and facilitate trade. In this context, the operators involved in cross-border trade are generally led to transport large sums of cash when crossing the borders, thereby exposing them to numerous risks (loss, theft, etc.).

290. Certain banks endeavor to reduce these foreign exchange risks by creating branches in countries with different monetary systems (e.g. Ecobank, etc.), but the level of transactions remains weak and could be developed rather than giving the parallel market free rein. In the past, initiatives such as clearing houses have also been introduced.

291. When identifying sustainable solutions, in particular for the trade of agricultural and agri-food products, it is important that ECOWAS should undertake a thought process in consultation with the main operators in the financial and private sectors (chambers of commerce, chambers of agriculture, socio-professional organizations, etc.). This consultation will also act as a forum for dialogue and for finding a consensus concerning the types of service that the financial institutions could provide for traders, industrialists and socio-professional organizations involved in regional trade. The suggestions and propositions which would be made to facilitate trade in a context of monetary plurality could be implemented gradually once they have been examined by the ECOWAS authorities.

292. The program is expected to provide technical and financial support for this ECOWAS thought process concerning the facilitation of commercial transactions for agricultural and agri-food products in West Africa. This will involve mobilizing expertise (national, regional and international), facilitating dialogue between operators, implementing a system of accompanying the commercial banks and private sector to inform them and familiarize them with the measures to be implemented to develop the connection between banks. This action is implemented by ECOWAS together with the EBID, the central banks, the commercial banks and the private sector (chambers of commerce, chambers of agriculture, socio-professional organizations, etc.).

Parties concerned: BIDC, central banks, commercial banks, private sector operators (chambers of commerce, chambers of agriculture, socio-professional organizations, etc.)

Project leader: ECOWAS

Instruments deployed: "Support for the regional political, institutional and regulatory framework" budget (regulation / legislation)

Cost: USD 2.3 million

***Action 2.1.1.3: Definition and application of regional standards concerning the marketing of agri-food products***

293. The question of standards for the marketing of agricultural and food products covers several elements: the heterogeneity of national standards relating to metrology and the standardization of products is one of the obstacles to the success of regional trade of agri-food products; it creates uncertainty among operators involved in regional trade, who are often led to operate in the informal sector to avoid the controls implemented by the national standardization offices; standardization is all the more necessary as producers and consumers is geographically distant in the trading area; the control and suitability of the level of standards to the operators' capacities are crucial in ensuring the credible application of the standards; the quality differential between regional products and imported products in certain segments of the regional markets considerably diminishes the competitiveness of the former.
294. Under the impetus of the WTO, standards are becoming the mainstay of commercial systems. Since 2001, the United Nations Industrial Development Organization (UNIDO) has implemented a program accreditation, certification and the promotion of quality within WAEMU; this program was recently extended to incorporate the ECOWAS countries which are not members of WAEMU. It also includes a section providing support for economic operators in complying with standards.
295. Convinced that the regional market is a relevant forum for developing comparative advantages, the ECOWAS Commission will focus on the gradual construction of regional standards. For products intended primarily for regional markets, it is necessary to define standards corresponding to both the current and future capacities of the operators and the requirements of the consumers.
296. In this context, ECOWAS will stimulate and coordinate the harmonization of standards relating to the trade of agricultural and agri-food. This harmonization will be achieved by:
- Adopting a legal and regulatory framework for the activities of standardization, accreditation, certification and the promotion of quality in the different ECOWAS states. This framework incorporates the international standards and harmonizes the standards and regulations relating to food safety and the fight against disease and pests (locusts, avian flu, fruit fly, etc.). The existence of this legal and regulatory framework contributes to eliminating certain non-tariff barriers to the movement of products.

- Supporting the emergence of private certifying bodies in response to the changing quality requirements of the regional trade operators. Private certifying bodies are also a vector for encouraging the dissemination and extension of regional standards.
- The implementation of regional standardization bodies whose role is to coordinate and control the work of the national bodies and the private certifying bodies. With regard to agricultural export products, ECOWAS will define and apply a strategy of promoting the qualities so that these products comply with the international standards which are more stringent than the national standards currently in force.

297. The action of ECOWAS will target the national standardization institutions. The beneficiaries of the action are the trade operators, who will benefit from appropriate sanitary and quality standards for products applied region-wide and making trade more fluid, and the consumers living in the region. The implementation of this action will involve the member states through their ministries of agriculture, trade and health, the national standardization bodies, the representatives of the economic operators and consumers and ECOWAS, which will be responsible for implementing the action.

298. The means to be implemented will include surveys providing the technical elements for the organization of the regional standardization bodies, the human, material and financial resources underlying the functioning of these bodies, training for certifying officers and their mobilization at the regional level.

Parties concerned: ministries of agriculture, trade and health of the member states, national standardization bodies, the representatives of the economic operators and consumers

Project leader: ECOWAS

Instruments deployed: "Support for the regional political, institutional and regulatory framework" budget (regulation / legislation, standardization, certification)

Cost: USD 8.5 million

#### ***Action 2.1.1.4: Facilitation of the creation of regional food product and freight exchanges***

299. The organization of the sales and purchase of food products within the framework of a regional exchange represents a potential lever to encourage intra-regional trade. On many occasions and in different forums, the producer organizations and private operators downstream in the commodity chains have expressed their desire to be better informed with regard to the market opportunities (selling or buying) in neighboring countries. ECOWAS has already initiated a think tank on the implementation of a regional food product exchange.

300. The particularly high transport costs observed in intra-regional trade are in part linked to the insufficient organization of the road haulage industry. "Freight exchanges" would help to reduce the cost of the transport of goods between the departure points and final destinations, in particular between coastal and landlocked countries by optimizing the use of the means of transport. Generally speaking the trucks used to carry goods to their final destination (countries of the Sahel) return to the ports of embarkation

or the loading points. The carriers may encounter difficulties in finding return loads in a reasonable timeframe. The principle of “freight exchanges” is to collect requests for the transport of goods and to favor their transport towards the ports of export or consumption sites. The implementation of this type of exchange could also have a beneficial effect by contributing to compliance with the axle load regulations. With this in mind, it could be interesting to capitalize on the experience of the national loading councils in the Ouagadougou-Niamey-Bamako corridor in relation with the port of Abidjan.

301. The ECOWAS action will involve finalizing the think tank on the implementation of regional food product and freight exchanges. The means to be implemented will primarily focus on the survey costs and the cost of dialogue between the chambers of agriculture, trade and industry, the national loading councils and the socio-professional organizations. This action will target these operators for the food product exchange while targeting the national loading councils with regard to the freight exchange. This type of action will benefit all the operators involved in the trade of food products (agricultural producers, traders, transporters, transit operators, etc.).

Parties concerned: chambers of agriculture, commerce and industry, national loading councils, socio-professional organizations
Project leader: ECOWAS
Instruments deployed: Support for innovation and capacity building” budget
Cost: USD 10 million

**Action 2.1.1.5: Improvement of the conditions of movement of goods within the sub-region**

302. The goods transport times within the region are greatly increased by the plethora of formalities that the transporters must complete at different stages along their journey. These official costs are compounded by “informal taxes” levied by the representatives of different administrations. Both the regulatory measures and the abnormal practices are in flagrant contradiction with the principle of the free movement of foods, people and capital advocated by the ECOWAS Treaty<sup>10</sup>. They may major repercussions on the quality of the products and compliance with the commercial contracts.
303. Furthermore, the export procedures in the sub-region can prove very difficult to implement. This is the case, for example, of authorities issuing export authorizations (certificates of origin, transit declaration, etc.) which are highly centralized, forcing economic operators to travel to the capital city thereby generating additional costs in the commercial transactions.
304. The following operations will be undertaken by ECOWAS to help remedy this situation:
- Extending the regional tax and customs regulations (certificate of origin, transit declaration, inter-state transport convention (TRIE)). More specifically, it is a question of

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<sup>10</sup> Article 3, paragraph 2

undertaking communication activities concerning the community regulatory measures, in particular the content and requirements of the trade liberalization schedule (WAEMU and ECOWAS), through the media and by organizing awareness / training workshops (see also action A2.4.1.2.) intended for operators involved in the intra-regional trade of agricultural products (producers, transporters, traders, etc.).

- Facilitating access to export authorizations (certificates, etc.) through the implementation of a larger number of counters or focal points throughout the territories of the member states, in particular along the main borders.
- Implementing observatories of abnormal practices along all corridors. The analyses prepared by these observatories will give rise to the formulation of realistic action plans capable of significantly reducing the number and volume of informal levies.
- Identifying and applying mechanisms for appealing against, denouncing and sanctioning non-tariff barriers to intra-regional trade enabling the operators to assert their rights.
- Facilitating customs clearance operations at the borders, among other things through the construction of adjoining customs clearance posts. This project is in progress and must be accelerated.

305. This collection of operations is primarily aimed at public bodies responsible for issuing export authorizations and the customs offices of the member states. The beneficiaries are all operators involved in the cross-border trade of agricultural and agri-food products (transporters, traders, forwarding agents, etc.).

306. The means of implementing this action involve the cost of producing information and disseminating it through the media, training and awareness programs for customs officers, forwarding agents and customs declarants as well as support costs for operator awareness operations. They also involve support costs for the advocacy activities of the civil society in its denunciation of abnormal practices as well as the contribution to the cost of constructing and equipping adjoining customs clearance posts. The action will be implemented by ECOWAS, in particular the trade and customs office of the department of agriculture in consultation with the customs offices of the member states.

Parties concerned: customs offices of the member states

Project leader: ECOWAS

Instruments deployed: "Support for innovation and capacity building" budget

Cost: USD 10 million

#### ***Action 2.1.1.6: Prevention of and fight against price volatility***

307. Price volatility for agricultural products is a factor of risk which discourages investment on the part of the operators in the agri-food commodity chains, in particular agricultural producers. Limiting price fluctuations for agricultural products means combining foreign trade policy measures and actions concerning the national and regional flows of agricultural products. These are particularly justified for agricultural products where the prices are determined by the volumes on the market and are not very sensitive

to the price of imports. They generally consist of product stocking and destocking operations to support prices on the collection or grouping markets.

308. Private actors (socio-professional organizations, traders) create stocks, with or without warehouse receipts, to be used for various objectives (food security, improving the retail price, etc.). The intervention of ECOWAS will involve encouraging private storage with a view to ensuring a greater impact on the markets. This intervention will include the following operations:

- Experimentation in the implementation of contracts between private stockers (socio-professional organizations, traders) operating on a regional scale and ECOWAS to support the prices on a number of large collection and grouping markets. The storage contracts governing the stocking/ destocking operations conducted by the private operators will guarantee the sale of the products in accordance with an operating mode which defines the quantities to be released onto the market, the prices and the periods of sale. These prices will be fixed such that the stocking activity limits excessive falls on the markets (while destocking limits significant increases). The experimentation will provide valuable lessons for a larger-scale implementation of the private-public stocking contractualization mechanism.
- Monitoring, by means of an appropriate mechanism (food product exchange, AGRIS, etc.), of the changes in supply and the prices on the target markets, proposing warehousing contracts, monitoring the storage and selling operations within the framework of the contracts and performing controls with regard to the warehousing conditions and compliance with the contracts.
- Reflection on the harmonization of existing national legislations concerning the profession of third holder and the establishment of public warehouses enabling products belonging to different owners, both private and public, to be placed in storage. This reflection would aim to study the feasibility of mobilizing these operators, third holders and public warehouses in order to lead the stocking/destocking operations on a number of regional markets, at the discretion of ECOWAS.

309. The action will target the socio-professional organizations and regional traders to the benefit of producers and consumers who are thus protected against price volatility.

310. To be implemented, the action must mobilize resources enabling the drafting of a list of private stockers working on a regional scale, survey costs to prepare storage contracts, means to cover the costs of controlling compliance with the contracts and consultation costs for a public-private partnership. The parties concerned by the implementation of this action will be ECOWAS, the member states, AGRIS for the monitoring of the markets targeted by the experimentation, the socio-professional producer and trader organizations. ECOWAS will be responsible for implementing the action.

Parties concerned: member states, AGRIS, socio-professional producer and trader organizations

Project leader: ECOWAS

Instruments deployed: "Support for innovation and capacity building" budget

Cost: USD 13 million

### 3.4.5.2 Activity 2.1.2: Developing trade infrastructures adapted to agricultural products

#### **Action 2.1.2.1: Promoting and equipping cross-border markets**

311. The success of the regional trade in agricultural products also relies on the existence of suitable and efficient infrastructures. As well as cross-border communication channels, which are particularly important but are not included in the present program<sup>11</sup>, the infrastructures to be considered are primarily storage and reception infrastructures in the market place. At present, the low density of these commercial infrastructures and their mostly poor condition is detrimental to the development of trade of agricultural products which are, by nature, perishable goods.
312. In the field of commercial infrastructures, the national level is generally the most appropriate when making investments (for example grain storage warehouses) or when implementing instruments encouraging the private operators to invest in this type of infrastructure. Nevertheless, the regional level remains relevant for certain actions facilitating the improved management of the interdependences between national economies creating economies of scale, such as the implementation of supply chains in cross-border zones.
313. Constructions will involve storage units, water conveyance systems, telephones, offices for the body managing these markets, single transit formality points, etc. However, in addition to market reception facilities, the actions, in close collaboration with the states and territorial authorities, can also focus on:
- The encouragement by ECOWAS of “public-private” partnerships in constructing genuine region-wide value chains or supply platforms for collecting, preserving and redistributing a wide range of agri-food products. These redistribution platforms will be equipped with cold chains and could supersede traditional equipment comprising household appliances used by commercial operators in border zones for essentially highly perishable meat and dairy products. A feasibility study of these infrastructures will help to identify the different sites to be adopted and the nature and costs of the facilities to be introduced. ECOWAS can contribute to constructing several supply chains. These infrastructures will complement an extension of the construction of adjoining customs clearance posts within the sub-region.
  - Market infrastructures are not the only physical elements facilitating cross-border trade. The cross-border markets are also dynamic living areas which must be supplied with essential public goods: water conveyance, public lighting, healthcare centers, sanitation facilities, etc. ECOWAS will encourage the development of cross-border market areas to contribute to securing these.
  - The creation of information points which can provide real time market information. These information points could also be market data collection centers. The centers could be endowed with communication equipment used to transmit information to the national and regional market information management networks, the operations of which are analyzed in section R2.3. Information processing equipment must also be

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<sup>11</sup> Coordination of investments in terms of regional communication channels falls under auspices of the ECOWAS “transport” sector policy

provided (computers), together with coordinators responsible for data collection, communication equipment (mobile phones) and office management consumables.

314. The main beneficiaries of the actions are the traders, forwarding agents, transporters and consumers. The target groups primarily consist of the three categories of operator who, together with ECOWAS, the member states and the local authorities, represent the parties concerned by the actions.
315. The parties concerned comprise these same actors, the states through their national market information systems, the local authorities, AGRIS and ECOWAS.
316. The means to be implemented comprise contributions from ECOWAS, the states, the local authorities and private operators. The ECOWAS subsidy fund will be used to implement the regional community contribution. The support fund for the marketing of agricultural products contributes to the implantation of these points (construction of infrastructures, equipment, expertise in networking the points).

Parties concerned: territorial authorities, member states, private operators

Project leader: ECOWAS

Instruments deployed: "Support for regional integration" budget (investment allowance

Cost: USD 29 million

### **3.4.5.3 Activity 2.1.3: Implementing effective incentive instruments at the borders of the ECOWAS area**

317. The development of agri-food commodity chains can be hampered or even called into question by the arrival of large volumes of substitutable imports or by competition from low-price imports. The regulation of imports at the borders of the ECOWAS area is essential to curb the transmission of price hazards from the international market to the community market and to limit competition to local commodity chains from imported products.
318. The instruments used at the borders are a means of contributing to providing a safe and stable commercial environment for the development of the region's agri-food commodity chains. This security is essential to encourage the producers to invest in the intensification of agricultural production. Defining border mechanisms can also help to boost the success of local agri-food commodity chains and to create a commercial environment conducive to ensuring community preference, which is the foundation of regional integration. The border mechanisms are therefore tools which genuinely encourage the development of the agri-food chains.
319. In recent years, ECOWAS has undertaken major efforts with a view to defining a commercial framework which is both in phase with the rules of the multilateral commercial system and compatible with the major concerns of the member states while encouraging the sustainable development of the agricultural sector.

320. To date, these efforts have been focused on defining a common external tariff (CET) for ECOWAS. This process has proven to be longer and more complex than initially thought and has resulted in the decision to create a fifth CET bracket at a rate of 35%. The classification of the products in this fifth bracket and the re-classification of the products in the other brackets is currently being finalized.
321. In addition to the fixed customs duties divided into five categories, the CET must be complemented by tariff mechanisms facilitating a reactivity to the situation on the international market. Such complementary measures are an integral part of the implementation of the ECOWAS CET as indicated in the regional action plan of ECOWAP 2006-2010.
322. The existence of a CET committee<sup>12</sup> represents undeniable progress in defining a coherent and effective regional foreign trade tariff. It is nevertheless necessary to implement a committee which also monitors the impact of the commercial border mechanisms introduced and ensures that they continue to contribute to the creation of a suitable commercial environment for the commodity chains. This means checking that these mechanisms help to achieve the development goals of the agri-food commodity chains and to undertake the necessary adjustments.
323. Furthermore, the region is involved in different negotiation forums: at regional level to finalize the CET, bilaterally with its trade partners (for example emerging countries, the European Union within the framework of Economic Partnership Agreements or EPAs) and multilaterally with the WTO. It is crucial to monitor the intermeshing and coherence of the negotiating positions adopted in these different forums to contribute to improving the commercial environment of the commodity chains. However, the region encounters major difficulties in defining and defending a common and well-founded position in the negotiation forums in which it is involved. These difficulties manifested themselves throughout the negotiation of an EPA with the European Union. They were also clearly visible during the food crisis of 2008 when the member states adopted national measures which sometimes ran counter to regional regulations. With regard to negotiations concerning the multilateral commercial system, the position of ECOWAS is weakened by the fact that it is not a member in its own right of the WTO<sup>13</sup>. This makes it difficult to defend community interests within the WTO.
324. In this context, the activity can be divided into four actions:
- The implementation of an import safeguard action;
  - The reform of the CET management committee and the introduction of a dialogue mechanism concerning trade negotiations;
  - Support for the states in harmonizing the customs system (adoption of ASYCUDA++) by means of technical assistance and training for the personnel concerned;

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<sup>12</sup> Joint WAEMU and ECOWAS committee.

<sup>13</sup> Unlike the European Union for example.

- Training for customs officers with regard to the legal framework of the CET, the complementary measures and other provisions concerning intra-regional trade and the ASYCUDA system.

#### **3.4.5.4 Action 2.1.3.1: Implementation of an import safeguard measure**

325. The re-classification of the products in the 5 tariff brackets is currently being finalized. The aim in the coming 5 years is to ensure that the heads of state and government adopt a regulation concerning the new tariff structure and its implementation schedule and then to monitor the application of the regulations in the countries. This action concerns the monitoring of the CET (action 2.1.3.2.).
326. While the process of us re-classification is being completed, the project concerning the border mechanisms complementing the customs duties categories must still be implemented. These complementary mechanisms are the tools which will ensure reactivity to the situation on the international market and thus contribute to crating a stable environment for the development of the agri-food commodity chains.
327. The action involves the introduction of a safeguard measure, the import safeguard tax (IST), and the examination of the feasibility of other complementary instruments, such as specific duties, compensatory duties, etc. Nevertheless, the IST project has already been launched and is the project which can most easily be implemented and made operational in the next 5 years. Moreover, given the current context of high volatility of international prices which the analysts believe will last for some time, the IST must be a priority for the finalization of the CET.
328. The IST involves applying a customs duty in addition to the duties applied to imports from other countries according to three criteria: in the event of a sudden rise in the volume of imports or a sudden fall in the price of imports or a currency depreciation in relation to the national currencies. The level of the additional customs duty is all the higher as the changes to the criteria are significant. Activation thresholds or brackets are therefore defined. In the case of an inverse evolution of the three criteria, an inverted IST is activated, involving the reduction of customs duties applied, again by bracket according to the activation thresholds.
329. Proposals for the type of safeguard mechanism have been made in the study concerning the instruments for regulating the agricultural markets. They were based on a comparative analysis of several types of safeguard mechanism (special WTO safeguard mechanism, WAEMU economic import tax, etc.). The proposals concern the guiding principles of the architecture of the mechanism as well as the architecture itself. These proposals must be submitted to the heads of state and government for approval.
330. Progress must also be made on the design of the IST and the design of the other complementary instruments before adopting and applying it according the scheduled adopted. This means defining, together with the member states, the activation thresholds, the additional (or reduced) duties; the activation decision-making process, the measures enabling national prejudices to be taken into account which could cause the application of the measure at community level and the implementation schedule in the

states. For countries where the import structure is noticeably different from that which exists at regional level, the conditions for activating the safeguard mechanism may not correspond to those which exist at the regional level. This can result in increase competition from imports in their agri-food commodity chains as well as a loss of customs revenue if the mechanism is activated in this country whereas it is not activated at regional level; or inversely an increase in imported products generating social adjustment costs of the measure is activated at the regional level whereas it is not applied at national level.

331. The means to be implemented to undertake this action cover:

- An assessment to accompany the trade, customs and agricultural departments in implementing the finalization process for the design of an IST up to its adoption by the heads of state and government;
- Personnel within the trade and customs department responsible for the statistical monitoring of imports and exchange rate variations, in particular in relation with the department of agriculture;
- A mechanism (website) enabling the operators to file requests for the safeguard mechanism to be activated: a request procedure and a focal point within the trade and customs department will be responsible for handling these requests;
- A fund taking account of the adjustment costs generated by the implementation of a safeguard tax in countries where the import structure is very different from the regional import structure. This fund could be financed by community levies on imports from other countries. It could be used to support local commodity chains in countries suffering from fierce competition (in the event of an inverted safeguard) or social safety nets in countries suffering from a high level of imported products (in the event of a safeguard).

332. The action targets the ECOWAS commission and in particular the ECOWAS CET management committee coordinated by the trade and customs department and in which the agriculture department should be more involved in a revised role (see action 1.1.3.2.). The department of agriculture could also use the data produced for retrospective and prospective analyses.

333. The final beneficiaries of the action will be all economic operators in the agri-food commodity chains who, thanks to the IST, will enjoy a more secure and stable environment in relation to the evolutions on the international market with a view to investing and conducting commercial transactions.

334. The action will concern the ECOWAS tariff policy and, as such, falls under the auspices of the Commission. The responsibility for implementing the action falls to the department of trade and customs responsible for finalizing the ECOWAS CET in relation with the CET management committee. The AGRIS system will be involved in implementing the action by incorporating the commercial import data from the statistical departments of the Commission. The activation of the safeguard mechanisms must be based on a harmonized regional information system. With this in mind, the ECOWAS Commission will define a framework for effective collaboration between the ECOWAS CET management

committee and the AGRIS authorities to ensure successful intermeshing with the commercial information mechanism provided for within AGRIS.

Parties concerned: AGRIS

Project leader: ECOWAS

Instruments deployed: "Support for the regional political, institutional and regulatory framework" budget (regulation), "Support for regional integration" budget (compensation fund for the adjustment costs generated by the new trade mechanisms)

Cost: USD 1.5 million

***Action 2.1.3.2: Reform of the CET management committee and implementation of a dialogue mechanism concerning trade negotiations***

335. Defining a sound and harmonized tariff policy for foreign trade beneficial to the regional agricultural policy requires an institutional mechanism within ECOWAS responsible for applying the CET, monitoring its impacts and revising it. This CET management must be performed in relation to a trade negotiation monitoring and support mechanism involving the ECOWAS states. This should ensure a harmonization of the positions of the member states and a coherence between the positions adopted in the different negotiation forums.
336. The work of the CET management committee could also be complemented by the provision of an assessment fund for implementing think tanks intended to orient decisions. This assessment fund could be based on partnerships with research institutes, universities and consultancy agencies. The committee will therefore benefit from a network of external competences on very specific technical themes.
337. A joint WAEMU-ECOWAS CET management committee was set up in January 2006 at the same time as the decision was taken to adopt the ECOWAS CET. The tasks of this committee included facilitating the finalization of the CET between the member states under the responsibility of the trade and customs department of ECOWAS. This committee is coordinated by the trade and customs department of ECOWAS, which invites other departments to the sessions, in particular the department of agriculture, the member states, and other operators such as certain civil society and expert organizations. The action nevertheless requires that the preparation of the sessions be improved with the departments and the parties from the civil society.
338. The action involves reforming the CET management committee with a view to extending its remit and renewing its operating mode as follows:
- Monitoring the effective application of the rules relating to the common external position (customs duties and complementary measures).
  - Monitoring the impact of the CET on agricultural growth, the development of the commodity chains and intra-regional trade by relying in part on AGRIS and on the mobilization of a network of external competences. It is a question of ensuring the efficiency of the CET in achieving the objectives of ECOWAP in terms of protecting and developing the agri-food commodity chains strategic to the region. The monitoring also

implies anticipating the compensation for the adjustment costs relating to the application of the CET in countries where this application would give rise to the elimination of tariffs and significant customs losses.

- Supporting the Commission and the member states in any notifications to be made to the WTO to ensure the compliance of the ECOWAS CET with the commitments (consolidated duties) of the member states. This support will target certain countries where the rate in the 5<sup>th</sup> bracket may be higher than their initial commitments to the WTO.
- Organizing preparatory meetings with the department of agriculture and the civil society organizations for the sessions of the joint CET management committee.

339. The action also involves implementing a consultation mechanism for international trade negotiations responsible for harmonizing the positions of the member states, ensuring the coherence of their positions in the different negotiation forums and analyzing the national interests in keeping with community solidarity. This mechanism could be hosted and coordinated by the trade and customs department in relation with the department agriculture. It will be endowed with a trade negotiations monitoring and support unit (WTO, FTA, etc.) which will monitor trade negotiations and disseminate information on the new trade provisions to all operators concerned (traders, cross-border economic operators, etc.). The information will be disseminated by several means: website, publication, media, etc. The unit will be able to provide targeted support for member states concerning trade negotiations and call on a network of experts specialized in these issues. In particular the unit will examine the provision of support for ECOWAS membership of the WTO.

340. The means to be implemented for this action involve an assessment to define the overall institutional system (revised management committee, consultation mechanism and trade negotiations unit), specify its mandate, its organization and its operating mode. It will also be necessary to increase the team responsible for coordinating the CET management committee by recruiting additional personnel and to anticipate the costs of multi-party meetings to prepare the CET management committee sessions. Personnel must be set up with permanent technical assistance and the occasional mobilization of assessments to coordinate the consultation mechanism and the trade negotiation monitoring and support unit. It will also be a matter of providing support for the research institutes and universities with a view to creating a network of competences. Finally, the compensation fund for the adjustment costs linked to the application of the CET could be mobilized.

341. The action targets the ECOWAS Commission and in particular the CET management committee and the departments of trade, customs and agriculture. Responsibility for implementing the action falls to the departments of trade and customs, together with the department of agriculture and the civil society organizations.

342. The end beneficiaries of the action will be all economic operators in the agri-food commodity chains who will enjoy a common tariff policy and trade negotiation positions which are coherent with the objectives of ECOWAP.

Parties concerned: research institutions, universities, civil society organizations

Project leader: ECOWAS

Instruments deployed: "Support for the regional political, institutional and regulatory framework" budget (institutional aid to decision-making mechanism)

Cost: USD 0.5 million

***Action 2.1.3.3: Support for the states to harmonize the customs system and provide customer officer training***

343. Within the framework of implementing common tariff instruments, it is important to possess a common tariff nomenclature which can correctly guide the tariff policy decisions taken and ensure that they serve the objectives of ECOWAP.
344. Major progress has been made in intermeshing and comparing the national nomenclatures through the introduction of the ASYCUDA system. Nevertheless, work on sensitive products and the reclassification of the CET demonstrate that considerable work must still be carried out on the tariff lines to harmonize the different national nomenclatures.
345. The customs offices play a pivotal role in the effect implementation of the common external tariff and the trade liberalization schedule. Training for customs officers and ancillaries is therefore essential to the application of community commitments in terms of tariff policy for domestic and foreign trade.
346. The action involves supporting the states in harmonizing the regional customs system, in particular with regard to the migration towards the "ASYCUDA++" system, and contributing to the training of customs officers by means of:
- Technical assistance for the member states to solve the technical problems resulting from the lack of personnel qualified in the management of the system or other similar problems.
  - A regular framework for training customs officers with regard to:
    - The texts defining the legal framework of the ECOWAS CET, including the additional measures such as the import safeguard tax;
    - The texts defining the trade liberalization schedule;
    - The functional, technical and management aspects of the ASYCUDA system.
347. The means to be implemented for this action cover the training costs (human and logistical resources to organize the training sessions) and the cost of implementing technical assistance.
348. The action targets the customs offices of the member states. The beneficiaries will be all operators in the agri-food commodity chains marketing products within the ECOWAS territory. The implementation of the action falls under the auspices of the ECOWAS

customs department, with the involvement of the customs training schools in the member states.

