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**Programme to support the implementation of the recommendations from the regional conference on the free movement of agricultural products in West Africa**

**With technical support from:**

****

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# Summary

## Diagnosis

* Although West Africa is a growth region, there are many threats to the region's food security: increasing inequalities, a strong population growth, difficulty to accelerate the growth of agricultural productivity, coupled with a relatively low level of commercial integration at regional level. However the acceleration of intra-regional trade in agricultural products would be a powerful accelerator of regional productivity, as well as an important lever for the stabilization of food markets. Community laws and regulations on the free movement of people and goods, the development of communication routes particularly land and sea transportation and increased use of ICT are, among others, important tools the region can use to achieve the development of trade. Thus, the diagnosis made by this programme is that it is essential to promote intra-regional trade in agricultural products, both to boost regional growth and improve food security for the regional populations.

## Origins of the programme

* This programme aims to accelerate the implementation of the region's economic policies: the Trade Liberalization Scheme and the Customs Union of the Economic Community of West African States which will come into force as of 1 January, 2015.
* For this purpose, the programme is built on a diagnosis shared by the sector's actors, building on multiple experiences accumulated during the past years by initiatives and programmes. Specifically, it aims to promote a number of actions and strategies to implement the recommendations from the regional conference on the free movement of agricultural products in West Africa, held in Accra in January 2013. This conference made five specific recommendations :
* Ensure good communication of the prevailing rules to the various target audiences (officers of border services, economic operators and professional organizations) by involving the media at all levels (local, national and regional);
* Ensure the compliance with regulations, implying specific responsibilities at the level of national and regional public institutions, and the various categories of operators and their professional associations and organizations;
* Better document the significance of the regional market in the food security of each country and of the region;
* Develop advocacy in each country and structure public-private dialogue at this level to urge the States to comply with the commitments they have made at regional level.
* Provide the region with and integrated trade policy.

## Strategic framework

* The strategy put forward by this programme is to support regional actors to develop strategic monitoring relating to trade policies and strategies in order to promote the expansion in volume and value of intra-regional trade in agricultural products and the free movement of people in West Africa. This orientation is based on the premise that the low level of intra-community commercial transactions in agricultural products is due to several persistent tariff and non-tariff barriers at borders and along internal corridors.
* For this purpose, this programme will build on 3 levers: information, advocacy to remove the constraints and barriers to regional trade, and strengthening of public policies. One specific objective is associated with each of these levers.
* The programme is focused on three pillars, reflecting three ambitions
* The first pillar aims to contribute to an improved knowledge of the functioning of trade in agricultural and food products. It is focused on three main results :

1. An observatory of regional trade in agropastoral products is operational ;
2. Market information and communication systems are revitalized ;
3. The Observatory disseminates a series of analytical documents among a network of actors.

* The second pillar aims to ensure strategic watch on the free movement of agricultural products in West Africa, through 3 results :

1. Trade regulations are widely disseminated among actors ;
2. Barriers to regional trade are documented through road harassment surveys and specific studies ;
3. Advocacy on obstacles to regional trade is conducted at various levels ;
4. A multi-stakeholder monitoring Task Force on regional trade policies is functional.

* The third pillar aims to contribute to the formulation and implementation of regional policies and strategies for promoting trade in agricultural and food products. It is structured around two main results :

1. Contributions to the formulation of trade policies and strategies are made;
2. The effects and impacts of policies and strategies for promoting trade in agricultural products are documented.

## Institutional steering and implementation mechanism

*Political steering and monitoring and evaluation of the programme*

* The ECOWAS and UEMOA Commissions, through the Departments of Agriculture and Trade will jointly carry out the duties of project management for the programme.

*Coordination and consultation*

* The coordination and consultation among stakeholders is an important dimension of the programme. Indeed, considering the great diversity of stakeholders of this programme, the complexity of activities to be conducted in the field, the coordination will be carried out by the RURAL HUB, a regional platform for dialogue among public and private institutions as well as socio-professional organizations in the West and Central Africa regions.

*Technical execution*

* The technical execution of the programme will be carried out by regional institutions, on the basis of their competence, their experience and their proven expertise. These are:
* Regional and international cooperation institutions (CILSS, CORAF, AfricaRice, IFPRI, etc.),
* Technical and Financial Partners,
* Member States of the two RECs;
* The private sector, including commercial banks and agri-food companies;
* Socioprofessional organizations (ROPPA, APESS, RBM, WAWA, AFEX, NANTS etc.);
* Civil society organizations, including the media; (POSCAO, ENDA TIERS Monde, etc.)
* Research centres and Universities.

## Financial resources to mobilize

* The estimated budget (Annex 1) of the programme amounts to US $ 10,575,000, including:
* US $ 3,675,000 for Pillar 1: Contribute to an improved knowledge of the functioning of trade in agricultural products ;
* US $ 5,100,000 for Pillar 2: Ensure strategic watch on the free movement of agricultural products in West Africa;
* US $ 1,800,000 for Pillar 3: Contribute to the formulation and implementation of regional policies and strategies for promoting trade in agricultural and food products.

# Background and rationale of the programme

## Background and diagnostic elements

### A high population growth rate and a slowly modernizing agriculture

After the economic crisis of the 1980s and 1990s, West Africa must now address two phenomena, not necessarily antinomic: strong population growth against a background of profound change of its population and sustained economic growth. Indeed, West Africa appears as one of the most dynamic regions, with an economic growth exceeding 5% annually. This growth is highest at over 7% in the two countries considered as the region’s tiger economies: Cote d'Ivoire which has just emerged from a political crisis and Nigeria.

But this growth is far from being inclusive (limited impact on poverty), because it is based mainly on the exploitation of mining and oil resources, although new sources of growth are emerging, particularly in the telecommunications, ICT and public works sector; in this context of strong population growth and non inclusive economic development, West Africa is experiencing difficulties in accelerating the growth of its agricultural productivity. The high population growth generates tensions on food markets, whereas the low agricultural productivity fails to curb it. Economic growth is not sufficiently efficient to improve the living conditions of rural populations. However, a better functioning of intra-regional trade could help stimulate production while contributing to stabilize consumer prices.

### Trade in agricultural products: a powerful development tool

* Agriculture, livestock breeding and fisheries generate about 35% of GDP and occupy 60% of the working population of the region including a vast majority of the poorest people. Besides, the level and volatility of food prices are determining factors of the food insecurity level, not only for the rapidly growing urban populations, but also a vast majority of rural populations, who are net consumers of food products.
* An increase in exports of the region's agricultural products is of course growth-generating (according to IFRPI, one point growth of food exports can generate about 0.5 to 1.8 % additional overall growth rate of the economy in developing countries). Developing this potential is therefore naturally wealth-generating, but also job-creating, particularly in agriculture. Intra-regional trade also creates jobs outside the agricultural sector (boosting production in potentially surplus areas and along regional value chains) and reduces external dependency (replaces imports from outside the community).
* The development of regional trade is a powerful factor for stabilizing regional markets, and therefore for controlling food insecurity. Indeed, intra-regional trade helps reduce price differences within the region, but also seasonal and interannual price variations. The most landlocked countries of the region are heavily dependent on regional trade to ensure food security for their population~~[[1]](#footnote-1)~~.
* Finally, and maybe most importantly, intra-regional trade, a factor of economic interdependency among countries, but also a vehicle for cultural exchange, is a powerful tool for establishing peace and concord between the peoples. It can be a powerful factor in accelerating and materializing the process of integration of States and populations.

# Regional trade in agricultural products is still underdeveloped in West Africa.

* West Africa is poorly integrated from a commercial viewpoint. According to the ECOWAS foreign trade statistics, intra-regional trade accounts for only 12% of the overall transactions of the region. These statistics should however be interpreted carefully. First of all, they are strongly influenced by non-agricultural sectors: energy and mining resources, which are the main export products, are destined mainly for extra-regional countries; and the same goes for manufactured and equipment products, which are the main imported products. The figure on the proportion of intra-regional trade is therefore reportedly much higher for agricultural and livestock products alone. But the other reason for which these figures must be interpreted cautiously is that the statistics available do not take into account the informal flow of both local and manufactured products. Recent studies~~[[2]](#footnote-2)~~, based on survey data, and results from the previous USAID ATP/E-ATP and CILSS programme (monitoring of trade flows in four countries – Niger, Burkina Faso, Mali, and Guinea) suggest that cross-border trade flows of agricultural products are largely underestimated by official data in terms of number of products circulating in the region, tonnage and value.
* Despite significant investment in the field, the level and the quality of road infrastructure constitute and remain one of the barriers to regional trade. Given the increased volume of regional trade, the maintenance and modernization of the transport infrastructure will remain an important challenge for the region. But in addition to this structural obstacle whose gradual removal requires significant investment over the long term, there are several other obstacles to the development of intra-regional trade. Some are due to the persistence of multiple currency fragmentation and the commercial policies experienced by the region, despite the completion of the Trade Liberalization Scheme since 2003. This fragmentation is the leading cause of the informalization of trade, on the one hand, and the emergence of many barriers and technical obstacles to regional trade, on the other hand. The participants in this regional conference on the free movement of agricultural products, held in Accra in January 2013, discussed specifically a number of barriers, including mainly:

1. **Road harassment: a** daily reality for road hauliers and other traders of the region. Their effect is a slow down and increase in the cost of regional trade, and therefore decreased volume and reduced accessibility for the poor people;
2. **Export restrictions:** while countries in the region are mutually committed to free trade agreements, these agreements are regularly mistreated by temporary restrictions, which are declared following annual price fluctuations and national production of foodstuffs. Such restrictions have been imposed by some countries during international price rise episodes since 2007/2008;
3. **Certificates of origin:** even though regional agricultural products are tax exempt, and ECOWAS has removed all conditions relating to certificates of origin in 2003, several countries still require certificates of origin demonstrating the community origin of products before granting exemption. These certificates are often missing, thereby blocking the possibility of intra-regional trade;
4. **Veterinary Certificates:** while regional agreements stipulate that each State must recognize the health certificates of neighbouring countries, many customs officers require national certificates, slowing down and /or increasing the costs of inter-country trade flows;
5. **VAT on foodstuffs:** Even though the countries of the ECOWAS region have agreed to remove VAT on foodstuffs, this decision is not effective yet in all countries of the region. This disparity in the application of tax policies between the States of the region slows down and increases the cost of trade.

* In short, the stumbling blocks identified by the Accra Conference are the definition, but mainly the enforcement of consistent national and international trade policies.

## Issues, challenges and opportunities

* The main challenge this programme intends to meet is the improvement of the economic and regulatory environment so as to establish conditions for a substantial and sustainable increase (volume, diversification, development) in intra-community trade in agrifood products in West Africa.
* The objective is specifically to:
* Improve the availability of information on intra-regional trade, so as to be able to design, monitor and evaluate the implementation of public policies based on reliable information, produced using robust methodologies, and less subject to political pressure and pressure from any other lobbies ;
* Establish effective multi-stakeholder consultation frameworks, making it possible to improve dialogue between the private and public sectors, but also among the various administrations defending immediate and sometimes diverging interests.
* Although this agenda may seem accessible, past experience proves that the institutionalization, the sustainability, and the transparency of such mechanisms, are determining elements of their success, but nonetheless, these elements are far from being achieved. Several different challenges need to be met before such a programme can help improve effectively the conditions for an expansion of intra-regional trade in agricultural products:
* **Political challenges**: the real commitment of governments and administrations involved to fulfil the commitments relating to trade policies, and effective capacity of the regional institutions and private actors to put pressure on governments. The political clout of regional actors is still limited, and it is still difficult to impose rules that may seem to be in contradiction with the short-term interests of some states or national actors;
* **Institutional challenges:** put in place effective dialogue and coordination among public and private actors, and in particular ensure the long-term capacity of these actors to mobilize both specialized and influential staff within their own institutions. Finally, a difficult challenge for the programme itself, but which is essential for its impacts is the real capacity of the region's country supervisory authorities of the various public services at the borders and along the corridors (customs, police, gendarmerie, etc.) to control their officers;
* **Technical challenges:** approaches need to be developed for the design, but mainly for sustainable implementation of methodologies for measuring trade flows and conducting surveys on road harassment. But above all, the major technical challenge is the dissemination of harmonized information management methods and tools so as to authorize the interconnection of information systems hitherto developed independently;
* **Financial challenges:** a significant challenge is to ensure the sustainability of the system. This goes through the adoption of effective work arrangements, but also the diversification of funding sources to avoid being dependent on one of them.

