



**Regional Partnership Compact  
for the Implementation  
of ECOWAP/CAADP**



**Adopted during the International Conference  
on Financing Regional Agricultural Policy  
in West Africa (ECOWAP/CAADP),  
Abuja (Nigeria), November 12, 2009**



# 1 Context

## 1.1. Major characteristics of the agricultural sector in West Africa

- 1 The agricultural sector plays a determining role in the economic and social development of the Economic Community of West African States (ECOWAS). As the foundation of the economy and of multiple societal challenges, agriculture is indispensable for national economies, contributing 35% of the region's GDP, up to 60% employment, and income generation. Agricultural exports occupy a preeminent place in the West Africa's external trade. Agriculture is one of the major vehicles for regional market integration.
- 2 Agriculture plays a determining role in the fight against poverty and food insecurity, through production for home consumption by agricultural households as well as through supplying food products to nearby and urban markets. Currently, regional production covers 80% of the population's food needs in ECOWAS.
- 3 Women play important roles in production, processing and marketing of agricultural products. However, they are not always well taken into account in development policies and strategies for modernizing agriculture. They are weakly represented in various organizations and at consultations and negotiations.
- 4 During the last 30 years, West African agriculture has experienced profound changes. In the context of structural adjustment, producers have been stretched to adapt. Overall output growth rates have been about the same as population growth. However, the growth of the sector is based on a model of extensification of production, with low productivity, high use of natural resources, and low labor remuneration.
- 5 Agricultural systems in the ECOWAS Member States are very diversified and complementary to one another due to agro-ecological conditions and agricultural specialization. The ECOWAS Member States have considerable potential in arable land, pastures, water and human resources.
- 6 This potential provides West Africa the capacity to satisfy the demands of rapidly growing population that is expected to be about 500 million by 2030.
- 7 The food crisis resulting from the increases in world food prices in 2007-08 has demonstrated the need to base food security in West Africa on utilization of the region's agricultural potential. This option would simultaneously contribute to economic growth and reduction of poverty—which remains the principal cause of hunger—while securing the food supply of ECOWAS Member States and reducing their external dependency.

## 1.2. The Comprehensive Africa Agriculture Development Program (CAADP)

- 8 The Conference of the Heads of States in Yamoussoukro in 2002 gave to ECOWAS, as the Regional Economic Community, the mandate to coordinate the implementation of the different components of NEPAD, notably its agricultural component (CAADP).

## 1.3. The ECOWAS Agricultural Policy (ECOWAP)

- 9 Since early 2000s, West Africa has stimulated a political dialogue involving member countries, socio-professional actors, civil society and development partners in order to define a regional agricultural policy. The dialogue focused on reviewing the regional agricultural sector, its development potential, the strengths and weaknesses of national agricultural sectors, and the issues and challenges in West Africa with regard to agriculture and food and nutrition security.
- 10 As a result of this process, the Heads of States adopted at their 19 January 2005 meeting the Agricultural Policy of the West African States, ECOWAP, as an instrument for implementing CAADP.
- 11 This policy has a vision of *“a modern and sustainable agriculture, based on the effectiveness and efficiency of family farms and the promotion of agricultural enterprises through the involvement of the private sector. Productive and competitive in the intra-Community and International markets, it must ensure food security and remunerative incomes to its workers.”*
- 12 Based on this vision, ECOWAP pursues a general objective to: *“contribute in a sustainable manner to satisfying the food needs of the population, to economic and social development and to poverty reduction in Member States as well as to address inequalities between territories, areas, and countries.”* This overall objective is divided into seven specific objectives: (i) food security of the populations; (ii) reducing food dependency in a perspective of food sovereignty; (iii) integration of producers into markets; (iv) creation of jobs that guarantee remunerative incomes to improve the living conditions of rural populations as well as the delivery of services in rural areas; (v) sustainable intensification of production systems; (vi) reducing vulnerability of West African economies by limiting factors that lead to regional instability and insecurity; and (vii) adoption of appropriate funding mechanisms.
- 13 The principle of food sovereignty affirmed in the policy involves a strong regional integration and an appropriate level of protection at the borders, varying according to specific issues facing each value chain.
- 14 The regionalization of markets for agricultural and food products, the common trade policy, the existence of important shared natural resources by several Member States, common challenges facing national agricultures and their interdependence, the potential for mutual pooling of research capacities etc. , are all factors that justify the existence of a regional framework for robust intervention. Examples of such inter-

ventions include: cross-boundary transhumance, sanitary and phytosanitary issues, bio-safety regulations, etc.

