



Agriculture and Food in West Africa

**TRENDS, PERFORMANCES AND
AGRICULTURAL POLICIES**

2015 EDITION

ECOWAS COMMISSION



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Agriculture and Food in West Africa

TRENDS, PERFORMANCES AND AGRICULTURAL POLICIES

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The agricultural data come from FAOSTAT databases supplied by national statistics systems. The data on external trade take into account fishery products. In order to smooth inter-annual variations, changes in the trade balance have been calculated on a four-year basis.



Food Sovereignty, Our Region's Ambition!

MOVING FROM AN ECOWAS of States to an ECOWAS of West African people! That has been our motto since the Heads of State and Government adopted the Vision 2020. If one area of work fits into this new way of building our integration, it is agricultural policy. Agriculture concerns more than 190 million rural people and food is a daily issue for the 320 million citizens in the Community. In 2030, West Africa will need to feed more than 500 million people, and very likely more than 700 million in 2050. Could any issue be more crucial for our future?

Monopolized by the cleaning up of public finances, our States ignored agriculture too much starting in the 1980s. The 2000s saw an initial turn about. The adoption of ECOWAP in 2005 was a sign of this shift. The new impetus given to agriculture by NEPAD confirmed it. But, despite the succession of food and nutrition crises, agricultural issues were still a concern for sector stakeholders. It was not yet seen as an issue for society as a whole.

It took until the global food crisis of 2008 for the international community as a whole to question the planet's capacity to feed itself and examine the upsets caused by the fossil energy crisis. Alas, it took this crisis to put our regional and international priorities back in order.

Since 2005, we've come a long way. We, along with all the stakeholders in the region and our partners, have planted seeds. Today, nearly ten years later, it's time for the first harvest, the first assessment. It is full of hope but also contrasts!

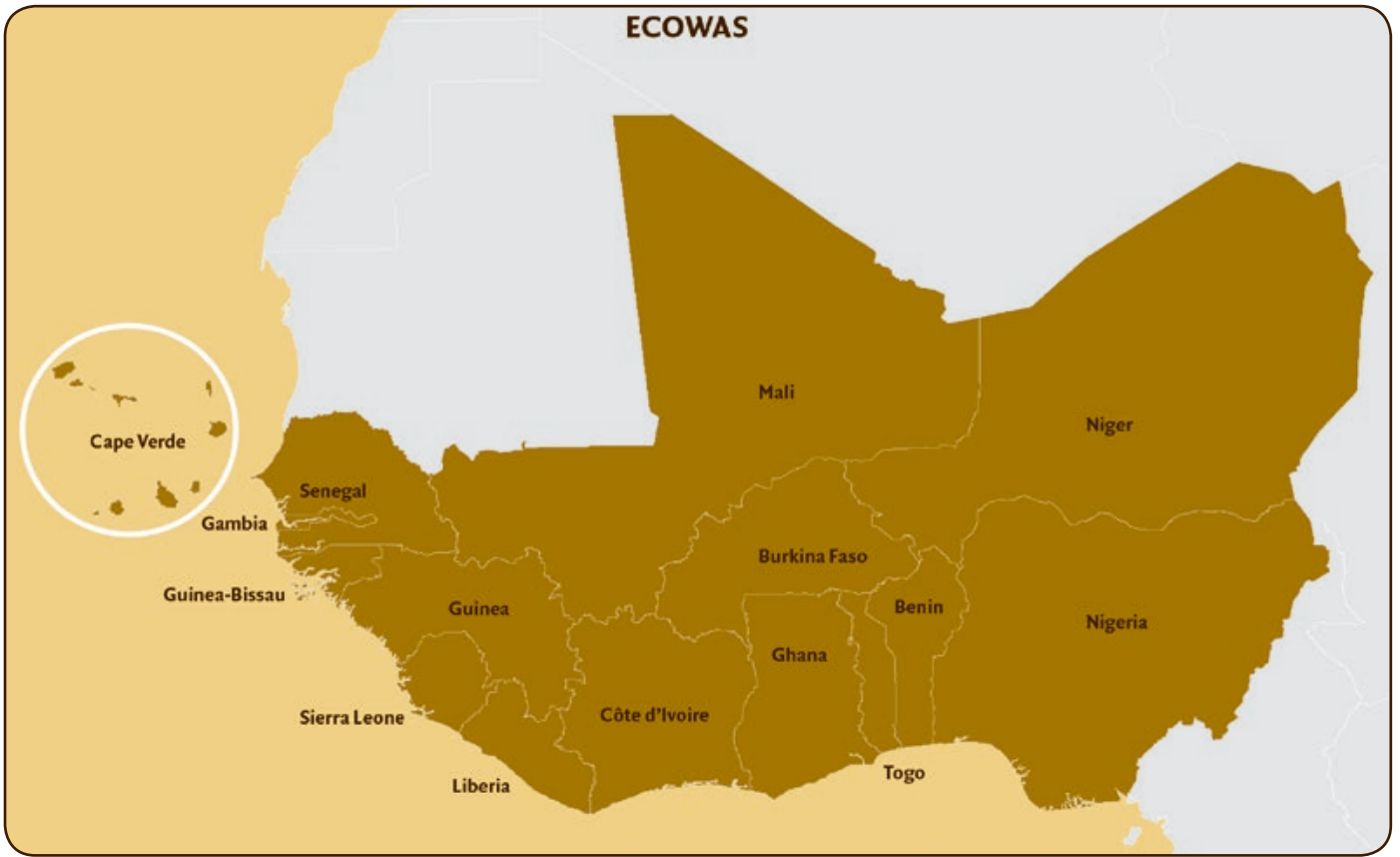
The main interest of this document is to measure the first outcomes of our mobilization. But it is also to illustrate, without flinching, the difficulties, slowness and difficult path that remains