Parties concerned: customs offices of the member states, customs officer training schools

Project leader: ECOWAS

Instruments deployed: "Support for innovation and capacity building" budget

Cost: USD 4.6 millions

### **3.4.6 Outcome 2.2: Mechanisms and measures for the adaptation to climate change and variation and the sustainable management of shared natural resources are promoted**

349. West African agriculture is faced with an imperative: to produce more 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 faced with the problem of climate variation and change.
350. The manifestations of climate change may be a rise in air temperature, rising sea levels, a change in the quantities and distribution of rainwater and a greater frequency of natural disasters, such as droughts, floods, storms, violent wind, excessive heat, etc.
351. The foreseeable consequences for the agricultural sector are a reduction in land area that can be used for agricultural and pastoral purposes, increased pressure on natural resources, a reduction in output and a highly unstable food supply. In social terms, this could affect the subsistence means of the rural populations with the deterioration of zones favorable to agriculture (reduced soil fertility), the shortening of the period suitable for planting and a fall in outputs (effects of water stress and/or temperature peaks)<sup>14</sup>. However, with regard to the livestock sub-sector, the consequences vary according to the type of climate change: the situation could be more profitable for breeders of small ruminants (sheep and goats) than for cattle breeders; the increased rainfall could, in certain cases, disrupt the transhumance practices and increase the prevalence of certain diseases.
352. In light of the risk of an increased frequency of extreme climatic phenomena (droughts, temperature peaks, exceptional precipitation), it is rational to attempt to increase the proportion of irrigated crop production<sup>15</sup>. However, this need must take account of the increased competition in the use of water resources. Under the effect of population growth and urbanization (and in certain countries industrialization), the demand for water for uses other than agriculture is increasing considerably<sup>16</sup>. In this

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<sup>14</sup> Current studies predict losses of between 2 and 4% of agricultural GDP of West Africa.

<sup>15</sup> Cf. the actions aimed at developing irrigated agriculture in mobilizing program no. 1.

<sup>16</sup> At present, the distribution of water consumption across West Africa is as follows: 17% for household drinking water, 76% for irrigated agriculture and 7% for industry.

context, it is essential to strengthen the concerted regional management of water resources shared between several countries, in particular rivers.

353. To give production systems to the best chance of coping with the environmental challenges of the coming years, this component is divided into two sub-components: i) increased regional research into climate change, its impacts and the adaptation of production systems and ii) capacity building for the integrated management of shared resources.

#### **3.4.6.1 Activity 2.2.1: Strengthening of regional research to adapt agricultural production to climate change and variability**

354. In West Africa, there is a certain number of technical and scientific institutions and civil society organizations which are particularly active improving knowledge of climatic phenomena and/or creating and disseminating adaptation innovations for the agricultural sector. In particular we should note:

- The national meteorological services for data collection on the climate.
- The African Center of Meteorological Application for Development (ACMAD) which primarily works on meteorological forecasting, climate changes scenarios for Africa and early warning systems for the fight against locusts. Furthermore, ACMAD uses the PRECIS software which can generate regional climate change scenarios.
- The regional CILSS centre for agriculture, hydrology and meteorology (AGRHYMET) which also develops methodological and decision-making tools in the fields of climatology, agro-meteorology, hydrology, plant protection, geomatics and remote sensing.
- The regional livestock research centers such as the International research and development center for livestock in sub-humid zones (CIRDES).
- The advanced research centers or international such as the Africa Rice Center (ADRAO), ICRISAT, IITA, ICRAF.
- The agronomic research institutes and national universities which produce knowledge and technological innovations which can be used in adapting to climate change.
- The regional institutions for the coordination of agricultural research, such as the Sahel institute (INSAH) and CORAF.
- The Regional Center for Water Coordination (CRCE) responsible for the integrated management of water resources.
- The organizations of the civil society and the networks of socio-professional organizations such as the Network of West African Farmer and Agricultural Producer Organizations (ROPPA).

355. These institutions play an important role in generating and disseminating knowledge and innovations for adaptation to climate change. They are nevertheless faced with major constraints which limit their capacity for intervention:

- The poor capacity of the meteorological services to produce continuous meteorological and climate data.
- The absence of a critical mass of experts and scientists in the field of climatology.
- A lack of material and financial resources for the national agricultural research systems and the universities.
- The absence of a common model for monitoring the impacts of climate change and variations on rural production systems and households.
- Insufficient importance accorded to the knowledge and results of research institutions and to local know-how.
- A lack of consultation mechanisms and measures aimed at producing synergies between the actions.
- The weakness of measures supporting the transfer of knowledge and technology.

356. Furthermore, within the framework of the present program, ECOWAS intends to provide global support to the institutions and organizations working in the field of agro-climatic research and/or the dissemination of technological innovations for the agricultural sector. This primarily involves providing political, technical and financial support to the operators within the region with a view to i) improving knowledge on the potential effects and impacts of climate change and variations on production systems and rural means of subsistence, ii) developing technologies and techniques for adapting agricultural and pastorals farms to climate change and iii) capitalizing on and disseminating these techniques and technologies in zones sensitive to climatic phenomena.

***Action 2.2.1.1: Improvement of knowledge concerning climate change and variations and their impacts on the agricultural sector***

357. Building the region's capacity to improve knowledge of the phenomena of climate change and their consequences for agricultural production systems and rural households presupposes:

- Improvement to the current agricultural and climatic data collection system. This will involve increasing the density of agricultural stations, equipping them and improving their competences while facilitating the networking of these systems with other African and international systems. The choice will be made in collaboration with ACMAD and AGRHYMET and will focus in particular on countries where the coverage of climatic monitoring stations is weak. The action will require a precise map of the agricultural, hydrological and climatic stations and the potential locations for extension. This will be conducted within the framework of a preliminary analysis of the capacity to produce agricultural and climatic data in the 15 countries of the region.
- Support for the AGRHYMET Center, the universities and agronomic research institutions which intervene specifically in modeling the agronomic, environmental and socio-economic effects and impacts of climate change. This will involve supporting research projects of acknowledged scientific and technical interest for the region, building the region's capacity to create models and forecasts and provide training and education

opportunities. Particular attention will be paid to the regional centers of excellence. The research projects will be chosen with the support of a high-level scientific commission. In addition the quality of the project, particular attention will be paid to the synergy and partnership desired between the institutions within the region and the collaboration with laboratories renowned throughout Africa or worldwide. This support could involve institutional support and/or doctorate or post-doctorate research grants for a timeframe not exceeding 3 years.

358. The implementation of this action will require the following resources:

- An assessment period for the capacity analyses,
- The acquisition of equipment for agricultural and climatic stations, IT equipment for data analysis and storage,
- Personnel training costs, support for research projects, research grants.

359. The targets are the AGHRYMET Center, the national meteorology services and all the national and regional institutions specializing in issues relating to climate change. The beneficiaries will be the decision-makers responsible for defining the agricultural and environmental policies, the focal points and negotiators of the Climate Change Convention, ECOWAS, CILSS, the research institutions, WMO and GIEC.

360. The parties concerned will be ACMAD, the research institutions and the universities interested in using various agricultural data. Responsibility for implementing the action will fall to the AGHRYMET Center and ACMAD. In particular, ACMAD will be responsible for relations with countries which are not members of CILSS.

Parties concerned: ACMAD, research institutions, universities
Project leader: AGHRYMET center and ACMAD
Instruments deployed: "Support for the regional political, institutional and regulatory framework" budget, "Support for innovation and capacity building" budget
Cost: USD 18 million

***Action 2.2.1.2: Development of techniques and technologies for the adaptation to climate change and variability***

361. To enable the region to ensure improved adaptation to climate change and variation, ECOWAS will support various research initiatives through the present program. This will involve providing support for:

- The national agronomic research systems (INRA, universities, private research organizations) which are particularly active in varietal selection, water saving, farming techniques, the sustainable management of natural resources and other technologies aimed at adapting family farms and other production systems to climate change. This will be achieved by means of institutional support to build laboratories' capacities, support the institutions' research projects and provide research grants. In addition to the relevance of the project for the region, particular attention will be paid to the inter-SNRA partnership and the collaboration with advanced or international research centers.

- The institutions and universities particularly active in the fields of economic, sociological and anthropological research and which are particularly interested in the vulnerability of rural households in fluctuating or changing climatic or environmental conditions. A certain attention will be paid to institutions with methodologies based on the use of long-term series of observations and analyses. It will not be a question of financing occasional studies and surveys. However, and despite everything, research and training grants will be awarded to support the initiatives of these institutions.

362. The action will target the national agronomic research systems, the universities, the private research organizations and researchers working the field of agronomy and other related disciplines. The beneficiaries will be family farms, the socio-professional organizations, the development NGOs; students and decision-makers responsible for defining social policies and strategies for reducing vulnerability.

363. The parties concerned will be the ECOWAS Commission, OAS/ECOWAS, CRCE, the agencies managing the basins, the network of universities, the thematic research networks and the CIRA. Responsibility for implementing the action will fall to CORAF, INSAH and AGHRYMET.

Parties concerned: ECOWAS, OAS/ECOWAS, CRCE, the agencies managing the basins, the network of universities, the thematic research networks, the CIRA

Project leader: CORAF, INSAH, AGHRYMET

Instruments deployed: "Support for the regional political, institutional and regulatory framework" budget, "Support for innovation and capacity building" budget based on calls for proposals

Cost: USD 7 million

***Action 2.2.1.3: Capitalizing on and disseminating the techniques and technologies adapted to climate change and variability***

364. In the past, agricultural producers and other users of natural resources developed adaptation strategies to cope with climate change and variations. This was reflected in the selection and diversification of adapted species and varieties, more appropriate farming practices and management of natural resources and water, water optimization and the use of shallow water and the management of soil fertility. To these can be added social adaptation measures such as mutual aid and solidarity, the diversification of activities, migration, beliefs, rituals, etc. The present action aims to capitalize on and share this farming know-how and experience.

365. Similarly, the agricultural research institutions claim to have a non-negligible number of technologies, such as varieties, farming techniques and soil development and water management techniques which can help West Africa to better adapt to future climate changes.

366. The aim of the action is to identify, analyze and disseminate local know-how and endogenous experiences as well as the products of scientific research. This involves:

- Mobilizing regional expertise for field surveys among farmers and rural communities, drawing up catalogues of technological innovations and publishing them via different

communication channels. The products of these investigations could be disseminated in the form of sheets, via websites or using other means of media communication.

- Organizing innovation fairs bringing together researchers and/or innovative farmers. At this level, a contribution could be encouraged to the initiatives in progress in the countries (FRSIT) and at the regional level (participation in agricultural fairs, the innovations forum organized by IFAD, the Sahel Club and ROPPA). The costs will depend on the contributions of the participants and exhibitors, the layout of the stand and the communication.
- Facilitating fields trips between countries. This will involve covering the costs of the individuals involved.
- Organizing multi-country demonstration pilot tests to encourage the use in a country or cross-border agro-ecological zone of the know-how and developed elsewhere.

367. The initiatives to be supported within the framework of the program should be selected according to their regional relevance, their use in achieving the goals of food sovereignty and increased trade or of reducing vulnerability. Particular attention will be paid to the joint work of the socio-professional organizations, the research institutions and the development NGO.

368. The target groups are the research institutions and their coordination structures, the networks of agricultural socio-professional organizations and the networks of development NGOs. The end beneficiaries will be the agricultural producers and rural households in the different climatic zones of West Africa.

369. The parties concerned will be the national research and dissemination systems, the socio-professional organizations in the commodity chains or production systems, the local development NGOs, the programs and projects in progress, the organizations in the basins particularly concerned by the integrated management of water resources (IMWR) and the sustainable management of natural resources (SMNR). Responsibility for implementing the action falls to ECOWAS which could call on the networks of socio-professional organizations (e.g. ROPPA), CORAF and the Sahel Institute.

Parties concerned: national research and dissemination networks, socio-professional organizations, local development NGOs, basin organizations

Project leader: ECOWAS, calling on the networks of socio-professional organizations (e.g. ROPPA), CORAF and the Sahel Institute

Instruments deployed: "Support for the regional political, institutional and regulatory framework" budget, "Support for innovation and capacity building" budget which will intervene on request

Cost: USD 4 million

***Action 2.2.1.4: Implementation of a monitoring and information system concerning the international negotiations on climate change***

370. The member states of ECOWAS are parties to numerous international conventions on the environment, for example the United Nations Framework Convention on Climate Change (UNFCCC), the United Nations Convention to Combat Desertification (UNCCD), the

United Nations Convention on Biodiversity (UNCB) and the Abidjan Convention relating to cooperation on the protection and enhancement of the marine environment and the coastal zones of West and Central Africa.

371. Effective participation in the conferences by the parties to these conventions is of major importance in taking account of the specific development needs of the region. Unfortunately, we can but accept the weak capacity of the states to influence the debates and the absence of synergies and coordination between the countries. The latest conference in Copenhagen nevertheless demonstrated that prior dialogue and a united stance on action are relatively profitable for Africa.
372. In the context of its role in harmonizing sector-based policies, ECOWAS intendeds to build the region's capacities to better prepare itself for and participate in international debates and conferences with the parties concerning a wide range of conventions including that concerning climate change.
373. The main aims of the action are to:
- Implement a system of informational monitoring of the current negotiations relating to climate change and to other conventions. This involves checking that the West African efforts to develop its agriculture to the benefit of its populations are not compromised by restrictive measures of international environmental governance. This monitoring system will be based primarily on the institutions and competences of the region, which will require the identification of the region's current capacities. This will involve facilitating data collection and processing and the production of short notes for the region's political decision-makers and negotiators. This will be undertaken by means of study or research contracts or study and research grants depending on the case in hand. All relevant information measures could be called on. A monitoring committee consisting of high-level scientists and experts could be implemented.
  - Coordinate and support the countries' preparation for major meetings concerning environmental questions and in negotiating conventions, protocols and other treaties concerning the environment.
  - Ensure that ECOWAS is recognized and accredited as a party to the negotiations on the same footing as the member states for the target conventions.
  - Facilitate the participation of a critical mass of operators from the region in the conferences of the parties to the conventions. In particular, this will involve supporting the participation of the civil society, the socio-professional organizations and the experts from the region in addition to the accredited country representatives.
374. The support of the program will cover the costs of travel, meetings, outside assessment and technical and IT equipment necessary for the informational monitoring activities. The costs of using publishing and communication services will also be covered.
375. The beneficiaries are the decision-makers and negotiators in the conventions, the socio-professional organizations and organizations of the civil society active in the field of advocacy with regard to agricultural and environmental policies. The target groups are the focal structures of the conventions, the technical and scientific cooperation structures and the networks of farmer and civil society organizations.

376. The parties concerned are ECOWAS, CILSS, the specialized universities and institutions, the OSS, the specialized institutions of the United Nations system, the farmer organizations and the NGOs. Responsibility for implementing the action will fall to the ECOWAS department of the environment.

Parties concerned: CILSS, universities, OSS, specialized institutions of the United Nations system, farmer organizations, NGOs
Project leader: ECOWAS
Instruments deployed: "Support for innovation and capacity building" budget, "Support for the regional political, institutional and regulatory framework" budget
Cost: USD 4 million

#### **3.4.6.2 Activity 2.2.2: Building the capacities for the integrated management of shared natural resources**

377. The member states of ECOWAS share a certain number of ecosystems and river basins which play a strategic role in the economic and social life of the populations, the food security of vulnerable households and various ecological and climatic balances.

378. The shared ecosystems are currently important carbon areas and biodiversity conservation zones. Unfortunately, a number of major treats weigh on the integrity of these shared ecosystems. Significant deterioration has been observed as a result of climate change and human action, irrespective of whether it is in the ecosystems of the cross-border parks in the Sahel (Niokolo koba national park), the forest zones of upper Guinea or mangrove zones. In addition to representing an importance loss of plant and animal biodiversity, the foreseeable consequences of the deterioration of the shared ecosystems are a reduction in resilience and an exacerbation of the consequences of climate change and variation. Phenomena of water and wind erosion could also be observed as well as rising sea levels. The most pronounced trends could be observed if joint measures are taken on both sides of the borders to preserve ecosystems, protect threatened species and regulate, on a consensual basis, the technical facilities and the use of certain resources. Such initiatives are certainly taken with several projects targeting the management of cross-border parks and ecosystems, but they have been insufficient given the urgent need to halt and even reverse the deterioration.

379. For the most part, the cross-border forest ecosystems are also humid zones crossed by the great rivers of West Africa, such as the Niger, the Volta, the Senegal, the Mano River and the Gambia Their deterioration will therefore be an additional factor disrupting the water systems while compromising the numerous uses made of the rivers by rural and urban households alike. The river basins are the main centers of social and economic activity. In agricultural terms, they are intensification zones for food, animal and fishery production systems. As a result, each country endeavors to use its stretch of the river basin to the benefit of its populations and in accordance with its capacity for intervention, sometimes ignoring the specific needs of its neighbor. Faced with the need to join efforts to protect natural resources and to establish dialogue in order to exploit these resources sustainably, West Africa as implemented a water policy advocating the

sustainable/integrated management of water resources (IMWR) and the agencies of the basin responsible for harmonizing regulation and increasing consultation.

380. The integrated management of water resources (IMWR) is an approach which may optimize competing uses of natural resources while reducing the major externalities related to this by means of appropriate practices.

381. While emphasizing the intensification of food production through irrigation, the present program will endeavor to strengthen concerted management with a view to balancing the needs of users between the different countries, hence the activity relating to the integrated management of shared resources in the river basins which will take account of water and natural resources.

***Action 2.2.2.1: Integrated management of water resources in the major river basins***

382. The management of shared resources is one of the main fields of regional cooperation in that numerous resources are shared between several countries and the use of these resources is strategic. These resources require a common vision of their use and their conservation at national level and among the operators concerned.

383. In 2000, West Africa adopted its IMWR action plan and in 2001 it implemented a Permanent framework Coordination and Monitoring (PFCM) for IMWR, created by order of the conference of the ECOWAS heads of state and government. The PFCM consists of four entities: i) the Ministerial Monitoring Committee (MMC), ii) the Technical Committee of Experts (TCE), iii) the Regional Council for Dialogue on Water Resources (RCDWM), an advisor committee to the Ministerial Monitoring Committee, and iv) the Regional Centre for the Coordination of Water Resources within the ECOWAS DAERE.

384. The management of cross-border rivers (Senegal, Niger, Volta, Gambia and Mano) is a matter for the basin agencies endowed with prerogatives enabling them to undertake and manage joint works of the member states, to use the joint resources of river water and to coordinate the planning of the enhancement of the river basin. These agencies play a crucial role in water management with a view to satisfying the different domestic, agricultural and industrial uses. The development of a geographical information system concerning the catchment areas and the creation of Planning and Management Guidelines are both fields which fall under the auspices of the agencies, together with support of the action plans relating to the Integrated Management of Water Resources (IMWR).

385. The aim of the action is to:

- Encourage the sharing of/capitalization on experiences and the results obtained in each catchment area, in particular the optimization of the water cycle (reduction of waste), the fight against the silting up of rivers and dialogue between the different categories of users. This will involve identifying, analyzing and capitalizing on these experiences before disseminating them during meetings organized by CRDE/ECOWAS or those of the operators in the different basins. The means to be mobilized will involve an assessment period and the costs of producing and disseminating the documents and brochures produced.

- Extend IMWR to all users along different reaches of the rivers. This will primarily be achieved through the Regional Water Partnership (GWP/WA), the networks of agricultural socio-professional organizations (ROPPA, rice network and other chains). This will be an information and awareness action concerning the good and bad IMWR practices. In the different reaches, National Water Partnerships (NWP), the farmer organizations, the development NGOs and the local authorities will also be mobilized. The national and local media (rural radio stations) will also be used as forums for debate, information and awareness of users. The costs generated will obtain for the duration of the assessment period to produce the information media and the costs of the intervention of the national and local media, the NGOs and the socio-professional organizations.
- Monitor the water resource management policies in the catchment areas. With this in mind, a technical advisory committee will be implemented in relation with the basin agencies to monitor and prevent unilateral decisions detrimental to the other users of the resource. The committee will complement the works of the decision-making bodies of the basin agencies. Monitoring the national policies and practices requires data and information collection in briefs, the publication of bulletins or information notes, prospective analyses concerning the spatial and temporal distribution of resources for the different uses and the organization of forums for exchange. The assessment, survey and consultation costs will be provided for accordingly.

386. The target groups are the basin agencies, the CSPA GWP/WA, the development NGOs, the socio-professional organizations and the local authorities in the cross-border zones. The beneficiaries are the different water users.

387. The parties concerned are the basin agencies the GWP/WA, the NGOs, the socio-professional organizations of the commodity chains concerned, the local authorities, the decentralized administrations and the media. Responsibility for implementing the action falls to CRCE/ECOWAS.

388. The main instruments are the fund for innovation and capacity building to support the NGOs, private media and the socio-professional organizations. A contribution from the basin agencies will be required. This could take the form of time provided by experts, the facilitation of field trips or funding.

Parties concerned: basin agencies, GWP/WA, NGOs, socio-professional organizations, local authorities, decentralized administrations, the media
Project leader: CRCE/ECOWAS
Instruments deployed: "Support for innovation and capacity building" budget
Cost: USD 18 million

#### ***Action 2.2.2.2 Management of forest ecosystems***

389. Cross-border forests in the ECOWAS region are among the rare ecosystems worldwide to host such rich biodiversity in terms of flora and fauna. Unfortunately, these ecosystems are facing major threats. Climate change and anthropogenic activities are resulting in degradation of cross-border Sahelian parks (W Park, Niokolo-Koba Park), forest zones in Upper Guinea and mangrove areas. The foreseeable consequences of this

degradation include significant loss of plant and animal biodiversity, reduced resiliency and exacerbated consequences of climate variability and change. Wind and water erosion and rising sea levels could also be observed.

390. These trends could be reversed if joint measures are taken on both sides of the border to preserve ecosystems, protect endangered species and regulate, by consensus, technical development activities and exploitation of certain resources. While some efforts have been made in this direction via projects to manage parks and cross-border ecosystems, they are insufficient, given the urgent need to slow or indeed reverse degradation.
391. Various initiatives have been taken to develop and preserve the ecosystems and/or establish participatory natural resources management systems to benefit local communities. Some noteworthy ones include Project Niokolo Badiar, the Regional Support Program for the Integrated Management of Natural Resources in the Niger and the Gambia River Basins, the Protected Ecosystems in Sudano-Sahelian Africa Program (ECOPAS), the Expanded Natural Resources Management Program (PEGRN) for Guinea and Sierra Leone; the Natural Resources Use and Management Project of the Gambia River Basin Development Authority (OMVG) and the Africover and Global Land Cover Network Program (GLCN) for the Fouta Djallon region, watershed for all of the region's major rivers.
392. Positive results have been obtained, but the lessons learned from implementing these projects highlight: lack of a land development plan, low response capacity of public services and local organizations for natural resources management, uncontrolled trends toward degradation, insufficient involvement of residents and inadequate leveraging of knowledge to generate income and nutritional security for populations.
393. Mindful of the potential impacts degraded forest ecosystems could have on the management and sustainable use of water resources from the West African river basins, ECOWAS is planning additional activities to complement those carried out with regard to IWRM.
394. This involves providing assistance to Members States, river basin development authorities, and ecosystem management organizations to sustain the region's productive capacity to increase food supply.
395. The action will focus on a variety of operations, including:
  - A comprehensive inventory of cross-border resources in Africa. This sub-action aims to identify large forest areas and characterize them (flora and fauna, extent of degradation and mapping of different elements).
  - Adoption of regulatory texts to harmonize management systems, including land tenure issues;
  - Development and implementation of realistic and effective management plans;

- Strengthening technical and institutional capacities of public or private services involved, for greater operational effectiveness;
- Process and add-value to by-products for nutritional security or income generation.

Implementing agency: ECOWAS

Stakeholders: ECOWAS, Member States, river basin development authorities, IUCN, WWF

Instruments used: "Support for innovation and capacity building" guichet

Cost: USD 18 million

### 3.4.6.3 Activity 2.2.3: Implementing insurance mechanisms for climate and environmental risks

396. Agriculture is considered as the essential basis of national economies and a powerful factor of regional integration in West Africa. That is why ECOWAS has adopted an ambitious agricultural policy based on the intensification of the production systems, the sustainable management of natural resources in a context of climate change, protection of the regional market and the implementation of a system of food crisis and natural catastrophe management.

397. Major investments are scheduled in the different agro-ecological zones, in particular in the production basins enjoying comparative advantages, to ensure a sustainable increase in the supply of food and agri-food products. The effects of these investments on the producers may, however, be compromised if insufficient attention is paid to the numerous risk facing them: climatic (drought, flood), sanitary (phyto or zoo), economic (price volatility), social (insurrection and other civil wars) or simply professional (poisoning by intoxication products, snake bites and other attacks). The consequences of these risks can be reflected by more or less acute food and nutritional crises, falling income or even producers forced to leave certain commodity chains.

398. Within the framework of the present program implementing ECOWAP and of certain national policies, ECOWAS and the member states intend to invest in the introduction of risk management instruments, in particular price volatility regulation mechanisms, food safety nets, public mechanisms for intervention in the event of pest invasions or epidemics and other natural catastrophes. Nevertheless, these instruments generally apply more to territories and/or communities. They do not involve individual risk management mechanisms.

399. Natural hazards (drought, floods) are also a major brake on producers investing in the intensification and modernization of their farms. In a context of climate change, these natural hazards affecting agricultural production will probably become more frequent and more serious. In addition to the actions aimed at preventing climatic hazards (techniques and technologies for adapting to climate change), it would therefore seem necessary to introduce mechanisms for reacting to climatic hazards which compensate for the losses in revenue linked to a fall in production (quantity, quality).

400. Harvest insurance or livestock/herd insurance systems may be appropriate to complement the security strategies deployed by producers to cope with climatic and environmental risks. In particular, alongside traditional accident insurance systems based on the losses suffered by the insured party, indexed insurance systems insurance a group of insured parties in a given region are beginning to develop. More often than not they are based on the use of rainfall indices. The international community is also examining climatic micro-insurance systems targeting low-income populations who cannot generally obtain access to traditional insurance services.
401. Such systems have been implemented with a greater or lesser degree of success in several developing countries, in particular in Africa (Malawi, Ethiopia, India, etc.). Most countries in the region feel it is essential to develop insurance systems. Initiatives have already been launched in Benin, Nigeria and Senegal. In Nigeria for example, a risk cover system, initially limited and extended in recent years to almost all types of production and all types of risk, has been introduced on the basis of a public system (Nigerian Agricultural Insurance Corporation). Pre-feasibility studies concerning indexed insurances have been conducted in certain countries (for example Mali). The BOAD has just launched a feasibility study for the WAEMU area.
402. Today, the development of harvest insurance systems is hampered by several factors. Due to the fragmented nature of the farms and their weak financial structure, the cost of insurance systems is often highlighted. The unwillingness of insurance companies to insure against the risks linked to agricultural activity, in particular in the absence of reinsurance mechanisms, is also a major constraint. At the same time the absence of such insurance mechanisms limits the development of credit, be it investment credit or seasonal credit.
403. In this context, ECOWAS intends to explore the feasibility and promote the development of insurance systems for agriculture in West Africa. These insurance systems could have a three-fold benefit. First, they are instruments to support producers and stimulate the development of the priority commodity chains identified in ECOWAP. They are also a means of encouraging the intervention of financial institutions. Finally, they represent a means of strengthening the public-private partnership.
404. The aim of the activity is to explore the possibilities of (i) pooling the risks on a regional level for the strategic commodity chains identified; (ii) mobilizing the insurance companies; (iii) implementing reinsurance systems at an international level; (iv) implementing a guarantee fund which is activated in the event of the failure of the insurance system linked to calamities affecting the region as a whole and the risk sharing mechanism.
405. During this first phase of the implementation of ECOWAP, it will be necessary to i) capitalize on the experiences observed in developing countries, in particular in Africa, ii) conduct feasibility studies for an insurance mechanism targeting agricultural catastrophes and linked to system of funding agricultural crop years based on experiments implemented elsewhere and iii) support experimentation with harvest insurance mechanisms in certain zones or countries.

### **Action 2.2.3.1: Capitalizing on agricultural insurance experiments**

406. Several developing countries experiencing similar situations have succeeded in deploying harvest insurance systems related to production chains or the allocation of credit. Capitalizing on these experiences and analyzing the conditions for replicating them represent essential basic elements.
407. The action will involve identifying and analyzing the experiments in progress in West Africa and in developing countries, in particular in Africa (Malawi, Ethiopia).
408. This action is aimed at the socio-professional organizations, the insurance companies, the financial institutions and the national administrations responsible for finance agriculture. The beneficiaries will be the agricultural producers and the finances institutions.
409. The parties concerned will be the networks of socio-professional organizations, the regional development banks (BOAD, EBID), the financial institutions (banks, funds, MFIs), WAEMU, CILSS, the insurance mechanisms in progress, the multilateral partners (FAO, IFAD, WFP, World Bank etc.) and the states. Responsibility for implementing the action will fall to the ECOWAS Commission. The study will mobilize international and regional experts. The conclusions will be shared at regional level.

Parties concerned: networks of socio-professional organizations, BOAD, EBID, the financial institutions (banks, funds, MFIs), WAEMU, CILSS, the insurance mechanisms in progress, the multilateral partners (FAO, IFAD, WFP, World Bank etc.) and the member states

Project leader: ECOWAS

Instruments deployed: "Support for innovation and capacity building" budget

Cost: USD 1 million

### **Action 2.2.3.2: Realization of feasibility studies for the insurance mechanisms**

410. By capitalizing on and analyzing the specific conditions of the region (risk occurrence, institutional diagnostic, etc.), ECOWAS, in partnership with EBID, the financing institutions and insurance companies and the member states concerned, will conduct feasibility studies for an insurance mechanism. The feasibility will cover the technical, financial, socio-economic and organizational domains.
411. A regional study and national studies will be conducted on request. These studies will involve the preparation and sharing of reference terms, data and information collection in the field and the organization of validation workshops. In particular, they may concern the following objectives: identification of the risks to be taken into account, the type of insurance (accident, indexed, micro-insurance, etc.), the means of collecting premiums, the sharing of risks and costs at regional level, etc.
412. This action is aimed at the socio-professional organizations, the insurance companies, the financial institutions and the national administrations responsible for finance agriculture. The beneficiaries will be the agricultural producers and the finances institutions.