## The opportunities

* This programme is a follow-up to several initiatives, guaranteeing a strong technical and organizational base, and firstly :
* The component relating to “Monitoring of cross-border trade flows” of agricultural products and road harassment which is now managed by the CILSS Regional “Market Access” Programme, with funding from USAID. This programme monitors trade flows and barriers in seven corridors of the region;
* The Observatory of Abnormal Practices (OAP) promoted by UEMOA and implemented with funding from USAID since 2009 and now entirely taken over by UEMOA, since 2013. This programme has been recently working with CILSS on technical barriers to regional trade. The Borderless Alliance and CILSS organize advocacy sessions with public authorities to minimize barriers to trade.
* Active involvement of the private sector and socioprofessional organizations on the priority issues of the programme:
* COFENABI (WA), ROAC (WA), the consultation framework of rice producer organisations, Dawanau Market Association (DMDA) of Nigeria and Livestock Breeders & Traders Association Ashaiman (LBTAA) of Ghana collect statistical data on the livestock and cereal market;
* The Market Information Systems Network (RESIMAO), collect data on the price of agricultural products and inputs on periodic markets, manages with CILSS an information platform ;
* Producer (ROPPA) and civil society organizations (POSCAO) and the National Association of Nigerian Traders (NANTS) periodically organize advocacy actions (cross-border caravans, publication of memorandum) to remove barriers to regional  trade;
* The Borderless Alliance is involved in awareness-raising among actors on the negative effects of technical barriers to trade as part of the UEMOA Observatory of Abnormal Practices. It also periodically organizes public conferences and advocacy sessions ;
* UOFA and COFENABVI are also involved in awareness-raising among stakeholders on the adverse effects of technical barriers to trade in poultry products.
* Politically, the programme has started in a generally favourable environment. Indeed, for 10 years now several signs of a political will to promote intra-regional trade are noticeable:
* The trade liberalization scheme, initiated since the revision of the ECOWAS Treaty is completed since 2003. It is based on the free movement of local animal, plant and craft products. Manufactured products originating in the region (including at least 35% of local added value) freely move without customs duties and value added tax. In view of the difficulties encountered by economic operators, the Heads of State and Government mandated the ECOWAS and UEMOA Commissions, under the chairmanship of the President of Burkina Faso, to propose measures to be implemented in order to remove barriers to intra-Community trade;
* The domestic taxation harmonization process, completed within UEMOA is underway at the ECOWAS level. It will make it possible to achieve a further step in the construction of the regional common market ;
* The Heads of State and Government of ECOWAS formally adopted the decisions establishing the Customs Union of the community in October 2013, in Dakar. The Union, which is based on common customs duties composed of five tariff bands with safeguard measures, will come into force on 1st January 2015 for a transitional period of five years ;
* The ECOWAS Commission will shortly initiate the process of the Community's trade policy formulation. Designed as an instrument for harmonizing the macroeconomic and sectoral policy guidelines with regard to the regional market type to be promoted on the one hand, and the international market entry options that the region would have identified on the other hand, the trade policy will better manage the partnerships that it establishes with the other geopolitical and economic entities of the world;

Finally, with regard to the opportunities, one may mention the changes in the international economic and political environment, marked by political and economic tensions, pushing the different actors to form blocks such as the G20, G8, BRIC, G5, in addition to the old ones: EU, NAFTA, ASEAN, etc. These dynamics may be a threat (sources of malfunctioning of international trade), but also an opportunity (potential diversification of relations) for the West African region.

# Ongoing programmes and lessons learnt

* Several projects are underway or planned. They cover many aspects, contributing all to easing intra-Community trade in general and trade in agrifood products in particular. The major ones include :

1. The continuation of the ATP programme by CILSS. This involves monitoring cross-border trade flows of two categories of products: cereals (millet, sorghum, maize and local rice) and cattle, on the one hand and abnormal practices, not only at borders, but also along the main corridors within the States, on the other hand. This USAID-funded programme currently implemented in seven corridors provides two essential lessons. Over nine months in the year 2013, monitoring has shown that the trade flows observed in 7 countries are substantial, totalling $ 375 million. With regard to the advocacy sessions and awareness raising among stakeholders, they have helped reduce in some corridors, time losses, the number of checkpoints and illegal fees paid by road users ;
2. The Regional Programme in Support of Informal Trade Regulation in West Africa that the ECOWAS Trade and Customs Department will be launching very soon. It aims to " help increase intra-regional trade as part of the construction of the common market and poverty reduction in the ECOWAS region " and is structured around four results: (i) reliable and up-to-date information on informal trade is available, (ii) the institutional capacity of stakeholders involved in informal trade and their involvement in the formulation, implementation and monitoring of policies relating to the development of intra-regional trade is strengthened, (iii) reforms which are essential to the elimination of barriers to the development of formal trade are initiated, (iv) incentives are put in place to facilitate the migration of informal sector actors to the formal sector;

The Programme to Support Tax and Customs Reforms in West Africa: a solution to the fiscal challenges of the **Economic Partnership Agreement (EPA) with the European Union. This programme aims to “**determine tax and customs reforms that must be adopted by the countries' customs and tax administrations..., as part of PAPED, for which the EU has expressed commitment to significantly contribute to the absorption of the net tax impact in addition to tax reforms”

1. As part of the implementation of their agricultural policies (PAU and ECOWAP), UEMOA and ECOWAS have developed respectively, **(i) a programme to promote co**nsultation frameworks around the strategic sectors, (ii) a regional programme to support the regulation of markets in West Africa. The latter aims to “help build food sovereignty by making fluid and regulating the intra-regional market of agrifood products”. Specifically, the programme aims to (i) have trade instruments at the borders to control and master the impact of the volatility of international prices on regional markets, (ii) promote initiatives and mechanisms for regulating and easing the regional domestic market.

# The origins of the programme: the Accra conference in 2013.

* This programme aims to speed up the implementation of the region's economic policies: the Trade Liberalization Scheme and the Customs Union of the Economic Community of West African States which will come into force as of 1 January, 2015.
* For this purpose, the programme is built on a diagnosis shared by the sector's actors, building on multiple experiences accumulated during the past years by initiatives and programmes. Specifically, it aims to promote a number of actions and strategies aimed at implementing the recommendations of the regional conference on the free movement of agricultural products in West Africa, held in Accra in January 2013. This conference made five specific recommendations :

1. ensure good communication of the prevailing rules to the various target audiences (officers of border services, business people and professional organizations) by involving the media at all levels (local, national and regional);
2. ensure that regulations are complied with, inducing specific responsibilities at the level of national and regional public institutions, and at the level of the various categories of operators and their professional associations and organizations;
3. Better document the importance of the regional market in the food security of each country and of the region;
4. Develop advocacy in each country and structure public-private dialogue at this level to urge the States to comply with commitments they have made at regional level.
5. Provide the region with an integrated trade policy.

# Strategic directions of the programme

## Purpose

* The purpose of the Programme is to “contribute to the resolution of food security issues, to the acceleration of economic growth, development and poverty reduction in West Africa”. For this purpose, it aims to achieve the objectives of the trade and agricultural policies of both ECOWAS and UEMOA.

|  |  |  |
| --- | --- | --- |
| Objectives of ETLS | Objectives of ECOWAP | Objectives of PAU |
| * Promote the development of entrepreneurship in the region; * Increase intra-regional trade and boost economic activity; * Improve West Africa’s competitiveness on the world market; * Increase the Member States' GDP and thus improve the well-being of citizens | * Ensure food security for the West African people; * Reduce dependence on food imports; * Promote fair economic and trade integration of agricultural holdings on all markets ; * Develop human capacities, create jobs and provide incomes upstream and downstream from production, and contribute to the development of services in rural areas; * Intensify production systems, adapted to different agro-ecological contexts, * Reduce the vulnerability of West African economies and limit instability and regional insecurity factors ; * Provide West African agriculture with appropriate funding mechanisms. | * Achieve food security, by reducing food dependency and improving the functioning of markets for agricultural products * Increase agricultural productivity and production on a sustainable basis * Improve the living conditions of farmers, by developing the rural economy and enhancing their income and social status |

* This objective is based on the assumption that an improved performance of intra-regional trade in food products is a guarantee of increased demand for producers and other actors of regional sectors, and it also leads to security of supply and stability of prices for consumers.

## General objective

* The general objective of the programme is to promote an increase in volume and value of intra-regional trade in agricultural products. Within 5 years, the programme aims to increase by at least 25% in volume and value, intra-regional trade in agriculture and livestock products.

## Specific objectives

* This programme aims to assist and support regional actors to develop strategic watch on trade policies and strategies in order to promote the expansion in volume and value of intra-regional trade in agricultural products and the free movement of peopleand goods in West Africa. This objective is based on the premise that the low level of intra-community commercial transactions in agricultural products is due to the persistence of several tariff and non-tariff barriers at borders and along internal corridors.
* For this purpose, this programme will build on 3 levers: information, advocacy for removing obstacles to trade and strengthening public policies to make regional trade rules predictable. One specific objective is linked to each of these levers:
  + **Objective 1**: Contribute to a better understanding of the operation of intra-Community trade in agricultural and food products in West Africa. The objective is to improve access to information on cross-border trade by the actors of the agricultural sector to enable them to have a good understanding of the functioning of trade in agricultural products;
  + **Objective 2**: Ensure strategic watch on the free movement of agricultural and food products as well as people in West Africa. The purpose is to conduct a number of advocacy actions to achieve or encourage the implementation of the trade liberalization scheme and the Customs Union’s rules and prescriptions by all countries in the region;
  + **Objective 3**: Contribute to the formulation and implementation of regional policies and strategies for promoting trade in agricultural and food products. Specifically, the aim is to promote the harmonization, consistency and assessment of the impact of national and regional trade policies in the ECOWAS region.

# Detailed description of the programme

* The programme is focused on three pillars, reflecting three ambitions
* **The first pillar** aims to better document the operation of the regional market for agricultural and food products in West Africa. Therefore, it aims to “**Contribute to improved knowledge of the functioning of trade in agricultural and food products**”. It is focused on three main results:
  + An observatory of regional trade in agro-pastoral products is operational;
  + Market information and communication systems are revitalized;
  + The Observatory disseminates a series of analytical documents among a network of actors.
* **The second pillar** aims to ensure strategic monitoring of the free movement of agricultural products in West Africa:
  + The trade regulations are widely disseminated among actors;
  + Regional trade barriers are documented through road harassment surveys and specific studies;
  + Advocacy on obstacles to regional trade is conducted at various levels ;
  + A multi-stakeholder monitoring Task Force on regional trade policies is functional.
* **The third pillar** aims to contribute to the formulation and implementation of regional policies and strategies for promoting trade in agricultural and food products. It is structured around two main results:
  + Contributions to the formulation of trade policies and strategies are made;
  + The effects and impacts of policies and strategies for promoting trade in agricultural products are documented.