- 15 Implementation of ECOWAP is based, on the one hand, on policy reforms in the areas of external and internal trade, taxation, investment codes, regulatory frameworks, industrial and monetary policies, information, etc.; and on the other hand, on investment programs.

## **2 Implementation of the ECOWAP/CAADP process in West Africa**

- 16 Since the adoption of ECOWAP, the ECOWAS Commission and the NEPAD Secretariat worked together with Member States to elaborate and adopt an action plan for joint implementation of the regional agricultural policy and CAADP. ECOWAS Member Countries, therefore, have a single, unified framework for planning and intervention in the agricultural sector.
- 17 In this context, the ECOWAS Commission coordinated the preparation of National Agricultural Investment Programs (NAIP) in the 15 Member States. The ECOWAS Commission provided important support to formulate quality programs and foster dialogue among actors in each country. It supported the organization of national roundtables for the adoption of the proposals. The Commission will support the implementation of the NAIP through resource mobilization from development partners.
- 18 At the regional level, the operationalization of ECOWAP/CAADP was translated into the development of action programs targeting six themes: (i) Water management; (ii) Management of other shared natural resources; (iii) Sustainable development of farms; (iv) Markets and supply chains; (v) Prevention and management of food crises and other natural disasters; and (vi) Institutional strengthening. These themes were complemented by a program focused on an Agricultural Information System (AGRIS).
- 19 The adoption of the Regional Initiative for Food Production and the Fight Against Hunger by the Heads of States in June 2008 led to revision of the intervention priorities for the implementation of ECOWAP/CAADP. This initiative is organized around three axes: (i) increasing food production, (ii) facilitating market exchange and (iii) food access for vulnerable populations.
- 20 At the end of this process, the establishment of priorities resulted in the formulation of three mobilizing and federating programs: (i) promotion of strategic food value chains for food sovereignty; (ii) the promotion of an overall environment favorable to regional agricultural development; (iii) reduction of vulnerability to food crises and promotion of stable and sustainable access to food.

- 21 Based on the three axes of ECOWAP, the six components of ECOWAP/CAADP, and the four pillars of CAADP, these federating and mobilizing programs facilitate the implementation of the guidelines of the «Regional Initiative for Food Production and the Fight Against Hunger.» They combine policy reforms, the implementation of management and regulatory instruments for the sector, as well as investments and the continued support of the central role of women and farmers organizations. These first-generation programs cover a period running until 2014 and will be followed by other second-generation programs.
- 22 Finally, the ECOWAS Member States have defined the institutional set up and coordination mechanisms for financing, including, in particular, the creation of a “Regional Technical Agency for Agriculture and Food” and the establishment of a “Regional Fund for Agriculture and Food.”

### **3 Implementation of ECOWAP/CAADP at the regional level: Regional mobilizing programs**

- 23 The implementation of ECOWAS/CAADP is based on the implementation of investment programs at the national level (NAIP) as well as at the regional level.
- 24 The NAIPs represent the visions, aspirations and priorities of Member States. As such, they constitute the referential framework for the programming of activities in the agricultural sector and the framework for coordinating international aid.
- 25 At the regional level, the mobilizing programs combine investments and public policy reforms (instruments and measures). They complement the NAIP, incorporate regional dimensions, manage interdependent relationships between countries and organize their cooperation on common issues.
- 26 The regional mobilizing programs, while focusing initially on some strategic priorities, must allow the different stakeholders to make specific commitments, starting from the International Conference. These commitments will subsequently result in quick implementation, facilitating the continuity of the programs that started within the framework of the emergency funding facilities.
- 27 A second series of mobilizing programs or additional components are planned in order to respond to all the aspirations and needs. This phasing of priorities is adopted in order to take account of the capacities of regional integration institutions and technical cooperation agencies to manage programs and policies. The progressive strengthening of human and institutional capacities will make possible this potential intensification of the implementation of ECOWAP/CAADP.