413. Responsibility for implementing the action will fall to the ECOWAS Commission. The parties concerned will be the networks of socio-professional organizations, the regional development banks (BOAD, EBID), the financial institutions (banks, funds, MFIs), WAEMU, CILSS, the insurance mechanisms in progress, the multilateral partners (FAO, IFAD, WFP, World Bank etc.) and the states. These studies will mobilize international and regional experts and will require the organization of regional validation meetings and sessions of the ECOWAS statutory authorities. The conclusions will be shared at regional level.

Parties concerned: networks of socio-professional organizations, BOAD, EBID, the financial institutions (banks, funds, MFIs), WAEMU, CILSS, the insurance mechanisms in progress, the multilateral partners (FAO, IFAD, WFP, World Bank etc.) and the member states

Project leader: ECOWAS

Instruments deployed: "Support for innovation and capacity building" budget

Cost: USD 2.5 million

***Action 2.2.3.3: Support for the implementation of pilot agricultural insurance experiments***

414. Based on the feasibility studies, ECOWAS together with the regional financial institutions will create a system for supporting the states in implementing or consolidating the insurance mechanisms to cover climatic and environmental risks. The commodity chains, production basins and categories of producers will be selected on the objective basis of the sustainability of the insurance mechanism.

415. The action will involve providing technical assistance and advice as well as possibly financing an initial fund serving as a guarantee for the financial institutions and insurance companies involved.

416. This action is aimed at the socio-professional organizations, the insurance companies, the financial institutions and the national administrations responsible for finance agriculture. The beneficiaries will be the agricultural producers and the finances institutions.

417. Responsibility for implementing the action will fall to the ECOWAS Commission. The parties concerned will be the networks of socio-professional organizations, the regional development banks (BOAD, EBID), the financial institutions (banks, funds, MFIs), WAEMU, CILSS, the insurance mechanisms in progress, the multilateral partners (FAO, IFAD, WFP, World Bank etc.) and the states.

418. Implementing this action will require expertise, cover for market access costs (personnel and recurring costs), the costs of organizing meetings, communication costs and the costs of purchasing equipment. The aspects of communication and dissemination vis-à-vis producers and training insurance agents are particularly decisive in obtaining the adhesion of the producers and a minimum number of customers contributing to the profitability of the system. The lesson learned from the action will be shared at regional level.

Parties concerned: networks of socio-professional organizations, BOAD, EBID, the financial institutions (banks, funds, MFIs), WAEMU, CILSS, the insurance mechanisms in progress, the multilateral partners (FAO, IFAD, WFP, World Bank etc.) and the member states

Project leader: ECOWAS

Instruments deployed: "Support for innovation and capacity building" budget

Cost: USD 10 million

### **3.4.7 Outcome 2.3: An information system and aid to decision-making mechanism is operational**

419. Despite the existence of numerous information systems, managing agricultural policies both at national and regional level is severely compromised by several obstacles, in particular:

- The poor quality of the basic data (representativeness of the data, reliability of the collection procedures, etc.) and correlatively the quality of the information and analyses generated using these primary data.
- The institutional and financial constraints hampering the production and regular supply of high-quality data.
- The continued compartmentalization between information systems and the lack of clarity in the rules defining access to the data by the different users which hinder the sharing and networking of data.
- The weakness (quantitative and qualitative) of the analyses conducted using the data collected by the different information systems.

420. That is why ECOWAS, in relation with WAEMU, CILSS and other operators in the region intends to implement an "integrated information system for agricultural production, the market and trade opportunities in West Africa, monitoring and strategic analysis of the policies and prospects". This system, entitled AGRIS (Agricultural Information System), is designed as a mechanism which integrates and federates, both at sectorial and territorial level, the mechanisms already in place in the region. It pursues two main objectives: first the monitoring and coordination of the regional agricultural policy, the environmental policy and the water policy; and second the monitoring of the food and nutritional situation.

421. AGRIS is essentially based on the information mechanism (collection, processing, analysis and dissemination) already in place at national and regional level. It is less a question of creating a new institution than helping the existing ones to provide reliable data and information that can be used by decision-makers while minimizing intervention costs and taking advantage of the region's competences.

422. The mechanism is designed to satisfy the informational needs of a wide range of operators. The data processed within the framework of AGRIS will concern the following primary fields:

- Climate and natural resources (hydrological, pastoral and wood resources; soil fertility, etc.).
  - Supply and demand of food products (food appraisal).
  - Vulnerability of households in the different agro-ecological zones.
  - Markets, commodity chains and the associated operators.
  - Regional trade environment: standards (regional and international) concerning inputs and products in the agricultural sector, taxation, etc.
  - Impact of international negotiations (EPA, WTO) and agricultural and food policies at national and regional level.
423. In this context, the present outcome consists of making the AGRIS system operational by producing information which is particularly useful to the different operators in the agricultural sector. It is built around three activities:
- Monitoring the ecological and macroeconomic environment of the agricultural sector.
  - Monitoring the food situation and the vulnerability of the households with a view to preventing / managing food crises.
  - Monitoring the regional trade of agricultural and food products

#### **3.4.7.1 Activity 2.3.1: Monitoring the ecological and macroeconomic environment**

424. This activity will primarily be carried out by means of two complementary actions: ecological monitoring and macroeconomic monitoring.

##### ***Action 2.3.1.1: Implementation of a coordinated ecological monitoring mechanism***

425. The information needs concerning the state of progress of natural resources are particularly numerous and diverse. They primarily concern the ecosystems, the hydrographic network, soil use, biodiversity, etc.
426. The strategic importance of this data and information has led both states and regional or international institutions to develop a wide variety of information systems: ecological, environmental or geographic. At regional level, the regional AGHYMET Center and the basin agencies are particularly active. The work is in close collaboration with the national structures whose capacities may vary.
427. Nevertheless, these different mechanisms are not sufficiently well coordinated and incorporated to provide global information concerning the ecological environment of the agricultural sector and its evolution over time.
428. Given this situation, the action will consist of:
- Harmonizing the data collection and processing methods.
  - Strengthening the regional and national ecological monitoring mechanism.
  - Preparing and periodically updating an atlas of natural resources in West Africa.

- Preparing analyses of the trends of the main natural factors impacting the performances of the agricultural production systems.
- Publishing and disseminating the results of these analyses in formats adapted to the needs of the national and regional decision-makers.

429. The operations to be carried out will require regular dialogue between the different regional and national institutions concerned. They will also require the involvement of service providers to design the methodologies and the reference situation and to publish and disseminate the documents produced. Furthermore, the budget must provide for the purchase of data collection and processing equipment, the process of ramping-up competences of the target groups and a proportion of the recurring costs of the mechanisms.

430. The targets for this action will be the environmental information systems, the natural resource observatories, the national meteorology services, the geographical institutes and the AGHYMET Center. The main beneficiaries will be the decision-makers, the universities and research institutions, the agricultural socio-professional organizations, the development NGOs and the development partners.

431. The parties concerned are ECOWAS, CILSS, the basin agencies (ABN, OMVS, OBV, etc.), the national environmental monitoring systems, the Observatory of the Sahara and the Sahel, the universities and institutions with proven experience, the national geographical institutes and the international institutions dealing with environmental issues. Responsibility for implementing the action will fall to ECOWAS, the AGRIS mechanism and CILSS.

432. The instruments will be the budget relating to institutional support, and more specifically the “information and aid to decision-making mechanisms” and “Capacity building” sub-budgets. Accessibility to these instruments should be conditioned by the existence of regional or national co-financing.

Parties concerned: CILSS, the basin agencies, the national environmental monitoring systems, the Observatory of the Sahara and the Sahel, universities, institutions, national geographical institutes and the international institutions dealing with environmental issues

Project leaders: ECOWAS, AGRIS, CILSS

Instruments deployed: “Support for innovation and capacity building” budget, “Support for the regional political, institutional and regulatory framework” budget (information and aid to decision-making mechanisms)

Cost: 20 millions USD

***Action 2.3.1.2: Implementation of a mechanism for monitoring the macroeconomic context and the agricultural policies***

433. Implementation and updating ECOWAP and the other sectorial policies (livestock development strategy, water policy, environmental policy, food security offensive) requires reliable statistical data and information to analyze the results and impacts and take the appropriate decisions. According to its interests and level of intervention, each

group of operators will need information concerning the macroeconomic context, the level of application of the measures taken and the positive or negative effects of the economic, commercial and social policies adopted.

434. In particular, the ECOWAS Commission has taken charge of regional agricultural governance and the creation of an environment conducive to the emergence of a dynamic agriculture. It therefore requires the appropriate tools to measure the impacts of ECOWAP and the influences of macroeconomic or sectorial policies.

435. In the AGRIS mechanism, an important section is scheduled for monitoring policies together with certain macroeconomic indicators. A wide range of institutions will be party to this mechanism: WAEMU (macroeconomic data and indicators concerning the agricultural sector), CILSS (population data), ADRAO and IITA (agronomic and socio-economic data concerning production systems), AFRISTAT (macroeconomic data), ReSAKSS (performance indicators for agricultural policies), ECOWAS (data on regional trade, foreign trade and water resources). Most of the information mechanisms used by these regional organizations are based on data collected and processed by the national statistics offices.

436. With regard to the production of data and information on the regional or even international macroeconomic environment, West Africa faces two major problems:

- An absence of coordination and harmonization of the tools among the specialized structures reflected in real difficulties in conducting coherent and detailed analysis of the effects of macroeconomic and agricultural policies on agricultural growth and the livelihoods of the populations. As a result, the consequences of fiscal, budget and even monetary policy on the production sectors are not systematically monitored by the specialized institutions.
- Dependence on occasional expertise in analyzing the effects and impacts of decisions both envisaged and taken at the international level. Very often, to support its negotiators in the different discussion forums concerning trade agreements or global economic governance, the region encounters difficulties in obtaining updated information and data.

437. The AGRIS system is designed to compensate for these failings. Again, the action will be built around two main focuses:

- Support for macroeconomic data collection and management mechanisms to understand the impact of macroeconomic policies (national and regional) and the international context on achieving the objective and outcomes of ECOWAP.
- With regard to monitoring agricultural policies, it is in particular a question of appraising the performances of the sectorial policies implemented and defining changes and developments to be introduced for these policies.

438. The action will involve supporting institutions with a regional remit or interest which are particularly active in the collection and analysis of macroeconomic data and policy monitoring. Two categories of institutions in particular will be targeted: those which collate national data for regional needs, such as AFRISTAT and CERPOD within the CILSS,

and those which conduct periodical retrospective and prospective studies, such as ResKass (IITA).

439. The action will also provide support for universities, research institutions and prospective analysis organizations in conducting occasional regional analyses. At this level, the conditionality will be the networking of national and regional entities and the regional scope of the operation. Similarly, financial support could be granted for pertinent retrospective and prospective studies. The dossiers to be financed will be selected with the support of high-level specialists in the target themes.

440. The budget for the action will cover the statistical operations as the bases for learning the methods, the organization of regional meetings with a view to harmonizing the tools, the mobilization of occasional expertise to develop certain additional tools, the organization of training sessions for the national departments concerned, the purchase of equipment necessary to data analysis and storage, services relating to the publication of information media, etc.

441. The target groups are the specialized departments of ECOWAS, WAEMU and the CILSS, AFRISTAT, IITA/Reskass, certain universities and institutions and the CORAF. The beneficiaries of the action are the institutions and countries of ECOWAS, the different operators and partners in the agricultural sector

Parties concerned: national statistics offices, AGHYMET, INSAH, AFRISTAT, SNRA, universities

Project leader: ECOWAS

Instruments deployed: "Support for the regional political, institutional and regulatory framework" budget (information and aid to decision-making mechanisms), "Support for innovation and capacity building" budget

Cost: USD 15 million

### **3.4.7.2 Activity 2.3.2: Strengthen mechanisms that monitor production systems and food and nutritional situations**

442. Being able to access accurate data on agricultural production at the right time is critical for steering agricultural policy. It makes it possible to assess the effects of measures intended to intensify production. Moreover, combined with information on the food and nutritional situation (and market information), production data are very useful to guide policies to prevent and manage food crises.

443. This activity will promote information networks for these types of data, drawing on the accumulated experience of CILSS member countries, while adapting to new challenges of food security.

444. The activity will be structured around four actions:

- Strengthening national systems that monitor results of the agricultural year (agro, sylvo, pastoral systems)

- Analysis of production trends for the main products in the principle production areas
- Development of a regional early warning system for animal feed and water crises.
- Analysis of trends in food and nutritional vulnerability.

**Action 2.3.2.1: Strengthen national systems that monitor results of the agricultural year (agro-sylvo-pastoral systems)**

445. Among ECOWAS' Member States, there are three situations: i) countries that conduct an agricultural survey with a forecasting system and final estimates (CILSS surveys, when the system is working), ii) countries that conduct an agricultural survey with a single forecasting system, iii) countries that do not conduct surveys.

446. Because of the diversity of production and food security issues, the CILSS17 tool cannot be extended to all the ECOWAS countries. Prior to defining any new monitoring system of the agricultural year, it will be essential to carry out comprehensive audits of agricultural statistics services in each country. These analyses will reveal the relevance of existing surveys and, where appropriate, enable a rescoping of objectives and methods to better meet the needs of different users. This will be done at a national level, using a harmonized regional approach.

447. On the basis of these analyses, the regional plan will provide customized support to each country; regional co-financing could be provided for data collection, processing, analysis and dissemination.

448. Training sessions and knowledge-sharing workshops will be organized on a regional scale to strengthen staff capacity of national agricultural information systems.

**Stakeholders:** ECOWAS, CILSS, AGRHYMET, ministries and technical departments of Member States

**Financing:** Support for innovation and capacity building guichet, support for regional agricultural integration guichet

**Cost:** 10 million USD

**Action 2.3.2.2: Analyze production trends for the main products in the principle production areas**

449. This action aims to strengthen analysis of the effects of the regional plan, in particular the actions under the specific objective 1. It consists of developing simple and relevant tools to analyze production dynamics.

450. In addition to interannual fluctuations, primarily related to climate changes, it is important to highlight production trends in different areas, for different types of production systems. Production trends will be correlated with a limited number of factors (amount of inputs used, level of farmers' training, characteristics of the economic and institutional environment, etc.). These analyses will improve the relevance and effectiveness of production support policies by enabling a better understanding of the specificities of different zones and production systems.

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<sup>17</sup> The tool includes a module for forecasting in November, designed to inform the forecasted cereal balance sheet and definitive estimates at the end of the agricultural season for the ex post balance sheet.

451. The regional role will focus on facilitating the definition of common methodologies and comparing each country's results. It will also provide co-financing to help national systems collect and process data: specific training, design and implementation of surveys to conduct in-depth analysis of a particular subject, etc.

**Financing:** Support for innovation and capacity building guichet, support for regional agricultural integration guichet

**Cost:** 2 million USD

**Stakeholders:** ECOWAS, CILSS, AGRHYMET, ministries and technical departments of Member States

### ***Action 2.3.2.3: Implementing a regional early warning mechanism for forage and water crises***

452. Following the food crises of the 1970s and 1980s which impacted severely on pastoralists and agro-pastoralists, specific monitoring and forecasting systems have been introduced in the countries of the Sahel. These monitoring systems (early warning systems, market information systems, etc.) have demonstrated good results with regard to information collection and situation analyses (economic data, food security situation).

453. More or less directly related to these information mechanisms, certain studies, in particular conducted by the regional Agrhymet Center, have specifically examined the changing situation of forage.

454. All of these initiatives are currently implemented in 9 member states of CILSS. This action will facilitate their extension to the member states of ECOWAS which are not members of CILSS. Transhumance takes herds into areas which may be situated far to the south of the Sahel, and while they may be less concerned by climatic hazards, it is nevertheless important for these host countries to benefit from the same type of information (agro-ecological changes, meteorology and the evolution of the markets).

455. The action will involve:

- Conducting a diagnostic in each country concerning the needs and particularities in terms of data collection and analysis with regard to transhumant stock farming. This will require the involvement of the statistical offices in the countries concerned.
- Implementing a region-wide transhumance observatory in light of this information together with a body capable of collecting data in each country, in particular concerning the movements of the herds and the change in forage resources (similar to the Agrhymet network) and analyzing them from a standpoint of a regional early warning. The aim will be to encourage the dissemination of information at the most local level possible (reports, radio broadcasts).

456. These tools will first and foremost help politicians to be more reactive with regard to crisis management (triggering a process of animal fodder subsidies).

**Funding:** "Support for innovation and capacity building" budget, "Support for regional agricultural integration" budget with the mobilization of the "investment allowance" instrument

**Cost:** USD 8 million

**Stakeholders:** ECOWAS, CILSS, Agrhymet, the ministries and technical directorates of the member states, a regional network of experts, breeder organizations

**Action 2.3.2.4: Analyze trends in food and nutritional insecurity**

457. This action will build on the lessons from the actions and methodologies for analyzing vulnerability tested under the OS 3.
458. Based on the information collected on households' standards of living and nutritional status, vulnerability to food insecurity will be analyzed by household type, region or locality. These analyses will, first of all, help adjust policies on access to food (especially social safety nets) based on changes over time. Secondly, they will evaluate the effects and impacts of these policies, particularly in terms of sustainable improvement to food security.
459. As for action 2.3.2.2, the regional role will focus on facilitating the definition of common methodologies and comparing each country's results. It will also provide co-financing to help national systems collect and process data.

**Financing:** Support for innovation and capacity building guichet, support for regional agricultural integration guichet

**Cost:** USD 3 million

**Stakeholders:** ECOWAS, CILSS, AGRHYMET, the West African Health Organization, ministries and technical departments of Members States.

**3.4.7.3 Activity 2.3.3: Strengthening the mechanisms for monitoring the commodity chains and the regional trade of agricultural products**

460. Despite a noticeable increase in intra-regional trade, West Africa is encountering difficulties in making the trade of agricultural products one of the catalysts of regional development. The estimations of cross-border flows are still very poor while the information on trade opportunities is not formalized and not disseminated on a sufficiently large scale for the economic operators. However, improved access to information concerning the market and the trade opportunities contributes to regulation of the market within the regional territory by facilitating the allocation of operators' investments and the sale of produce.
461. Experiences of monitoring cross-border flows and the dissemination of information concerning the markets and regional trade opportunities exist, in particular via the network of market information systems in West Africa (RESIMAO) at regional level. The aim is to strengthen and develop these experiences throughout ECOWAS as a whole.
462. At the same time, in light of increasing structural demand for processed agricultural products, it is importance to possess information and analyses concerning the performance of agri-food commodity chains of regional importance. The decisions to support a specific emerging commodity chain (compared to chains which are seen as

strategic and therefore covered by priority actions within the framework of SO no.1 of the regional investment plan) must be based on this information and these analyses.

463. In this context, the activity will be built around two actions:

- Strengthening the information mechanisms relating to the markets and trade opportunities at regional level.
- Conducting analyses of the performances of regional value chains considered to be emerging.

***Action 2.3.3.1: Strengthening the mechanisms for producing and disseminating information relating to the markets and trade opportunities***

464. The mechanisms for producing and disseminating commercial information, such as RESIMAO, only cover part of the ECOWAS territory (Benin, Burkina Faso, Côte d'Ivoire, Guinea, Guinea Bissau, Mali, Niger, Nigeria, Senegal, Togo), which is largely French-speaking. These mechanisms must be extended to cover the entire region. The nature and processing of the information must also be adapted so that the information published corresponds to the expectations of the actors, in particular the economic operators and public authorities.

465. RESIMAO also serves to produce information on business opportunities and bring operators into contact with one another. There are also events, such as FIARA of the ECOWAS fair, which give operators the chance to meet and develop intra-community trade. Finally, ECOWAS has recently introduced initiatives such as "Ecobiz" or the portal of the private sector department of ECOWAS which provides information on business events. "Ecobiz" is an electronic directory of firms in the ECOWAS zone which is intended as a tool promoting intra-community trade and thus stimulating the trade liberalization scheme (TLS). It enables firms in the ECOWAS zone to obtain information on the supply and demand of goods and/or services.

466. This action aims to develop and adapt the mechanisms for producing and disseminating information and to strengthen the organization of intra-community trade opportunities in existing events.

467. The means to be implemented for this action are the assessment costs for strengthening the mechanisms for producing market information and the logistical costs for organizing events. The action targets organizations such as CILSS, RESIMAO, the Federation of consular chambers of West Africa (FCCAO), which must also be party to its implementation under the responsibility of ECOWAS.

Parties concerned: CILSS, RESIMAO, Federation of consular chambers of West Africa (FCCAO)

Project leader: ECOWAS

Instruments deployed: "Support for the regional political, institutional and regulatory framework" budget (Information and aid to decision-making mechanism)

Cost: 5 millions USD

**Action 2.3.3.2: Conducting periodic analyses of the benefits and performances of emerging value chains of regional importance**

468. There is a need to harmonize the national methodologies for analyzing the performance of the commodity chains, in particular with regard to calculating the accumulated value added of products or estimating competitiveness. Within its set of indicators on the agricultural system, Resakss incorporates an indicator of the performance of the value chains.

469. The action involves harmonizing national methodologies and producing periodic analyses of the performances des of emerging commodity chains of regional importance. Its implementation primarily requires the mobilization of assessment costs. It falls under the responsibility of the ECOWAS Commission and the parties concerned include organizations such as ReSakss.

Parties concerned: ReSakss

Project leader: ECOWAS

Instruments deployed: "Support for the regional political, institutional and regulatory framework" budget (Information and aid to decision-making mechanism)

Cost: 0,9 millions USD

**3.4.8 Outcome 2.4. The capacities of the regional institutions and operators in the agricultural sector are strengthened**

470. ECOWAP announces its intention to contribute to "the emergence of increasingly well structured operators at regional level who position themselves as essential partners in the definition and implementation of policies and strategies aimed at the rural world in general and the agricultural sector of West Africa in particular"<sup>18</sup>. The action of building the institutional and human capacities is decisive in achieving the objectives pursued by the regional agricultural policy.

471. To take up the challenges facing it, the agricultural sector must certainly be able to mobilize significant financial resources, but, more importantly, it must also be able to count on individual or collective operators capable of better optimizing their environment (natural, institutional, economic), anticipating future changes (to take the appropriate decisions), analyzing the consequences of their decisions and playing their roles in a coordinated and efficient manner.

472. At the same time, the successful implementation of ECOWAP depends on two other institutional factors:

- First, the existence of a real coherence between the different policies or policy components of ECOWAS, in particular between the agricultural and environmental policies on the one hand and the macro-economic and commercial policies on the other;

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<sup>18</sup> Action plan 2005 – 2010.

- Second, the implementation of an operational mechanism for the implementation and management of the program while taking measures to strengthen ECOWAS' capacity to coordinate the policies of ECOWAP.

#### **3.4.8.1 Activity 2.4.1: Strengthening the institutional capacities of the operators in the region**

473. The regional agricultural policy has been the subject of broad dialogue and consensus among the operators of the region. In particular, this consensus can be seen in the signature of national and regional compacts, reflecting a firm commitment to contributing to the achievement of results with regard to both investments and the improved agricultural governance or even the creation of competence, scientific and technical research and communication.

474. The term operators refers to:

- The governmental and intergovernmental institutions. These are responsible for designing, coordinating and implementing public agricultural development policies:
  - The national governmental organizations responsible for ECOWAP/NAIP: ministry(ies), national secretariat, national committee, etc.
  - The regional intergovernmental organizations (IGOs) responsible for agricultural policy: ECOWAS, WAEMU, CILSS, CMAOC (West and Central African Council of Agriculture Ministers).
  - The national and regional research institutions, e.g. WECARD (West and Central African Council for Agricultural Research and Development), the national agronomic research systems (SNRA), the universities.
- The socio-professional organizations and organizations of the civil society. These are the practitioners who combine capital and labor to develop and undertake socio-economic activities upstream or downstream in the different agro-forestry-pastoral commodity chains.

475. Within the context of implementing ECOWAP, ECOWAS has undertaken to create conditions conducive to “the emergence of operators (including women’s and children’s groups) who actively and effectively participate in defining and implementing the appropriate policies and normative measures for the development of West African agriculture.

476. The actions in this field primarily target i) the structures involved in generating knowledge and competences and ii) the socio-professional organizations.

#### ***Action 2.4.1.1: Support for research and training institutions***

477. The use of knowledge provided by research or retrospective and prospective analyses will be decisive throughout the policy cycle, from the definition of orientations to the evaluation of the impact of investments.

478. Unfortunately, the possibilities in this field are limited by:

- The low level of investment in scientific and technical research.

- The low level of involvement of the universities and research institutions on themes providing the decision-makers and other operators with information concerning the major objectives such as agricultural governance, the impact of agricultural and economic policies, commercial agreements, climate change, the management of natural and fishery resources.
- The low level of involvement of the universities and economic and social research institutes in the national and regional research mechanism and in policy debates.
- A system of exchange and networking still to be perfected with regard to certain research themes of regional importance.
- The absence of a genuine policy of developing human capital in the field of agriculture and a professional training plan.
- The lack of clarity of what are recognized as centers of excellence in the field of training and capacity building.
- The absence of dialogue and consultation to satisfy the capacity building needs and the supply of public and private support services.
- The non-incorporation or promotion of successful experiences of practitioners in the field of capacity building and competence ramp-up.

479. Support for research and training institutions could serve to:

- Increase the supply of training of sub-regional centers of excellence (universities, agricultural and rural training schools, etc.) through networking and student and teacher exchanges as well as any other form of institutional support deemed to be pertinent.
- Strengthen the synergy and capacity for action of the INRA, CERES and universities in terms of research relating to the field of agriculture.
- Facilitate periodic dialogue: Research – Decision-makers and Research – Users of research products.

480. It is therefore a question of providing targeted institutions with student or teacher exchange grants, research funds, facilities for obtaining access to documentation and scientific information. Exchange seminars and training workshops could also be organized. The expertise of universities and institutions could also be mobilized through study projects or study missions at the request of ECOWAS.

481. The target groups will be the research institutions, the universities or other training structures which could serve as a center of excellence or reference for the region. The beneficiaries are the public and private services, the socio-professional organizations participating in the implementation of ECOWAP and other sectorial policies.

482. The parties concerned will be all the operators in the region involved in ECOWAP. Responsibility for the implementation of the action will fall to ECOWAS, and in particular the DAERE and the department responsible for education. It will be supported by CORAF, the African network of universities and agronomy faculties.

483. The Instruments deployed will be the “Support for innovation and capacity building” budget and the “Support for the regional political, institutional and regulatory framework” budget for targeted demands relating to the information and aid to decision-making mechanisms and the support for technical regional cooperation institutions.

Parties concerned: CORAF, African network of universities and agronomy faculties

Project leader: ECOWAS

Instruments deployed: “Support for innovation and capacity building” budget, “Support for the regional political, institutional and regulatory framework” budget (information and aid to decision-making mechanisms, support for technical regional cooperation institutions)

Cost: USD 28 million

#### ***Action 2.4.1.2: Support for the regional socio-professional organizations***

484. By adopting ECOWAP, the ECOWAS decision-makers have implicitly recognized that the participation of professional agricultural and agri-food organizations upstream and downstream of production is of major importance to agricultural development, food sovereignty and the creation of an integrated regional market.

485. There is a wide range of types of organization playing complementary roles in the implementation of ECOWAP. These include:

- The networks of civil society organizations (national and regional) concerned by the implementation of ECOWAP/RAIP/NAIP, for example: ROPPA, RECAO, ROESAO, Interface, etc. at regional level; the national farmers’ platforms in the ECOWAS countries.
- The professional private sector organizations (processors and distributors) active in the field of agriculture at both national and regional level. These are organizations which fulfill the functions of supply, production and marketing.
- The inter-professional organizations (national and regional) consisting of at least two professional organizations present within a given commodity chain which have joined together to discuss and establish agreements to implement collective actions focusing on one or more agricultural products (this notion will be explained later using the appropriate documentation).

486. With a view to creating the specific conditions necessary to ensure the effective participation of farmer and agri-food organizations, various initiatives could be supported by the program:

- Institutional and organizational development of the region-wide socio-professional organizations in the agricultural sector.
- Support for consultation frameworks concerning the commodity chains, agri-business and the socio-professional movement within the agricultural sector. With this in mind, a directory of farmer organizations and agri-food operators could be created at regional level indicating the organizational and institutional capacities and the competences relating to the implementation of ECOWAP.

- Organization of capacity building and knowledge-ramp-up sessions for organizations of farmer and agri-food professionals in fields such as: agricultural governance, comparative analysis and the interpretation of legislative and regulatory texts; retrospective and prospective analysis; information-communication; project planning and management.
- Strengthening the agricultural consultancy system for agricultural intensification, credit management and intra-regional trade.
- Facilitating the access POs to strategic information, the sustainable management of water and shared natural resources; access to the market and commodity chain management; the prevention and management of food crises and other natural catastrophes; institutional capacity building; the incorporation of gender and youth issues.
- Advocacy and lobbying activities of farmer organizations and operators in the agri-food sector in trade negotiations and regional integration.
- Promotion of entrepreneurship among young and female farmers.

487. The expenses to be covered could involve travel costs for meetings, internal and external assessment costs, information and communication, equipment and subsidies which will be used as demonstration or primary dissemination funds for certain tried-and-tested technologies.

488. The beneficiaries are the socio-professional organizations. The target groups are the regional socio-professional organizations such as ROPPA, RECAO, Interface and the civil society.

489. The parties concerned are ECOWAS, the research and training institutions, development NGOs, regional cooperation organizations, basin agencies and national public administrations in the agriculture sector. Responsibility for the implementation of the action will fall to ROPPA, RECAO and the networks of processors and input distributors.