## Pillar 1: Contribute to a better knowledge of the functioning of trade in agricultural products;

### The Observatory on cross-border trade, what issues?

* The availability of quality information, covering, not only the main corridors of cross-border trade, the main agro-pastoral products, but also that is sustainable over time is an essential factor for understanding the functioning of the regional market. It is also critical to the possibility for all regional trade actors to engage in a constructive dialogue for both the design and evaluation of adapted and effective public policies.
* Two important issues arise in relation to the technical design of this Observatory:
* The definition of key indicators to be documented should, as much as possible, cover all of the key uses (advocacy, research, design and evaluation of public policies) and users (members of the Observatory, ministries of agriculture and trade of the region, regional research institutes, the private sector...) ;
* The indicators identified should be easily measurable based on a robust methodology and validated by a Committee of experts and practitioners.

### Priority for networking

* With the regional agricultural trade flow measurement system (CILSS PRA/ Markets), the region has a regional source of collection and analysis of cross-border trade information, collected by a network of partners in the sector;
* The operational issues are clear: first of all, promoting pooling of information by using tools for managing compatible data, make it available to a wide audience, and joint analysis of the data collected by these different networks, but also improving the quality, coverage, and where relevant, increase the frequency and timeliness of the information.

### 

### Result 1.1: Regional Market Information Systems are strengthened and harmonized.

**Steering :**

* ECOWAS/UEMOA

**Execution : CILSS**

**Key partners:**

* Borderless Alliance, RESIMAO (and national MISs), ROAC, COFENABI, UFOA, DMDA, LBTAA, NANTS).

**Coordination: HUB RURAL**

**Monitoring indicators:**

* 100% of the main corridors of the ECOWAS region are monitored by CILSS by the end of the programme.
* A methodology for measuring trade flows of the main agricultural and livestock products with an estimate of the margin of error is implemented, and the results are published annually.
* The quality of the data collected by the Observatory is certified by an external actor.

**Sources of Verification :**

* Analytical documents produced by the Observatory.
* Quality control reports of observations.
* The objective here is not to create a new market information analysis and collection system that is specifically devoted to cross-border trade, but to rely on networks of actors and existing operational mechanisms. The ambition of this programme is therefore to harmonize and make compatible and complementary existing information collection methods and systems, and when necessary, to encourage an increase in their thematic and geographical coverage or include the collection and analysis of uncollected information to construct new indicators.

#### Activity 1.1.1: Define the technical framework of the Observatory

* This activity is mainly focused on building and sharing the technical contours of the Observatory of regional trade in West Africa. The first step will be to take stock of the information collected (value chains concerned, indicators, geographical coverage, frequency, collection methods, information quality control systems) by the various regional actors and especially the CILSS PRA/Markets, RESIMAO/WAMIS-NET and national MISs, and their respective collection networks and the Borderless Alliance. Then it will be necessary to identify all relevant indicators for different uses (facilitation of regional trade transactions, advocacy, design of trade policies, policy impact assessment...) and requested by stakeholders to assess the performance of cross-border trade in agricultural products. Based on these two types of information, establish a plan of action to allocate responsibilities for collecting and entering information among actors.
* Although it is useful to develop this participatory diagnosis to identify the technical contours of the Observatory, the system funded by ATP and ATP/E and implemented by CILSS and the Borderless Alliance will continue to occupy a central part in the Observatory. Likewise, the possibility of expanding, at least in certain corridors or areas, the list of tracked products should be considered, to take into account emerging value chains.
* This scoping approach requires: (i) a study work with officers and institutions in charge of data collection and entry as well as its users, and (2) a consultation process organized in the form of a regional workshop involving the key stakeholders.
* This scoping work will be carried out with technical support from CILSS and the Borderless Alliance and the facilitation of HUB RURAL through the multi-stakeholder Task Force.

**Budget:** US $ 100, 000.

**Timeline:** Year 1.

#### Activity 1.1.2: develop and harmonize data and information collection methodologies

* One of the major methodological issues is to strengthen and harmonize the methods and tools for measuring the volume of cross-border trade flows and road harassment recorded along the corridors. Indeed, data and information are not collected and disseminated in the same way by the various networks, in terms of observation units, collection tools, the collectors' qualifications and status, the frequency of statistical operations, etc. These differing approaches do not make it possible to (i) compare available data, (ii) understand the dynamics of trade in its multiple aspects
* Recent studies have clearly shown that these trade flows have been-underestimated by national statistical data compared to market survey data. According to the same study, data generated so far by the ATP project, whose collection is now taken over by the CILSS PRA /Markets, also reflect a partial coverage of interregional trade flows, although more significant than that from national statistics. However, a good understanding of the historical dynamics of food flows is essential for adapting agricultural and trade policies to the food issues and challenges facing the region.
* In this context, the focus of this activity is to define robust and simple methods to be implemented for the estimate and regular monitoring of cross-border trade flows of agricultural products and road harassment. The objective is to capture much of, and even all of the flows, including those beyond control, on the one hand and also apprehend as objectively as possible all abnormal practices that hinder regional trade. The issue of the measurement of trade flows is even more acute for livestock, given the transhumance of some breeding systems, involving border crossings in both directions for the same animals.
* This methodological development work would be entrusted to CILSS, with technical support from Hub Rural.

#### Activity 1.1.3: Train data collection institutions and officers

**Budget:** US $ 100, 000.

**Timeline:** Year 1.

* This activity will involve disseminating standardized approaches for measuring the various indicators of cross-border market functioning among the various collection officers (prices, trade flows, waiting time, levels of illicit payments...). This will involve designing and implementing a series of training workshops with actors from the different networks involved. These workshops will be supported, where appropriate, by statistical operations in some corridors and border posts to enable officers to internalize the tools and methods.
* The technical steering of this activity will be entrusted to CILSS and the implementation will be delegated to different networks in charge of the collection or compilation of data (RESIMAO, Borderless...).

**Budget: US $ 1**50,000.

**Timeline:** Year 1 and year 2.

#### Activity 1.1.4: Support the collection of data and information

* Collection of data and information is the focus of result 1.1. The main issue will be for the data collection bodies identified under the Observatory (CILSS, Borderless Alliance, NANTS, etc.) to build a network of reliable and efficient partners. Most of the necessary partnerships will be inherited from the ATP and ATP/E programmes, but an increase in the geographical coverage of the Observatory will probably require the identification of new partners.
* Specifically, the purpose will be to support data collection structures to: (i) carry out surveys according to the frequencies identified, (ii) conduct preliminary summary data processing, (iii) establish a primary database, (iv) transmit data followed by a summary analysis to the regional platform

CILSS and information-collection partners (ROAC, COFENABVI, LBTAA...), the Borderless Alliance will technically manage this activity.

**Budget:** US $ 500, 000.

**Timeline:** Year 1 to 5.

#### Activity 1.1.5: Ensure ongoing data quality control

* Beyond the coverage of information and harmonization of data collection methods and systems, an important issue is to ensure the quality of data. If the initial training proposed by activity 1.1.3 serves this objective, it is also important to focus on monitoring and regular coaching of officers and institutions charged with collecting data. The objective is to implement a mechanism for monitoring, close and regular supervision of collection officers and conduct periodic re-training activities
* **Project management**: The technical management of this activity will be entrusted to CILSS and the implementation will be delegated to independent providers, so as to separate this work of support for collection activities from that of data compilation.

**Budget:** US $ 200, 000.

**Timeline:** Year 1 to 5.

### Result 1.2: Management and dissemination of cross-border trade data is improved.

* The aim is not to create a system that will overlap with existing information management and analysis systems, but to promote the adoption of compatible systems, to facilitate the interconnection of collection networks, to promote the grouping, joint analysis and dissemination of data produced in the region on cross-border trade. The central issue is the interconnectivity of databases used by the various information-gathering networks. Finally, the programme will focus on making available freely accessible information.

**Execution: CILSS**

**Key partners: an editorial Committee will consist of one representative of each partner of the Observatory, and chaired by a private actor.**

**Coordination: HUB RURAL**

**Monitoring indicators:**

* A database containing all the information on trade flows, road harassment and red tape and made freely accessible by CILSS and widely disseminated among potential users.
* 4 briefing notes are published annually, and widely disseminated among (public and private) stakeholders of intra-regional trade.
* Results of the utility survey conducted among target groups (private actors, ministries of trade and agriculture, research institutes).

**Sources of Verification:**

* Analytical documents produced by the Observatory.
* Reviews carried out by the Committee in charge of reading the briefing notes
* Reports on quality control of observations.

#### Activity 1.2.1: Develop a joint database

* This activity will focus on establishing an information encoding and transmission system shared by all stakeholders and all regional institutions involved in the collection of information on barriers to cross-border trade.
* In addition to the compatibility of databases used by the various actors, one of the important issues is to establish a system that is compatible with remote information transmission methods using mobile telephony, accelerating the availability of information and reducing data entry errors. Data collection officers will be trained in the use of these new entry systems.
* This activity will be jointly steered by CILSS and the Borderless Alliance/OPA, as regional database managers.

**Budget:** US $ 50,000 (only for the basic design).

**Timeline:** Year 1.

#### Activity 1.2.2: Support the use of information by the members of the Observatory

* If the implementation of a system for gathering quantitative information on the volumes, value, and barriers to regional trade is necessary to accurately measure trends, it is also important to document the practices of stakeholders in the transnational value chains to analyze bottlenecks, good practices, and means of action.
* This activity will focus on implementing a mechanism for supporting the production of briefing notes by the actors of the Observatory on barriers to cross-border trade and on good practices.
* This mechanism, that would be steered by an **editorial board** where all regional public and private institutions involved in the programme will be represented will define the guidelines and launch a series of call for contribution. Grants will be provided for the production of documents compiling the practices observed by the regional actors, while the quality of the publications will be reviewed by a **reading committee** set up by the Editorial Board for each contribution.
* The operation and regulation of the mechanism for calling for contributions will be entrusted to the CILSS PRA/ Markets, while the editorial committee will be chaired by a private actor within the Observatory's network of partners.

**Budget:** 450,000 dollars (running and regulation of the mechanism and functioning of the editorial board)

**Timeline:** Year 1 to 5.

#### Activity 1.2.3: Put the database into the public domain

* Providing a freely accessible regional database on cross-border trade would be an important contribution of the project to promoting the conditions for an active policy dialogue on these issues in the region. It will help actors to make their own analyses based on reliable and shared data.
* In addition to the quality of the raw data, promoted by the activities planned under results 1.1, the objective is to check and clean the database before it is made available to the public on a web interface.
* CILSS will host the database and will be responsible for its administration, maintenance, and making it freely accessible.

**Budget:** US $ 15,000 /year

**Timeline:** Year 1 to 5.

### Result 1.3: The Observatory disseminates a series of analytical documents among a large network of actors.

* Analysis and dissemination of information by all the actors involved in the Observatory, but also by regional actors will be of course facilitated through the establishment of a public database on cross-border trade.
* However, it will be essential for the Observatory to strengthen its own analytical capacity, both to provide regular analyses to inform the activities of the multi-stakeholder platform (Pillar 2), but also to carry out retrospective studies to inform the design of national and regional trade policies (Pillar 3).