- 28 The first mobilizing program is on the “*Promotion of strategic products for food sovereignty*.” Its objective is to support all regional initiatives and strategies for the development of agri-food value chains, in order to improve the incomes of the rural population, reduce food dependency of the ECOWAS Member States and modernize production systems. It is structured around two components:
- a. *Component 1*: promotion of food commodities that contribute to food sovereignty: millet/sorghum, maize and rice, roots and tubers, fruit and vegetables, and animal products. However, in the first phase, the program will give initial priority to the rice, maize, and cassava value chains, on the one hand, and to the livestock-meat and related products value chains on the other hand. These are products that (i) have an important production potential; (ii) correspond to the evolving dietary habits of the populations; and (iii) are subject to large imports from outside the region, which could be replaced by taking advantage of the complementarities among production basins and the promotion of regional trade. Millet/sorghum, fruits and vegetables, other roots and tubers, and fisheries products would be taken into account in the second round of mobilizing programs. This component 1 includes (i) support to the modernization of family farms and sustainable intensification of production systems; (ii) the development of irrigation, (iii) structuring and organizing value chains; (iv) promoting the processing and value addition of products,
  - b. *Component 2*: Promotion of the livestock, meat and milk value chains. This component includes (i) supporting the adaptation and securing of the various livestock production systems; (ii) the management of movement of herds among countries and the prevention/regulation of conflicts in the use of natural resources; (iii) the restructuring and organization of marketing channels or value chains; and (iv) the promotion of processing and value addition to products.
- 29 The second program is on the “*Promotion of an overall environment favorable to regional agricultural development*.” This aims at helping to create a business, physical, informational and institutional environment conducive to a massive transformation of production systems and agricultural value chains in West Africa. It has four components:
- a. *Component 1*: improving the business environment of agri-food chains through (i) the promotion of regional trade of food products; (ii) the development of trade infrastructure suitable for agricultural food products, and (iii) the adaptation and implementation of new trade provisions at the borders of the ECOWAS sub-region,
  - b. *Component 2*: adaptation to climate change and variability, and integrated management of shared resources. This component includes: i) strengthening regional research on climate change and its impacts on production systems; and ii) strengthening the capacity for integrated management of shared water resources.,
  - c. *Component 3*: Operationalization of an information and decision support system including i) monitoring of the environmental and macroeconomic context; ii) monitoring of agricultural policies; iii) monitoring of production systems and of the food and nutritional situation, and (iv) monitoring of markets and trade opportunities,
  - d. *Component 4*: strengthening institutional and human capacities through three complementary sub-components: i) regional support to capacity strengthening initiatives; ii) strengthening the coherence of regional policies; and iii) improving the management of ECOWAP/CAADP.

- 30 The third program focuses on the “*Reduction of food vulnerability and promotion of sustainable access to food.*” Its overall objective is to help ensure the coverage of food needs of vulnerable populations and reduce the structural vulnerability of populations in rural as well as urban areas. This program is structured around five components,
- a. *Component 1:* Definition of a regional approach to safety nets for vulnerable populations, including support for defining a common approach and intervention instruments concerning access to food for the poorest, in urban as well as in rural areas,
  - b. *Component 2:* Adaptation of the vulnerability and food-crisis-prevention monitoring system. This component includes i) adaptation of the crisis-prevention and management systems to the changing context and food risk factors, (ii) developing the capacity to support decision-making for prevention of crises within the region and for targeting of interventions; and (iii) strengthening the consultation and co-ordination mechanism on the food and nutrition situation,
  - c. *Component 3:* Promotion of safety nets for vulnerable urban populations,
  - d. *Component 4:* Implementation of targeted safety nets for poor or vulnerable rural populations,
  - e. *Component 5:* Promotion of regional instruments for food security.