to be traveled to win the bet of food sovereignty for our region, ensure each citizen the right to food, and develop our land while preserving our natural resources for our children.

Not only have we begun implementing ECOWAP, but we know that agriculture and food go beyond agricultural policy. The macroeconomic and trade environment as well as the climate of peace and security are also inseparable dimensions. Setting up the Customs Union, which required lengthy negotiations and difficult compromises, was a decisive step for the integration of our agricultural systems. The hotbeds of destabilization that continue to fan fires in our region are our main concern: without peace, without safety, our production cannot be revived, our markets cannot grow, and sustainable development is not possible!

Acting for agriculture and food security is a fight that mobilizes us all—all member States, the entire Commission, all socioprofessional stakeholders and civil society organizations, our partners in technical cooperation organizations and our international partners. I am proud to see that mistrust has given ground to in-depth dialogue and partnership. We now have solid foundations for sustainable agricultural revival, but we must still make considerable efforts to ensure a massive transformation of our agricultural systems. We must now increase our mobilization and determination. The hour of concrete results is at hand. West African farmers and consumers must now see the change in their fields, herds and plates!

Kadré Désiré Ouedraogo
President of the ECOWAS Commission





Agriculture and Food: Accomplishments to Amplify

2015 is the 10th anniversary of ECOWAP's adoption! We have come a long way in transforming our agricultural systems, deploying strategies to ensure that West African people have better access to food, and improving rural incomes. Agricultural policies only bear fruit for harvesting after fifteen years of sustained effort. We cannot change policies every day, or we risk being illegible. But the policy must also know how to adapt to its own impacts and new challenges to overcome.

This summary document has a twofold ambition. First, it reports on the main shifts in the agricultural sector and the region's food situation, to allow all the stakeholders a moment of perspective. It is in light of these trends that we can measure the policy's overall impacts. Second, the document examines the orientations and implementation of our agricultural policies to analyze and document our accomplishments and learn lessons for the future.