**Execution: CILSS**

**Key partners: all members of the Observatory in order to build the widest possible mailing list.**

**Coordination: Hub Rural**

**Monitoring indicators:**

Widespread and regular dissemination of communication products from the analysis of information on cross-border trade among regional actors.

**Sources of Verification:**

* Mailing list.
* Regularity of the dissemination of the observation analysis products.

#### Activity 1.3.1: Adopt a line of data analysis products.

* Before investing in additional analysis and production capacities, it will be important to assess the needs in terms of human resources to lead them. To this end, it will be important to precisely identify and formalize the most appropriate media and information dissemination frequency according to the different uses (newsletters, annual analyses, technical notes, retrospective and prospective analyses...). For periodic analyses disseminated in the form of newsletters, it will be useful to define precisely monitored indicators and the geographical scales considered. Finally, the Observatory must have a graphic charter and a predetermined format for all products resulting from its information collection and analysis activity.
* This editorial scoping work will be done by CILSS, and facilitated by HUB RURAL and submitted for approval to the multi-stakeholder editorial committee.

**Budget:** US $ 50, 000

**Timeline: Year** 1

#### Activity 1.3.2: Strengthen the competence of the Observatory to process information and write summary papers.

* Human resources made available to CILSS for conducting the work of analysis and drafting of documents for communicating the results will need to be adapted to all products adopted by the Observatory and meeting the needs of regional actors. A training and coaching system could be considered to make possible rapid empowerment of the team of analysts.
* The team of analysts will be hosted by CILSS.

**Budget:** us $ 100, 000

**Timeline:** Year 1 to 5.

#### Activity 1.3.3: Periodically produce and disseminate analytical documents.

* The Observatory will periodically produce and disseminate a series of analytical products, in English and French. These are mainly :
* a quarterly newsletter, presenting the results of the observations made in the major border posts and corridors, nature and extent of the transactions, determinants, main obstacles encountered by operators, strategies developed, trade prospects
* very short monthly business situation notes focused on market trends (price changes, situation of stocks of products, etc.)
* in-depth analysis documents, advocacy media: one document annually.
* These documents will be distributed primarily in electronic format to a wide audience including socio-professional organizations, policy-makers, stakeholders of the private sector, civil society organizations and technical and financial partners.

* The list and the information dissemination process will be developed and managed by the task Force established with technical support from CILSS, the Borderless Alliance, NANTS

**Budget:** us $ 500, 000

**Timeline:** Year 1 to 5.

## Pillar 2: Provide strategic watch on the free movement of agricultural products in West Africa

* Ensuring strategic watch on the free movement of agricultural products in West Africa is one of the major concerns of the region's actors. Since its inception in 1975, ECOWAS has made the free movement of people and goods within the community one of its regional integration policy instruments. The Protocol on the free movement of people and goods adopted in 1979 recognizes citizens of the community the right of entry, residence and establishment in the Member States. The principle of free movement of people is an inalienable achievement within the community.
* The trade liberalization scheme completed in 2003, sets the conditions of the movement of goods which are the subject of commercial transactions. If raw products of the animal and plant kingdom and crafts enjoy free movement, those manufactured must meet specific conditions.
* The issue of free movement, is therefore not only dependent on a lack of political will, but certainly two other phenomena that need to be closely looked at:
* The incompleteness of regulations and their ignorance by the actors of regional trade.
* Difficulties that States experience, for various reasons, to enforce the commitments taken at the regional level.
* This leads to conduct three kinds of major activities: (i) make the regulations known to the actors so that they may internalize them, (ii) document the obstacles to the free movement of food products and (iii) conduct advocacy actions to make adjustments, where appropriate, and enforce rules enacted at the regional level under the trade liberalization scheme and the customs union.

### Results 2.1: Trade regulations are widely disseminated to stakeholders.

**Steering :**

* ECOWAS/UEMOA

**Priority partners :**

* Borderless Alliance, CILSS, RESIMAO (and national MISs), ROPPA, APESS, RBM, ROAC, COFENABI, UFOA.

**Coordination**

* HUB RURAL

**Monitoring indicators:**

* All TLS texts are documented
* Several copies of TLS regulations and customs union are made
* All border crossings have an assistance point.

**Sources of Verification:**

* Copied documents.

Activity reports of assistance points and the Borderless Alliance.

* Although regional trade stakeholders are aware of the existence and functioning of the trade liberalization scheme, many have a vague knowledge of the contents of the various texts. This is true for economic operators, middlemen, and officers of control forces (customs, police, gendarmerie and phytosanitary services). In some cases, outdated texts continue to be applied. This lack of understanding of the rights and duties prescribed by these texts is one of the main causes of the abnormal practices recorded at the borders and along the corridors.

#### Activities 2.1.1. : Contribute to the improvement of regulations.

* As part of the establishment of the customs union, ECOWAS and UEMOA are working to revise certain regulations. The purpose of this revision is to make corrections or clarifications to existing texts or to add new regulations in order to switch from the Trade Liberalisation Scheme to the Customs Union. In this context, the programme should conduct the following actions:
* Make an inventory of texts regulating the movement and consumption of products originating in the region.
* Make an analysis of their relevance and consistency with the regional policy guidelines.
* Make proposals for amendments, where appropriate.

**Budget:** US $ 200, 000

**Timeline:** Year 1 to 2 of the programme.

#### Activities 2.1.2. : Reproduce and multiply regulations

* Knowledge of the texts partly depends on the opportunities users have to access them, anywhere and anytime. To meet this requirement, the programme should strive to conduct a number of activities, including :
* a documentation of the valid legal texts that regulate trade within the community,
* a transcription of the texts in simplified language in French, English, Portuguese and the major regional languages used by economic operators: Hausa, Dioula, Yoruba, Ibo, Fulfulde, etc.
* a reproduction of the texts in formats adapted and practical for trade users: economic operators, control officers of the Administration,
* copying the documents in large quantities for use by the various actors.

**Budget:** US $ 500, 000

**Timeline:** Year 1 to 2.

#### Activities 2.1.3. : Disseminate, by appropriate means, regional trade regulations.

* This activity aims to popularize and disseminate regulations on the Trade Liberalization Scheme and the Customs Union and reforms underway on domestic taxation among economic operators. This is an ongoing activity that must be carried out through appropriate channels. Thus, it will be necessary to develop a communication strategy that combines conventional means of information (radio, television, print media) with less-used channels (posters, billboards). In this case, the programme must strive to :
* identify and build key messages to disseminate among different users,
* identify the appropriate channels for disseminating the messages,
* enter into partnership agreements with the various multimedia organs for the dissemination of key messages,
* monitor the dissemination of messages,
* evaluate the effects of the dissemination of messages.

**Budget:** US $ 500, 000

**Timeline:** Year 1 to 5.

#### Activities 2.1.4. : develop the border information centres (assistance points).

* The crossing of border checkpoints is often an ordeal for many users, even for those who are used to these places. You are never safe from unpleasant surprises: if you are not stopped for questioning, you are requested to produce unexpected documents, etc. This situation is sometimes aggravated by the presence of non-sworn middlemen who offer lots of paid services.
* The Borderless Alliance has developed, at a few border crossings, assistance points in an attempt to make up for the lack of credible information systems. To date, there are nine (9) border information centres distributed across the Ghana-Togo, Ghana-Burkina Faso, Benin-Nigeria, Ghana-Côte d'Ivoire borders and at the Port of Dakar. The long-term objective for the Borderless Alliance is to extend these centres to the borders of the region, such as Malanville/Gaya (Benin-Niger), Cinkasse (Togo-Burkina), Niangoloko (Burkina - Côte d'Ivoire), Kidira/Diboli (Senegal-Mali).
* The aim of this programme  is to:
* capitalize on good practices of assistance points set up by the Borderless Alliance;
* set up, at the main (at least 15) border crossings, an information centre for users,
* recruit and train officers that will be responsible for running these information centres;
* make available to the users of these assistance points, the documents and information needed for completing customs and police formalities;
* periodically assess the effectiveness of these information centres.

**Budget:** US $ 750, 000

**Timeline:** Year 1 to 5.

#### Activities 2.1.5. : Facilitate holding of meetings among cross-border trade users.

* Although they see each other on a daily basis, the various economic and control agents rarely have the opportunity to dialogue, to talk. This situation results in recriminations against one another.
* Many projects and programmes have tried to arrange joint meetings at some border posts. The CILSS and the Borderless Alliance are currently organizing national meetings for dialogue and discussion of the results of the observation of abnormal practices. The aim of this project is to :
* Capitalize on experiences of the Borderless Alliance and CILSS as well as the other programmes involved in the establishment of such platforms for dialogue.
* Systematize the holding of at least one consultation meeting per year and per border area.
* assess the effects and impacts of the existence of assistance points on cross-border trade.

**Budget:** US $ 500, 000

**Timeline:** Year 1 to 5.

### Result 2.3.: Advocacy on regional trade barriers are conducted at various levels.

**Steering :**

* ECOWAS / UEMOA

**Execution : CILSS and Borderless Alliance**

**Priority partners :**

* RESIMAO (and national MISs) and other institutions that can be mobilized for collecting information (ROAC, COFENABI, UFOA, NANTS, POSCAO).

**Coordination: HUB RURAL**

**Monitoring indicators:**

* Number of advocacy sessions conducted,
* Number of topics covered by the advocacy
* Number of actors at the borders who took part in the training/awareness-raising activities
* Number of members of civil society organizations affected by the capacity building,
* List of people mobilized to support the advocacy activities
* Number of times leaders have been called upon for action.

**Sources of Verification :**

* Advocacy documents.

Activity reports of the various institutions involved.

* Both at the regional and national level, several advocacy actions are conducted by civil society actors and private sector organizations. Those advocacy actions use three major channels :
* Press conferences to share the findings on abnormal practices which hinder regional trade.
* Protest marches against abnormal practices,
* Transboundary caravans to denounce obstacles and other barriers to intra-Community trade and sensitize actors in the transport sector on the various ECOWAS/UEMOA protocols related to the facilitation of trade and transport.
* Despite their relevance, these actions have three shortcomings that limit their scope: (i) they are sometimes little documented, (ii) they are little coordinated both at the national and regional level (iii) they are very limited in time.
* The purpose of this programme is to structure the advocacy to improve its effectiveness as a strategy to fight against obstacles and other barriers to the free movement of people and goods.

#### Activity 2.3.1: Document road and administrative harassment hindering the regional trade

#### Technical barriers to trade are one of the major causes of the current low level of intra-Community trade in West Africa. They result from several shortcomings in the regulations, but also the prevalence of corruption. They are multifaceted, but produce the same effects: reduction in the volume and value of trade, higher commodity prices and finally worsening of the state of poverty of vulnerable populations. This programme is focused on documenting all abnormal practices, constraints and obstacles to regional trade by implementing: (i) continuous surveys along the corridors and at the level of land, sea, and port border posts in particular, (ii) periodic specific studies.

#### This activity will be conducted technically by CILSS and the Borderless Alliance, in partnership with the socio-professional organizations and civil society (NANTS, POSCAO, etc.)