Parties concerned: research and training institutions, development NGOs, regional cooperation organizations, basin agencies, national public administrations in the agriculture sector

Project leader: ROPPA, RECAO, networks of processors and input distributors

Instruments deployed: "Support for innovation and capacity building" budget, "Support for the regional political, institutional and regulatory framework" budget

Cost: USD 31 million

### **3.5 Detailed presentation of specific objective no. 3: Reducing food insecurity and the structural vulnerability of the populations by means of social safety nets**

#### **3.5.1 Object and thematic scope**

490. Before the crisis caused by the increase in food prices on the international markets, it was estimated that approximately 40 million West Africans were living in a situation of structural food insecurity. More recently, the food crises have revealed the extent of the phenomenon of malnutrition, in particular among young children.

491. The dramatic rise in prices provoked an accessibility crisis which affected a very large proportion of the population extending far beyond the population vulnerable to the other usual factors of risk.

492. Until then, food insecurity was primarily perceived with regard to two types of risk:

- Risks in rural areas linked to production deficits. This form mainly concerns households whose food security is based on auto-consumption. This food insecurity primarily affects the arid and semi-arid zones of the Sahel;
- Risks caused by conflicts which primarily affects displaced persons. In recent years, these crises have affected a number of coastal countries on the Gulf of Guinea.

493. Urbanization and the evolution of livelihood strategies in rural areas have profoundly changed the situation. The increased fluidity of domestic markets and the connection to international markets have diminished the risks caused by impacts affecting the availability of food in a region where agricultural production remains highly sensitive to climatic hazards. However, the other aspects of food insecurity have become decisive in triggering economic crises, as is the case with structural food insecurity:

- Increasing household reliance on the markets for food supplies assigns major importance to two parameters: households resources and the price of food products;
- The functioning of the markets, in particular their compartmentalization, the obstacles to the free movement of products within the regional territory and price instability, affects the conditions of access to food for the populations, in particular the most vulnerable.
- The income level and living conditions of the populations strongly influence the food systems. Food diversity is a decisive factor in combating malnutrition. Similarly, the sanitary situation (access to drinking water, access to healthcare) determines the use of food by the body. These aspects reposition the food issue in the broader context of access to basic social services;
- The level of education determines the economic opportunities of the households, family planning, child healthcare and the nutritional balance of meals prepared at home. In this context, the education of girls, which is a major factor in the emancipation of women, is

decisive in a strategy aimed at the sustainable reduction of food and nutritional vulnerability;

- Climate change casts a new shadow over the prospects for food security. It can simultaneously affect supply, in particular in areas which are already fragile, and the household living conditions and therefore access to food.

494. The medium- and long-term aim of the first two specific objectives – (i) Promoting strategic products for the food security and sovereignty of the region and (ii) Promoting a global environment conducive to regional agricultural development – are to ensure a sustainable increase in competitive food supply. This strategy implies a noticeable improvement in the economic and commercial environment of the producers and other operators in the commodity chains. An incentive-giving environment is intended to reduce the production risks and encourage producers and downstream operators to invest in improving productivity by means of intensifying the production systems. This means that public interventions must contribute to remunerating producers and their investments.

495. In the long run, reducing the unit costs of production should allow consumers to be provided with accessible products. In the short-term, however, this strategy may lead to an increase in the price of food products thereby affecting access to food for the most vulnerable populations who already allocate a very large proportion of their income to food. The third mobilizing program is therefore inextricably linked to the previous two. It is even a condition of these programs in that it makes the strategy of agricultural growth politically and socially possible.

496. A specific objective in this domain can be justified at several levels:

- With regard to compliance with the international commitments aimed at promoting sustainable and stable access to food. These commitments concern the right to food which is a fundamental right as stipulated in article 25 of the Universal Declaration of Human Rights (United Nations – 1948) and which therefore concerns the member states of ECOWAS. These are taken up in MDG 1;
- To create the economic conditions conducive to the coherent implementation of the policy of agricultural development and the promotion of food sovereignty in light of the extent of the population currently in a situation of vulnerability;
- With regard to the common trade policies (internal market and ECOWAS border policy), which are subject to severe pressure when price increases affect the purchasing power of the population in general and in particular the urban population.

### **3.5.2 Problem**

497. The food economies of the region are highly interdependent. This situation has positive and negative effects on food security through:

- The trade of numerous products which help to ensure a better adaptation of supply and demand and contribute to increasing the outlets and incomes of producers;

- The impact of production levels in different countries on the equilibrium of the food product markets and the price level for basic food products;
- The impact of economic dynamic on the incomes of producers who export goods on the regional markets, on regional migration and on the strategies of households living in border areas, etc.
- The impact of conflicts on trade dynamics, production conditions, the development of economic activities, the generation of incomes, etc.

498. This interdependence also concerns public policies. The most striking example concerns the impact of the border closures ordered by the states in response to the crises. These closures have little effect on flows but increase the price of food products due to the costs resulting from operators circumventing the ban with the help of public officials at the border.

499. Thanks to the complementarity between the production and consumption areas, the regional territory represents a vector for improving food security. However, while the states see in the territory an opportunity for agricultural development through the expansion of outlets available to producers, this same territory is also seen as a threat to national food security in the event of food crises (food products exported to neighboring countries). Consequently, it is vital that the regional community should contribute to securing the conditions of food supply.

### **3.5.2.1 The main problems to be solved**

500. Specific objective no.3 of the regional plan relates to a context of:

- Severe structural vulnerability linked to the level of poverty in rural areas caused by the poor production resources available to agricultural households (land, equipment, inputs, know-how) and the scarcity of opportunities for work and income outside the field of agriculture;
- Food insecurity greatly exacerbated by the increase in food product prices which reduces the purchasing power of consumers who buy their supplies from the market. It strikes under-producing rural populations (more than 60%) and poor urban populations;
- New risks, in particular inherent in (i) the increased price volatility on the international markets and (ii) the impacts of climate change and variations on production and household incomes;
- Interventions focusing on social protection which are generally under-scaled (small amounts and short duration of the actions) or simply oriented according to the situation.

501. Households purchase their food supplies in a liberal market. Until 2007, the stability of the international markets, the low prices and the regular supply led many consumers and certain states to favor imported products which were subject to very little tax. The risk of such dependence was brutally demonstrated with the increase in international prices.

502. The public institutions have very little capacity to intervene to regulate prices. Security stocks serve only as a strategic reserve which can be used in the event of a crisis before any food aid arrives. Many countries have no such stock. They are costly to create, maintain and recreate once they have been used.
503. Since 2008, the member states have been faced with two apparently contradictory objectives: (i) to improve the producers' incomes in order to reduce dependence on imports and (ii) to offer poor consumers affordable prices. The regional community intervenes to support the member states in order to achieve this primary objective.
504. The member states benefit from considerable international support (primarily from the WFP, the FAO, UNICEF, NGOs, etc.) to reduce the impact of food crises. However, most support takes little account of the regional territory and is designed as occasional emergency aid. It makes very little contribution to building national capacities to manage crises and deploy food policies. The aim is to encourage or support the efforts of the national institutions in favor of genuine protection policies intended for vulnerable populations and included in both the main growth and poverty reduction strategies and the sector-based policies, especially the agricultural policy.

#### **3.5.2.2 The programs currently in progress in the region**

505. In light of the recurring food crises, the countries of the Sahel have joined together within the framework of the CILSS to deploy a collection food crisis prevention and management capacity. This strategy is founded on information and early warning mechanisms in each country and at regional level involving agricultural surveys, the monitoring of the agro-forestry-pastoral crop year, the preparation of cereals and food reports, EWS, MIS, etc. These mechanisms are complemented by different approaches allowing the zones and populations at risk to be identified, adopted at the initiative of the different organizations (NGOs, WFP, CILSS, FEWSNET, SICI/FAO, etc.). Work has been underway for a number of years with a view to harmonizing the approaches to vulnerability (harmonized vulnerability analysis framework, improved by the IPC) developed by these different institutions.
506. At the request of ECOWAS, this mechanism has gradually been expanded to include non-Sahel members of the institution. Adaptations have been necessary to take account of factors of risk specific to the coastal countries.
507. The region has adopted a framework for regular dialogue concerning the agricultural and food situation. The CILSS PREGEC program coordinates this framework which includes the national mechanisms and the regional and international institutions. It aims to establish shared diagnostics, formulate recommendations for governments and international institutions and coordinate interventions. Every Year, the Food Crisis Prevention Network (RPCA) enables the region and the international community to update the food situation. It is jointly managed by the CILSS and the Sahel and West Africa Club/OECD.

508. A processing creating a network of offices and firms responsible for managing the national security stocks has been launched. At the beginning of 2010, this led to the creation of RESOGEST.

### **3.5.2.3 Lessons and limitations learned from previous programs**

509. Despite the efforts made since the end of the 1970s, the information and early warning mechanism remains weak. Many countries do not yet possess a complete information system on food and nutritional security. If these do exist, the systems are still faced with recurring problems of financing and human resources endowment.

510. The extension of the Sahel mechanism to the coastal countries poses methodological problems and gives rise to a more active interest in forms of food crises other than those caused by a fall in availability. Generally speaking, the systems are not particularly well adapted to monitoring household food economies. They enable food crises to be detected at a macro level but are of little use in designing solutions to crises, in particular from a standpoint of targeting vulnerable populations.

511. The mechanisms have gradually incorporated the majority of parameters which determine the start of a crisis or allow its magnitude or type to be measured: production, price, nutrition, etc. however, the integrated analysis of all these parameters is insufficient to improve the capacity to respond to crises caused by difficulties of access to food.

512. Aid to decision-making, in particular at the regional level, is weak, as are the regional crisis response tools implemented to support national mechanisms. While numerous initiatives are deployed, they often bear little relation to the national mechanisms and do not provide a sufficient contribution to building capacities in the region.

### **3.5.3 Link with the orientations and axes of ECOWAP**

513. ECOWAP was developed before the crisis resulting from the increase in international prices. Moreover, as it is an agricultural policy, it pays little attention to the problems of access to food among vulnerable populations. In this domain, intervention axis no. 1 includes the extension to all the countries in the region of the crisis prevention and management mechanisms – including the early warning system – developed in the countries of the Sahel (cf. mobilizing program no. 2). The ECOWAP/CAAADP action plan 2006-2010 suggested two programs of intervention:

- The prevention and reduction of risks of crisis;
- The management of declared crises.

514. The new context has caused ECOWAS to undertake additional efforts to reduce food insecurity. These new orientations have been adopted by the member states (cf. infra) and obtained a consensus during the Paris Conference held in December 2008 between ECOWAS and the international community.

515. The Regional Offensive for Food Production and Against Hunger prepared by the Extraordinary Meeting of the Ministers of Agriculture, Trade and Economics and Finance and adopted by the heads of state in June 2008 incorporated a complete component focusing on the food and nutritional security of vulnerable populations. It includes short-, medium- and long-term actions focusing on:

- Safety nets;
- Support for information mechanisms and the harmonization of survey methodologies concerning vulnerability;
- Dialogue and the coordination of interventions.

### **3.5.4 Overview of the rationale for intervention**

516. Three fields of action relating to food security have now been fully incorporated in intervention at a regional level: the information mechanisms, trade policy and the revival of production. The third specific objective of this program is to provide a more balanced response to the different parameters of food security by dealing with the question of social safety nets and regional support instruments for crisis prevention and management. This involves activating a region-wide action in these fields to support the member states and to evaluate it before envisaging its extension after 2015.

517. Risk management, in particular in the wake of severe, co-variant and high-frequency crises is increasingly perceived as the main function of social safety nets. From this standpoint, the aim of these instruments is to protect households against “sudden” falls in income either by helping them to insure themselves against shocks or by enabling them to undertake activities aimed at reducing their vulnerability of exposure to risks. The strategies adopted by the households (agricultural or otherwise) to cope with such risks (stock dilution, etc.) can prove costly and less than effective, creating a demand for more efficient and reliable mechanisms. The social safety nets therefore accompany other income security measures when private or market mechanisms are disrupted, malfunction or do not exist.

518. For a long time, the governments and their financial partners preferred to act on agricultural availability and policies of economic growth to achieve food security. This led to the role of safety nets being underestimated as a component of their policy, particularly with regard to protecting the poorest individuals. Furthermore, social safety nets in West Africa continue to be seen as short-term responses to “situational” shocks and often give rise to fragmented and poorly coordinated interventions.

519. The food crisis food resulting from the increased in prices has accelerated the review of these approaches and reopens the more general problem of safety nets for vulnerable populations. Most countries reacted to the increase in the prices of imported products by general measures supporting consumption: the reduction of customs duties and VAT on imported products and even consumption subsidies for basic products. In taking emergency action, the governments had neither the opportunity nor the capacity to aim

the measures at populations whose food situation was most affected by the price hike. However, these general measures are very costly to public finance and, at the end of the day, had very little impact on access to food (insufficient and inefficient support for the most vulnerable households, weak transmission of tax exemption to consumer prices).

520. Finally, the general measures reducing the cost to consumers of imported food, contributed to favoring imported products weighed on the prices of regional products and affect the regional strategy of agricultural growth.

521. The introduction of social safety nets targeting the vulnerable populations is a means of ensuring improved economic access to food without calling into question the strategy of agricultural modernization founded on improved producer income.

522. Today a consensus exists with regard to the role of social safety net policies and programs in reducing long-term poverty. By improving the capacity of the households to access monetary resources, programs targeting the most vulnerable give the latter the means of escaping poverty for the long term. Incorporating social safety net initiatives as a major objective of a region program should contribute to overcoming this problem of fragmentation and move change the perception of safety nets as a short-term measure to protect income passer to that of a measure contributing to solving the structural causes of vulnerability and food insecurity.

523. There are three expected outcomes which contribute to achieving specific objective no. 3 of the program.

- Outcome 3.1: A harmonized regional framework for the analysis of the structural causes of vulnerability and the instruments facilitating its reduction is updated and implemented. Through this specific objective, the region should be endowed with a concerted approach to the role of social safety nets allowing access to food to be improved for vulnerable populations while reducing the structural vulnerability of the households concerned. This strategy consequently concerns programs corresponding to the options adopted by the countries and the region with regard to poverty reduction, the promotion of a free regional market and the promotion of modernized agriculture. The mobility of people and the construction of a single market require sufficient harmonization of the approaches developed by the countries.
- Outcome 3.2: the vulnerability monitoring and food crisis prevention mechanism is adapted to the lifestyles of the households and enables decision-makers and food crisis managers to intervene by means of target operations aimed at the vulnerable populations. Depending on the instruments applied, the promotion of safety nets oriented towards food security requires the implementation of different methods to target the beneficiaries. It therefore calls into question the information systems available. Specific objective no. 3 of the regional plan should contribute to (i) determining the level and type of targeting possible using the existing information systems and (ii) revising these information systems to improve the targeting or introduce new types of instruments, better suited to the sustainable reduction of vulnerability, according to the livelihood strategies and orientation of the local food economies. These information systems must be based on reliable methodologies enabling decisions to be guided in accordance with indisputable technical bases.

- Outcome 3.3: Regional instruments supporting the national capacity for preventing/managing food crises and reducing the vulnerability of the poor rural and urban populations are implemented. For the urban populations, achieving this outcome surpasses the agricultural policy framework in its strictest sense. It is pushed by the need to provide solutions to problems of access to food resulting from the increase in food prices with a view to making a remunerative producer price policy tenable while waiting for productivity gains to facilitate a reduction in food product prices. In urban areas, the national or infra-national initiatives supported within this framework must go beyond the occasional operations supported by the international partners and intermesh safety nets targeting the objectives of food security with poverty reduction strategies (conditional safety nets). In rural areas, achieving this outcome should be conducive to the implementation of programs avoiding the dissolution of the assets of the poorest households and the increasing deterioration of their living conditions. Aimed at reducing structural vulnerability, these protection programs included in the strategy must be intermeshed with the strategy of de agricultural modernization and the territorial strategy of socio-economic development.

### **3.5.5 Logical framework and budget for the specific objective n°3**



**Table 8 : Logical framework and budget for S.O. 3 (Part two: regional instruments for crisis prevention / management and reducing food insecurity)**

S.O. 3 Reduce food insecurity and promote sustainable access to food	Outcome 3.3: Regional mechanisms to help governments prevent and manage food crises and reduce food insecurity have been implemented.	Activity 3.3.1: Formulate a regional contingency plan	Action 3.3.1.1: Support the formulation of national contingency plans for managing food crises. Action 3.3.1.2: Formulate a regional contingency plan
		Activity 3.3.2: Reinforce national stocks and constitute a regional emergency food stock	Action 3.3.2.1: Strengthen national capacities in terms of emergency food stocks. Action 3.3.2.2: Strengthen cooperation between countries regarding emergency food stocks Action 3.3.2.3: Gradually establish a regional emergency food stock
		Activity 3.3.3: Support national innovative initiatives to create social safety nets	Action 3.3.3.1: Define eligibility criteria and implementation protocols. Action 3.3.3.2: Co-finance national efforts to create social safety nets.
		Activity 3.3.4: Harmonize methodologies to assess impact of social safety nets and support evaluation initiatives in view of capitalizing on lessons learned through out the region	Action 3.3.4.1: Improve monitoring and evaluation capacities of the Mechanism for Prevention of Food Crises in West Africa (PREGEC)

### **3.5.6 Outcome 3.1: A harmonized regional framework for the analysis of the structural causes of vulnerability and the instruments facilitating its reduction are defined**

#### **3.5.6.1 Problem**

524. The implementation of social safety nets is above all a national responsibility. Nevertheless, five factors give the community reason to invest in this domain to complement the action of the member states:

- The countries implement very different policies of crisis prevention and management. Regional action should enable regional solidarity to be activated to the benefit of countries with few institutional, human and financial capacities to cope with this situation;
- The international operators do not always contribute to correcting this heterogeneity. Certain countries enjoy considerable support while others are, for various reasons, left to their own devices. Community action should make it possible to reduce these procedural disparities between the countries;
- The success of these interventions depends on a high level of coordination between the operators and sufficient coherence of the instruments deployed. The states do not always have the capacity to assume the role of leader and encourage the different international institutions and NGOs to work together. By uniting their efforts, the member states of the community could be in a position to better undertake this task of operational coordination;
- Due to the interactions with market operations and the trade policy and as a result of the risks caused by windfall effects, a minimum level of harmonization of the national policies and instruments is essential in a free trade area to ensure the free movement of people and goods;
- Providing an adequate solution to the problem of food insecurity is a regional objective. The quality of this solution conditions the political and social feasibility of the agricultural strategy oriented towards the promotion of regional products across the region as promoted by ECOWAP.

525. It is nevertheless not a question of designing a single approach which should be respected by every country. It is more a matter of defining a common approach and priority instruments to be promoted. The aim is to undertake the minimum harmonization necessary in the fields where the countries are interdependent.

#### **3.5.6.2 Activity 3.1.1: Supporting the definition of a common approach and instruments of intervention conducive to access to food for vulnerable populations.**

526. This activity aims to encourage the countries to adopt a national strategy focusing on the food and nutritional security of vulnerable populations and to ensure a minimum harmonization of these strategies at regional level.

527. It should take account of the particularities of the livelihood strategies of populations in urban and rural areas.

528. Urban populations depend almost entirely on the market for their food supplies. They are therefore highly sensitive to price levels. In light of the social risks, the governments are inclined to reduce taxes on imported products (customs duties and VAT). This measure is very costly for public finance and do not differentiate the beneficiaries according to their living conditions and purchasing power. It contributes to accentuating dependence with regard to imports by favoring the competitiveness of imported products in relation to local products. Moreover, it represents a serious infringement of the single external tariff policy.
529. Rural populations also use the market to cover a proportion of their food needs to differing degrees according to their production capacities, the agricultural yield, etc.
530. The factors of vulnerability in rural areas are numerous. However, structural vulnerability is primarily related to:
- The weak production resources in a large proportion of rural households and the deterioration of living conditions in the least well endowed zones, due to population growth and a far from booming economic environment;
  - The weak opportunities to diversify the sources of income and conflicts between this diversification and agricultural activity due to the seasonal migration of labor, the concomitance between the tide-over period and the wintering period, household priorities for short-term income-generating activities, etc.
531. The increase in the price of basic food products leads poor households with a weak purchasing power and dependent on the market to concentrate their food spending on these essential products to the detriment of food diversity. This is an important factor in exacerbating malnutrition.
532. Several instruments can be mobilized to favor access to food for poor urban populations: food coupons with or without the beneficiaries giving anything in exchange, transfers in kind, transfers in cash within the framework of highly labor intensive sites, etc. All of them nevertheless pose major problems in targeting the beneficiaries and demonstrating a high cost.
533. In rural areas, social safety nets (food and cash for work, food aid, sale at low prices, IGAs, etc.) are often implemented in zones considered to be vulnerable to help overcome the worst of a crisis. They are sometimes accompanied by post-crisis rehabilitation measures such as the reconstitution of herds, input and equipment endowments. However, they rarely contribute to attacking the structural causes of household vulnerability. At best, they enable households to retrieve their pre-crisis level of capital. In this way, a large proportion of poor and very poor households find themselves in a more or less acute situation of food crisis every year. Incentives concerning agricultural policies are not, alone, sufficient to enable the poorest households to escape from the rut of poverty and thus food insecurity. The aim is therefore to compensate for food deficits during crisis periods, contribute to reducing structural vulnerability and building the capacities of the households to cope with subsequent shocks.

534. This implies combining the agricultural modernization envisaged in ECOWAP and the national agricultural policies (NAIPs) with the introduction of social safety nets. This also implies working in close collaboration with decentralized authorities in that this approach must be incorporated in the territorial development strategies, such as the diversification of economic activities and job opportunities and the development of public infrastructures (roads, improved access to remote areas, sanitation networks, etc.), while being founded on a governance process involving the institutions and local elected representatives.
535. Access to food is one of the essential needs, alongside healthcare and education. However, the question of nutrition and access to food is generally given little importance in the national poverty reduction strategies and agricultural policies. The poverty reduction strategies sometimes include social safety nets but these rarely cover food needs.
536. The definition of national strategies in this field should help to enrich the PRSP (MDG1) and increase the inclusion of the question of poverty reduction in the agricultural development strategies. This activity will therefore:
- Evaluate and capitalize on the experiences of the region in urban and rural areas;
  - Define a “tool box” bringing together the different instruments that can be used in the context of the food safety nets according to the objectives and local conditions;
  - Support the countries in defining real national strategies focusing on access to food for vulnerable populations and encourage a minimum harmonization at regional level;
  - Support the countries to enable them to complete their poverty reduction strategy by placing the emphasis on MDG 1.

***Action 3.1.1.1: Evaluation and capitalization on social safety net experiences in urban areas***

537. Initiatives have been taken by certain member states to introduce experimental social safety nets in urban areas. The action will involve evaluating the operations in progress in several cities in the region with a view to assessing the performances of the mechanisms adopted, the impacts of the instruments deployed on the beneficiaries and the market, the problems posed by targeting, the question of governance (role of the local authorities and other operators in implementing and managing the system), the challenges linked to coordination, the intermeshing with the poverty reduction strategy, the link between social transfers and economic insertion, the link between food transfers and social insertion (health and education benefits), the cost of the different targeting methods and the different types of social safety net implemented, the methods for financing them, etc.
538. The action will be divided into the following steps:
- Definition of the assessment methodology with the main national (EWS) and regional operators (institutions involved in PREGEC, NGOs) involved in vulnerability analyses;
  - Selection of the operations adopted for evaluation and capitalization;

- Mobilization of expertise;
- Implementation of the assessments in the countries;
- Regional summary of the national assessments and three lessons learned.

539. The results will be discussed together with the following action relating to social safety nets in rural areas within the framework of the action relating to the selection of instruments (cf. infra).

Parties concerned: ECOWAS, CILSS, WFP, FAO, FEWSNET, NGOs, member states (Ministry of Social Affairs, PGCA mechanism), OCHA.

Project leader: ECOWAS with CILSS.

Instruments deployed: Support fund for the regional political, institutional and regulatory framework;

Cost: USD 3,5 million

***Action 3.1.1.2: Evaluation and capitalization on social safety net experiences in rural areas***

540. The action involves evaluating and capitalizing on social safety net experiments promoted in rural areas. Several types of social safety net have already been implemented in vulnerable rural areas, although they are generally implemented in response to economic crises, during the tide-over period. Capitalization will enable the impacts of these different tools to be assessed and their performance to be analyzed in a new approach focusing on the sustainable reduction of vulnerability. The following aspects will in particular be assessed: the targeting methods possible using the different instruments, their insertion into the local food economy and the local development strategy, their impact on the Livelihood strategies, their unwanted effects, the methods and cost of implementation, etc.

541. The action will be divided into the following steps:

- Definition of the assessment methodology with the main national (EWS) and regional operators (institutions involved in PREGEC, NGOs) involved in vulnerability analyses;
- Selection of the operations adopted for evaluation and capitalization;
- Mobilization of expertise and implementation of the assessments in the countries;
- Regional summary of the national assessments and three lessons learned.

542. The results will be discussed together with the following action relating to social safety nets in urban areas within the framework of the action relating to the selection of instruments (cf. infra).

Parties concerned: ECOWAS, CILSS, WFP, FAO, FEWSNET, NGOs, member states (Ministry of Social Affairs, Ministries of Rural Development, PGCA mechanism), OCHA.

Project leader: ECOWAS with CILSS.

Instruments deployed: Support fund for the regional political, institutional and regulatory framework.

Cost: USD 5 million

### **Action 3.1.1.3: Identification of instruments requiring regional harmonization**

543. The assessment and capitalization work carried out in the two previous actions will provide the countries with a “tool box”. Depending on the objectives assigned to the social safety nets and the specific conditions of the country, the member states will be able to select the instruments they feel are most suitable. In the first analysis, the instruments will be categorized according to their capacity:

- In poor urban areas to become part of a more complete approach to social safety nets in a strategy aimed at the economic insertion of the beneficiaries;
- In rural areas to act on the structural causes of vulnerability and to become part of and intermesh with the agricultural development and local development strategy.

544. Still in rural areas, two concerns will be taken into consideration in analyzing the instruments:

- The capacity of certain social safety nets to support a strategy among vulnerable populations of adaptation to climate change and variation which represents an additional factor of vulnerability: for example, input coupons or “cash or food for training” could be effective instruments in facilitating technical changes (use of more suitable varieties, water optimization, promotion of organic manure, crop diversification, etc.).
- The possibility of using certain social safety nets to encourage the insertion of poor small-scale producers in the market by combining these safety nets with purchasing programs such as local supply contracts for school canteens, increased local stocks and food assistance programs.

545. The action involves:

- Summarizing the lessons learned from the assessment and capitalization work carried out in the context of the previous two actions and submitting them for discussion within the region;
- Making use of these lesson to define the panel of instruments that can be used according to the objectives, their advantages and limitations, etc. (creation of a tool box);
- Identifying instruments similar to social safety nets which require a harmonized regional approach, in particular to avoid market distortions and the migration of the rural population to the cities or from one country to another;

- Identifying the instruments which could be deployed by the regional community to complement the national instruments: for example highly labor-intensive sites corresponding to regional investments: the construction of cross-border markets, adjoining border posts, road connections, etc.
- Defining harmonized terms for these instruments at the regional level: characterization of situations where the instrument is used, modalities of use, etc.
- Organizing regional dialogue on the harmonization of instruments enabling the regional principles to be maintained.

Parties concerned: ECOWAS, CILSS, WFP, FAO, FEWSNET, NGOs, member states (Ministry of Social Affairs, Ministries of Rural Development, PGCA mechanism), OCHA.

Project leader: ECOWAS with CILSS.

Instruments deployed: Support fund for the regional political, institutional and regulatory framework;

Cost: USD 0,1 million

***Action 3.1.1.4: Support for the elaboration of national strategies conducive to access to food and the reduction of vulnerability***

546. This action aims to help the member states to adopt a national strategy focusing on vulnerability and access to food for poor populations. It is a reference framework which serves as the basis for support for the population in the form of safety nets. The countries of the Sahel have adopted national food security strategies which already in part take this concern into account. In the case of these countries, the action will involve revising the national strategies adopted at the start of this decade and strengthening the “access to food – reduction of vulnerability” section. In the coastal countries which are not members of CILSS, it will be a question of designing strategies which take account of the particular context of these countries and the specific factors of vulnerability, which are very different from in the countries of the Sahel. From the range of instruments included in the tool box, these strategies will define the instruments adopted to reduce vulnerability while favoring access to food and the satisfaction of nutritional needs. The countries will also indicate how they intend to mobilize the regional instruments to support the implementation of their national approach.

547. This action includes:

- The preparation of a note outlining the process of defining or revising the national strategies: stages, operators involved, basic studies and surveys to be conducted, etc.;
- Technical support for the countries to conduct the national process;
- Regional dialogue on the content of the national strategies with a view to harmonizing them;
- Communication focusing on the national strategies.

Parties concerned: the member states (Ministry of Social Affairs, Ministries of Rural Development, PGCA mechanism, etc.), ECOWAS, CILSS, WFP, FAO, FEWSNET, NGOs, OCHA.

Project leader: member states, ECOWAS, CILSS.

Instruments deployed: Support fund for the regional political, institutional and regulatory framework

Cost of the action: USD 2,25 million

***Action 3.1.1.5: Support for the integration of food safety nets within the national poverty reduction strategies***

548. This action is aimed at improving the integration of access to food and nutrition in the PRSP. While certain countries have already integrated this type of approach in their strategic papers, the commitments are generally limited to social protection policies such as insurances or mutual associations which, in most countries, concern less than 30% of the population. This action will help ensure that MDG1 is taken into consideration by 2015 while providing for a more complete framework of action. This will allow the different aspects of poverty to be tackled together with its links to food insecurity and household nutritional difficulties. The advantage of incorporating the safety net orientations taken by the countries in the PRSP is also to include the actions in favor of the most vulnerable populations in the long-term strategies. This work comprises two aspects:

- A technical aspect facilitating the definition of the action strategy adopted to ensure the right to food of the poor populations;
- An institutional aspect facilitating the definition of the framework for intervention and the responsibilities involved in implementing this component of the national poverty reduction strategy.