This report raises numerous issues facing farmers, agrifood value chain stakeholders and consumers. It addresses the agricultural and food situation regionally and within each country. While it presents ECOWAP and its regional implementation, it also examines the national agricultural investment plans.

The sections devoted to lessons learned will help fuel the ECOWAS Commission's policy dialogue in 2015 with the member States and professional stakeholders on the reforms to envisage to magnify and speed up the impacts of agricultural policies.

In the space of ten years, our region has seen its external agrifood deficit worsen to the tune of 3 billion dollars. Population growth, urbanization and rising food prices are the main reasons for this. But we must also admit that the heavy trends of the past have continued. Pro-

duction is rising, but not fast enough. While there are many promising initiatives, the massive transformation of our agricultural systems, controlled and sustainable intensification, structured value chains able to offer consumers products that fit their purchasing power and the growing segmentation of demand are not yet here.

This is normal and we need to accept it, even though there is much impatience. For many of our citizens, it is a question of daily survival! Agriculture is a ship that cannot change course suddenly. Our region has set its sights, it has navigation maps and tools, and the crew is on deck. But we must also step up the pace because bad weather is looming. We need to be more on the offense in certain crucial subjects that worry tens of millions of farmers. For example, we need to mobilize the region's banking sector as a whole to design financial services suited to the vast majority of farmers and SMEs-SMIs that make up value chains. Here's an area where public-private partnership is meaningful! Access to and control of water, land tenure security and the adaptation of production systems to climate change are all crucial challenges for most farmers and herders.

Thanks to a dialogue and partnership without precedence in the history of our institutions, we now have a clear agricultural policy recognized by all. All stakeholders are working hard to make our agricultural systems into the flagships of our economies. 2015 will be a pivotal year to step up our efforts and increase the impacts on the lives of West African people.

Dr. Lapodini Marc Atouga

Commissioner for Agriculture, the Environment and Water Resources for the ECOWAS Commission





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A

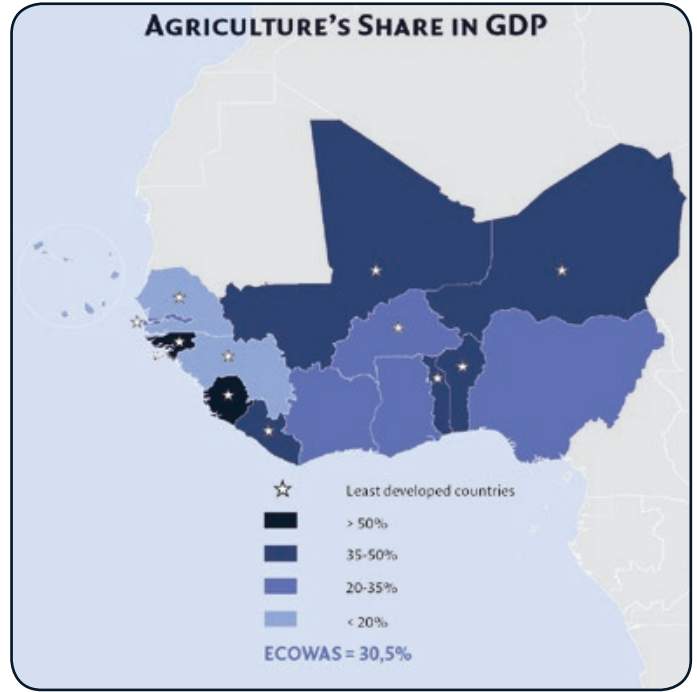
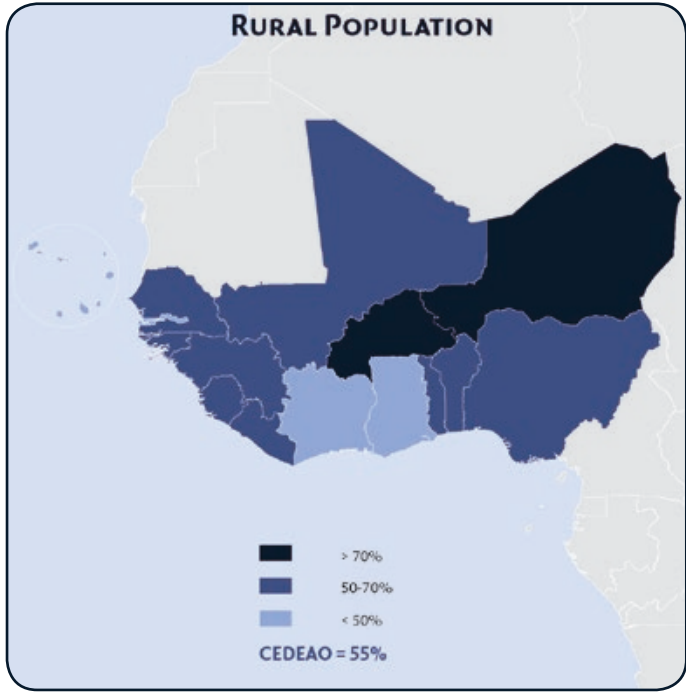
The Major Agriculture and Food Trends in West Africa