**Budget:** US $ 100,000 /year

**Timeline:** Year 1 to 5.

#### Activity 2.3.2: Strengthen the advocacy capacity of regional and grassroots actors and agents.

* Advocacy is an effective strategy for persuading economic agents and policy-makers to change policy and behaviour. It allows developing a number of arguments to convince the targets of the need to change the way of doing things. Advocacy influences the definition, implementation and monitoring-evaluation of policies and strategies promoted by public authorities. Its effectiveness depends on the quality of the people who conduct it and especially the underlying arguments. In this context, this activity involves working on two aspects :
* Train leaders of civil society organizations: socio-professional organizations, private sector actors, non-governmental organizations in advocacy techniques. This will require organizing training sessions at regional level for trainers who will be responsible for duplicating training in the countries;
* Support the development of advocacy arguments driven by the civil society stakeholders. This involves exploiting the results of studies of the Observatory to draw the main teachings and lessons to be brought to the attention of policy-makers and other actors in the spheres of influence.

**Budget:** US $ 450, 000

**Timeline:** Year 1 to 5.

#### Activities 2.3.3. : Organize thematic conferences involving several actors.

* One of the common advocacy instruments is the Organization of conferences on specific subjects/topics. Currently the Borderless Alliance organizes at least one annual thematic conference on regional trade. Despite its relevance, this conference is intended primarily for private country operators, structures supporting the private sector, Governments and their administrations (including the Police, Customs Services and Gendarmerie - PDG); it remains fairly elitist (participants pay for their participation except public administrations). CILSS organizes multi-stakeholder conferences per country, but on generic themes related to trade barriers. This programme focuses on developing actions that summarize these two experiences.
* This involves organizing a regional conference on a specific topic, documented through the results of the studies. These conferences would combine three concerns (i) informing participants about the dynamics of regional trade, (ii) providing actors with business opportunities, (iii) discuss actions to be conducted to remove specific barriers identified at some corridors.

**Budget: 6**00, 000

**Timeline:** Year 1 to 5.

#### Activities 2.3.4.: Develop strategies for calling on authorities at different levels.

* The main focus of this activity is to implement a number of actions to alert political and administrative leaders on the effects and impacts of certain regulations on regional trade. There is a case law on that subject. The highest authorities in the region have become aware of the need to take concrete measures to promote the effective implementation of the ECOWAS protocols on the free movement of goods and people and its trade liberalization scheme (ETLS). To this end, the 43rd session of the ECOWAS Authority of Heads of State and Government held in Abuja on 17th and 18th July 2013, entrusted President Blaise COMPAORE with the responsibility of following-up the agreements on the free movement of people and goods.

To support this effort by the leaders of the region, this programme will take the necessary precautions to present the study results to the different authorities at:

* ECOWAS and UEMOA statutory ministerial conferences.
* Summits of Heads of State and Government,
* On each occasion, a well-argued and concise memorandum will be prepared be given to the various authorities.

**Budget:** US $ 300, 000

**Timeline:** Year 1 to 5.

#### Activities 2.3.5. : Ask key figures to support certain advocacy actions.

* Advocacy is a complex strategy that needs not only convincing arguments, to be carefully implemented, but also an enabling environment. Advocacy is more likely to succeed when these three elements are present. For this purpose, those who conduct advocacy must make every effort to influence the positions of target groups. The most efficient strategies include having the actions sponsored by a figure that is popular with the target group. The focus of each advocacy action is to :
* Identify a key personality known for his/her high moral standards, probity and possible audience among the public opinion
* Persuade him/her to sponsor the event
* Organize his/her attendance at the meeting

**Budget:** US $ 200, 000

**Timeline** Year 1 to 5.

### Result 2.~~4:~~ A multi-stakeholder Monitoring Task Force on regional trade policies is functional.

**Steering :**

* ECOWAS/ UEMOA

**Priority partners :**

* CILSS, Borderless Alliance, RESIMAO, consultation framework of producer organizations, ROAC, COFENABI, UFOA, IFPRI, NANTS, POSCAO.

**Coordination: HUB RURAL**

**Monitoring indicators:**

* Result of the regional trade policy monitoring
* Contribution of the Task Force to the formulation of the ECOWAS trade policy
* Number of meeting sessions held by the Task Force.

**Sources of Verification:**

* Statutory documents of the Task Force
* Records of the results of evaluation studies
* The establishment of a multi-stakeholder Task Force for watching the dynamics of regional trade in agricultural products is one of the strong recommendations of the regional conference on the free movement of agricultural products, held in Accra in January 2013. In addition to the traditional activities entrusted to a Steering Committee of projects and programmes, the multi-stakeholder Task force has been assigned three main functions: (i) assessment of the effectiveness of the trade liberalization scheme, (ii) analysis of the effectiveness of policy instruments at borders promoted by the ECOWAS CET, including safeguard measures, (iii) support for the region for the definition of an integrated trade policy. These missions are designed to enable the task force to help structure advocacy in each country and at the regional level, and public/private dialogue at these levels to get the States to fulfil the commitments made at the regional level,

#### Activity: 2.4.1: Ensure the functioning of the Task Force.

* During the meeting of the group of actors and institutions signatories of the recommendations of the regional conference on the free movement of agricultural products, held in Ouagadougou in January 2014, a multi-stakeholder Task Force consisting of regional organizations has been set up and its coordination entrusted to HUB RURAL. The Task Force will operate like a platform for dialogue, consultation and watch on the free movement of goods in general and agricultural products in particular. It will meet at least once a year. In this context, this activity aims to :
* Define the specific duties and missions of the Task Force
* Define its status in addition to the Steering Committee function it will be assuming under this programme,
* Provide the Task Force with a permanent secretariat to monitor the implementation of the programme
* Provide the Secretariat of the Task Force with resources to carry out its missions and tasks
* Organize the Task Force meetings

**Budget:** US $ 700, 000

**Timeline:** Year 1 to 5.

#### Activity 2.3.2: Organize stakeholder consultation meetings on the free movement of agricultural products.

* As part of the strategic watch on regional and national policies, strategies and measures on the free movement of agricultural products, the Task Force will hold periodically, at least once a year, a regional meeting of the programme stakeholders. The objectives of such meeting involve several aspects :
* Assessment of the level of achievement of the programme results,
* Analysis of the results of impact studies commissioned,
* Definition of modalities for disseminating the results of the commissioned studies,
* Analysis and validation of the programme’s annual plan estimates
* Formulation of recommendations for improving the activities of the programme
* Preparation of arguments for advocacy.

**Budget:** US $ 400, 000

**Timeline:** Year 1 to 5.

## Pillar 3: Contribute to the formulation and implementation of regional policies and strategies for promoting trade in agricultural and food products.

* Public - commercial and sectoral policies - play a dual role with respect to the flow of regional trade.
* By establishing a free trade area and providing the region with common regulations, the common regional policies aim to facilitate trade, expand markets and allow the expression of comparative advantages; enhance the competitiveness of the region's sectors compared with imported products. Indeed, the fragmentation of national policies in the regional space has long fuelled the fragmentation of the markets and complicated cross-border trade.
* In this context, ensuring the free flow of trade calls for actions to be conducted simultaneously at several levels:
* On the adaptation of common regulations and policies that affect the functioning of trade, i.e. relating to trade policy, without neglecting the policies relating to (i) sanitary and phytosanitary standards applied to agro-pastoral raw and processed products; (ii) the issuance of certificates necessary to secure export operations (veterinary certificate, certificate of origin, etc.) ; (iii) the overall communication infrastructure and trade infrastructure; (iv) banking policies; (v) sectoral policies (minimum harmonisation of levels of public support to production, processing, storage, etc.) etc.
* On the effective implementation of common rules and policies. The problem is at three levels: (i) transcription, in the national legislations, of ECOWAS, or ECOWAS/UEMOA rules, (ii) effective implementation of these regulations by officers in the national administrations (customs, health inspection services) and (iii) compliance, by stakeholders in the private sector and professional organizations, with laws in force in all areas affecting their productive and commercial activities.
* Monitoring the impacts of policies and regulations so as to measure the extent to which they meet the capabilities and expectations of the different categories of stakeholders and to adapt them regularly to the new emerging issues and challenges.
* Some aspects of the problem are treated under the previous two pillars. The third pillar is therefore focused on two major results :
* The programme contributes to the formulation of trade policies and strategies ;
* The programme contributes to the review of the effects and impacts of policies and strategies for promoting trade in agricultural products.

### Result 3.1: Contributions to the formulation of trade policies and strategies are made

* This result is focused on the improvement of the policy, regulatory and legal environment of value chains and regional trade. It is part of a particular context where ECOWAS has embarked on several trade-related negotiations and is getting ready to prepare a trade policy framework to set clear guidelines both for the completion of the domestic market construction and the management of trade relations with the rest of the world and the various trading partners. This framework must serve as a reference for all trade negotiations that ECOWAS will initiate with the latter, so as to ensure consistency between the trade policy and the sectoral ambitions and policies of the region.
* The negotiations being finalized are focused particularly on: (i) the trade liberalization scheme and taxation and issues relating to standards and rules of origin; (ii) the Common External Tariff and complementary trade defence instruments; (iii) regulation of informal trade, (iv) the Economic Partnership Agreement with the European Union; (v) the implementation of the new WTO agreements; (v) the application of veterinary standards (IEO/WTO).

#### Activity 3.1.1.: Support States and RECs to formulate trade policies and strategies

**Steering:**

* ECOWAS/ UEMOA

**Priority partners :**

* CILSS, Borderless Alliance, RESIMAO, consultation framework of PO networks, ROAC, COFENABI, UFOA, IFPRI. POSCAO, NANTS

**Coordination: HUB RURAL**

**Monitoring indicators:**

* Task Force proposal documents
* Regional Trade Policy and Strategy papers

**Sources of Verification:**

* Task Force proposal documents
* Region’s Trade Policy and Strategy papers
* This activity is focused on the contribution of the agrifood sector to the preparation of the ECOWAS common trade policy framework that will include all the constituent elements of an efficient trade policy, in particular in the area of standards that are becoming, more than tariffs, key elements of regional and international trade.
* One of the key reasons for the malfunctioning of the single domestic market is non-compliance, by Member States, with regional common regulations and policies. However, this failure to comply is often basically due to the country's conflicting interest with this common policy. Therefore, just like what ECOWAS has been able to achieve on the CET or the determination of sensitive products excluded from liberalization in the EPA, the modalities of in-depth consultation, its inclusiveness of all stakeholders, are essential elements for the regional arbitration to take into account, as much as possible, the respective interests of Member States and groups of stakeholders. This is the main guarantee for compliance with the agreement.
* Consequently, this activity will include :
* Detailed diagnoses of the agropastoral sectors, including (i) on the competitiveness of the various national production basins and related sub-regional value chains, (ii) formal and informal barriers to trade. This point will be informed by the monitoring activities conducted under Pillar 2 and information activities under Pillar 1;
* Prospective analyses on the dynamics of demand, its segmentation, requirements, as well as on the capacity of the regional supply to adapt in order to meet such demand and face competition from extra-regional imports ;
* Proposals relating to trade in agricultural, pastoral and food products to be put forward in the discussion on the general trade policy;
* Proposals for regulations on product standards as well as sanitary and phytosanitary standards;
* Concrete proposals on the harmonization and simplification of trade documentation;
* Proposals for priority investment in the field of trade infrastructure and cross-border infrastructure;
* Support for countries and actors for their effective participation in regional consultations, particularly through the revitalization of national, cross-sectoral consultation mechanisms, on trade negotiations.