549. This action will be implemented under the auspices of the member states in accordance with the national PRSP revision schedule. It will receive methodological and technical support from the regional institutions on request.

550. The action includes:

- A regional cross analysis of the current incorporation of access to food and nutrition in the national PRS;
- The definition of a methodology for improving the incorporation of access to food, nutrition and the reduction of food vulnerability in the poverty reduction strategies;
- The building of national capacities to define the content of the “access to food” section of the PRSP (target public: PRSP secretariats, senior officers in the ministries concerned, NGOs)
- The definition of monitoring/evaluation indicators which should be incorporated in the impact indicators matrix of the PRS.

Parties concerned: member states (PRSP secretariats and units, Ministry of Social Affairs, Ministries of Rural Development, PGCA mechanism, etc.), ECOWAS, CILSS, WFP, FAO, FEWSNET, NGOs, OCHA.

Project leader: member states, ECOWAS, CILSS.

Instruments deployed: Support fund for the regional political, institutional and regulatory framework;

Cost: USD 1,5 million

### **3.5.7 Outcome 3.2: The mechanism for monitoring vulnerability and the prevention of food crises is improved and adapted**

551. The status of the information systems on food security and prevention is very heterogeneous. If the landlocked countries of the Sahel, combined within the CILSS, have relatively complete systems (agricultural survey, crop year monitoring, MIS, EWS), the other countries mostly only have very partial mechanisms. These are not very effective in solving access to food problems and do not facilitate an understanding of the livelihood strategies and thus their capacity to analyze the resources they have to cope with the different types of risk. They are generally absent from urban areas. When they do exist, the information systems are not oriented towards the intervention targeting needs. At best they allow for geographic targeting, which is most insufficient when implementing safety nets targeting the most vulnerable. The countries which implement social safety nets do so on the basis of this geographic identification of vulnerable areas or must turn to occasional vulnerability surveys, generally with the support of the WFP or certain NGOs.

552. The implementation of information systems helping decision-makers to manage a strategy of social transfers will take time, particularly in countries where the information systems are the weakest. A minimum leveling of these systems is planned within the AGRIS program (cf. OS2).

553. Outcome 2 of the program is achieved through two main activities: (i) the adaptation of the crisis prevention and management mechanism to the changing context and factors of food risk; and (ii) the development of aid to decision-making capacities for the prevention of crises at community level and the targeting of interventions.

#### **3.5.7.1 Activity 3.2.1: Adaptation of the crisis prevention and management mechanism to the changing context and factors of food risk**

554. The crisis prevention and management mechanisms are marked by the history of food crises in the Sahel, caused by production deficits. A process has been initiated under the aegis of ECOWAS and CILSS to extend this mechanism to all the countries of West Africa. The desired configuration for the mechanisms is closely linked to the main parameters of food insecurity in each national context. The regionalization of production and trade, the regionalization of the labor market, etc. are all factors which strongly impact the conditions of food security.

555. The AGRIS program (cf. specific objective no. 2, expected outcome 2.3) endeavors to implement or consolidate basic information systems (agricultural survey, MIS, etc.). In

light of the increasing complexity and diversification of the problems of food insecurity within ECOWAS, this program must be complemented by specific actions concerning:

- The testing or consolidation of methodologies for monitoring and analyzing the different components of food vulnerability (nutritional situation, livelihood strategies, regional environment, etc.).
- Capacity building in terms of the collection and processing of primary information.

556. On this basis, the activity consists of four main actions:

- Adaptation of a vulnerability analysis methodology founded on the livelihood strategies Consolidation of the nutritional monitoring mechanisms.
- Renewal of the geographic approach to the determinants of food insecurity to facilitate more precise targeting of safety nets.
- Strengthening of competences at national and regional level for the collection and processing of primary data.

***Action 3.2.1.1: Adaptation of a vulnerability analysis methodology founded on the livelihood strategies***

557. A certain number of countries in the Sahel have mapped the livelihood strategies. This type of tool has the advantage of providing a description of the lifestyles or livelihood strategies, both in terms of food resources and source of income, for groups of households which share the same characteristics. However, in ECOWAS as a whole, very few countries have this of analysis. Furthermore, the types of livelihood strategies currently available are primarily geographic and are based on access to food. They are not sufficiently precise for the targeting procedure necessary to implementation of safety nets. The objective of this action is this to promote a regional methodology for developing more refined lifestyle profiles, taking account of the diversity of crises with which vulnerable populations are faced. In this context, it is important to:

- Develop differentiated survey methodologies for the populations at risk in urban/ peri-urban zones and for those living in rural areas. For the urban populations, the survey will place greater emphasis on the conditions of accessibility to the market and to monetary incomes. The survey methodology will also differ through the sampling method used (random sample in towns, communal focus groups in rural areas). In urban areas, surveys will be conducted using a more traditional methodology of household surveys while also employing qualitative approaches.
- Develop survey methodologies facilitating the collection of data concerning non-agricultural source of income for both urban populations and those living in rural areas.
- Develop types of household livelihood strategies adapted to the coastal countries. The latter are faced with shocks which are relatively different from those experienced by landlocked countries, in particular concerning “imported” price instability. The methodology should thus include the price variability of imported food products and not simply food products.

- Strengthen the quantitative elements in the description and analysis of the livelihood strategies. Although not generalized throughout all the ECOWAS countries, a certain number of analyses concerning the way in which households acquire food and monetary resources, as well as their crisis coping strategies already exist. However, the analysis is occasionally insufficiently precise to allow specific measures to be implemented. For this reason, the methodology for analyzing household food economies should not only describe but also quantify the food or monetary resources that the households obtains from a certain source, and how much it spends to acquire a specific basic good or service at different times throughout the year.

Parties concerned: ECOWAS, CILSS, FEWSNET, NGOs, WFP, FAO, OCHA, ROPPA, RESIMAO, member states (country SAP, PRSP units)
Project leader: ECOWAS with CILSS
Instruments deployed: "Support for innovation and capacity building" budget
Cost: USD 0,6 million

**Action 3.2.1.2: Consolidation of nutritional monitoring mechanisms**

558. Recent works, in particular the NUSAPPS initiative, have shown that lightweight mechanisms for collecting anthropometric data and data on household consumption can be very useful for monitoring food security. Their implementation, less cumbersome than traditional anthropometric surveys, can be combined with existing surveys (permanent agricultural survey or any other household survey).

559. Three complementary methodologies will be promoted within the framework of this action:

- "MUAC" anthropometric surveys (Mid-Upper Arm Circumference) which allow the nutritional situation to be understood by measuring the arm circumference of young children.
- Surveys of the dietary diversity score (DDS).
- Surveys measuring the household food insecurity access scale (HFIAS)

Parties concerned: ECOWAS, CILSS, FEWSNET, NGOs, WFP, FAO, OCHA, member states (country SAP)
Project leader: ECOWAS with CILSS
Instruments deployed: "Support for innovation and capacity building" budget
Cost: 9,8 million USD

**Action 3.2.1.3: Renewal of the geographic approach to the determinants of food insecurity to facilitate more precise targeting of the safety nets**

560. A correct understanding of the determinants of household vulnerability requires that the geographic area studied should be appropriate. Many situations have been misunderstood or incorrectly forecast due to a vision focusing on an exclusively national approach. To be understood in their entirety, the crises and household risk reduction

strategies sometimes require a scope of analysis which extends beyond the national borders.

561. This action therefore aims to increase the knowledge of the functioning of the areas of production and trade of food products uniting highly interdependent countries (eastern basin focusing on Nigeria, the central basin focusing on Ghana and Côte d'Ivoire, the western basins polarized by Senegal and the southern basin around Guinea) and to define a specific analysis framework for each of these basins. From this standpoint, it encourages the networking of information producers and officers responsible for the interventions in favor of food security within each basin with a view to improving the relevance of the diagnostics and crisis responses.

562. More specifically, the action will involve:

- The coordination and facilitation of cross-border vulnerability surveys by networking the states and parties concerned.
- The organization of meetings between the operators within the production and trade basins to define a revised common food security analysis framework (analysis chart for the main factors of risk of food insecurity, the household livelihood strategies, their strategies for coping with and for responding to risks, etc.).
- The building of the analysis capacities of the national regional systems.

Parties to the operation: ECOWAS, CILSS, FEWSNET, NGOs, WFP, FAO, OCHA, ROPPA, member states (country SAP), RESIMAO

Project leader: ECOWAS avec CILSS

Instruments deployed: "Support for innovation and capacity building" budget

Cost of the action: 0,6 million USD

***Action 3.2.1.4: Competence ramp-up at national and regional levels for primary data collection and processing.***

563. The revised vulnerability analysis frameworks developed in the context of actions 3.2.1.1 and 3.2.1.2 (see above) imply that a certain number of new household indicators will be documented and consequently that the national and regional institutions are capable of doing this.

564. This action will include:

- National and regional training in data collection. They could be incorporated in the training offer of the regional AGRHYMET Center (CRA) in the form of modules contributing to the development of the food security and nutrition Master's course that the CRA must develop in the coming years, or in the form of day-release training modules. These training courses will target executives currently working in the FSIS and the national statistics offices. At the end of the training courses, the beneficiaries should be able to prepare a questionnaire adapted to the structural causes specific to the country or food economy zone and to alter the framework according to the evolution of the types of risks with which the households are faced.

- Support for the organizations responsible for data collection at each stage in the process of developing new methodologies: bibliography, tests for collection methods, analysis of the tests results, development of the final tools, etc.
- Genuine support for the information collection and processing mechanism are taken into account with the framework of OS2 (action 2324).

Parties concerned: ECOWAS, CILSS/AGRHYMET, FEWSNET, WFP, FAO, OCHA, RESIMAO, member states (country SAP, statistics institutes/directorates, SIM)

Project leader: ECOWAS with CILSS

Instruments deployed: "Support for innovation and capacity building" budget

Cost: USD 6,5 million

### **3.5.7.2 Activity 3.2.2: Developing the aid to decision-making capacity for the prevention of crises at community level and the targeting of the interventions**

565. The strengthening, harmonization and implementation of early warning networks (cf. activity A.2.1) is necessary to monitoring vulnerability but insufficient to enable the introduction of safety nets targeting the most vulnerable. The national mechanisms analyze the information using the food insecurity analysis chart with that they have adopted and formulate recommendations on the basis of a panel of crisis response instruments available to the country. At regional level, the analysis is primarily based on an aggregation of the national analyses and the comparison of diagnostics produced by the different regional systems, taking into account the regional food security factors (availability, price dynamic, etc.).
566. The link between the regional information systems and the decision-making forums within the Commission is not sufficiently structured. The Commission is only in a position to react to a crisis in exceptional situations. There are no capacities within the Commission capable of serving as an interface between the diagnostic and the community decision and thus of anticipating and coordinating the decisions in anything but an occasional manner.
567. Finally, the coordination of the interventions at national level is sufficiently structured in the landlocked countries of the Sahel. This is much less the case in the other countries of the region. At the regional level, the consultation process primarily concerns the information and recommendations for action. The PREGEC mechanism encounters difficulties in playing and effective and operational in coordination the interventions.
568. On the basis of these considerations, it is necessary to (i) strengthen the analysis and aid to decision-making capacities at the different levels and improve the interface between the aid to decision-making systems and the ECOWAS decision-making bodies; and (ii) promote crisis response dialogue and coordination mechanisms.

***Action 3.2.2.1: Strengthening the analysis and aide to decision-making capacities at national and regional level and improving the interface between the information systems and the ECOWAS decision-making bodies***

569. The intervention at regional level aims to (i) reduce the disparities between the countries in terms of analysis and aid to decision-making capacities and (ii) develop analysis capacities in all countries with a view to determining the social safety nets most suitable to the food situation when drafting the crisis response plans and, more generally speaking, to provide sustainable solutions to the difficulties of access to food among the vulnerable populations. This support is oriented towards the national analysis and aid to decision-making units and their networking at the level of the production and trade basins.

570. The intervention also aims to improve the regional crisis response vise by activating two levers: capacity building for the revised regional mechanisms (PREGEC) and the implementation of a body at the interface between these mechanisms and the departments of the ECOWAS Commission concerned.

571. Then action involves:

- Training personnel with regard to the national mechanisms;
- Supporting the improvement of the national information and aid to decision-making mechanisms: policy brief, monthly reports, warning bulletin, etc.;
- Organizing multi-country workshops bringing together national and regional analysts;
- Increasing the number of personnel qualified in analysis and aid to decision-making within the regional mechanisms;
- Supporting the improvement of the regional information and aid to decision-making mechanisms;
- Implementing a “food security” unit within the Regional Agency for Agriculture and Food responsible for preparing the decision of the ECOWAS Commission and in the Inter-departmental Committee for Agriculture and Food. This unit will work in close collaboration with the national regional mechanisms.

Parties concerned: ECOWAS, CILSS, FEWSNET, NGOs, WFP, FAO, OCHA, ROPPA, member states (country EWS, MIS, crisis prevention and management mechanisms), RESIMAO

Project leader: ECOWAS with CILSS

Instruments deployed: “Support for innovation and capacity building” budget; “Support fund for the regional political, institutional and regulatory framework” budget

**Cost:** USD 22 million

***Action 3.2.2.2: Strengthening the national and regional mechanisms for dialogue and coordination of the food situation and the crisis responses***

572. The interventions in the field of food security and crisis management involve a wide range of operators: government bodies, United Nations agencies, NGOs, development partners, etc. Certain countries have adopted relatively effective coordination mechanisms or tools, in particular the landlocked countries of the Sahel where some of the crisis management tools (SNS, food security fund) are jointly managed by the state and the financial partners contributing to the funding of these tools. In these countries, coordination primarily concerns the state and the financial partners, leaving little room for operators such as NGOs, many other countries have no clearly structured dialogue and coordination framework.

573. At the regional level, the current dialogue and coordination mechanism is based on two instruments: the PREGEC program, coordinated by the CILSS, and the international network for the prevention of food crises (RPCA), jointly managed by the CILSS and the Sahel Club/OECD. They have been designed for the Sahel region and are currently extending their prerogatives through West Africa as a whole with the support of ECOWAS. They primarily focus on consultation based on information with a view to preparing shared diagnostics, but undertake very little action with regard to coordinating interventions as the latter are primarily implemented at national level.

574. Two problems arise: (i) the capacity of national and regional institutions to assume the role of leader and aligner the interventions with national policy and (ii) the coordination of interventions and their overall efficiency.

575. The action consequently aims to (i) support the implementation of coordination mechanisms in countries where these are absent, (ii) support the countries which have such a mechanism in order to ensure the involvement of all relevant operators and (iii) develop a regional operational approach to coordination. Together, these actions should enable the national and regional institutions to strengthen their capacity to assume the role of leader. The revision of the food aid charter will be one of the tools used to codify the positive approaches and encourage the numerous operators to act in a spirit of converging efforts and coherent instruments and crisis responses.

576. The action includes:

- Technical support mission to the countries;
- National and regional dialogue on the revised content of the food aid charter;
- The adoption of a new extended charter codifying all vulnerability reduction instruments including the social safety nets. This aspect will be handled in connection with the drafting of a regional contingency plan.
- The strengthening of operational coordination means at the level of PREGEC and RPCA.

Parties concerned: ECOWAS, CILSS, FEWSNET, NGOs, WFP, FAO, OCHA, ROPPA, member states (national PGCA mechanisms), CSAO/OECD

Project leader: ECOWAS with CILSS

Instruments deployed: "Support for the regional political, institutional and regulatory framework" budget

Cost: USD 11 million

### **3.5.8 Outcome 3.3: regional instruments supporting the national capacity to prevent/manage food crises and reduce the vulnerability of the poor populations are implemented**

#### **3.5.8.1 Problem**

577. The history of food crises in West Africa reveals the importance of a structured intervention at regional level. The crisis which occurred in Niger in 2004-2005 is a recent illustration of the complexity and interdependence of agricultural and food economies. The buffer power of the Nigerian economy on the food economy of Niger was inverted, amplifying food insecurity in Niger. The unprecedented increase in cereal prices in northern Nigeria linked to a dynamic demand for human food and animal fodder in a situation of insufficient production pulled prices upwards on the markets in Niger. This crisis revealed the importance of the labor and food product markets, organized at the regional level, in causing and regulating the crisis as well as a poor understanding of the workings of the market within the regional territory (operators, flows, strategies).

578. Due to the regional implications of food crises and the importance of promoting solidarity at a regional level, one of the expected outcomes of this program is to endow the community with regional crisis management instruments to support the member states. Three instruments are prioritized: (i) the development of a regional contingency plan, (ii) the improvement of national storage capacities and the creation of a regional stock and (iii) the creation of a financial facility intended to co-finance "innovative" national safety net initiatives.

#### **3.5.8.2 Activity 3.3.1: Designing a regional contingency plan**

579. The third specific objective of the regional investment plan places the emphasis on regional cooperation and solidarity to cope with food crises in the member state. The food crisis of 2008, followed by the current food crisis, which has been particularly severe in Niger, has highlighted the importance of complementing the national emergency plans with an arsenal of measures adopted at the regional level. To date, the mobilization of ECOWAS to support the member states has been decided on a one-off basis dictated by the urgency of the situations. The implementation of regional instruments supporting crisis management requires a precise framework for regional intervention.

580. In this context, a regional contingency plan is the reference tool for calibrating and justifying the intervention of ECOWAS and its partner institutions to support national crisis prevention and management mechanisms. This means identifying in advance the situations requiring regional intervention, defining the responsibilities of the different

operators, coordinating the national responses and the regional response, the means available and the conditions of their implementation according to the nature, magnitude and intensity of the crisis. The contingency plan also facilitates the appropriate and efficient management of different levels of crisis by coordinating public interventions in consultation with all the partners mobilized in this type of crisis situation.

581. Several countries have adopted or are in the process of adopting national contingency plans. The regional contingency plan is activated in addition to these plans, in particular in crisis situations caused in part by regional factors or requiring regional intervention to succeed in managing the consequences for the populations. The first action of this activity therefore aims to strengthen the national contingency plans, a prerequisite for the implementation of a regional contingency plan.

***Action 3.3.1.1: Support for the development of national contingency plans for managing food crises.***

582. Few countries are endowed with this type of institutional mechanism by means of which crisis management can be planned and anticipated. These contingency plans should enable the interventions of all parties concerned to be synchronized: local, national, UN organizations NGOs and backers. These plans should also be capable of combining different types of interventions, including cash transfers, transfers in kind, nutrition, support for cereal banks, input subsidies, etc. Finally, the action plan will also establish the means of managing national food stocks and the emergency intervention fund, if one exists. The development of national contingency plans is a prerequisite of the development of the same type of plan at the regional level (cf. action 3312).

583. The involves:

- Defining a typology of crises and the indicators used to estimate the intensity of the crises;
- Assessing the response capacities of the different types and intensities of crises at the national level;
- Defining the instruments available at national level according to the types of crisis as well as the hierarchy in mobilizing these instruments;
- Identifying the national capacities available: inventory of local and national security stocks, financial reserves, logistical support, etc.
- Determining the mechanism for mobilizing, organizing and coordinating the resources implemented in response to a crisis.
- All of these works enable a national contingency plan national to be developed, discussed and validated by all the national and international operators concerned.

Parties concerned: the member states (PGCA mechanisms, ministries of the interior – ORSEC plans – ministries of rural development, etc.), ECOWAS, CILSS, WFP, FAO, FEWSNET, NGOs, OCHA, ROPPA, agencies managing the national security stocks, transporter organizations, etc.

Project leader: member states with the support of ECOWAS and CILSS.

Instruments deployed: Support fund for the regional political, institutional and regulatory framework

Cost: USD 2,25 million

***Action 3.1.1.2: Definition of the regional contingency (intervention framework): planning the regional response according to the typology of the crises, roles of the operators, instruments mobilized, institutional framework, resource management***

584. The national contingency plans help to determine which crises (causes, intensity, magnitude) require recourse to regional and international solidarity. They must therefore be extended by a regional contingency plan enabling ECOWAS intervention to be codified alongside the member states. This contingency plan must identify in advance the situations and conditions for regional intervention.

585. The action includes:

- Cross analysis of the national contingency plans;
- The definition of a crisis typology (causes, extent, intensity);
- The evaluation of the national crisis response capacities and of the situations in which recourse to regional support is necessary;
- The definition of the instruments that can be mobilized and the regional level in response to the type of crisis: instruments and trade policy, financial solidarity, mobilization of the security stock, etc.
- The identification of the regional capacities available: inventory of the security stocks, financial reserves, logistical support, etc.
- These activities facilitate the development of a contingency plan subject to dialogue and adoption involving all parties concerned: states, NGOs, UN organizations, etc.

Parties concerned: the member states (PGCA mechanisms, ministries of the interior – ORSEC plans – ministries of rural development, etc.), ECOWAS, CILSS, WFP, FAO, FEWSNET, NGOs, OCHA, ROPPA, agencies managing the national security stocks, transporter organizations, etc.

Project leader: ECOWAS, CILSS.

Instruments deployed: Support fund for the regional political, institutional and regulatory framework

Cost of the action: USD 1,95 million

### **3.5.8.3 Activity 3.3.3: Strengthening the national stocks and creating the regional food security stock**

586. The crisis caused by the increase in prices on the world markets in 2008 reminded the countries in the region of the crucial importance of possessing physical security stocks when the markets encounter supply problems.
587. Most of the countries decided to increase their existing stock or, in the case of countries without such a mechanism, to create a stock. Today, only the landlocked countries in the Sahel and Nigeria have created large stocks.
588. Experience des security stocks in the region has nevertheless shown that they are complex to manage and costly to maintain. Strict stock creation, maintenance and mobilization procedures are essential if this security valve is to be used in the event of a crisis. The high cost has led the states and financial partners to adopt strict procedures founded on the principle of joint management. This thoroughness, considered to be essential to safeguard this common good, may run counter to the necessary flexibility and reactivity in the event of a crisis.
589. Security stocks were created at the start of the 1980s during the liberalization phase of the cereal economies. Their remit was therefore strictly limited and supervised. The aim of the stock was not to regulate the market and was not to interfere with its workings, managed by private operators. It was mobilized while awaiting the arrival of food aid which generally arrived too late to halt the crises. It also served to respond to crises by using local cereals which did not affect the food habits of the beneficiaries (cf. food aid charter).
590. For a number of years, the end goal of security stocks has been called into question. Price instability and the increasingly difficult access to food caused by the price of basic foodstuffs revived the debate on the role of market regulation in a food security strategy. The Sahelian crisis of 2004-05 reopened the debate in the Sahel, while the international crisis of 2008 raised the question at the global level cracked the doctrine founded on the non-intervention of public power on the markets.
591. In addition to security stocks, several countries created an intervention stock the express aim of which often combined the creation of security stocks and price reduction in the event of soaring prices. The cohabitation of the security stock and intervention stock has been the source of lively discussion between the states and the backers.
592. While the discussion on the level of stocks and their end goal has been reopened at national level, the debate has also examined the creation of a regional stock or reserve. In this context, ECOWAS has initiated several studies. The CILSS has instigated a dialogue between the offices and national firms responsible for managing the security stocks with a view to pooling national stocks. This objective has come up against considerable obstacles, although this network (RESOGEST) has already helped launch forms of technical cooperation between the countries.

593. The principle of a regional security stock was been recorded when the mobilizing programs were adopted. Consequently, this first investment plan aims to finalize the regional agreement and lay the foundations for its gradual creation. The introduction of a regional security stock is therefore in line with the desire to implement regional crisis prevention and management tools to accompany the national tools and to ensure regional solidarity.

594. At the same time, the question of how to use the stocks with a view to improving intra- and inter-annual price regulation is also included in the program (cf. OS2).

595. The program includes (i) support actions for member states in defining or strengthening their security stock policy, (ii) cooperation between the countries in terms of security stocks and (iii) the gradual implementation of the regional security stock.

**Action 3.3.2.1: Building national capacities in terms of public security stocks**

596. The regional contingency plan recognizes that handling food crises is first and foremost the responsibility of the member states. It helps to identify the crises (nature, magnitude, impacts) which require recourse to regional solidarity. In the countries, the instruments relating to security stocks concern both local stocks (tools introduced by towns, groups and villages) and the national stock.

597. Support given to countries in adopting effective crisis management tools are consequently part of a vision which intermeshes the roles of the decentralized, national and regional entities in preventing and managing food crises. In this perspective, it is worth highlighting the long experience of certain countries. The aim is support the definition of clear national storage policy accompanied by a roadmap.

598. The action includes:

- A regional summary of the security stock experiences: institutional mechanism, stock calibration, costs and financing mechanism, storage and maintenance methods, mobilization and reconstitution methods, etc.
- The mobilization of regional expertise (other member states) in the countries wishing to update their stock policies;
- Support for the definition of a national security stock policy.

Parties concerned: member states: security stock management agencies (members of RESOGEST), networks of cereal banks and local stocks, CILSS, WFP, NGOs, ECOWAS.

Project leader: member states and ECOWAS

Instruments deployed: "Support for innovation and capacity building" budget

Cost : USD 0,8 million

**Action 3.3.2.2: Increased cooperation between countries with regard to security stocks**

599. Cooperation between the countries comprises two aspects: the first relates to technical cooperation and aims to highlight the experience of the agencies and firms responsible for all aspects of managing the stocks: constitution, maintenance,

mobilization, renewal, management methods, etc. The second relates to the pooling of stocks. Retrospective analysis shows that the stock mobilization needs vary considerably from one country to the next and from one year to the next. However, the cost of the stock is particularly high when it is not used. Consequently forms of national stock pooling could be a means of strengthening the capacities of intervention and reducing the collective cost of storage. At present, the national mechanisms providing the joint management of the stock by the states and the backers represents a considerable obstacle to this possibility. The involvement of the international partners in national stocks and the harmonization of management and decision-making procedures could help to change this situation to the benefit of all.

600. The action includes:

- A summary of the mechanisms in force in the countries with regard to the management of stocks and the joint decision-making procedures;
- Regional debate, involving the stock managers, the ministries responsible and the backers involved in each country, with a view to harmonizing the pooling procedures and potential;
- The preparation and negotiation of a regional partnership compact between the member states concerning security stocks and the creation of an accompanying network;
- Support for CILSS in coordinating RESOGEST.

Parties concerned: member states: security stock management agencies (members of RESOGEST), ECOWAS, CILSS, WFP  
Project leader: member states, ECOWAS, CILSS  
Instruments deployed: "Food security" budget"  
Cost: USD 0,75 million

**Action 3.3.2.3: Gradual implementation of the regional security stock**

601. The regional contingency plan will specify the tools mobilized at regional level in support of the national crisis response plans. Among these tools, the region has decided to implement a security stock to support the national crisis response capacities when the member states are no longer able, either independently or with their traditional partners, to manage the crisis.

602. The action therefore aims to finalize the preparatory work for the creation of the security stock in the knowledge that the favored procedure involves outsourcing the management of the stock – which is the property of the economic community – to national agencies with a warehousing capacity and proven experience in the good technical management of stocks. Once the formal decisions have been taken by the ECOWAS authorities, it also aims to initiate the creation of the stock.

603. The action involves:

- Finalizing the feasibility studies concerning the regional security stock (RSS) and their validation by the member states;
- Preparing the texts relating to the creation, maintenance and management of the stock as well as the mobilization methods, the management authorities and the control methods;
- Preparing the draft directive concerning the implementation of the regional security stock with a view to its examination and adoption by the statutory bodies of ECOWAS;
- Implementing the institutional management mechanism for the RSS;
- Drafting the contracts with the agencies responsible for managing national security stocks (NSS) concerning the storage and maintenance of the decentralized stock;
- Mobilizing the initial stock by means of invitation to tender on the regional market (objective of 50,000 tons during the first investment plan);

Parties concerned: ECOWAS, member states (NSS management agencies, PGCA mechanisms, ministries of finance, ministries of trade), CILSS, WFP;

Project leader: ECOWAS and member states

Instruments deployed: "Food security" budget

Instruments deployed: Food security" budget

Cost: USD 55,5 million

#### **3.5.8.4 Activity 3.3.3: Support for the "innovative" national social safety net initiatives**

604. According to the principle of solidarity and complementarity, the regional food security stock is an exception among the instruments of this program as they are activated and implemented at regional level. Generally speaking, the principle of subsidiarity requires that the social protection policies, including safety nets, remain the exclusive prerogative of the states and in no falls under the auspices of the region. Within the framework of this program, ECOWAS can only intervene on condition that the states have expressed their desire to benefit from regional support for the national initiatives targeting the most vulnerable populations. Intervention by ECOWAS aims to encourage the states to develop social safety net programs by co-financing these programs and to encourage collective capitalization of the experiences in this domain. To this end, it must define the eligibility criteria for the operations and the selection procedure for the initiatives.

605. The actions carried out within the framework of this activity aim to establish a selection procedure for the co-financing of national initiatives, which are eligible according to pre-defined criteria, and to implement the first co-financing operations.

606. It will also be a matter of deciding the proportion of regional co-financing in the national initiatives according to the contribution of the states and other international backers. The national contribution must be significant in order to put the states in the position of leader.

### **Action 3.3.3.1: Definition of eligibility criteria and the examination procedure**

607. This action concerns the definition of the eligibility criteria for the actions and initiative promoters. ECOWAS will submit a project to the member states which will be discussed before being formally adopted:

- Eligible initiatives: this involves defining eligibility criteria enabling regional co-financing to be targeted for the actions intended to prevent the populations from “falling” into a poverty trap as well as for post-crisis actions. By extending the scope of intervention, risk prevention and the promotion of livelihoods can also be incorporated in the safety net instruments. The eligible actions concern all safety net instruments and a non-exhaustive list is presented below. As the role of the region is to instigate a renewed approach to social safety nets, initiatives calling on the “pool of innovative instruments” will be prioritized. The eligible actions should not concern the other types of social protection instrument, in particular the social and private assistance and insurance mechanisms.
- Operators concerned: the demand for co-financing should emanate from the states which will act as project leaders for the initiative. The other actors (national or international NGOs, local authority, etc.) can intervene in the design and implementation of the initiative.