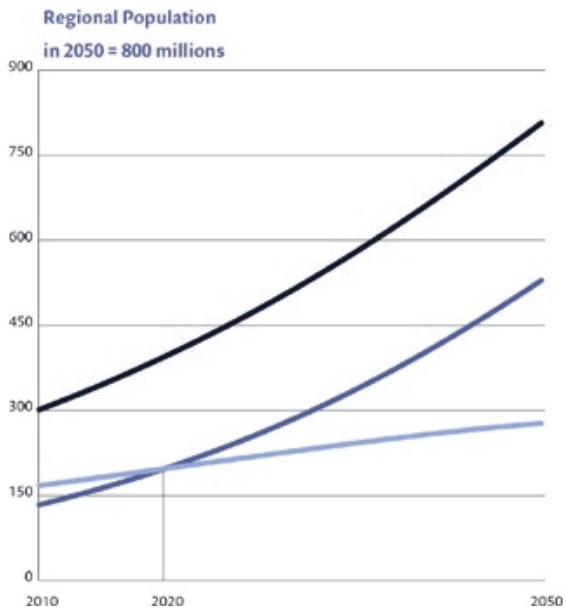
THIS SECTION PRESENTS the major shifts in the region's agricultural and food situation. These trends are mainly analyzed over the 2000-2012 period. It situates the performance of West African agriculture in relation to other African regions. The section analyzes products, the food and nutrition situation, the regional and international integration of agricultural and food economies, and natural resources. It discusses institutions and instruments serving producers and value chains: financing, research and support-advice, and information. Finally, it looks at the dynamic driven by farmers' organizations and their networking on the regional scale.

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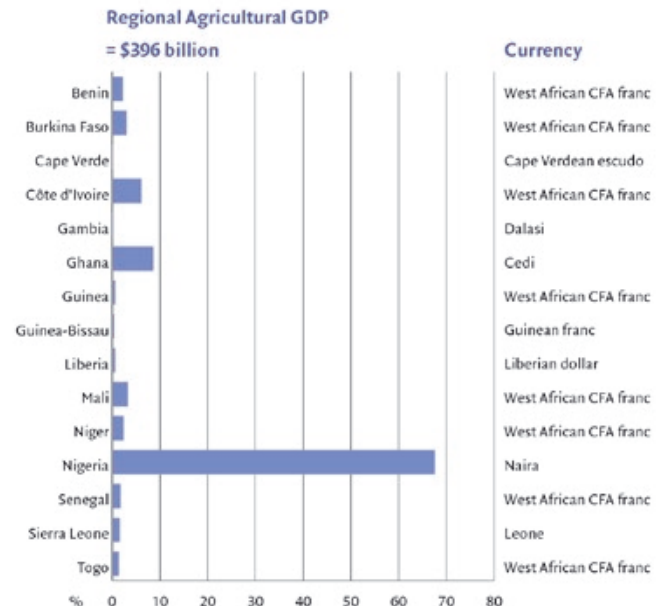
Regional Overview