**Budget:** US $ 500, 000

**Timeline:** Year 1 to 5.

#### Activity 3.1.2. Support the functioning of multi-stakeholder consultation mechanisms of the regional agrifood value chains promoted by regional actors

* In addition to improving the trade environment, the promotion of regional trade involves improving the effectiveness and efficiency of value chains. This issue is crucial with regard to the extremely rapid changes affecting the market. And by 2030, the World Bank believes that the demand for food will quadruple in value. For regional value chains, this is a real challenge that cannot be met without speeding up the structuring of actors, so as to understand the changes and diversification of demand (processed products, sanitary requirements, packaging, regularity of supply, etc.).
* Several initiatives are underway: promotion of consultation frameworks for the value chains by UEMOA, and for inter-professional organisations by ECOWAS. In the same vein, the ATP programme has strongly supported the emergence of consultation mechanisms, especially in the meat and livestock sector (COFENABVI) and in the cereal value chains (ROAC). The ambition of the new programme is to: (i) expand and support the consultation and structuring of the major regional value chains; (ii) further structure value chains in the various trade corridors linking the landlocked Sahel and coastal countries, (iii) support inter-professional organizations around the functions of consultation and negotiation.
* This activity forms part of this perspective. It includes the following actions :
* Conducting “ value chain” diagnoses focused on stakeholders in the various segments;
* Support consultation initiatives - structuring of groups of actors (producers, processors, etc.) per value chain and sub-regional trade corridor;
* Support for initiatives to structure stakeholders and strengthen inter-professional mechanisms at country level, the foundations of regional or sub-regional mechanisms;
* Support for contractualisation initiatives between agents of value chains ;
* Support for the extension of inter-professional mechanisms to enable them to better cover the geographical area concerned by a market and better cover the main product sectors concerned by the regional market ;
* Building the capacity of stakeholders and their representatives.

**Budget:** US $ 500, 000

**Timeline:** Year 1 to 5.

### Result 3.2: Effects and impacts of policies and strategies for promoting trade in agricultural products are documented

* The adoption of the CET, which will come into force on 1 January, 2015, provides for a regular review to assess its impact and to adapt or revise, on this basis, the classification of products within the 5 tariff bands.
* The same goes for the Economic Partnership Agreement that also provides for impact studies so as to regularly adjust the trade regime between West Africa and the European Union.
* In addition to the policy-oriented evaluations at the borders of the regional space, this result focuses on the effective implementation of the ETLS, with in particular the analyses relating to the harmonization of domestic tax policies and at the borders of Member States, and analyses relating to standards on products and the effective implementation of sanitary and phytosanitary regulations.
* Regarding the Customs Union, six points should be analyzed in detail :
* The impact of agricultural and trade policies of countries that are West Africa's competitors on the competitiveness of import products. This issue is particularly sensitive for the European Union whose public support has been refocused on domestic support for agricultural f arms; which indirectly affects export prices. It is also very important for imports from emerging countries which are increasingly supplanting traditional exporters on the West African markets;
* Evaluation of trade defence instruments that are complementary to customs duties: countervailing duty, special safeguard mechanism, Import Adjustment Tax, etc. This will include assessing the ability of these instruments to combat " imported instability " and their impact on the volatility of domestic prices and the behaviour of West African economic agents;
* Responsiveness of the trade policy governance system at the borders, particularly for triggering the trade defence instruments;
* Adequacy of the regional tariff structure with the demand outlook and capacity analysis of the various value chains to meet the demand ;
* Degree of national implementation of regional policy and regulations, and understanding of possible causes of non-enforcement;
* The specific case of trade in goods within the corridors involving countries of the CEMAC/ECCAS and ECOWAS region, in particular the case of livestock products.
* The programme should therefore contribute to these exercises led by the ECOWAS Department of Trade, Customs and Free movement, by providing detailed impact studies focused on agricultural and food products. This detailed work will feed into: (i) the dialogue between ECOWAS, UEMOA and stakeholder in the agricultural sector in general, and value chains in particular; (ii) internal dialogue within ECOWAS and UEMOA, in particular as part of the work of the Inter-Departments Committee for Agriculture and Food, for the regular adjustment of policies and regulations. It will also seek to situate these impact assessments in terms of prospects for changes in domestic and external demand and markets. Finally, it will facilitate specific studies conducted by Member States in order to have positioning elements in regional trade negotiations.

**Steering:**

* ECOWAS/ UEMOA

**Key partners:**

* CILSS, the Borderless Alliance, RESIMAO, consultation framework of POs, ROAC, COFENABI, UFOA, IFPRI, NANTS, POSCAO

**Coordination: HUB RURAL**

**Monitoring indicators:**

* Number of studies
* Results of studies commissioned

**Sources of Verification:**

* The ETLS document
* Structure and new trade defence measures
* Task Force activity report

#### Activity 3.2.1.: Conduct impact studies of the Trade Liberalisation Scheme and the Customs Union

* This activity involves planning and conducting independent impact studies focused on the external trade policy and domestic policy and regulations. Given the time of transmission of policy changes on commodity chains, it will be necessary to plan only two systematic exercises in the programme, as an annual assessment is not very meaningful for structural policies of this nature. However, considering the scope of the assessment work - the number of value chains and countries/corridors concerned, regulatory issues - the work may be spread over the entire duration of the programme.
* The actions planned under this activity are the following :
* Preparation of terms of reference of the impact studies;
* Contractualisation and financing of impact studies;
* Management and supervision of studies;
* Discussion of results;
* Preparation of decision support notes targeted at national and regional policy-makers and stakeholders;

**Budget:** US $ 300, 000

**Timeline:** Year 3 to 5.

#### Activity 3.2.2.: Conduct strategic and forward-looking analyses to inform the Inter-Departments Committee for Agriculture and Food

* The relevance of the tariff structure must be put in perspective with the dynamics of the market, especially of demand, and with the agricultural and agrifood potential of the region. In a particularly changing context (demography, urbanization, differentiation of incomes and demand, impacts of climate change, technical and technological changes at the level of production and processing, etc.), it is essential for the value chain actors and public institutions to have a clear vision of market prospects and requirements. These forward-looking analyses should incorporate the international context, multilateral trade rules, the supply and demand outlook on the other continents, the outlook for price evolution and market volatility, and the different uses (food, energy, industrial) of agricultural commodities.
* Actions planned under this activity include:
* Conducting comprehensive prospective studies on food demand trends (quantitative and qualitative);
* Conducting sub-sectoral targeted studies on strategic value chains for the regional market: red and white meat, milk and dairy products, onions, tubers, fruits, vegetables, cereals, oils, sugar, etc.
* Organizing a regional forum to discuss results and analyses;
* Publishing the results, tailored to different target audiences.

**Budget:** US $ 200, 000

**Timeline:** Year 1 to 5.

#### Activity 3.2.3.: Support national structures to carry out impact assessments and participate in regional consultations

* This activity will result in the establishment of a competitive fund steered by the Task Force or a specific Steering Committee. This Fund will finance or co-finance impact studies carried out on the initiative of a Member State or inter-professional entity on an issue of particular significance for the country or the structure in question. In addition to funding, the activity will focus on the methodological support of the regional programme for the design and conduct of impact studies and support the participation of stakeholders and Member States in the regional consultations and negotiations on the reform of trade and regulatory policies.
* The actions planned under this activity are as follows:
* Establishment and management of a competitive Study Fund;
* Methodological support for national teams;
* Monitoring of national studies;
* Production of regional summaries;
* Support for the organization of national consultations on the study results;

**Budget:** US $ 300, 000

**Timeline:** Year 3 to 5.

# Institutional implementation mechanism and stakeholders

* The institutional mechanism for implementing the programme has been designed with several principles in mind :
* Fulfil four main functions: (i) political steering, including the definition of the programme’s strategic orientations and monitoring & evaluation of activities, (ii) coordination of all stakeholders, (iii) technical execution of activities, (iv) financing of activities
* Participation and inclusion of all relevant stakeholders to continue the process governing the development, implementation and monitoring-evaluation of major policies, strategies and programmes in West Africa;
* Inform stakeholders of the major results achieved through the programme implementation.
* The institutional mechanism includes steering, coordination and technical execution, as well as funding of the programme.

## Political steering and monitoring-evaluation of the programme

* The ECOWAS and UEMOA Commissions, through the Departments of Agriculture and Trade will jointly ensure the functions of the programme contracting authorities. As such, they shall be responsible for defining the programme’s general guidelines. In this position, they shall assume the region's leadership in the programme. Therefore, they must set up a coordination mechanism to better perform the monitoring/evaluation functions assigned to them.
* Specific indicators will be developed for the programme monitoring and evaluation. In accordance with the lives of programmes, two kinds of evaluation will be organized: (i) an internal evaluation coupled with periodic monitoring conducted by those responsible for managing the programme, (ii) an external evaluation to re-direct, where appropriate, certain activities or actions of the programme.

## Coordination and consultation

* Coordination and consultation among stakeholders is an important aspect of this programme. Given the wide variety of stakeholders of this programme, the complexity of activities to be conducted in the field, coordination will be provided by HUB RURAL, a regional platform for dialogue between public and private institutions as well as socio-professional organizations of the West and Central African regions.
* HUB RURAL will host the technical unit of the Task Force in charge of supervising and monitoring the implementation of the programme.

## Technical execution

* The technical execution of the programme will be provided by regional institutions, on the basis of their competence, experience and proven expertise. These are:
* Regional cooperation institutions (CILSS, CORAF/WECARD, AfricaRice, IFPRI, etc.)
* Technical and financial partners, including international NGOs
* Member States of the two RECs
* The private sector, particularly commercial banks and agrifood companies,
* Socioprofessional organizations
* Civil society organizations, including the media
* Research centres and Universities
* The table below shows, for each activity, the responsibility of each stakeholder in terms of implementation of the programme as well as the partnerships needed for the implementation of each activity.