608. The action also concerns the determination of the examination procedure: design of the standard format for co-financing requests, selection procedures for the operations financed, etc.

609. A selection committee will be defined. Its technical secretariat will be assumed by the Regional Agency for Agriculture and Food. The selection committee will be responsible for taking decisions concerning requests for co-financing. The composition of this committee will reflect the wide range of competences required to implement a safety net mechanism. Particular attention will also be paid to possible conflicts of interest.

#### **Indicative list of eligible social safety net instruments**

Cash for work	Monetary transfers, conditionals or otherwise
Food for work	Food transfers
Direct and unlimited consumption subsidy	Transfers in cash equivalents, possibly in exchange for work
Unlimited indirect price subsidy	Food aid
Rationed subsidy (quotas)	Emergency food
Low-price sales	Additional food programs
Free distribution/input subsidies	Tax and VAT exemption
School food programs	

610. The action involves:

- Conducting a study with a view to formulating eligibility criteria;
- Undertaking regional dialogue on these criteria and adopting them;
- Defining a selection procedure for the dossiers: definition of the composition of the committee, method of examining the dossiers, etc.
- Communicating with the member states and operators concerned by the procedure adopted;
- Implementing the selection committee and its work procedures.

Parties concerned: member states, PGCA mechanisms, NGOs, WFP, FAO, UNICEF, OCHA, CILSS

Project leader: ECOWAS

Instruments deployed: "Food security" budget

Cost: USD 0,1 million

#### ***Action 3.3.3.2: Co-financing the national social safety net operations***

611. Once the procedure has been determined, the aim for ECOWAS is to encourage the member states and main national operators in the field of food security to develop innovative operations for the implementation of social safety nets vis-à-vis the vulnerable populations.

612. With this in mind, the program provides for a financial contribution with a view to co-financing the requests for programs submitted by the member states and accepted by the selection committee. The contribution remains small for this first investment plan. Depending on the results of these initial operations, the budget may be increased.

Parties concerned: member states, PGCA mechanisms, NGOs, WFP, FAO, UNICEF, OCHA, CILSS

Project leader: ECOWAS

Instruments deployed: "Food security" budget

Cost : USD 50 million

#### **3.5.8.5 Activity 3.3.4: Harmonizing the methodologies for evaluating the impacts of the social safety nets and supporting these evaluations with a view to regional capitalization**

613. The region has very few references in terms of social safety nets. Different initiatives are already in progress and the regional program will encourage the countries to promote the use of these instruments. It is essential to capitalize on these experiences to create knowledge and gradually refine and improve the social safety net policies and programs. This capitalization is also a means of assimilation for the national regional operators. The five-year timeframe assigned to the program means that an evaluation of the impacts can be envisaged which ECOWAS and the member states will use as a basis to review their approach.

### **Action 3.3.4.1: Strengthening the monitoring/evaluation capacities of the PREGEC mechanism**

614. Within the framework of this program, the action involves strengthening the capacities around the PREGEC regional mechanism with a view to:

- Defining the modalities and methods of monitoring. In this context, the monitoring indicators provided by the national and regional systems, must be adapted to the evaluation needs.
- Evaluating the impacts of the programs and their implementation. Periodic evaluation reports on vulnerability will be prepared within the framework of the PREGEC mechanism.
- Exchanging experiences and practices between countries. Seminars, conferences and work meetings will facilitate the pooling of knowledge available in each member state of ECOWAS.

Parties concerned: ECOWAS, CILSS, FEWSNET, NGOs, WFP, FAO, OCHA, ROPPA, member states (country SAP, SIM, crisis prevention and management mechanisms, ministries of social action and/or solidarity)

Project leader: ECOWAS avec CILSS

Instruments deployed: "Support for innovation and capacity building" budget

Cost: USD 2 million

## **4 Logical framework**

615. See annex n°1 for the Regional Investment Plan logical framework

## **5 Cost and financial plan**

616. This section describes the approach used to design the financing plan, the budget breakdown, estimated needs and funding sources.

617. The lack of a complete and detailed inventory of existing regional or multinational programs, due to dispersed information and lack of "centralization" at the level of ECOWAS and other development partners, makes it difficult to estimate the gap between total program costs and actual needs.

### **5.1 The procedure for designing the financial plan**

618. The definition of the RAIP components in 2008-2009 was based on a traditional costing. It was a question of defining an action program for each of the six components and evaluating the cost of each program. The total resources required were estimated at more than 10 billion dollars over the five years.

619. During the design phase of the mobilizing programs, the evaluation of the required financial resources was based on a very different approach. The conclusion that the ECOWAS Commission arrived at was that the financial calibration of the program should endeavor to take account of two fundamental parameters:

- The resource absorption capacity of ECOWAS and its regional partners involved in the implementation of ECOWAP in light of their institutional, human and financial management capacities;
- The internal (share of the ECOWAS budget allocated to agriculture) and external (financial partners) resource mobilization capacities.

620. This approach enabled the regional program to be calibrated on the basis of a financial volume of 900 million dollars over the next 5 years. Consequently, it was agreed that the actions proposed within the components of the RAIP should be ranked and that the Regional Investment Plan for the implementation of the ECOWAP/CAADP mobilizing programs should focus on a group of priority of fields and actions with regard to the:

- Guiding principles of ECOWAP, in particular in terms of the respective responsibilities of the states and the regional Community;
- Objective of a massive and rapid transformation of the agricultural sector by acting on the main levers of this transformation.

621. The nature of the spending provided for in the Regional Investment Plans leads us to distinguish:

- Material investments, in particular in regional infrastructures;
- Non-material investments intended to improve the environment of the operators in the agricultural sector and their capacity to participate in the transformation of the agricultural sector;
- Regional incentive instruments targeting economic and financial operators and intended to push agricultural development in the direction desired by the regional Community and to accompany the national agricultural policy reforms;
- Solidarity instruments targeting the poorest individuals.

## 5.2 The budget structure

622. The regional budget includes two main sections:

- Management of the Regional Investment Plan
- The activities of the Regional Investment Plan

623. The establishment of the steering bodies and monitoring and evaluation of the policy calls for specific human and financial resources. The costs to these aspects are not included in the activities of the Regional Plan, but in a separate category due to their crosscutting nature across all three mobilizing programs. Therefore the first category includes:

- a. The regional agency budget: (i) Financing for the implementation of the RAAF; (ii) Financing for the personnel; (iii) Financing for the operations

- b. Financing for the monitoring/evaluation mechanism
- c. Institutional capacity building for non-fungible competencies in the activities: (i) Strengthening the personnel of the DAERE; (ii) Operations of the Inter-departmental Committee for Agriculture and Food; (iii) Institutional support for the regional institutions and operators with a view to strengthening their implementation capacities.

### **5.3 Estimated funding needs by outcomes, activities and actions**

**624.** The tables below present the funding requirements, aggregated by specific objective, expected outcome and activity.

**625.** See retailed funding requirements by action (and per year) in annex n°2. See funding requirements in relation with ECOWADF guichets in annex n°3.

**Table 9 :Estimated funding needs by outcomes, activities and actions**

S.O.	Outcomes	Main Activities
S.O n°1 (399)	1.1: Production systems. Rice, maize and cassava value chains (247)	Modernization of family farms and sustainable intensification of production systems (222). Improve irrigation (5). Structure value chains (10). Promote processing and value addition to products (10).
	1.2: Livestock production systems. Livestock, meat and milk value chains (97)	Promote livestock and meat chains (20). Strengthen the movement of herds across borders and conflict management (57). Structure animal production chains (20)
	1.3: Policies and strategies for the sustainable management of fisheries resources (60)	Coherent management strategies for the fishery sector (10). Sustainable management of marine and continental fisheries resources (50).
S.O n°2 (282,8)	2.1: The business environment for agri-food (95,4)	Intra-regional trade of agricultural and agro-food products (59,8). Trade infrastructure suitable for agricultural products (29). Establish effective incentive instruments along borders (6,6).
	2.2: Mechanisms to help adapt to climate variability and climate change. Integrated management of shared resources (64,5)	Regional research to adapt crop production to climate variability and change (33). Integrated management of shared natural resources (18). Insurance mechanisms (13,5).
	2.3: Information and decision support system (AGRIS) (63,9)	Monitor the ecological and macroeconomic environment (35). Monitor production systems and food and nutritional situations (23). Monitor regional trade in agricultural products and foodstuffs (5,9).
	2.4: Capacities building of regional stakeholders and institutions (59)	Capacity building of research and training institutions (28) Capacity building of regional socio-professional organizations (31)
S.O. n°3 (179,2)	3.1: Harmonized framework for analyzing the	Define a shared approach in terms of analysis and tools (12,3).
	3.2: Systems for monitoring food insecurity and preventing food crises (53,5)	Adapt prevention and crisis management systems (20,5) Develop decision-making capacities to prevent regional crises and to better target interventions. (33).
	3.3: Regional mechanisms to prevent and manage food crises and reduce food insecurity (113,4)	Formulate a regional contingency plan (3,6). Reinforce national stocks and constitute a regional emergency food stock (57,1). Support national innovative initiatives to create social safety nets (50,1). Harmonize methodologies to assess impact of social safety nets (2).
<b>Management, Funding Mechanism, Monitoring and Evaluation (40 millions USD)</b>		

## 5.4 The sources of financing

626. Four main sources of financing can be identified:

- The resources proper to ECOWAS. ECOWAS has undertaken to contribute at least 15% of the regional fund and the financing of the program (\$150 million over five years). It does not exclude the possibility of increasing the resources devoted to agriculture during the budget discussions of the last 4 years of the plan in relation to the significance of the sector in the regional economy, the impact of the agricultural sector on the other sectors of the regional economy and the Department's capacity of absorption within the ECOWAS Commission.
- Contributions via donations from the technical and financial partners with three options: (i) pooled contributions in the regional fund; (ii) contributions included in the fund which are not pooled but which are managed in accordance with the principles of the regional fund; and (iii) contributions mobilized outside the channel of the regional fund due to the specific constraints of the aid agencies.
- Contributions via donations from private foundations with the same three options: (i) pooled contributions in the regional fund; (ii) contributions included in the fund which are not pooled but which are managed in accordance with the principles of the regional fund; and (iii) contributions mobilized outside the channel of the regional fund;
- Contributions in the form of guarantee funds provided by the TFPs, foundations or financial institutions.

627. The banking sector (commercial banks and development banks) is also a major contributor to the financing of regional investments. Its resources are nevertheless not channeled through the fund but are allocated directly to the investing operators. Furthermore, the banking sector can be called on to manage certain budgets within the regional fund or subsidy operations.

628. Finally, private operators, including the producers and their organizations, are in reality the main contributors to the activities of the program. These indirect contributions, which are difficult to evaluate, are nevertheless not formally integrated in the finance plan.

## 6 Economic and financial analysis

629. An economic and financial analysis of the Regional Investment Plan has not been carried out yet due to the limited time available to develop the Plan. Only a few actions have been analyzed from an economic and financial standpoint (see Box 1).
630. Economic and financial analysis of the regional plan is likely to be as complex as that of the national plans, due to the multitude of areas and intervention levels, methodologies and beneficiaries.
631. An economic and financial analysis of the Regional Plan is relevant for examining several possible impacts. These include:
- Multiplier effects: For example, input subsidies will not only increase agricultural production but also increase the value added created by workers in downstream production.
  - Impacts stemming from a more secure economic environment, the result of fewer risk factors or better mitigation thereof. For example, several actions planned in the regional plan are expected to reduce price volatility of inputs and agricultural products (i.e., the first expected outcome of specific objective 2). Other actions are expected result in better protection of farmers against climate hazards (i.e., action 2.2.3 under specific objective 2). Overall, the implementation of the regional plan should allow economic actors in the agricultural sector to operate under more stable conditions.
632. The Regional Plan will have many other effects that will be analyzed on a smaller scale, in particular effects on:
- Institutional viability of local, national and regional implementing agencies;
  - Conflict mitigation over access to resources (or use thereof);
  - Reduction of food crises;
  - Regional integration.
633. The monitoring-evaluation component will design and implement specific tools to address this second category of impacts.

Box n°1: Economic and financial analysis of actions 1.1.1.1 (Develop a program to co-finance fertilizer subsidies) and 1.1.1.3 (Strengthen input distribution networks).

- a. The impact of input subsidies will depend on many factors including the financial involvement of Member States in the program, subsidy rates, effective targeting of beneficiaries, effects of fertilizer on yields, input use by farmers for different crops, etc.
- b. The following assumptions have been used for the economic and financial analysis:
- Fertilizer is subsidized at 30% the market price.
  - 1.3 million tons of fertilizers are subsidized over 5 years.

- Subsidies target farmers who have not used fertilizer in the past.
- Subsidized fertilizer is distributed as follows: 40% for cassava, 35% for maize and 25% for rice.
- One kg of fertilizer results in production increases of 31 kg for cassava, 9 kg for maize and 18 kg for rice.

c. Based on these assumptions, the main effects of the program will be:

- In 5 years, production increases of 33% for cassava, 34% for maize and 74% for rice. For the three products combined, this represents an overall increase of 38% in 5 years, an average of 7% per year. At this rate, the goal of the Abuja Declaration will be achieved.
- Additional value added of about US\$ 1 billion per year, 80% for rural households, thus inducing pro-poor growth that creates jobs.
- An internal rate of return (IRR) for Member States and the Community of roughly 15%. This rate assumes deductions amounting to 5% in the different value chains (market taxes, income taxes on processors, transporters, traders, etc.) and continuation of fertilizer use once subsidies are phased out.

d. In addition, increasing the market for inputs and improving competition will reduce margins and distribution costs, which will drive down retail prices by 10% and, therefore, further incentivize input use.

e. The program's high profitability is mainly due to increased yields resulting from input use in a situation where fertilizers are currently under-utilized. Crop response to fertilizer will gradually decrease as the optimum application rate is reached (law of diminishing returns). Ineffective targeting is the main risk; should beneficiaries be poorly targeted, the program may only have a "windfall effect," without sustainably increasing input use.

## 7 Implementing mechanism

634. At the same time it designed the Regional Investment Plan, the ECOWAS Commission formulated the institutional framework to implement it. Additional studies will be carried out in the months to come to finalize the mechanism and implement it.

### 7.1 Governance and monitoring of ECOWAP/PDDAA

635. The governance of ECOWAP/CAADP is a pivotal and decisive question with regard to the expected results of the Regional Investment Plan. It is also a very complex issue for the following reasons:

- a. The agricultural sector covers numerous inter-related sub-sectors. It is impossible to separate crop production from breeding activities, agricultural questions from environmental challenges, land issues from the problems of farm modernization, etc. Taking these interrelations and this complexity into account is a crucial objective;
- b. The agricultural sector is strongly intermeshed with the rest of the economy. Poverty reduction (severity, incidence) is a major challenge in rural areas. Attempting to reduce poverty leads countries to implement inter-ministerial governance and coordination measures relating, in part, to the agricultural sector. At the regional level, macroeconomic policy, the development of infrastructures, domestic and foreign trade policy, etc. have a strong impact on the agricultural sector. This highlights the importance of the coordination and arbitrage between the different departments;
- c. Agricultural policies together with development and investment policies in the sector remain first and foremost national prerogatives. However, both the interdependences between national agricultural systems at the regional level and the desire to move towards stronger integration of the sector lead to national policies being coordinated at regional level and to the creation of a framework for the gradual convergence of national approaches. Since the negotiation and subsequent adoption of ECOWAP, this question is at the heart of the regional debate. For the most part, the mechanisms for ensuring the coherence and management of the complementarities of the national strategies are still to be developed. The simultaneous design of national investment programs and the regional program present an opportunity to make progress in this direction, although it implies that convergence must be seen as a process which will necessarily take time to achieve.

- d. The agricultural sector involves a large number of operators – both organized and otherwise – from the producer to the consumer. The national services providing support to this sector are weak and must be considerably strengthened to satisfy the needs of the operators and of a voluntarist agricultural promotion policy. The same is true at regional level. The organization of the operators is changing but remains insufficient. The intergovernmental technical cooperation institutions sometimes enjoy mandates which overlap and they operate in different types of geographical areas. Generally speaking, their capacity to implement the programs is insufficient (human and institutional capacities) and acts as a clear brake on the implementation of the Regional Investment Plan. Conducting a detailed diagnostic of the capacities of the technical institutions will enable a strategy to be defined with a view to adapting the institutions to the needs of the Community and the expectations of the sector.
  - e. The capacity of the ECOWAS Commission is also called into question. The human capacities of the Department of Agriculture, the Environment and Water Resources are clearly insufficient to implement the investment plan. The internal means of joint information and joint decision-making are not sufficiently clear. The financial management measures are not adapted to the demands and needs of the Regional Investment Plan (diversity of instruments used, speed of implementing the resources, joint financing procedures, etc.). The Commission's in-house financial mechanism has been made much more secure but is still judged to be insufficient to facilitate the pooling of resources from the different parties contributing to the ECOWAP/CAADP financing.
636. In this context, the ECOWAS Commission has designed an institutional provision and a financing mechanism which it has submitted to the member states and to all regional and international partners. A set of orientations were adopted at the Abuja Conference held in November 2009<sup>19</sup>
637. The institutional provision is based on four principles: (i) a political responsibility clearly assumed by the statutory authorities of ECOWAS and the Commission; (ii) political guidance combining the main operators in the sector (partnership, dialogue); (iii) the principle of delegation of project management for elements of the investment plan which are not sovereign functions of ECOWAS; and (iv) financial management, control and monitoring/evaluation procedures which are predictable and secure.
638. Implementing these principles leads the Commission to introduce the following bodies:
- e. The Advisory Committee for Agriculture and Food. This will be a forum for structured dialogue with the operators;

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<sup>19</sup> Cf. the Regional Partnership Compact and the note relating to the institutional provision and the financing mechanism (International Conference on ECOWAP financing – November 2009).

- f. The Inter-departmental Committee for Agriculture and Food. This body will examine and take joint decisions concerning policy reforms involving several departments of the Commission. The investment plan includes a large number of actions requiring the involvement of the Commission above and beyond the DAERE;
- g. The Regional Agency for Agriculture and Food will be implemented at the discretion of the statutory authorities. It will enjoy administrative autonomy enabling it to draw up contracts with delegate project managers selected according to their level of competence by means of invitation to tender, call for proposals or by mutual agreement, depending on the case. The agency will answer directly to the Commissioner responsible for Agriculture, the Environment and Water Resources;
- h. The Regional Fund for Agriculture and Food, which will be managed by a regional financial institution (cf. infra).

639. Creating these bodies requires (i) detailed information, (ii) validation of the modalities by the member states and the operators and (iii) the formal decision of the statutory authorities of ECOWAS. These aspects will be handled in the second half of 2010.

640. In addition to the introduction of these bodies, the deployment of the Regional Investment Plan requires that the human capacities of the Department of Agriculture be strengthened in the short term. It also means that new specific work tools must be designed (approved management charts, cross-evaluations, etc.) conducive to more efficient collaboration between the different departments.

641. The introduction of policy management and monitoring/evaluation mechanisms requires very specific human and financial resources. The corresponding spending is not included in the activities of the regional plan and is instead covered in a specific section as it applies to all three mobilizing programs.

## **7.2 Financing the Regional Investment**

642. The financing mechanism for the regional agricultural program is designed to endow ECOWAS with the financial tools corresponding to the different demands and needs specific to the different types of activity included in the program.

643. In adopting ECOWAP, the Heads of State and Government decided to create a regional fund dedicated to financing the agricultural policy (ECOWADF). During the international conference on the financing of agricultural policy held in Abuja in November 2009, the creation of the Regional Fund for Agriculture and Food was confirmed and included in the Regional Partnership Compact signed by the different parties concerned.

644. From the long-term perspective, the financing mechanism aims to channel most of the financing sources for regional actions concerning the agricultural sector into the regional fund with a view to ensuring the rational use of domestic and foreign resources

in order to guarantee that the ECOWAP/CAADP objectives are achieved. Pooling resources enables ECOWAS to assume the role of leader in defining the financing priorities of the different dimensions of ECOWAP/CAADP, in accordance with the principles of the Paris Declaration on Aid Effectiveness.

645. The regional fund is a tool which, thanks to the quality of governance and the strict management, should facilitate the pooling of resources and their allocation in accordance with the regional priorities.
646. It is in this context that the technical and financial partners signed the Regional Compact “to implement an aid coordination and management mechanism within the framework of the institutional and financial mechanism of ECOWAP/CAADP”.

### **7.2.1 A progressive approach to pooling resources**

647. The ultimate goal is to pooling resources within a single secure regional fund. It is nevertheless clear that not all those contributing to financing the regional plan are currently in a position to channel their resources towards this basket fund due to their own procedures.
648. The feasibility study concerning the regional fund takes this aspect into account and proposes a differentiated involvement of the financial partners according to their possibilities and their demands.
649. We must consequently identify three aspects:
- **Programming resources:** the regional plan opens the way to real coordination of resource programming between all the parties concerned by the financing. It is therefore at this stage that the resource orientation must be adapted to the priority actions defined by the region;
  - **Channeling and managing resources:** initially, they will de facto combine several modalities (cf. infra). The aim is that the diversity of the financing modalities does not affect, or at least as little as possible, the rationale behind the programming and implementation of the activities and actions. Consequently, the backers or pool of backers interested in contributing to financing the plan by means other than the regional fund are invited to express their intentions while taking account of complete coherent sets of activities and actions;
  - **Monitoring involvement and controlling the use of resources:** once again, while the existence of several financing channels does not facilitate a single monitoring and control procedure, it is no less important to reach an agreement on the procedures facilitating the consolidation and global monitoring of the resources concerned.
650. The procedures of the ECOWADF regional fund under development target two objectives:
- To facilitate the quick implementation of the resources ;

- To provide maximum guarantees concerning the transparency and good management of the financial resources.

651. The financial partners are therefore invited to work alongside ECOWAS to ensure that the procedures adopted at regional level comply with the demands of the backers and will not act as a break on the pooling of resources.

## **7.2.2 The financing instruments**

652. The financing instruments required to implement the activities and actions adopted refer to different categories. The instruments are categorized according to both their end goal and their nature.

### **7.2.2.1 Categorization according to the end goal of the instruments**

653. Four main categories of guichets are identified according to their end goal:

- *The support for regional agricultural integration guichet*
- *The food security guichet*
- *The support for innovation and capacity building guichet*
- *The support for the regional political, institutional and regulatory framework guichet*

654. The Regional Investment Plan orients each action towards one of these four guichets of the ECOWADF regional fund. The fields covered by each guichet are explained below:

655. The “support for regional agricultural integration” guichet

- Agricultural intensification
  - Guarantee fund to partially cover the risk linked to the input and equipment supply credit
  - Subsidy budget for the joint financing of national input and small equipment subsidy programs
  - Interest rate subsidy budget for loans to input and equipment distributors
- Processing and marketing of agricultural products
  - Investments budget: storage infrastructures, cross-border markets, etc.
  - Guarantee fund to partially cover the risk linked to the strategic product marketing credit and the processing plants equipment credit
  - Interest rate subsidy budget for:
    - Marketing credits: primary collection of POs; regional commercial operations

- Processing plants equipment or investment credits
        - Compensation budget for adjustment costs resulting from the application of the new commercial measures for agricultural products
    - Management of shared resources
      - Investment allowance: development of cross-border areas, etc.
- 656.** The “food security” guichet
- Joint financing budget for national social safety net programs
  - Constitution and maintenance of regional security stock
- 657.** The “support for innovation and capacity building” guichet
- Budget for “research support, dissemination of goods practices, shared experience, capitalization, networking with regard to themes of regional interest,
  - Budget for the “capacity building for the different categories of operator”
- 658.** The “support for the regional political, institutional and regulatory framework” guichet
- Regulations / legislation, standardization, community certification and quality control;
  - Information and aid to decision-making mechanisms;
  - Coordination and regional harmonization of national policies;
  - International negotiations;
  - Support for regional technical cooperation institutions;
  - Studies and assessments.

#### **7.2.2.2 Categorization according to the nature of the instruments**

- 659.** Subsidy: this tool is used to:
- Finance non-material investment programs: studies, research, regional dialogue, information mechanisms, etc.;
  - Finance or co-finance material investments: storage infrastructures, regional infrastructures (markets, etc.);
  - Co-finance national input, production, equipment and processing subsidy programs;
  - Promote innovations and finance capacity building programs.

660. Interest rate subsidies: this tool is used to reduce the cost of credit in various fields, in particular in the supply of inputs and equipment used for production, processing and marketing activities.

- Guaranteeing loans: this tool is intended to take over a proportion of the risk facing banking establishments with a view to encouraging them to invest in financing agriculture.
- Loans: this tool is not included as such in the architecture of the financing mechanism. Loans are provided by commercial and/or development banks. The regional fund only intervenes to provide deposits or interest rate subsidies.

661. The detailed plan for each activity and each action, the financial instrument used. A certain number of principles govern the use of these financial instruments.

### 7.2.2.3 The principles

662. Regional financial intervention is based on the following principles:

- Actions relating to the fields of exclusively regional competence: these are financed 100% by donations;
- Actions relating to the economic field in the member states, such as intensification subsidies, support for private investments, are the joint responsibility of the member states and the Economic Community. As such,
  - The regional instruments are implemented to exercise a **lever effect**: encourage the member states, orient public action in accordance with the objectives of ECOWAP;
  - The regional instruments support and reinforce the national instruments: the regional level can only intervene to co-finance national programs;
  - The productive investments are financed by loans. The availability of credit lines falls under the responsibility of the banking sector (national banks, regional banks, investment banks). The international partners who possess this type of instrument (working capital) can implement them directly vis-à-vis these financial establishments. The collective agreement between ECOWAS, the ECOWADF regional fund manager and the banking establishment is a prerequisite to the intervention of the regional fund with a view to providing interest rate subsidies or covering credit risk;
  - Coverage of financial risks is systematically shared between the financial institution, the state and the regional Community. It is a principle of **shared responsibility** leading each party to favor good credit management. The modalities of this responsibility sharing must be refined. The current budget is based on the following provisional elements:
    - 20% of the guarantee fund serves to cover proven risks

- This 20% is allocated on the following basis: 10% for the bank, 5% for the state and 5% for the region;
- The division of the costs of the subsidy, the interest rate subsidy and the guarantee between the state and the regional Community can be modulated to take account of the level of development of the country and the capacity of the state budget (regional solidarity);
- Competition. With a view to encouraging innovation and the combination of different categories of partner focusing on the same operation, “guichets” will be mobilized on the basis of the call for proposals or an invitation to tender. This is the case for a proportion of the resources allocated to the “support for innovation and capacity building” guichet.

Type of need	Guichet	Sources
<b>Sovereign missions of the ECOWAS Commission</b> * regulation, legislation, standardization, * information * policy harmonization * international negotiations	Budget Commission + Ecowadf guichet dedicated to support for the political, institutional and regulatory framework	Directorate of Finance at the Commission; ECOWADF fund
<b>Loans</b> * productive investments * credit lines for marketing	Private, inter-governmental and mixed capital banking sector	Regional and international development banks Commercial banks
<b>Subsidies</b> * inputs * small equipment  * social safety nets * non-material investments	ECOWADF fund 1 Support for agricultural intensification  2 Food security 3 Innovations and capacity building 4 Support for the political, institutional and regulatory framework	Bank holding the ECOWADF fund + other backers operating bilaterally + foundations
<b>Investment allowance</b> * networks of distributors  * commercial and storage infrastructures * shared infrastructures	ECOWADF fund 5 Support for agricultural intensification  6 Food security  7 Processing and marketing of agricultural products 8 Management of shared resources	Bank holding the ECOWADF fund + other backers operating bilaterally
<b>Interest rate subsidy</b> * inputs * equipments	ECOWADF fund 9 Support for agricultural intensification 10 Processing and marketing of agricultural products	Bank holding the ECOWADF fund
<b>Guarantee fund</b> * input and equipment credit * marketing credit	ECOWADF fund 11 Support for agricultural intensification 12 Marketing of agricultural products	Bank holding the ECOWADF + other financial institutions

## 8 Synergies between programs

663. The Regional Investment Plan is based on ECOWAP principles. In particular, the following three oriented the choice of regional interventions: subsidiarity, complementarity and shared responsibility.
664. The mobilizing programs were designed around three categories of interventions: (i) management of interdependencies between countries, (ii) cooperative efforts to address shared problems, to benefit from economies of scale, and (iii) management of the region's relationships with actors outside.
665. The mobilizing programs and Regional Plan were formulated through a multi-stage consultative process with Member States and regional stakeholders, precisely to ensure that the expectations and needs of countries and sector stakeholders were taken into account in the regional interventions.
666. There is synergy at three levels: (i) between national plans and the Regional Investment Plan (ii) between the three mobilizing programs, and (iii) between sectoral policies within the ECOWAS Commission.

### 8.1 Synergies between national programs and the Regional Investment Plan.

667. The regional plan does not replace interventions planned under national plans, but federates them under a shared regional vision stemming from the interdependencies between national agricultural sectors and the transnational nature of production areas and trade. It deals with the regional dimensions of these plans.
668. This is the case, in particular, for issues that are under the exclusive jurisdiction of ECOWAS: external trade policy (TEC) and internal market liberalization (markets for inputs and agricultural products), product standards, phytosanitary and veterinary regulations, etc.
669. It is also the case for issues that fall under the shared jurisdiction of individual Member States and the region: harmonization of fiscal policy, rules governing management of shared resources, organization of value chains, etc.
670. Finally, on many issues, the Regional Investment Plan acts to facilitates technical cooperation between Member States, thus reducing costs by pooling resources. This is the case for research activities, dissemination of good practices and knowledge sharing activities, etc. To ensure complementarity and coordination of regional and national activities, the Regional Investment Plan introduces an important innovation: co-financing of national subsidy programs, such as inputs and equipment.