## 4 Commitments of Stakeholders

### 4.1. Preamble

- 31 Considering:
- the Millennium Declaration and the MDGs adopted in 2000,
  - the adoption of the Comprehensive African Agriculture Development Program (CAADP) of NEPAD in 2003 in Maputo,
  - the Maputo Declaration (July 2003) regarding the commitment of African governments to allocate at least 10% of national budgets to development of the agricultural sector and to achieve an annual growth rate of the agricultural sector of at least 6%,
  - the decision adopting the ECOWAS Agricultural Policy (ECOWAP) taken during the twenty-eighth ordinary session of the Conference of the ECOWAS Heads of State and Government on 19<sup>th</sup> January 2005 in Accra,
  - the Abuja Declaration (December 2006) relative to the strategy to promote food security in Africa,
  - the Abuja Declaration on the regional strategy for the promotion of fertilizers in West Africa, adopted in June 2006,
  - the 2005 Paris Declaration on the effectiveness of development aid and the Action Agenda adopted in Accra in 2008,
  - the regional Initiative for Food Production and the Fight Against Hunger adopted during the 34<sup>th</sup> Ordinary Session of the Conference of the ECOWAS Heads of State and Government in Abuja on 23<sup>rd</sup> June 2008,

- the commitments of the International Community during the Aquila meeting (July 2009) and the meeting of the G20 in Pittsburgh (September 2009) to address the food crisis,
  - the meeting of CAADP donors and partners organized by the African Union Commission in September 2009 in Addis Ababa,
  - the conclusions of the New York meeting (September 2009) regarding the partnership for the implementation of the Aquila declaration on food security,
  - the conclusions of the extraordinary session of the Council of ECOWAS Ministers in charge of regional integration, agriculture, trade, economy and finance held in Yamoussoukro the 22<sup>nd</sup> October 2009,
  - the meeting between development partners and ECOWAS held in Yamoussoukro the 23<sup>rd</sup> October 2009,
- 32 Acknowledging the relevance of the vision of agricultural development and food security embodied in ECOWAP,
  - 33 Acknowledging the value of organizing the implementation of ECOWAP around mobilizing and federating programs, which combine policy reforms and investments,
  - 34 Acknowledging the commitment of the ECOWAS Member States to support the regional agricultural policy including its mobilizing and federating programmes,
  - 35 Acknowledging the need to support Member States in the implementation of their national agricultural investment programs (NAIPs),
  - 36 Without prejudging the results of future feasibility studies, believing in the effectiveness and complementarity of the proposed institutional framework and funding mechanism for implementing ECOWAP,
  - 37 The stakeholders commit to the following:

#### **4.2. Joint commitments of ECOWAS and of the technical and financial partners**

- 38 Establish a mechanism for coordination and management of aid within the institutional and financial framework of ECOWAP/CAADP.
- 39 Strengthen capacities of all the stakeholders playing a key role in attaining the objectives of ECOWAP/CAADP.
- 40 Respect the principle of subsidiarity between the different levels of public action (regional, national, and local).
- 41 Define, adopt and implement a joint monitoring and evaluation mechanism as the framework for monitoring and evaluating the results of their support to the regional policy (outputs, outcomes and impacts).