|  |  |  |
| --- | --- | --- |
| Pillar/Result/Activity | Execution | Priority partners |
| Pillar 1: Contribute to a better knowledge of the functioning of trade in agricultural products; | | |
| Result 1.1: Regional market information systems are strengthened and harmonized. | | |
| Activity 1.1.1: Technical scoping of the Observatory | CILSS | Technical support from other stakeholders and the Task Force |
| Activity 1.1.2: Development of appropriate methodologies | CILSS | Technical support (IFPRI, MSU or any other research institute and the Task Force) |
| Activity 1.1.3 : Training of institutions and data collectors | CILSS/UEMOA | Partners in collection (RESIMAO / ROAC / COFENAVBI, IFPRI, Task Force) |
| Activity 1.1.4: Support for information collection | CILSS / Borderless Alliance | Collection partners (RESIMAO (National MIS) / ROAC / COFENAVBI, ROPPA |
| Activity 1.1.5: Continuous data quality control | CILSS/Borderless | IFPRI, AfriStat, resource persons |
| Result 1.2: Management and dissemination of data on cross-border markets is improved. | | |
| Activity 1.2.1 : Development of a joint database | CILSS/  Borderless | IFPRI, ReSAKSS, Afristat |
| Activity 1.2.2 : Dissemination of primary information | CILSS/  Borderless | Task Force, technical partners |
| Activity 1.2.3 : Incentive to use information by members of the Observatory | CILSS | Task Force |
| Result 1.3: The Observatory disseminates a series of analytical documents with a wide network of actors. | | |
| Activity 1.3.1: Adopt a line of information analysis products. | CILSS | Task Force and stakeholders of the programme |
| Activity 1.3.2: Provide the platform with skills to process information and write summary papers. | CILSS | Task Force |
| *Activity 1.3.3: Production and periodic dissemination of analytical documents.* | CILSS |  |
| Pillar 2: Provide strategic monitoring on the free movement of agricultural products in West Africa | | |
| Results 2.1: Trade regulations are widely disseminated among actors. | | |
| Activity 2.1.1.: Contribute to improving regulations. | Task Force | Technical partner |
| Activity 2.1.2. : Duplicate and multiply the regulations | Task Force | Technical partner : CILSS / Borderless, POSCAO |
| *Activities 2.1.3*: *Disseminate, by appropriate means, the regional trade regulations* | Task Force | Technical partner: CILSS / Borderless, POSCAO |
| Activity 2.1.4.: Develop border information centres (assistance points). | Task Force | Technical partner : CILSS / Borderless, POSCAO |
| Activity 2.1.5. : Facilitate the holding of meetings among users of cross-border trade. | Task Force | Technical partner : CILSS / Borderless, POSCAO |
| Result 2.2.: Barriers to regional trade are documented through road harassment surveys and specific studies. | | |
| Activity 2.2.1.: Conduct continuous surveys on road harassment on the main corridors | CILSS/OPA | Task Force, technical partners |
|  |  |  |
| Result 2.2.: Advocacy on barriers to regional trade is conducted at various levels. | | |
| Activity 2.2.1: Document road harassment and red tape in regional trade | Task Force | CILSS, Borderless Alliance, CILSS, POSCAO, NANTS |
| Activity 2.2.2.: Strengthen capacity of regional and grassroots actors and agents in terms of advocacy. | Task Force | Technical partner : CILSS / Borderless, POSCAO |
| Activity 2.2.2.: Organize thematic conferences involving several actors. | Task Force | Technical partner : CILSS / Borderless, POSCAO |
| Activity 2.2.3.: Develop strategies for calling on authorities at different levels. | Task Force | Technical partner : CILSS / Borderless, POSCAO |
| Activity 2.2.4.: Ask some key figures to support certain advocacy actions. | Task Force | Technical partner : CILSS / Borderless, POSCAO |
| Result 2.3: A multi-stakeholder monitoring Task Force on regional trade policies is functional. | | |
| Activity: 2.3.1: Ensure the operation of the Task Force. | Task Force | Technical partner : CILSS / Borderless, POSCAO |
| Activity 2.3.2: organize consultation meetings for stakeholders on the free movement of agricultural products. | Task Force | Technical partner : CILSS / Borderless, POSCAO |
| Pillar 3: Contribute to the formulation and implementation of regional policies and strategies for promoting trade in agricultural and food products. | | |
| Result 3.1: Contributions to the formulation of trade policies and strategies are made | | |
| Activity 3.1.1.  Support States and RECs to formulate trade policies and strategies | Task Force | Governments, ECOWAS, UEMOA, CILSS, Borderless Alliance, POSCAO, ROPPA |
| Activity 312. Support the functioning of multi-stakeholder consultation mechanisms of regional agrifood value chains promoted by regional stakeholders | Task Force | Governments, ECOWAS, UEMOA, CILSS, Borderless Alliance, POSCAO, ROPPA |
| Result 3.2: Effects and impact of policies and strategies for promoting trade in agricultural products are documented | | |
| Activity 3.2.1.: Conduct impact studies of the Trade Liberalisation Scheme and the Customs Union | Task Force | Governments, ECOWAS, UEMOA, CILSS, Borderless Alliance, POSCAO, ROPPA |
| Activity 3.2.2.: Conduct strategic and prospective analyses to inform the Inter-Departments Committee for Agriculture and Food | Task Force | Governments, ECOWAS, UEMOA, CILSS, Borderless Alliance , POSCAO, ROPPA |
| Activity 3.2.3.: Support national structures to carry out impact assessments and participate in regional consultations | Task Force | Governments, ECOWAS, UEMOA, CILSS, Borderless Alliance, POSCAO, ROPPA, NANTS |

# Funding

* The estimated budget (Annex 1) of the programme amounts to US $ 10,575,000, including:
* US $ 3,675,000 for Pillar 1: Contribute to a better knowledge of the functioning of trade in agricultural products;
* US $ 5,100,000 for Pillar 2: Ensure strategic monitoring on the free movement of agricultural products in West Africa
* 1,800,000 for Pillar 3: Contribute to the formulation and implementation of regional policies and strategies for promoting trade in agricultural and food products

## Potential funding sources:

* Funding for the programme is a critical issue. The sustainability of strategies and results depends largely on the ability to mobilize endogenous resources over a long period. Past experiences show that awareness raising and advocacy at the national and regional level to change the course of events take time and require significant (human, financial) resources. In this context, it is important for the programme to benefit from long term funding from several sources, of which the most important are :
* ECOWAS and UEMOA Commissions. These two commissions can intervene through their agricultural funding mechanisms and other sovereign funds they manage. Indeed, they can use windows, innovations, capacity building, and regulations to fund many activities.
* Technical and Financial Partners of the region. Many partners are interested in trade issues and specifically in the promotion of the regional market. This is especially the case for
  + USAID, which has funded the MISTOWA, ATP programme, and the current phase of the ATP programme some components of which are still being implemented by CILSS and the Borderless Alliance. They could be interested in such an initiative.
  + GIZ is also involved in the promotion of the regional market. It manages a regional programme for the promotion of the regional market, in support of the ECOWAS Department of Trade, Customs and the Free Movement of People
  + The Dutch Cooperation, which is about to launch a regional programme focused on the development of trade in agricultural products in West Africa
  + The World Bank that is financing programmes for the promotion of the private sector and exports in several countries of the region.
  + Etc.
* The regional private sector. It is already contributing to the financing of certain activities of the Borderless Alliance. Through sensitization and advocacy, it could be mobilized to finance specific activities of the programme.

# Assumptions and risks

* The conduct of the Programme to support the implementation of the recommendations of the regional conference on the free movement of agricultural products within ECOWAS is a complex process that depends on several key success factors outside the sector. The risk of not achieving the objectives is increased if necessary changes are not performed on some basic elements, of both the trade liberalization scheme and the customs union, and the global environment. The risks and assumptions relate primarily to the following :

## Coordination among stakeholders of the programme

* The implementation of the programme calls for coordination and consultation, not only among the regional institutions and Member States, but also among stakeholder organisations and institutions at both the national and regional level.
* This requirement is even stronger between the two regional integration institutions (ECOWAS and UEMOA) that are in a process of harmonizing their trade policies and measures. The same holds true for the need for coordination between these two institutions and the technical partners (CILSS and the Borderless Alliance). An institution's failure may result in delays in the implementation of certain activities. Emphasis will therefore need to be placed on improving pro-activity and the functioning of the various bodies, institutions and organizations in charge of implementing the activities of the programme.

## The materialization of the Customs Union

* Formally adopted in October 2013, the Customs Union of the Economic Community of West African States will come into force on 1 January, 2015, for a transitional period of five years. There are still many issues to be resolved to achieve full implementation of all the provisions, including the fate of the two levies collected by UEMOA and ECOWAS on imports from outside West Africa. If adequate solutions are not found to these issues, they may be factors which compromise the results of the programme. In this context, the consultation mechanisms implemented by the two institutions must function optimally to minimize this obstacle.

## Political commitment of the States

* The political commitment of the States can constitute a major risk in at least two respects.  First of all, the gap between the nature of the commitments made at regional level and the implementation measures at the national level. In many cases, the States experience difficulties in meeting/honouring the commitments made at regional level. This weakening of the political commitment can also have unfortunate effects at financial level. The political will shown is thus annihilated by the lack of real commitment: lack of implementation of the decisions and measures they have agreed to, failure to mobilize matching financial resources. The efforts made and convictions shown by the States in recent years around the processes of trade negotiations and the construction of the regional market, suggest that this risk will be overcome through the deployment of advocacy.

## Political stability and improved governance

* Like all economic, social and political activities, the programme is dependent on the political and security crises. West Africa has experienced many political and security crises which have destabilized the economic and social bases of the region. These crises usually generate insecurity and the disruption of the supply chains of products and consequently an increasing number of technical trade barriers. These crises are likely to limit the scope of the advocacy. The ECOWAS and UEMOA Commissions and the Member States should continue their efforts in peacekeeping and security.

# Complementary measures

* The achievement of the programme objectives and expected results depends on the implementation of other complementary measures or actions. This situation requires that complementary actions be deployed to facilitate the success of the objectives of the programme. Those that we feel are the most important include :
* Standardization, certification, accreditation, metrology and quality promotion (NAGAM). The work of the Joint Committee set up by ECOWAS and UEMOA has reached a very advanced stage on this issue. These two Commissions should be encouraged to speed up the work of this Committee in order to give to the concept of originating products an operational content that is fully integrated by economic operators and control officers at the borders. The results of this Committee will allow to permanently remove the obstacles associated with the certification of the origin of products.
* Harmonize and simplify the procedures for declaring products at border posts. Despite the operation of the liberalization scheme, clearance procedures differ substantially from one country to another within the community. The ECOWAS and UEMOA project to establish joint border posts should be accelerated during the programme. This project will minimize the harassment and loss of time at the borders during clearance operations at border posts. Furthermore, the regional customs modernization and interconnection project called “ALISA” will need to be accelerated to harmonize customs documentation, and even better, to reduce it through the introduction of ICT.
* Strengthen the capacity of national statistical services to capture the value and volume of regional trade. West African trade statistics have weaknesses related to their low reliability. They do not have adequate human and financial resources to accurately appraise the actual volume and value of intra-regional commercial transactions. It is therefore urgent for the region to support the strengthening of the capacity of statistical services for them to be able to reflect the true situation of regional trade.
* Adopt a coordinated policy to fight against corruption of officers of the customs, police, gendarmerie and phytosanitary services. This measure will not be easily implemented, owing to the diversity of the strategies deployed and the political ramifications of this phenomenon and patronage networks involved. But it is a scourge whose persistence may contribute to annihilate the objectives and results of the programme .