## **8.2 Synergies between the three mobilizing programs laid out in the Regional Investment Plan.**

671. The mobilizing programs were designed to articulate with (i) the operational priorities of ECOWAP/CAADP, and (ii) the operational priorities of the Regional Offensive for Food Production and the Fight against Hunger, developed in response to the 2007-08 food crisis.
672. The first mobilizing program focuses on the challenges associated with increasing production of strategic food products in light of growing demand, their contribution to the regional trade balance and their development potentialities.
673. The second program is a continuation of these issues and focuses on the business environment of farmers and other economic agents. It addresses market functioning and regulation, and the management of shared natural resources under climate change. It also deals with agricultural information, a high-stakes challenge facing West Africa.
674. The third mobilizing program addresses access to food. Food security remains precarious in the region, due to endemic poverty. Supply has increased, but it is not enough to ensure food for all. For this reason, the program aims to strengthen national strategies for managing food emergencies, via a regional food stock and co-financing of safety nets for vulnerable populations.

## **8.3 Synergies between sectoral policies within the ECOWAS Commission**

675. This is a crucial point, given the Department of Agriculture, Environment and Water Resources does not have the capacity to deal with some fundamental aspects of agricultural policy, including foreign trade policy, infrastructure development and the harmonization of macroeconomic policies. Therefore, although these policies are included in the Regional Investment Plan, a specific institutional mechanism is needed to help the ECOWAS Commission address agriculture issues as they pertain to other sectoral policies. The Inter-departmental Committee for Agriculture and Food is specifically designed to investigate these issues and negotiate tradeoffs.

## 9 Implications for public policy

676. The definition and implementation of the regional agricultural investment plan, operational tool of ECOWAP/CAADP, is part of a broader process to strengthen regional economic and trade integration, and collaborative management of cyclical food crises.
677. The operationalization of the options, orientations and objectives adopted by the agricultural policy and accounted for in the different components of the Regional Investment Plan, requires extensive public policy reforms to accelerate agricultural development and ensure food security.
678. The implementation of regional public policy instruments should help prepare for changes in the agricultural sector, in accordance with the guidelines and initial objectives of ECOWAP/CAADP. These instruments concern specific institutional arrangements and mechanisms, but primarily incentives, disincentives, regulation and crisis management.
679. The regional agricultural policy includes dimensions that go beyond the usual prerogatives of agricultural authorities, both at the national and regional level. This is the case for the second and third operational priorities, which explicitly address the integration of agricultural products in regional markets, foreign trade policy and international negotiations.
680. The ECOWAS Commission is committed to establishing an appropriate institutional framework and, especially, to defining regional public policy instruments aimed to:
- facilitate access to inputs and equipment to accelerate intensification of agricultural production,
  - stabilize agricultural prices to secure farmers' income and access to reasonably priced food for consumers,
  - ensure poor people's access to basic food needs through transfer mechanisms (safety nets).

### 9.1 With regards to intensification

681. Two types of measures are planned:
- Measures under the exclusive jurisdiction of ECOWAS. These measures focus on tax and customs policies (customs duties, VAT, and safeguard measures). They aim to set up a minimal tax regime for agricultural inputs, equipment, and processing of products to promote their use and improve competitiveness of agriculture. They also address regulation and legislation concerning inputs and management of shared resources.
  - Measures under regional and national jurisdictions. These measures include an incentives package that targets intensification through access to inputs and equipment. They include (i) mechanisms for the region to co-finance national subsidy programs for inputs and equipment, (ii) measures to promote input and equipment distribution

channels, (iii) measures to facilitate access to finance through subsidized credit and guarantee funds designed to offset default risk, targeting producer organizations. . These measures require public and private sectors, and agricultural professional organizations to coordinate at regional and national levels.

## 9.2 The measures on regulation of agricultural markets

682. that seek to operationalize the second and third Axes of intervention of the regional agricultural policy. Designed to promote the regional market and capture foreign markets, these measure aim to i) adapt customs duties and ii) improve the functioning of markets and organization of value chains:

- Efforts to adapt import/export tax policy (customs duties, safeguard measures and VAT) strive to (i) establish an external tariff that will secure investment in agriculture, (ii) promote community preference and (iii ) exploit the enormous potential of ECOWAS agriculture.
- Improve the functioning of internal markets by developing market infrastructure and eliminating technical barriers that limit regional trade flows.

683. Adoption of a legal and regulatory framework regarding the standardization, accreditation, certification and promotion of quality in ECOWAS Member States. This measure involves creating business law that protects all stakeholders, and defining sanitary and phytosanitary standards consistent with the objective of capturing regional and international markets.

684. Other regulatory instruments such as emergency food stocks, are being considered, but must be investigated and validated by the Member States. Stocks would be set up under contractual agreements with accredited regional warehouses. They would be scattered throughout the region, located in the surplus areas in close proximity to deficit areas, to limit transportation costs. They would be set up by an invitation to tender.

685. Policies and measures addressing vulnerable populations focus mainly on setting up a regional food stocks to shore up national stocks, and co-financing national food safety nets. Two measures have been selected:

- Firstly, (in the first Regional Investment Plan) set up a regional stock of 50,000 tons of cereals. This stock would be amassed by tender, owned by the Community and managed under contract by companies and the national offices responsible for managing national food stocks.
- Co-financing Member States' initiatives to develop social safety nets targeted at the most vulnerable urban and rural populations.

### **9.3 Implementation of an efficient information and decision support system.**

686. There are many functional information systems in the region, but most are fragile. Regional measures will focus on:

- support for conducting standard statistical operations to develop standardized methods and tools for qualitative data collection,
- support for training activities to build capacity for data collection and analysis,
- strengthening the network of national and regional information systems, and their relationships with international networks.

This activity will be associated with the regional information system, AGRIS.

## **10 Safeguards and monitoring Measures**

687. By definition, the Regional Investment Plan focuses on the agricultural sector. However, achieving objectives and expected outcomes will depend, among other things, on the effective implementation of public policies that are not specific to the agricultural sector.

688. Foreign trade is the first area whose effectiveness determines the success of the Regional Agricultural Investment Plan. In order to apply the Common External Tariff (CET), it is necessary to finalize the process of re-categorizing products within the customs schedule that now includes a fifth band at 35%. In addition to customs duties, boosting agricultural value chains in the region calls for pricing instruments that can react to fluctuations in international markets.

689. The second area concerns the regional harmonization of national tax policies. Creating a truly regional market for agricultural products and food is predicated on minimizing disparities in national taxation, investment incentives, business income and specific taxation of particular activities, etc.

690. The third area is harmonization of business law. OHADA (Organization for the Harmonization of Business Law in Africa) has worked on this issue for several years in francophone countries. Efforts must now be extended to all ECOWAS Member State. This is critical for developing processing, storage and distribution businesses capable of meeting the growing demand of regional consumers.

691. The ECOWAP / CAADP steering committees, in particular the Advisory Committee for Agriculture and Food and the Inter-departmental Committee for Agriculture and Food, will ensure articulation of the Regional Agricultural Investment Plan with the other

regional public policies<sup>20</sup> that underpin its success. The Advisory Committee will draw policymakers' attention to actual or potential obstacles to achieving the regional plan due to policy measures in other areas that are either inappropriate or not enforced. The Inter-departmental Committee will be the appropriate forum where potential obstacles can be addressed.

## 11 Institutional evaluation

692. ECOWAP will be operationalized via the Regional Agricultural Investment Plan in conjunction with a multitude of institutions from a range of sectors (political, economic, commercial, social and environmental).
693. In addition to the three institutions responsible for managing the regional integration process (ECOWAS, UEMOA and Mano River Union), each with a different geographic configuration, the region boasts a large number of technical cooperation agencies and stakeholder networks.
694. Technical cooperation agencies outnumber the rest. A wide variety of institutions fall under this category, either in terms of (i) legal status, (ii) fields of expertise, or (iii) areas of intervention. They include (a) West African and African intergovernmental institutions and specialized bodies of these institutions (CILSS; CMA/AOC, WECARD, etc.), the specialized agencies of ECOWAS: CCWR, WAHO ; the African Rice Center, river basin management authorities (ABN, OMVS, etc.), and (b) International institutions with technical mandates and headquarters or offices in the region: IFDC, IITA, ICRISAT, IWMI, etc.
695. Also included in the institutional landscape are financial institutions such as WABD, EBID, FAGACE, etc.
696. In addition to these institutions, numerous projects and programs cover various issues and operate in several countries. This plan catalogues some of these initiatives, in the inventory of current activities that address each of the specific objectives.
697. Public policy reforms over the last twenty years have given way to a multitude of networks that have positioned themselves as genuine development partners in agriculture. These networks play an increasingly important role in defining sectoral policies and ensure civil society and private sector stakeholders participation in developing and implementing strategies and programs in the region.
698. Among them, ROPPA is the most organized. Its network is based on national committees that coordinate farmer organizations (CNOP), present in 11 countries. The RECAO is another major network player, coordinating national Chambers of Agriculture in seven countries across the region. In addition, there are a number of thematic networks

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<sup>20</sup> See Chapter 8: Synergies between programs

that bring together POs organized around products or value chains, such as pastoral practices or rice production.

699. Other networks can be found at the level of agrifood businesses (Réseau Interface, etc.). Civil society is structured around the West African Civil Society Platform.
700. Public institutions and stakeholder networks contributed considerably to the formulation of the agricultural policy and the basic documents for the Regional Investment Plan. Their involvement in the project management mechanism that will oversee implementation of the Regional Investment Plan will help guarantee its effectiveness.
701. However, behind this strength lies structural problems that undermine the West African institutional framework, which could impede the expected results of the Regional Agricultural Investment Plan: overlapping mandates, geographical areas, etc. disperse energies and human and financial resources. This raises the more fundamental problem of ECOWAS affirming its authority over institutions that it alone does not control.
702. This issue is important, given the institutional framework ECOWAS has established to steer agricultural policy: strengthening capacity of the Department of Agriculture, Environment, and Water Resources (DAERE) and, especially, the creation of a regional agency for agriculture and food; The latter should establish contractual agreements with technical institutions in the region to implement different components of the Regional Agricultural Investment Plan.
703. The implementation of the Regional Investment Plan also involves testing a number of public policy measures to support agricultural development: intensification measures, market regulation tools, mechanisms to facilitate access to food. Most regional institutions are unprepared to oversee these complex policies and measures.
704. Addressing these concerns requires two decisive actions to enable technical institutions and networks of agricultural organizations from the private sector and civil society to fulfill their role in this partnership:
- Reorganize these specialized technical institutions so that their organizational structure and mandate correspond to the challenges of implementing agricultural, environmental and water policy in the region. This implies revisiting each institution's objectives and operational priorities. In other words, there is a need to restructure the region's institutional landscape.
  - Build capacity of personnel in regional technical institutions, to ensure they have the skills needed to accompany a massive transformation of the agricultural sector.

## 12 Monitoring and evaluation

705. Monitoring and evaluation (M&E) is a key component of the regional agricultural policy. It is designed to carry out four main functions: (i) keep the Commission accountable to stakeholders, by reporting on results of activities carried out under the regional agricultural policy framework; (ii) ensure optimal management of human, financial and material resources; (iii) inform decision-making on whether to continue, stop or reorient components of the agricultural policy; (iv) share knowledge, mobilize and reinforce the multi-stakeholder partnerships involved in ECOWAP implementation, in view of helping partners better understand the results of their actions and improve their contributions to ECOWAP's objectives.
706. The ECOWAS Commission has submitted a first scoping paper on the monitoring and evaluation framework to Member States and regional stakeholders. The framework requires a clear prescription, as the M&E component must be able to (i) guide the policy process (ii) monitor implementation, and (iii) evaluate impact all at the same time. The M&E component will rely heavily on data from the Regional Agricultural Information System (AGRIS).
707. The M&E system to be implemented by the Commission should (i) strengthen the Commission's policy steering capacities; (ii) periodically collect indicators (inputs, outputs, outcomes, impacts) to track changes over time; differences between initial forecasts and actual results; geographical, social and institutional disparities; and (iii) serve as a decision-making tool for national and regional decision-making bodies (periodic review).
708. The signatories of the Regional Compact agreed that the M&E system would be a joint tool, allowing each stakeholder to monitor implementation of ECOWAP/CAADP and assess their individual contribution. The system must articulate with national M&E systems, and the Africa-wide monitoring-evaluation tool under construction.
709. Designing the M&E system involves three major steps or phases:
- define the scope of monitoring and evaluation that corresponds to the Regional Agricultural Investment Plan, the National Agricultural Investment Plans and the needs of implementing agencies (Department of Agriculture, Environment and Water Resources; Inter-departmental Committee for Agriculture and Food; Advisory Committee for Agriculture and Food; Agency for Agriculture and Food; regional technical cooperation partners; agricultural trade organizations; civil society; etc.);
  - develop logical frameworks for the Regional Investment Plan and activities to be carried out under national plans;
  - establish the process for collecting, processing and analyzing M&E data.
710. Three technical partners will contribute to M&E:

- ReSAKSS is an Africa-wide knowledge support network with ties to regional and national levels. It will (i) facilitate review and exchange of knowledge under ECOWAP/CAADP, and (ii) monitor the performance of the West African agricultural sector, notably the effects of ECOWAP/CAADP on economic development in general;
- AGRIS, the federating network of national and regional agricultural information systems, will be responsible for producing reliable data which will be used to analyze structural developments in the sector. It will inform decision-making at the national and regional level;
- The monitoring and evaluation unit of the Regional Agency for Agriculture and Food, will be responsible for M&E of all initiatives undertaken within the framework of ECOWAP/CAADP.

## 13 Risk assessment

711. Risks are situations or events likely to jeopardize the objectives and outcomes of the regional plan. This chapter complements the list of risks associated with activities and actions detailed in the presentation of assumptions (see log frame); it summarizes the program's cross-cutting risks. There are three main types: i) lack of genuine regional leadership, ii) protracted implementation of the plan, iii) lack of coordination between the regional plan and national plans.

712. Insufficient leadership would seriously endanger the regional plan's objectives. Several factors could cause this :

- Insufficient capacity building of the ECOWAS Commission and stakeholders;
- A delay in the effective establishment of steering committees (the Advisory Committee, the Inter-departmental Committee), implementing agencies (the regional agency, drawn out contracting procedures) and the monitoring-evaluation component;
- Insufficient pooling of resources by the various partners. This last risk factor may be mitigated by setting up an effective financial tool capable of securing resources, and by effectively coordinating the activities of technical and financial partners.

713. The second type of risk that could limit the regional plan's success has to do with its protracted implementation, especially in the early stages, resulting from: delays to amass partners' financial contributions; the mushrooming of feasibility studies in response to procedural requirements specific to each financial partner; delays to set up the ECOWAP implementing agencies.

714. The third type of risk refers to the particularly crucial issue of consistency between the regional and national plans. It could change as the implementation timeline is adjusted. Above all, it could be compromised by a desire and/or inadequate capacity of Member States to exploit the levers and tools available at the regional level such as the co-financing tools for national subsidy programs.

## **ANNEXES**

## Annex n°1 – Logical Framework

	Logical Framework	OVI	Means of verification	Assumptions (A) and Risks ( R )
<b>S.O n°1</b>	<b>Promote strategic products for food security and food sovereignty</b>	<b>Share of imports in food consumption decreases</b>	<b>Agricultural and foreign trade statistics</b>	
<b>Expected Outcomes</b>				
1.1	West Africa is able to meet most of its food needs through the promotion of rice, maize and cassava.	Production growth of rice, cassava and maize is superior to consumption growth	Agricultural statistics	(A) Input subsidies create a sustainable 'domino effect' on yield increases. ( R ) Intensification engenders degradation of natural resources
1.2	Regional imports of animal products and by-products are substantially reduced through the promotion of livestock systems and animal product chains	Production growth of meat and dairy products is superior to consumption growth	Agricultural statistics	(A) Improved transhumance conditions lead to improved performance of livestock systems
1.3	Policies and strategies for the sustainable management of fisheries resources have been defined and implemented	(i) Extent of effective participation of shareholders in regional strategies and policies; (ii) Aquaculture production is superior to growth in demand for fish products	(i) Specific surveys (ii) Statistics from the fisheries sector	(A) Effective appropriation of the strategies is one of the prerequisites to sustainable management of fisheries resources
<b>Activities and actions</b>		Guichet	Cost	
1.1.1	Support to the modernization of family farms and sustainable intensification of production systems			
1.1.1.1	Develop a mechanism to co-finance fertilizer subsidies	The support for regional agricultural integration guichet	100 000 000	
1.1.1.2	Develop a mechanism to co-finance subsidies for small, innovative equipment	The support for regional agricultural integration guichet	30 000 000	
1.1.1.3	Strengthen input distribution networks	The support for regional agricultural integration guichet	15 000 000	
1.1.1.4	Develop a guarantee mechanism for input credit	The support for regional agricultural integration guichet	40 000 000	
1.1.1.5	Develop and disseminate new seeds	The support for innovation and capacity building guichet	15 000 000	
1.1.1.6	Evaluate impact of special programs and tax and tariff policy on intensification	The support for the regional political, institutional and regulatory framework guichet	5 000 000	
1.1.1.7	Develop and help enforce regulation for agricultural inputs (fertilizers, pesticides, seeds)	The support for the regional political, institutional and regulatory framework guichet	10 000 000	
1.1.1.8	Promote local fertilizer production	The support for innovation and capacity building guichet	5 000 000	
1.1.1.9	Secure land tenure	The support for the regional political, institutional and regulatory framework guichet	2 000 000	

<b>1.1.2</b>	<b>Improve irrigation</b>			
1.1.2.1	Disseminate best practices in small and large-scale irrigation	The support for innovation and capacity building guichet	5 000 000	
<b>1.1.3</b>	<b>Structure value chains</b>			
1.1.3.1	Support regional networks of producer organizations and inter-professional associations	The support for innovation and capacity building guichet	10 000 000	
1.1.3.2	Support inter-regional trade of food products	Cf. specific objective n°2		
<b>1.1.4</b>	<b>Promote processing and value addition to products</b>			
1.1.4.1	Regulate, standardize and certify products and training available to stakeholders	Cf. specific objective n°2		
1.1.4.2	Disseminate new processing technologies	The support for regional agricultural integration guichet	10 000 000	
<b>1.2.1</b>	<b>Promote livestock and meat chains</b>			
1.2.1.1	Ensure animal health	The support for innovation and capacity building guichet	12 000 000	
1.2.1.2	Promote livestock feed production accessibility to feed	The support for regional agricultural integration guichet	8 000 000	
<b>1.2.2</b>	<b>Facilitate the movement of herds across borders and conflict prevention</b>			
1.2.2.1	Improve of cross-border grazing areas for transhumant herds	The support for the regional political, institutional and regulatory framework guichet	40 000 000	
1.2.2.2	Adapt legal texts on cross-border transhumance, disseminate them and enforce their application	The support for the regional political, institutional and regulatory framework guichet	7 000 000	
1.2.2.3	Set up a regional conflict prevention framework	The support for regional agricultural integration guichet	5 000 000	
<b>1.2.3</b>	<b>Structure animal production chains</b>			
1.2.3.1	Promote self-managed markets	The support for innovation and capacity building guichet	10 000 000	
1.2.3.2	Strengthen the organization of inter-professional associations and structure animal production chains	The support for innovation and capacity building guichet	5 000 000	
1.2.3.3	Promote processing and value addition to products	The support for innovation and capacity building guichet	5 000 000	
<b>1.3.1</b>	<b>Ensure coherent management strategies for the fishery sector</b>			
1.3.1.1	Formulate a regional policy on fisheries	The support for the regional political, institutional and regulatory framework guichet	5 000 000	
1.3.1.2	Harmonize regulations related to fisheries	The support for the regional political, institutional and regulatory framework guichet	5 000 000	
<b>1.3.2</b>	<b>Ensure sustainable management of marine and continental fisheries resources</b>			
1.3.2.1	Support the construction of infrastructure to manage streams and bodies of water	The support for regional agricultural integration guichet	10 000 000	
1.3.2.2	Secure marine and continental fisheries resources	The support for innovation and capacity building guichet	15 000 000	
1.3.2.3	Improve productivity and competitiveness of aquaculture and fish farming	The support for innovation and capacity building guichet	15 000 000	
1.3.2.4	Help organize stakeholders and contribute to the professionalization of the sector	The support for innovation and capacity building guichet	10 000 000	

S.O. n°2	Promote an enabling environment for regional agricultural development	A) Growth rates of intraregional trade of agricultural products is superior to growth rates of foreign trade of agricultural products. B) The interannual coefficient of variation agricultural production volumes has decreased.	Agricultural statistics; foreign trade statistics	
<b>Expected Outcomes</b>				
2.1	The business environment for agri-food chains have been improved.	<ul style="list-style-type: none"> <li>&gt; Credit rates of financial institutions to the agricultural sector</li> <li>&gt; Number and frequency of atypical practices</li> <li>&gt; Coefficient of variation of foodstuffs prices</li> </ul>	<ul style="list-style-type: none"> <li>&gt; Reports from financial institutions</li> <li>&gt; Reports from market information systems</li> <li>&gt; Reports from National Shippers Councils</li> </ul>	(A) An integrated community market is built within the next five years (harmonization and effective application of regulations); (R) Member States do not respect community regulations
2.2	Mechanisms to help adapt to climate variability, climate change and integrated management of shared resources have been implemented at the regional level.	<ul style="list-style-type: none"> <li>&gt; Existence of a Regional Observatory on Climate Change;</li> <li>&gt; Volume of surface area and number of producers concerned by technological innovations to adapt to climate change</li> </ul>	Reports from ECOWAS / CILSS / AGHYMET / ACMAD / Focal Points on climate change	(A) Innovations to help adapt to climate change; ( R ) Difficulties for producers to access these innovations
2.3	An information and decision support system is operational.	Level of users' satisfaction vis-à-vis the quality and usefulness of information disseminated	Specific surveys (every 2 years) on a sample of users	(A) Each of the Member States have created or upgraded information and decision making tools over the next 5 years. (R) 1) Not all the national systems have the means to produce information after upgrades; 2) Disregard for ECOWAS' leadership role
2.4	The capacities of regional stakeholders and institutions have been strengthened	A) Level of members' satisfaction with regional trade associations vis-à-vis services provided by these associations B) Usage rate of research outputs and training products offered by regional entities	Specific occasional surveys	(R) Regional entities poorly target beneficiaries

Activities and actions		Guichet	Cost	
<b>2.1.1</b>	<b>Promote intra-regional trade of agricultural and agro-food products</b>			
2.1.1.1	Facilitate funding of cross-border trade in agricultural and agro-food products	The support for regional agricultural integration guichet	12 000 000	
2.1.1.2	Consult with stakeholders to find ways to manage currency risk associated with cross-border business transactions	The support for the regional political, institutional and regulatory framework guichet	2 300 000	
2.1.1.3	Develop and implement regional standards for marketing agro-food products	The support for the regional political, institutional and regulatory framework guichet	8 500 000	
2.1.1.4	Help set up regional commodity exchanges for food products and freight	The support for innovation and capacity building guichet	10 000 000	
2.1.1.5	Improve conditions for commodities to circulate in the sub-region	The support for innovation and capacity building guichet	14 000 000	
2.1.1.6	Prevent and implement actions against price volatility	The support for innovation and capacity building guichet	13 000 000	
<b>2.1.2</b>	<b>Develop the trade infrastructure suitable for agricultural products</b>			
2.1.2.1	Promote and equip cross-border markets	The support for regional agricultural integration guichet	29 000 000	
<b>2.1.3</b>	<b>Establish effective incentive instruments along borders</b>			
2.1.3.1	Develop a safeguard mechanism in addition to custom duties	The support for the regional political, institutional and regulatory framework guichet	1 500 000	
2.1.3.2	Reform the CET Management Committee and set up a consultation mechanism on trade negotiations	The support for the regional political, institutional and regulatory framework guichet	500 000	
2.1.3.3	Support West African states in efforts to harmonize customs systems and training of customs agents	The support for innovation and capacity building guichet	4 600 000	
<b>2.2.1</b>	<b>Strengthen regional research to adapt crop production to climate variability and change</b>			
2.2.1.1	Improve knowledge on climate variability and change, and their impacts on agriculture	The support for innovation and capacity building guichet	18 000 000	
2.2.1.2	Develop techniques and technologies to adapt to climate change	The support for innovation and capacity building guichet	7 000 000	
2.2.1.3	Leverage and transfer techniques and technologies to adapt to climate change	The support for innovation and capacity building guichet	4 000 000	
2.2.1.4	Develop a monitoring and information system to track international negotiations on climate change	The support for innovation and capacity building guichet	4 000 000	

<b>2.2.2</b>	<b>Build capacity for integrated management of shared natural resources</b>			
2.2.2.1	Integrated management of water resources in major river basins	The support for innovation and capacity building guichet	9 000 000	
2.2.2.2	Integrated management of cross-border forest ecosystems	The support for innovation and capacity building guichet	9 000 000	
<b>2.2.3</b>	<b>Implement insurance mechanisms to mitigate climate and environmental risks</b>			
2.2.3.1	Analyze and build on lessons from crop insurance	The support for innovation and capacity building guichet	1 000 000	
2.2.3.2	Conduct feasibility studies of different insurance mechanisms	The support for innovation and capacity building guichet	2 500 000	
2.2.3.3	Help implement pilot projects in crop insurance	The support for innovation and capacity building guichet	10 000 000	
<b>2.3.1</b>	<b>Track changes to the ecological and macroeconomic</b>			
2.3.1.1	Set up a coordinated system of environmental monitoring	The support for the regional political, institutional and regulatory framework guichet	20 000 000	
2.3.1.2	Set up a system to monitor the macroeconomic context and agricultural policies	The support for the regional political, institutional and regulatory framework guichet	15 000 000	
<b>2.3.2</b>	<b>Strengthen mechanisms that monitor production systems and food and nutritional situations</b>			
2.3.2.1	Strengthen national systems for the annual monitoring of the agro, sylvo-pastoral production	The support for innovation and capacity building guichet	10 000 000	
2.3.2.2	Analyze production trends for the main products in the principle production areas	The support for innovation and capacity building guichet	2 000 000	
2.3.2.3	Develop a regional early warning system for animal feed and water crises	The support for innovation and capacity building guichet	8 000 000	
2.3.2.4	Analyze trends in food and nutritional insecurity	The support for innovation and capacity building guichet	3 000 000	
<b>2.3.3</b>	<b>Strengthen mechanisms that monitor regional trade in agricultural products and foodstuffs</b>			
2.3.3.1	Strengthen production mechanisms and improve dissemination of information on markets and trade opportunities	The support for the regional political, institutional and regulatory framework guichet	5 000 000	
2.3.3.2	Conduct periodic analysis on the advantages and performance of value chains that may be of regional interest	The support for the regional political, institutional and regulatory framework guichet	900 000	
<b>2.4.1</b>	<b>Strengthen the institutional capacity of regional stakeholders</b>			
2.4.1.1	Support research and training institutions	The support for innovation and capacity building guichet	28 000 000	
2.4.1.2	Support regional socio-professional trade organizations	The support for innovation and capacity building guichet	31 000 000	

S.O. n°3	Reduce food insecurity and promote sustainable access to food	Share of the population suffering from food insecurity or malnutrition	Nutritional surveys; household consumption / expenditure surveys	(R) Lack of appropriation at the level of Members States
<b>Expected Outcomes</b>				
3.1	A regional framework for analyzing the structural causes of food insecurity has been defined; tools for reducing food security have been developed	Extent to which the analytical frameworks on food security are adapted to the diversity of crises and their regional dimensions	Specific occasional surveys	(A) Adoption by Member States and ECOWAS Commission
3.2	Systems for monitoring food insecurity and preventing food crises have been improved and adapted.	Level of satisfaction of users of the information systems on vulnerability vis-à-vis information generation by these IS	Specific surveys (every 2 years) on a sample of users	(A) National statistics systems are capable of collecting statistically reliable data on a regular basis
3.3	Regional mechanisms to help governments prevent and manage food crises and reduce food insecurity have been implemented	Proportion of vulnerable populations benefiting from safety nets	Surveys on household consumption / expenditure; data provided by the entities responsible for implementing safety nets	(A) Member States effectively implement safety nets and make use of the regional tools at their disposal
<b>Activities and actions</b>		Guichet	Cost	
<b>3.1.1</b>	<b>Help define a shared approach and intervention methods to improve the poor's access to food</b>			
3.1.1.1	Analyze and build on lessons from social safety nets in urban areas	The support for the regional political, institutional and regulatory framework guichet	3 500 000	
3.1.1.2	Analyze and build on lessons from social safety nets in rural areas	The support for the regional political, institutional and regulatory framework guichet	5 000 000	
3.1.1.3	Identify systems that need to be harmonized at the regional level	The support for the regional political, institutional and regulatory framework guichet	100 000	
3.1.1.4	Support formulation of national strategies to promote access to food and to reduce vulnerability	The support for the regional political, institutional and regulatory framework guichet	2 250 000	
3.1.1.5	Support the integration of food security safety nets into national poverty reduction strategies	The support for the regional political, institutional and regulatory framework guichet	1 500 000	