PROJECTED REGIONAL POPULATION IN 2050



CONTRIBUTION TO REGIONAL AGRICULTURAL GDP BY COUNTRY



MORE THAN 30% of the region's GDP and more than 55% of the rural population drawing most of their resources from agricultural activities—West Africa is incontestably a region in which agriculture holds a preeminent role. And that is not all, agriculture's importance is also measured by its role in households' food security, the region's trade balance, land occupation and natural resource management, etc.

Three countries dominate regional agriculture. Nigeria alone accounts for more than half the regional population, and produces more than 65% of all West Africa's agricultural production, all products combined. Ghana and Côte d'Ivoire follow, but from afar. These countries are also the three where most of the region's agrifood exports and imports are concentrated. And, they are also the three countries with the most diversified economies, either because of oil wealth or their industrial dynamics. They are therefore not the countries in which the agricultural sector weighs most heavily in the national economy. Niger, Mali, Liberia, Guinea-Bissau, Sierra Leone and to a lesser extent Burkina Faso have agricultural economies that account for more than 35% of GDP. The populations of these countries have also remained massively rural.

Very Large Disparities

The regional economy is also marked by large differences in rainfall. The pastoral zones in the north of landlocked Sahelian countries receive less than 200 mm of rain per year, while the tropical zones along the Gulf of Guinea receive between 3,000 and 5,000 mm, allowing for a wide range of crops and rainfed double cropping. This diversity in agricultural ecosystems forms the foundation for regional integration of

economies and agricultural markets. The complementarity in production (dry grains and pastoral livestock rearing in the north; roots, tubers and tropical crops in the south; corn, cotton, agropastoral livestock rearing, etc. in the Sudanese regions) allows the region to cover a large proportion of its food needs by connecting its production basins with its consumption basins.

For all this, regional agriculture suffers from multiple forms of fragmentation: eight currencies circulate in the region, three working languages and multiple national languages, several trade regimes still in force until the end of 2014, etc. The internal liberalization of trade, decided upon in 1993 and reaffirmed in 2003, is still struggling to become a reality.

Agroecological diversity and fragmentation draw the portrait of an agricultural region that has great potential but is subject to many constraints. The coexistence of multiple differing interests between countries does not facilitate the emergence of a shared vision. Despite regional opportunities, the countries still often favor agricultural development logics that are thought out in a national framework.