# Results framework and monitoring indicators

|  |  |  |  |
| --- | --- | --- | --- |
| Policy and results framework | | Monitoring indicators and verification sources | Assumptions and risks |
| General objective | Promote the increase in volume and value of intra-regional trade in agricultural products. | Indicator  The volume and value of intra-regional trade have doubled by 2025  Sources of Verification  Results of the analyses of the Observatory |  |
| Specific objectives | Objective 1: Contribute to a better understanding of the operation of intra-Community trade in agricultural and food products in West Africa. | Indicator  Estimates with confidence intervals and interannual trends in the volume and value of intra-regional trade for the main agricultural products are available.  Sources of Verification  Results of the analyses of the Observatory | The materialization of the Customs Union      Political commitment of the States      Political stability and improved governance |
| Objective 2: Ensure strategic monitoring on the free movement of agricultural and food products as well as people in West Africa. | Indicator  Number of countries actually complying with the ETLS agreements in their entirety  Sources of Verification  Results of Task Force analyses |
| Objective 3: Contribute to the formulation and implementation of regional policies and strategies for promoting trade in agricultural and food products. | Indicator  Number of countries that have actually reformed their trade policy by the end of the programme by aligning them with regional agreements.  Sources of Verification  Results of Task Force analyses |
| Results | Result 1.1: Regional market information systems are strengthened and harmonized. | Indicators  100% of main corridors in the ECOWAS region are monitored by the OPA by the end of the programme.  A methodology for measuring the trade flows of the main agricultural and livestock products with the estimated margin of error is implemented, and the results are published annually.  The quality of data collected by the Observatory is certified by an external actor.  Sources of Verification  Analytical documents produced by the Observatory.  Quality control reports of observations. | Coordination with stakeholders of the programme |
| Result 1.2: Management and dissemination of data on cross-border markets is improved. | Monitoring indicators :  A database containing all information on trade flows and red tape is given free access by CILSS and widely disseminated among potential users.  5 briefing notes are published annually, and widely disseminated among (public and private) stakeholders of intra-regional trade.  Results of the utility survey conducted among target groups (private actors, ministries of trade and agriculture, research institutes).  Sources of Verification :  Analytical documents produced by the Observatory.  Reviews carried out by the Committee in charge of reading the briefing notes |
| Result 1.3: The Observatory disseminates a series of analytical documents with a network of actors. | Sources of Verification :  Widespread and regular dissemination of communication products resulting from the analysis of information on cross-border trade among regional actors.  Sources of Verification :  Distribution list.  Regular dissemination of observation analysis products. |
| Results 2.1: Trade regulations are widely disseminated among actors. | Monitoring indicators :  All ETLS texts are documented  Several copies of the ETLS and customs union’s regulations are made  All border crossings have an assistance point.  Sources of Verification :  Copied documents.  Activity reports of assistance points and the Borderless Alliance. |
|  |  |
| Result 2.3 : A strategic monitoring Task Force is functional | Monitoring indicators:  Result of the monitoring of regional trade policies  Contribution of the Task Force to the formulation of the ECOWAS trade policy  Number of meeting sessions held by the Task Force.  Sources of Verification :  Statutory documents of the Task Force  Records of the results of evaluation studies |
| Result 3.1: Contributions to the formulation of trade policies and strategies are made | Monitoring indicators:  Proposal Documents of the Task Force  Regional Trade Policy and Strategies of the region  Sources of Verification :  Proposal Documents of the Task Force  Regional Trade Policy and Strategies of the region |
| Result 3.2: The effects and impact of policies and strategies for promoting trade in agricultural products are documented | Monitoring indicators :  Number of studies  Results of commissioned studies  Sources of Verification :  The ETLS document  Structure and new trade defence measures  Task Force activity report |

# Schedule of implementation activities.

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| Pillars | Results | Activities | A1 | A2 | A3 | A4 | A5 |
| Pillar 1 | Result 1.1 | Activity 1.1.1 : Define the technical framework of the Observatory |  |  |  |  |  |
|  | Activity 1.1.2 : Develop appropriate methodologies |  |  |  |  |  |
|  | Activity 1.1.3 : Train institutions and data collectors agents |  |  |  |  |  |
|  | Activity 1.1.4 : Support data collection |  |  |  |  |  |
|  | Activity 1.1.5 : Carry out continuous information quality control |  |  |  |  |  |
| Result 1.2 | Activity 1.2.1 : Develop a joint database |  |  |  |  |  |
|  | Activity 1.2.2 : Disseminate primary information |  |  |  |  |  |
|  | Activity 1.2.3 : Support the use of information by members of the Observatory |  |  |  |  |  |
| Result 1.3 | Activity 1.3.1: Adopt a line of information analysis products. |  |  |  |  |  |
|  | Activity 1.3.2: Strengthen the skills of the Observatory to process information and write summary papers. |  |  |  |  |  |
|  | Activity 1.3.3: Production and periodic dissemination of analytical documents. |  |  |  |  |  |
| Pillar 2 | Result 2.1 | Activity 2.1.1.: Contribute to the improvement of regulations. |  |  |  |  |  |
|  | Activity 2.1.2. : Reproduce and multiply regulations |  |  |  |  |  |
|  | Activities 2.1.3: Disseminate by appropriate means the regional trade regulations |  |  |  |  |  |
|  | Activity 2.1.4.: Develop border information centres (assistance points). |  |  |  |  |  |
|  | Activity 2.1.5. : Facilitate holding of meetings among cross-border trade users. |  |  |  |  |  |
| Result 2.2 | .Activity 2.2.1 ; Document road harassment and red tape in regional trade |  |  |  |  |  |
|  | Activity 2.2.2. : Strengthen the advocacy capacity of the regional and grassroots actors and agents |  |  |  |  |  |
|  | Activity 2.2.2. : Organize thematic conferences involving several actors. |  |  |  |  |  |
|  | Activity 2.2.3. : Develop strategies for calling on authorities at different levels. |  |  |  |  |  |
|  | Activity 2.2.4. : Ask some key figures to support certain advocacy actions**.** |  |  |  |  |  |
| Result 2.3 | Activity: 2.3.1: Ensure the functioning of the Task Force. |  |  |  |  |  |
|  | Activity 2.3.2: Organize consultation meetings of stakeholders on the free movement of agricultural products. |  |  |  |  |  |
| Pillar 3 | Result 3.1 | Activity 3.1.1.  Support States and RECs to formulate trade policies and strategies |  |  |  |  |  |
|  | Activity 312. Support the functioning of multi-stakeholder consultation mechanisms of the regional agrifood value chains promoted by regional actors |  |  |  |  |  |
| Result 3.2 | Activity 3.2.1. : Conduct impact studies of the Trade Liberalisation Scheme and Customs Union |  |  |  |  |  |
|  | Activity 3.2.2. : Conduct strategic and prospective analyses to inform the Inter-Departments Committee for Agriculture and Food |  |  |  |  |  |
|  | Activity 3.2.3. : Support national structures to carry out impact assessments and participate in regional consultations |  |  |  |  |  |

# Appendix 1: Estimated Budget (USD)

|  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Objectives | Results | Activities | A1 | A2 | A3 | A4 | A5 | Total A1 - A5 |
| Objective 1: Contribute to a better understanding of the operation of intra-Community trade in agricultural and food products in West Africa. | Result 1.1: Information systems on regional markets are strengthened and harmonized. | Activity 1.1.1 : Technical scoping of the Observatory | 50 000 |  |  |  |  | 50 000 |
| Activity 1.1.2 : Development of appropriate methodologies | 100 000 |  |  |  |  | 100 000 |
| Activity 1.1.3 : Training of institutions and collectors of data | 75 000 | 75 000 |  |  |  | 150 000 |
| Activity 1.1.4 : Support for the collection of information | 400 000 | 400 000 | 400 000 | 400 000 | 400 000 | 2 000 000 |
| Activity 1.1.5 : Continuous information quality control | 40 000 | 40 000 | 40 000 | 40 000 | 40 000 | 200 000 |
| Result 1.2: Management and dissemination of data on cross-border markets is improved. | Activity 1.2.1 : Development of a joint database | 50 000 |  |  |  |  | 50 000 |
| Activity 1.2.2 : Dissemination of primary information | 5 000 | 5 000 | 5 000 | 5 000 | 5 000 | 25 000 |
| Activity 1.2.3 : Incentive to use information by members of the Observatory | 90 000 | 90 000 | 90 000 | 90 000 | 90 000 | 450 000 |
| Result 1.3: The observatory disseminates a series of analytical documents with a wide network of actors**.** | Activity 1.3.1: Adopt a line of information analysis products. | 50 000 |  |  |  |  | 50 000 |
| Activity 1.3.2: Strengthen the competence of the Observatory to process information and write summary papers. | 20 000 | 20 000 | 20 000 | 20 000 | 20 000 | 100 000 |
| Activity 1.3.3: Production and periodic dissemination of analytical documents. | 100 000 | 100 000 | 100 000 | 100 000 | 100 000 | 500 000 |
| Total Pillar 1 (USD) | | | 980 000 | 730 000 | 655 000 | 655 000 | 655 000 | 3 675 000 |
| Objective 2: Ensure strategic monitoring on the free movement of agricultural, food products and people in West Africa. | Results 2.1: Trade regulations are widely disseminated among actors. | Activity 2.1.1.: Contribute to the improvement of regulations. | 100 000 | 100 000 |  |  |  | 200 000 |
| Activity 2.1.2. : Reproduce and multiply regulations | 250 000 | 250 000 |  |  |  | 500 000 |
| Activities 2.1.3***:*** Disseminate through appropriate means the regional trade regulations | 100 000 | 100 000 | 100 000 | 100 000 | 100 000 | 500 000 |
| Activity 2.1.4.: Develop border information centres (assistance points). | 150 000 | 150 000 | 150 000 | 150 000 | 150 000 | 750 000 |
| Activity 2.1.5. : Facilitate holding of meetings among users of cross-border trade. | 100 000 | 100 000 | 100 000 | 100 000 | 100 000 | 500 000 |
| Result 2.2. : Advocacy actions on obstacles to regional trade are conducted at various levels. | Activity 2.2.1: Document road harassment and red tape in regional trade | 20 000 | 20 000 | 20 000 | 20 000 | 20 000 | 100 000 |
| Activity 2.2.1. : Strengthen the advocacy capacity of the regional and grassroots actors and agents. | 90 000 | 90 000 | 90 000 | 90 000 | 90 000 | 450 000 |
| Activity 2.2.2. : Organize thematic conferences involving several actors. | 120 000 | 120 000 | 120 000 | 120 000 | 120 000 | 600 000 |
| Activity 2.2.3. : Develop strategies to call on the authorities at different levels. | 60 000 | 60 000 | 60 000 | 60 000 | 60 000 | 300 000 |
| Activity 2.2.4. : Ask some key figures to support certain advocacy actions**.** | 40 000 | 40 000 | 40 000 | 40 000 | 40 000 | 200 000 |
| Result 2.3 : A strategic monitoring Task Force is functional | Activity: 2.3.1: Ensure the functioning of the Task Force. | 140 000 | 140 000 | 140 000 | 140 000 | 140 000 | 700 000 |
| Activity 2.3.2: Hold consultation meetings of stakeholders on the free movement of agricultural products. | 80 000 | 80 000 | 80 000 | 80 000 | 80 000 | 400 000 |
| Total Pillar 2 (USD) | | | 1 230 000 | 1 230 000 | 880 000 | 880 000 | 880 000 | 5 100 000 |
| Objective 3 : Contribute to the formulation and implementation of regional policies and strategies for promoting trade in agricultural and food products | Result 3.1: Contributions to the formulation of trade policies and strategies are made | Activity 3.1.1.  Support States and RECs to formulate trade policies and strategies | 100 000 | 100 000 | 100 000 | 100 000 | 100 000 | 500 000 |
| Activity 312. Support the functioning of multi-stakeholder consultation mechanisms of the regional agrifood value chains promoted by regional actors | 100 000 | 100 000 | 100 000 | 100 000 | 100 000 | 500 000 |
| Result 3.2: The effects and impact of policies and strategies for promoting trade in agricultural products are documented | Activity 3.2.1. : Conduct impact studies of the Trade Liberalisation Scheme and Customs Union |  |  | 100 000 | 100 000 | 100 000 | 300 000 |
| Activity 3.2.2. : Conduct strategic and prospective analyses to inform the Inter-Departments Committee for Agriculture and Food | 40 000 | 40 000 | 40 000 | 40 000 | 40 000 | 200 000 |
| Activity 3.2.3. : Support national structures to carry out impact assessments and participate in the regional consultations |  |  | 100 000 | 100 000 | 100 000 | 300 000 |
| Total Pillar 3 (USD) | | | 240 000 | 240 000 | 440 000 | 440 000 | 440 000 | 1 800 000 |
| Total Budget (USD) | | | 2 450 000 | 2 200 000 | 1 975 000 | 1 975 000 | 1 975 000 | 10 575 000 |

1. Blein 2013 [↑](#footnote-ref-1)
2. Josserand, 2013

   GRET, 2013

   IRAM, 2008 [↑](#footnote-ref-2)