### 4.3. Commitments of the ECOWAS Commission

- 42 Mobilize all available resources at its disposal to attain the specific objectives and expected results of the mobilizing programs, these being a major step in the implementation of ECOWAP.
- 43 Continue or undertake the sector reforms needed to reach the overall objective of ECOWAP, particularly:
  - a. the re-classification of agricultural and food products within the five bands of the Common External Tariff (CET),
  - b. the definition and adoption of a safeguard measure, complementary to the CET,
  - c. the definition of a regulatory framework to foster the involvement of commercial banks and insurance companies in production, processing and regional trade of agricultural products,
  - d. the development of a regional recourse mechanism in the case of non-compliance by a Member-State of the principle of free movement of goods and people,
  - e. the definition of a regulatory framework that will encourage the development of private warehouses (certified warehouses, especially) and the establishment of a regional system of “buffer stocks” and “food security stocks.”
- 44 Develop and adopt action plans for the implementation of the mobilizing programs.
- 45 Ensure that public and private investments carried out by non-signatory actors to this Compact conform to ECOWAP/CAADP.
- 46 Implement the institutional framework and financial mechanism, whose major outlines were adopted by the Extraordinary Session of the Council of ECOWAS ministers in charge of regional integration, agriculture, trade, economy and finance held in Yamoussoukro the 22<sup>nd</sup> October 2009, especially:
  - a. the creation of a regional technical agency for agriculture and food,
  - b. the creation of a Regional Fund for Agriculture and Food,
  - c. the establishment of the “Inter-departmental Committee for Agriculture and Food” of the ECOWAS Commission to ensure the coherence of sectoral policies,
  - d. the strengthening of the capacities of the ECOWAS Commission’s agriculture department to lead ECOWAP/CAADP,
  - e. The operationalization of the “Advisory Committee for Agriculture and Food” as a forum for discussion among the ECOWAS Commission, representatives of Member States, the ECOWAS Parliament, professional organizations, regional cooperation organizations and the representatives of the technical and financial partners.
- 47 Mobilize additional financial resources to support Member-States in the implementation of the NAIPs.
- 48 Co-finance, from the ECOWAS Commission’s own resources, the mobilizing and federating programs at the rate of at least 15% of their total costs for all of the next five years.
- 49 Make all necessary arrangements to increase regional resources available to finance ECOWAP/CAADP.

- 50 Account for all internal and external resources mobilized for the implementation of the ECOWAP/CAADP.

#### **4.4. Commitments of the technical and financial partners**

- 51 Align, harmonize and coordinate all their regional assistance to agricultural development and food security with the guidelines, objectives, principles, programs and actions of ECOWAP/CAADP, in conformity with the Paris Declaration on Aid Effectiveness and the Accra Action Plan.
- 52 Promote the effectiveness of the regional aid to agriculture and food security in line with the principles of the Paris Declaration and ensure that the commitments at national, regional and international levels are coherent.
- 53 Increase their support to the implementation of ECOWAP/CAADP.
- 54 Improve the predictability of their aid through a multi-year planning of their technical and financial support and favour the establishment of multi-year agreements that could be renegotiated to take into account the evolution of the context.

#### **4.5. Commitments of professional associations and organizations**

- 55 Develop agricultural production and promote the value chains.
- 56 Facilitate the building up and sharing of experiences among stakeholders in order to improve the effectiveness and efficiency of ECOWAP/CAADP implementation.
- 57 Actively participate in the different consultation processes concerning the implementation of ECOWAP/CAADP.
- 58 Participate in the mobilization of financial resources for the development of the agricultural sector.
- 59 Participate in the monitoring and evaluation activities of ECOWAP/CAADP.

#### **4.6. Commitments of private sector**

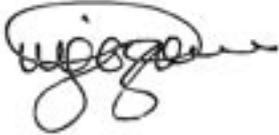
- 60 The private-sector stakeholders commit to:
- a. Intensify their commitments (direct investments, credit lines, etc.) in the agricultural and food value chains,
  - b. Actively contribute to the improvement of the quality and safety of tradable food products in national, regional and international markets,
  - c. Actively participate in the different consultation processes for the implementation of ECOWAP/CAADP.

61 The African Union commits itself to support ECOWAS by mobilizing strong political, financial and technical support for the implementation of ECOWAP/CAADP.

Done in Abuja, 12th November 2009

*For the Chairman of Head of States  
and Governments of ECOWAS*

*Mrs Fidelia Akuabata Njeze, Honorable Minister of State for  
agriculture and water resources*



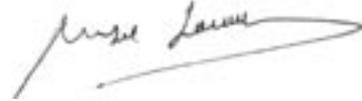
*For the ECOWAS Commission  
Dr Mohamed Ibn Chambas, President*



*For the Professional Organizations of the agricultural sector  
M. Ndiogou Fall, Président du comité exécutif du ROPPA*



*For the Technical and Financial Partners  
M. Angel Losada, Ambassador of Spain to Nigeria  
and Permanent Representative to ECOWAS  
et représentant permanent à la CEDEAO*



*For the Commission of the African Union  
M. Keizire Boaz Blackie*



*For the Civil Society and NGOs  
M. Abel Gbetoenonmon, Président du WANEJ/PASCAO*



*For the Private Sector  
M. Kassim Dembele, RECAO*