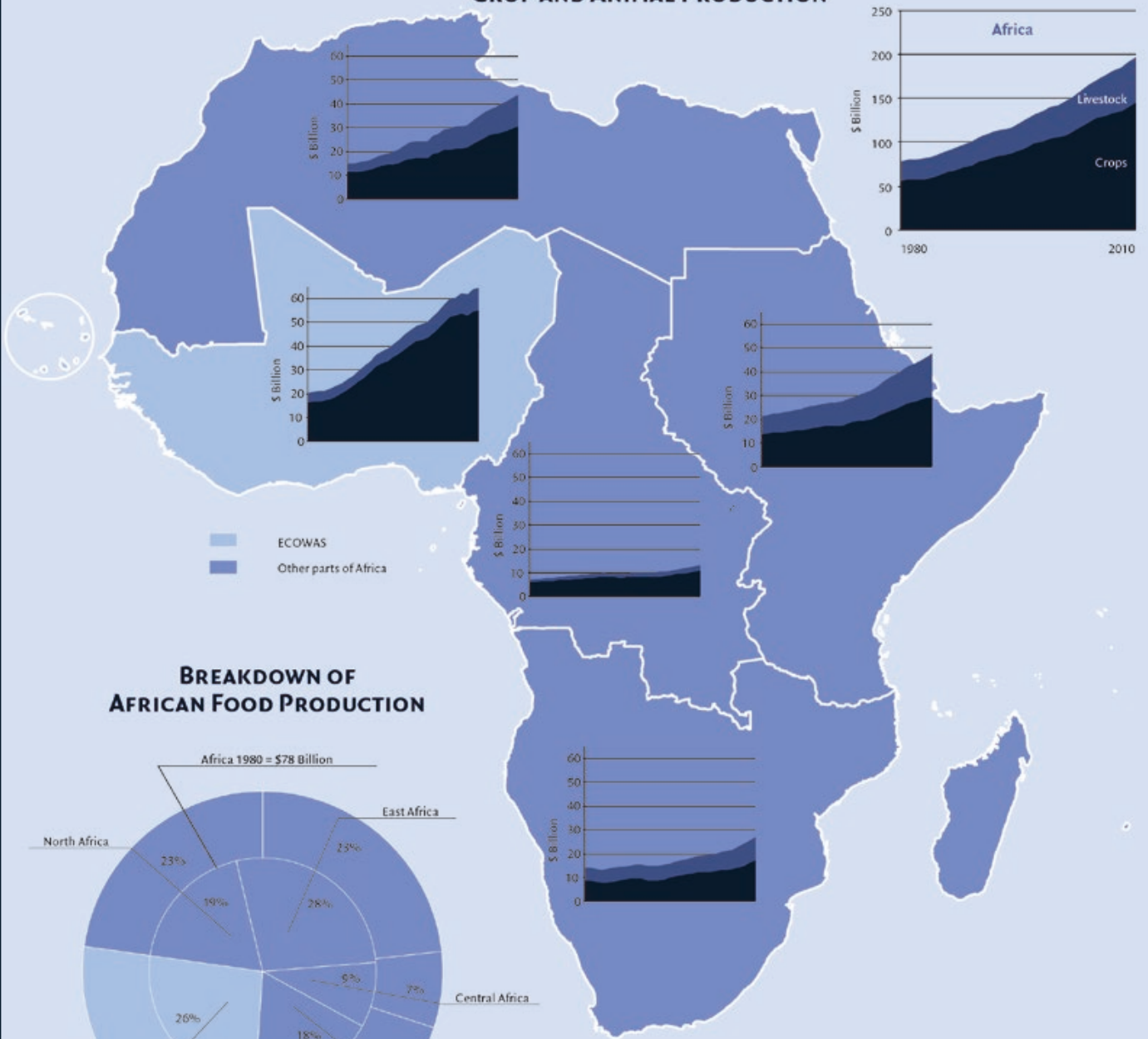
Agriculture Drawn by Demand

The West African population is doubling every 20 to 25 years. It is urbanizing and concentrating in coastal cities. This threefold shift—population growth, urbanization and sub-regional migrations—should intensify. If it is sufficiently controlled, it will be a historical opportunity to spur a degree of intensification and modernization in agriculture, mostly family farming. Indeed, it is believed that more than 90% of agricultural production in West Africa comes from farms whose capital and labor are provided by the family in small-sized production structures.

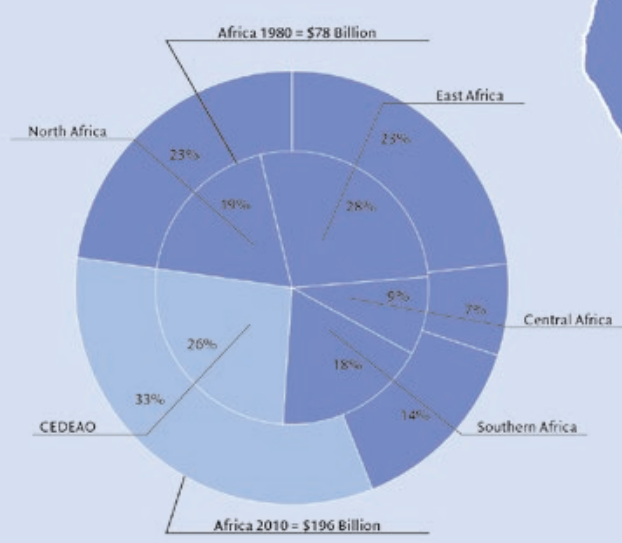
◆ Agropastoral products are the spearhead of regional market integration in a region still marked by many forms of fragmentation.