<b>3.2.1</b>	<b>Adapt prevention and crisis management systems to the changing context and evolving factors of food insecurity</b>			
3.2.1.1	Adapt a methodology to analyze vulnerability based on household food economies (livelihoods)	The support for innovation and capacity building guichet	600 000	
3.2.1.2	Consolidate nutritional monitoring systems	The support for innovation and capacity building guichet	9 800 000	
3.2.1.3	Revise the geographical approach to food insecurity factors, to enable more precise targeting of social safety nets	The support for innovation and capacity building guichet	600 000	
3.2.1.4	Build national and regional capacities to capture and process primary data	The support for innovation and capacity building guichet	6 500 000	
<b>3.2.2</b>	<b>Develop decision-making capacities to prevent regional crises and to better target interventions</b>			
3.2.2.1	Build analytical and decision-making skills at national and regional levels and improve the interface between information systems and ECOWAS decision	The support for innovation and capacity building guichet	22 000 000	
3.2.2.2	Strengthen national and regional consultative and coordination mechanisms to address the food situation and formulate responses to crises	The support for the regional political, institutional and regulatory framework guichet	11 000 000	
<b>3.3.1</b>	<b>Formulate a regional contingency plan</b>			
3.3.1.1	Support the formulation of national contingency plans for managing food crises	The support for the regional political, institutional and regulatory framework guichet	2 250 000	
3.3.1.2	Formulate a regional contingency plan	The support for the regional political, institutional and regulatory framework guichet	1 950 000	
<b>3.3.2</b>	<b>Reinforce national stocks and constitute a regional emergency food stock</b>			
3.3.2.1	Strengthen national capacities in terms of emergency food stocks.	The support for innovation and capacity building guichet	800 000	
3.3.2.2	Strengthen cooperation between countries regarding emergency food stocks	The food security guichet	750 000	
3.3.2.3	Gradually establish a regional emergency food stock	The food security guichet	55 000 000	
<b>3.3.3</b>	<b>Support national innovative initiatives to create social safety nets</b>			
3.3.3.1	Define eligibility criteria and implementation protocols	The food security guichet	100 000	
3.3.3.2	Co-finance national efforts to create social safety nets	The food security guichet	50 000 000	
<b>3.3.4</b>	<b>Harmonize methodologies to assess impact of social safety nets and support evaluation initiatives in view of capitalizing on lessons learned through out the region</b>			
3.3.4.1	Improve monitoring and evaluation capacities of the Mechanism for Prevention of Food Crises in West Africa (PREGEC)	The food security guichet	2 000 000	

## ANNEX n°2 – FUNDING REQUIREMENTS

	Logical Framework	Guichet	Year N	N+1	N+2	N+3	N+4	Total	%
<b>OS1</b>	<b>Promotion des produits stratégiques pour la sécurité et la souveraineté alimentaire</b>		<b>41 300 000</b>	<b>57 300 000</b>	<b>81 400 000</b>	<b>100 600 000</b>	<b>118 400 000</b>	<b>399 000 000</b>	<b>100%</b>
<b>Résultats attendus</b>									
1.1	L'Afrique de l'ouest assure la majeure partie de ses besoins en produits alimentaires de base à travers la promotion de la culture de riz, du maïs et du manioc		38 700 000	50 700 000	48 900 000	51 600 000	57 100 000	247 000 000	62%
1.2	Les importations régionales en produits et sous produits animaux sont diminuées substantiellement à travers la promotion des systèmes d'élevage et des filières de produits animaux		2 600 000	6 600 000	20 500 000	31 000 000	31 300 000	92 000 000	23%
1.3	Une politique et des stratégies de gestion durable des ressources halieutiques sont définies et mises en œuvre		0	0	12 000 000	18 000 000	30 000 000	60 000 000	15%
<b>Activités et actions</b>									
1.1.1	Appuyer la modernisation des exploitations agricoles familiales et l'intensification durable des systèmes de production.		38 700 000	48 200 000	43 900 000	44 100 000	47 100 000	222 000 000	56%
1.1.1.1	Mise en place d'un mécanisme de cofinancement de subvention des engrais	Guichet "Appui à l'intégration agricole régionale"	10 000 000	15 000 000	20 000 000	25 000 000	30 000 000	100 000 000	25%
1.1.1.2	Mise en place d'un mécanisme de cofinancement de subvention de petit matériel innovant	Guichet "Appui à l'intégration agricole régionale"	3 000 000	3 000 000	6 000 000	9 000 000	9 000 000	30 000 000	8%
1.1.1.3	Renforcement du réseau de distribution d'intrants	Guichet "Appui à l'intégration agricole régionale"	3 000 000	4 500 000	7 500 000	0	0	15 000 000	4%
1.1.1.4	Mise en place d'un mécanisme de garantie des crédits d'intrants	Guichet "Appui à l'intégration agricole régionale"	20 000 000	20 000 000	0	0	0	40 000 000	10%
1.1.1.5	Création et diffusion des nouvelles semences	Guichet "Appui à l'innovation et au renforcement des capacités"	0	1 500 000	3 000 000	4 500 000	6 000 000	15 000 000	4%
1.1.1.6	Evaluation de l'impact des programmes spéciaux et des politiques fiscales et tarifaires sur l'intensification	Guichet "Appui au cadre politique, institutionnel et réglementaire régional"	2 500 000	1 000 000	500 000	500 000	500 000	5 000 000	1%
1.1.1.7	Réglementation des intrants agricoles (engrais, produits phytosanitaires, semences) et appui à leur application	Guichet "Appui au cadre politique, institutionnel et réglementaire régional"	0	3 000 000	4 000 000	2 000 000	1 000 000	10 000 000	3%
1.1.1.8	Promotion la production locale d'engrais	Guichet "Appui à l'innovation et au renforcement des capacités"	0	0	2 500 000	2 500 000	0	5 000 000	1%
1.1.1.9	Sécurisation du foncier	Guichet "Appui au cadre politique, institutionnel et réglementaire régional"	200 000	200 000	400 000	600 000	600 000	2 000 000	1%
1.1.2	Améliorer l'irrigation		0	500 000	1 000 000	1 500 000	2 000 000	5 000 000	1%
1.1.2.1	Diffusion des bonnes pratiques pour la petite et grande irrigation	Guichet "Appui à l'innovation et au renforcement des capacités"	0	500 000	1 000 000	1 500 000	2 000 000	5 000 000	1%
1.1.3	Appuyer à la structuration des filières		0	1 000 000	2 000 000	3 000 000	4 000 000	10 000 000	3%
1.1.3.1	Appui aux réseaux régionaux d'organisation de producteurs et interprofessions	Guichet "Appui à l'innovation et au renforcement des capacités"	0	1 000 000	2 000 000	3 000 000	4 000 000	10 000 000	3%
1.1.3.2	Appui au commerce interrégional des produits vivriers	Prise en charge objectif 2	0	0	0	0	0	0	0%
1.1.4	Promouvoir la transformation et la valorisation des produits		0	1 000 000	2 000 000	3 000 000	4 000 000	10 000 000	3%
1.1.4.1	Réglementation, normalisation et certification des produits et formation des acteurs	Prise en charge objectif 2	0	0	0	0	0	0	0%
1.1.4.2	Diffusion de nouvelles technologies adaptées de transformation	Guichet "Appui à l'intégration agricole régionale"	0	1 000 000	2 000 000	3 000 000	4 000 000	10 000 000	3%
1.2.1	Promouvoir les filières animales bétail viande		1 200 000	1 200 000	4 000 000	6 800 000	6 800 000	20 000 000	5%
1.2.1.1	Promotion de la santé animale	Guichet "Appui à l'innovation et au renforcement des capacités"	1 200 000	1 200 000	2 400 000	3 600 000	3 600 000	12 000 000	3%
1.2.1.2	Promotion de la production d'aliment de bétail et accessibilité	Guichet "Appui à l'intégration agricole régionale"	0	0	1 600 000	3 200 000	3 200 000	8 000 000	2%

<b>1.2.2</b>	<b>Faciliter la mobilité transnationale et la prévention des conflits</b>		1 400 000	5 400 000	12 500 000	18 200 000	14 500 000	<b>52 000 000</b>	13%
1.2.2.1	Matérialisation des axes transfrontaliers et aménagements des parcours	Guichet "Appui au cadre politique, institutionnel et réglementaire régional"	0	4 000 000	8 000 000	16 000 000	12 000 000	<b>40 000 000</b>	10%
1.2.2.2	Adaptation des textes sur la transhumance transnationale, appui à leur vulgarisation et contrôle de leur application	Guichet "Appui au cadre politique, institutionnel et réglementaire régional"	1 400 000	1 400 000	3 500 000	700 000	0	<b>7 000 000</b>	2%
1.2.2.3	Mise en place un cadre régional de prévention des conflits	Guichet "Appui à l'intégration agricole régionale"	0	0	1 000 000	1 500 000	2 500 000	<b>5 000 000</b>	1%
<b>1.2.3</b>	<b>Appuyer la structuration des filières de productions animales régionales</b>		0	0	4 000 000	6 000 000	10 000 000	<b>20 000 000</b>	5%
1.2.3.1	Promotion des marchés autogérés	Guichet "Appui à l'innovation et au renforcement des capacités"	0	0	2 000 000	3 000 000	5 000 000	<b>10 000 000</b>	3%
1.2.3.2	Renforcement de l'organisation de l'interprofession et structuration des filières	Guichet "Appui à l'innovation et au renforcement des capacités"	0	0	1 000 000	1 500 000	2 500 000	<b>5 000 000</b>	1%
1.2.3.3	Promotion de la transformation et valorisation des produits animaux	Guichet "Appui à l'innovation et au renforcement des capacités"	0	0	1 000 000	1 500 000	2 500 000	<b>5 000 000</b>	1%
<b>1.3.1</b>	<b>Assurer la cohérence des stratégies de gestion du secteur de la pêche</b>		0	0	2 000 000	3 000 000	5 000 000	<b>10 000 000</b>	3%
1.3.1.1	Formulation d'une politique régionale de la pêche	Guichet "Appui au cadre politique, institutionnel et réglementaire régional"	0	0	1 000 000	1 500 000	2 500 000	<b>5 000 000</b>	1%
1.3.1.2	Harmonisation des textes réglementaires en matière de pêche	Guichet "Appui au cadre politique, institutionnel et réglementaire régional"	0	0	1 000 000	1 500 000	2 500 000	<b>5 000 000</b>	1%
<b>1.3.2</b>	<b>Assurer la gestion durable des ressources halieutiques maritimes et continentales,</b>		0	0	10 000 000	15 000 000	25 000 000	<b>50 000 000</b>	13%
1.3.2.1	Appui à la réalisation de travaux et de construction d'infrastructures d'aménagement des cours et plans d'eaux	Guichet "Appui à l'intégration agricole régionale"	0	0	2 000 000	3 000 000	5 000 000	<b>10 000 000</b>	3%
1.3.2.2	Sécurisation des ressources halieutiques tant maritimes que continentales	Guichet "Appui à l'innovation et au renforcement des capacités"	0	0	3 000 000	4 500 000	7 500 000	<b>15 000 000</b>	4%
1.3.2.3	Amélioration de la productivité et de la compétitivité de l'aquaculture et de la pisciculture.	Guichet "Appui à l'innovation et au renforcement des capacités"	0	0	3 000 000	4 500 000	7 500 000	<b>15 000 000</b>	4%
1.3.2.4	Accompagnement de la structuration et de la professionnalisation des acteurs	Guichet "Appui à l'innovation et au renforcement des capacités"	0	0	2 000 000	3 000 000	5 000 000	<b>10 000 000</b>	3%

OS2	Promotion d' un environnement global favorable au développement agricole régional		22 400 000	64 030 000	86 160 000	67 130 000	43 080 000	282 800 000	100%
<b>Résultats attendus</b>									
2.1	L'environnement commercial des filières agro est amélioré		4 050 000	16 000 000	31 400 000	27 950 000	16 000 000	95 400 000	34%
2.2	Des mécanismes à la variabilité et au changement climatiques et de gestion des ressources partagées sont mis en place au niveau régional		5 800 000	14 880 000	20 160 000	13 780 000	9 880 000	64 500 000	23%
2.3	Un système d'information et d'aide à la décision est opérationnel		6 500 000	14 700 000	16 800 000	14 300 000	11 600 000	63 900 000	23%
2.4	Les capacités des institutions et des acteurs régionaux sont renforcées		6 050 000	18 450 000	17 800 000	11 100 000	5 600 000	59 000 000	21%
<b>Activités et actions</b>									
<b>2.1.1</b>	<b>Promouvoir le commerce intra-régional des produits agricoles et agroalimentaires</b>		2 050 000	8 750 000	17 450 000	17 950 000	13 600 000	59 800 000	21%
2.1.1.1	Facilitation du financement du commerce transfrontalier des produits agricoles et agroalimentaires	Guichet "Appui à l'intégration agricole régionale"	500 000	500 000	4 500 000	4 500 000	2 000 000	12 000 000	4%
2.1.1.2	Concertation sur les transactions transfrontalières pour gérer les risques de change	Guichet "Appui au cadre politique, institutionnel et réglementaire régional"			850 000	1 350 000	100 000	2 300 000	1%
2.1.1.3	Définition et application de Normes régionales sur la commercialisation des produits agricoles et agroalimentaires	Guichet "Appui au cadre politique, institutionnel et réglementaire régional"	550 000	1 850 000	2 550 000	2 200 000	1 350 000	8 500 000	3%
2.1.1.4	Facilitation de la création de bourses régionales de produits vivriers et de fret	Guichet "Appui à l'innovation et au renforcement des capacités"		3 300 000	3 650 000	1 700 000	1 350 000	10 000 000	4%
2.1.1.5	Amélioration des conditions de la circulation des denrées dans la sous-région	Guichet "Appui à l'innovation et au renforcement des capacités"		1 100 000	2 900 000	5 200 000	4 800 000	14 000 000	5%
2.1.1.6	Prévention et lutte contre la volatilité des prix	Guichet "Appui à l'innovation et au renforcement des capacités"	1 000 000	2 000 000	3 000 000	3 000 000	4 000 000	13 000 000	5%
<b>2.1.2</b>	<b>Développer les infrastructures de commerce adaptées aux produits agricoles</b>		300 000	4 900 000	12 400 000	9 200 000	2 200 000	29 000 000	10%
2.1.2.1	Promotion et équipement des marchés transfrontaliers	Guichet "Appui à l'intégration agricole régionale"	300 000	4 900 000	12 400 000	9 200 000	2 200 000	29 000 000	10%
<b>2.1.3</b>	<b>Mettre en place des instruments incitatifs et efficaces aux frontières</b>		1 700 000	2 350 000	1 550 000	800 000	200 000	6 600 000	2%
2.1.3.1	Mise en place d'une mesure de sauvegarde à l'importation	Guichet "Appui au cadre politique, institutionnel et réglementaire régional"	300 000	750 000	250 000	100 000	100 000	1 500 000	1%
2.1.3.2	Réforme du Comité de Gestion du TEC et mise en place d'un mécanisme de concertation sur les négociations commerciales	Guichet "Appui au cadre politique, institutionnel et réglementaire régional"	500 000	0	0	0	0	500 000	0%
2.1.3.3	Appui aux Etats pour l'harmonisation du système douanier et la formation des douaniers	Guichet "Appui à l'innovation et au renforcement des capacités"	900 000	1 600 000	1 300 000	700 000	100 000	4 600 000	2%
<b>2.2.1</b>	<b>Renforcer la recherche régionale pour adapter la production agricole aux changements climatiques</b>		3 350 000	9 900 000	11 100 000	5 300 000	3 350 000	33 000 000	12%
2.2.1.1	Amélioration des connaissances sur les variations et changements climatiques et leurs impacts sur le secteur agricole	Guichet "Appui à l'innovation et au renforcement des capacités"	950 000	5 700 000	6 450 000	3 400 000	1 500 000	18 000 000	6%
2.2.1.2	Développement de techniques et technologies d'adaptation aux changements climatiques	Guichet "Appui à l'innovation et au renforcement des capacités"	950 000	2 400 000	2 200 000	800 000	650 000	7 000 000	2%
2.2.1.3	Capitalisation et diffusion des techniques et technologies adaptées aux changements climatiques	Guichet "Appui à l'innovation et au renforcement des capacités"	650 000	900 000	1 300 000	550 000	600 000	4 000 000	1%
2.2.1.4	Mise en place d'un système de veille et d'information sur les négociations internationales sur les Changements Climatiques	Guichet "Appui à l'innovation et au renforcement des capacités"	800 000	900 000	1 150 000	550 000	600 000	4 000 000	1%

<b>2.2.2</b>	<b>Renforcer les capacités de gestion intégrée des ressources naturelles partagées</b>		2 150 000	4 300 000	5 400 000	3 900 000	2 250 000	<b>18 000 000</b>	6%
2.2.2.1	Gestion intégrée des ressources en eau dans les grands bassins	Guichet "Appui à l'innovation et au renforcement des capacités"	1 075 000	2 150 000	2 700 000	1 950 000	1 125 000	<b>9 000 000</b>	3%
2.2.2.2	Gestion des écosystèmes forestiers intégrés	Guichet "Appui à l'innovation et au renforcement des capacités"	1 075 000	2 150 000	2 700 000	1 950 000	1 125 000	<b>9 000 000</b>	3%
<b>2.2.3</b>	<b>Mettre en place de mécanismes assurantiels pour les risques climatiques et environnementaux</b>		300 000	680 000	3 660 000	4 580 000	4 280 000	<b>13 500 000</b>	5%
2.2.3.1	Capitalisation des expériences sur les assurances agricoles	Guichet "Appui à l'innovation et au renforcement des capacités"	300 000	680 000	20 000	0	0	<b>1 000 000</b>	0%
2.2.3.2	Réalisation d'études de faisabilité de mécanismes assurantiels	Guichet "Appui à l'innovation et au renforcement des capacités"	0	0	1 190 000	730 000	580 000	<b>2 500 000</b>	1%
2.2.3.3	Appui à la mise en place d'expériences pilotes d'assurances agricoles	Guichet "Appui à l'innovation et au renforcement des capacités"	0	0	2 450 000	3 850 000	3 700 000	<b>10 000 000</b>	4%
<b>2.3.1</b>	<b>Assurer le suivi de l'environnement écologique et macroéconomique</b>		2 050 000	9 750 000	10 500 000	7 700 000	5 000 000	<b>35 000 000</b>	12%
2.3.1.1	Mise en place d'un dispositif coordonné de suivi écologique	Guichet "Appui au cadre politique, institutionnel et réglementaire régional"	1 450 000	6 150 000	5 800 000	4 300 000	2 300 000	<b>20 000 000</b>	7%
2.3.1.2	Mise en place d'un dispositif de suivi du contexte macro-économique et des politiques agricoles	Guichet "Appui au cadre politique, institutionnel et réglementaire régional"	600 000	3 600 000	4 700 000	3 400 000	2 700 000	<b>15 000 000</b>	5%
<b>2.3.2</b>	<b>Renforcer les dispositifs de suivi des systèmes productifs et de la situation alimentaire et nutritionnelle</b>		3 300 000	3 800 000	5 100 000	5 400 000	5 400 000	<b>23 000 000</b>	8%
2.3.2.1	Renforcement des dispositifs nationaux de suivi annuel de la campagne agro-sylvo-pastorale	Guichet "Appui à l'innovation et au renforcement des capacités"	2 000 000	2 000 000	2 000 000	2 000 000	2 000 000	<b>10 000 000</b>	4%
2.3.2.2	Analyse des tendances d'évolution de la production pour les principaux produits et les différents bassins de production	Guichet "Appui à l'innovation et au renforcement des capacités"	200 000	300 000	500 000	500 000	500 000	<b>2 000 000</b>	1%
2.3.2.3	Mise en place d'un dispositif d'alerte régionale précoce pour les crises fourragères et hydrauliques	Guichet "Appui à l'innovation et au renforcement des capacités"	800 000	1 200 000	2 000 000	2 000 000	2 000 000	<b>8 000 000</b>	3%
2.3.2.4	Analyse des tendances d'évolution de la vulnérabilité alimentaire et nutritionnelle	Guichet "Appui à l'innovation et au renforcement des capacités"	300 000	300 000	600 000	900 000	900 000	<b>3 000 000</b>	1%
<b>2.3.3</b>	<b>Renforcer les dispositifs de suivi des échanges régionaux de produits agricoles et alimentaires</b>		1 150 000	1 150 000	1 200 000	1 200 000	1 200 000	<b>5 900 000</b>	2%
2.3.3.1	Renforcement des dispositifs de production et de diffusion d'information sur les marchés et les opportunités d'échange	Guichet "Appui au cadre politique, institutionnel et réglementaire régional"	1 000 000	1 000 000	1 000 000	1 000 000	1 000 000	<b>5 000 000</b>	2%
2.3.3.2	Réalisation d'analyses périodiques sur l'intérêt et les performances des chaînes de valeur émergentes d'intérêt régional (sur la base de méthodologie harmonisée)	Guichet "Appui au cadre politique, institutionnel et réglementaire régional"	150 000	150 000	200 000	200 000	200 000	<b>900 000</b>	0%
<b>2.4.1</b>	<b>Renforcer les capacités institutionnelles des acteurs de la région</b>		6 050 000	18 450 000	17 800 000	11 100 000	5 600 000	<b>59 000 000</b>	21%
2.4.1.1	Appui aux institutions de recherche et de formation	Guichet "Appui à l'innovation et au renforcement des capacités"	3 050 000	9 850 000	9 500 000	3 400 000	2 200 000	<b>28 000 000</b>	10%
2.4.1.2	Appui aux organisations socioprofessionnelles régionales	Guichet "Appui à l'innovation et au renforcement des capacités"	3 000 000	8 600 000	8 300 000	7 700 000	3 400 000	<b>31 000 000</b>	11%

OS3	Réduire l'insécurité alimentaire et la vulnérabilité structurelle des populations au travers de filets sociaux de sécurité		9 150 000	44 600 000	43 650 000	39 450 000	39 350 000	176 200 000	100%
<b>Résultats attendus</b>									
3.1	Un cadre régional harmonisé d'analyse des causes structurelles de la vulnérabilité et des instruments permettant de la réduire est actualisé et mis en œuvre		1 000 000	6 700 000	3 950 000	400 000	300 000	12 350 000	7%
3.2	Le dispositif de suivi de la vulnérabilité et de prévention des crises alimentaires amélioré et adapté		6 000 000	10 200 000	11 700 000	11 300 000	11 300 000	50 500 000	29%
3.3	Des instruments régionaux d'appui à la capacité nationale de prévention et de gestion des crises alimentaires et de réduction de la vulnérabilité des populations pauvres sont mis en œuvre		2 150 000	27 700 000	28 000 000	27 750 000	27 750 000	113 350 000	64%
<b>Activités et actions</b>									
3.1.1	Appuyer la définition d'une approche commune et des instruments d'intervention en faveur de l'accès à l'alimentation des personnes vulnérables.		1 000 000	6 700 000	3 950 000	400 000	300 000	12 350 000	7%
3.1.1.1	Evaluation et capitalisation des expériences de filets sociaux en milieu urbain	Guichet "Appui au cadre politique, institutionnel et réglementaire régional"	500 000	2 000 000	1 000 000			3 500 000	2%
3.1.1.2	Evaluation et capitalisation des expériences de filets sociaux en milieu rural	Guichet "Appui au cadre politique, institutionnel et réglementaire régional"	500 000	3 000 000	1 500 000			5 000 000	3%
3.1.1.3	Identification des instruments nécessitant une harmonisation à l'échelle régionale	Guichet "Appui au cadre politique, institutionnel et réglementaire régional"		100 000				100 000	0%
3.1.1.4	Appui à l'élaboration de stratégies nationales en faveur de l'accès à l'alimentation et la réduction de la vulnérabilité	Guichet "Appui au cadre politique, institutionnel et réglementaire régional"		1 200 000	1 050 000			2 250 000	1%
3.1.1.5	Appui à l'intégration des filets de sécurité alimentaire au sein des stratégies nationales de réduction de la pauvreté	Guichet "Appui au cadre politique, institutionnel et réglementaire régional"		400 000	400 000	400 000	300 000	1 500 000	1%
3.2.1	<b>Adaptater le dispositif de prévention et gestion des crises à l'évolution du contexte et des facteurs de risque alimentaire</b>		1 500 000	4 200 000	4 200 000	3 800 000	3 800 000	17 500 000	10%
3.2.1.1	Adoption d'une méthodologie d'analyse de la vulnérabilité fondée sur les systèmes de vie des ménages	Guichet "Appui à l'innovation et au renforcement des capacités"	200 000	200 000	200 000	0	0	600 000	0%
3.2.1.2	Consolidation des dispositifs de veille nutritionnelle	Guichet "Appui à l'innovation et au renforcement des capacités"	600 000	2 300 000	2 300 000	2 300 000	2 300 000	9 800 000	6%
3.2.1.3	Renouvellement l'approche géographique des déterminants de l'insécurité alimentaire pour permettre un ciblage plus précis des filets de sécurité	Guichet "Appui à l'innovation et au renforcement des capacités"	200 000	200 000	200 000	0	0	600 000	0%
3.2.1.4	Renforcement des compétences au niveau national et régional pour la collecte et le traitement des données primaires	Guichet "Appui à l'innovation et au renforcement des capacités"	500 000	1 500 000	1 500 000	1 500 000	1 500 000	6 500 000	4%
3.2.2	<b>Développer la capacité d'aide à la décision pour la prévention des crises au niveau Communautaire et le ciblage des interventions</b>		4 500 000	6 000 000	7 500 000	7 500 000	7 500 000	33 000 000	19%
3.2.2.1	Renforcement des capacités d'analyse et d'aide à la décision aux niveaux national et régional et améliorer l'interface entre les dispositifs d'information et les instances de décision de la CEDEAO	Guichet "Appui à l'innovation et au renforcement des capacités"	3 000 000	4 000 000	5 000 000	5 000 000	5 000 000	22 000 000	12%
3.2.2.2	Renforcement des dispositifs nationaux et régionaux de concertation et coordination sur la situation alimentaire et les réponses aux crises	Guichet "Appui au cadre politique, institutionnel et réglementaire régional"	1 500 000	2 000 000	2 500 000	2 500 000	2 500 000	11 000 000	6%

<b>3.3.1</b>	<b>Concevoir un plan de contingence régional</b>		1 700 000	2 350 000	150 000	0	0	<b>4 200 000</b>	2%
3.3.1.1	Appui à l'élaboration de plans de contingence nationaux de gestion des crises alimentaires	Guichet "Appui au cadre politique, institutionnel et réglementaire régional"	1 200 000	1 050 000				<b>2 250 000</b>	1%
3.3.1.2	Définition d'un plan de contingence régional	Guichet " Fonds d'appui au cadre politique, institutionnel et réglementaire régional"	500 000	1 300 000	150 000			<b>1 950 000</b>	1%
<b>3.3.2</b>	<b>Activité 3.3 : Renforcer des stocks nationaux et constituer le stock régional de sécurité alimentaire</b>		350 000	19 850 000	12 350 000	12 250 000	12 250 000	<b>57 050 000</b>	32%
3.3.2.1	Renforcement des capacités nationales en matière de stockage public de sécurité.	Guichet "Appui à l'innovation et au renforcement des capacités"	200 000	200 000	200 000	100 000	100 000	<b>800 000</b>	0%
3.3.2.2	Renforcement de la coopération entre les pays en matière de stocks de sécurité	Guichet « Sécurité alimentaire »	150 000	150 000	150 000	150 000	150 000	<b>750 000</b>	0%
3.3.2.3	Mise en place progressive du stock régional de sécurité	Guichet « Sécurité alimentaire »		19 500 000	12 000 000	12 000 000	12 000 000	<b>55 500 000</b>	31%
<b>3.3.3</b>	<b>Appuyer les initiatives nationales « innovantes » de filets sociaux de sécurité</b>		100 000	5 000 000	15 000 000	15 000 000	15 000 000	<b>50 100 000</b>	28%
3.3.3.1	Définition des critères d'éligibilité et de la procédure d'instruction	Guichet « Sécurité alimentaire »	100 000					<b>100 000</b>	0%
3.3.3.2	Cofinancement des opérations nationales de filets sociaux	Guichet « Sécurité alimentaire »		5 000 000	15 000 000	15 000 000	15 000 000	<b>50 000 000</b>	28%
<b>3.3.4</b>	<b>Harmoniser les méthodologies d'évaluation des impacts des filets sociaux et soutien aux évaluations dans une perspective de capitalisation régionale</b>		0	500 000	500 000	500 000	500 000	<b>2 000 000</b>	1%
3.3.4.1	Renforcement des capacités en suivi-évaluation du dispositif PREGEC	Guichet « Sécurité alimentaire »		500 000	500 000	500 000	500 000	<b>2 000 000</b>	1%

**ANNEX n°3 – FUNDING REQUIREMENTS BY GUICHET**

	<b>Année N</b>	<b>N+1</b>	<b>N+2</b>	<b>N+3</b>	<b>N+4</b>	<b>Total</b>	<b>%</b>
Guichet "Appui à l'intégration agricole régionale"	36 850 000	49 050 000	58 900 000	60 800 000	60 400 000	266 000 000	<b>31%</b>
Guichet « Sécurité alimentaire »	250 000	25 150 000	27 650 000	27 650 000	27 650 000	108 350 000	<b>13%</b>
Guichet "Appui à l'innovation et au renforcement des capacités"	21 950 000	56 730 000	85 210 000	80 880 000	81 630 000	326 400 000	<b>38%</b>
Guichet "Appui au cadre politique, institutionnel et réglementaire régional"	12 850 000	34 150 000	41 350 000	39 250 000	29 650 000	157 250 000	<b>18%</b>
<b>Total</b>	<b>71 900 000</b>	<b>165 080 000</b>	<b>213 110 000</b>	<b>208 580 000</b>	<b>199 330 000</b>	<b>858 000 000</b>	<b>100%</b>

This document is the Regional Agricultural Investment Plan for the implementation of the mobilizing programs over the period 2011-2015. These programs represent the regional dimension of West African agricultural policy, ECOWAP/CAADP.

It was developed within the framework of the ECOWAP/CAADP process, led by the ECOWAS Commission. It benefited from technical assistance from IFPRI, IITA, ReSAKSS, the Issala Group – LARES – IRAM – MSU and the FAO.

It is financed by ECOWAS Commission, USAID, France, Spain, World Bank and the European Union