◆◆ Demographic dynamics—urbanization, rising incomes and migrations—make up a major opportunity to drive a massive shift in agricultural systems.

EVOLUTION IN CROP AND ANIMAL PRODUCTION



BREAKDOWN OF AFRICAN FOOD PRODUCTION



sources: FAO/Stat

WEST AFRICA is the largest agricultural power in Africa. It produces one-third of Africa's agricultural produce. But, it is the regional community that has made the largest strides in production over the past 30 years. Indeed, its share of African food production was only 26% in 1980.

This trend is true for both crops and livestock. However, progress is not as clear in the livestock sector. In the area of plant crops, production growth dynamics are highly variable. They are strongly influenced by production constraints on one hand and market dynamics on the other. While generally speaking, increasing production is mainly done by expanding cultivated lands, this trend nevertheless hides very different changes. Dry grains—millet, sorghum and fonio—have not improved their yields and are facing difficult weather conditions. Corn, however, has been able to take full advantage of its integration in “cotton systems” and benefit from intensification efforts. This crop has shown the most spectacular growth in yields and volumes produced. Corn is utilized in human food and to produce animal feed, notably for poultry. The situation is more diverse for rice. Improvements in varieties and the adoption of efficient technical packages have enabled great strides in productivity within developed perimeters. However, yields have not changed much in rainfed systems and lowland zones. Considerable efforts have been made by most countries since 2008 to greatly increase production and reduce dependency on imports for a product that is becoming a larger and larger part of diets. The difficulty lies in countries' capacity to maintain such efforts over the long term.

Livestock Rearing: Difficult Transitions

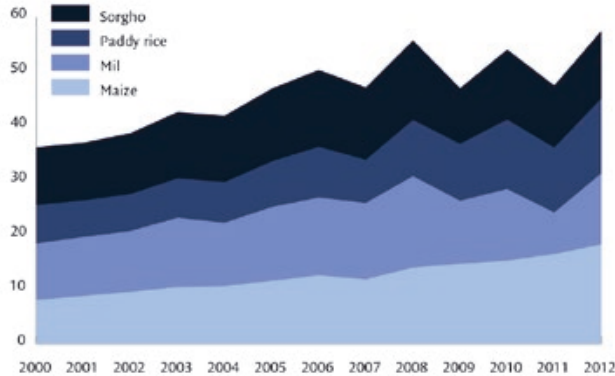
Livestock systems are also undergoing major shifts, both because of changes in production conditions and because of major shifts in food systems. Sahelian countries have vast stretches of pastoral land and very large ruminant herds. But herd mobility is a crucial condition. More or less lengthy transhumant movements within countries and across borders fulfill this function by allowing herds to access fodder and water in all seasons. However, the spread of agricultural zones and the growth of ruminant herds, notably in Sudanese zones, are causing growing tension over access to and use of natural resources, particularly along routes. The progressive transformation of agricultural systems with the development of crop-livestock systems is also challenging the usual agreements between farmers and herders (free access to fields after harvest). This complementarity between countries, with a surplus-producing Sahel and shortfall coastal countries—is now running up against structural changes intensified by climate change and coastal countries' determination to lessen their dependency on Sahelian imports. Short-cycle production has grown greatly. After running up against cheap imports from the world market, several countries have adopted more protectionist policies that have made it possible to develop periurban livestock systems and meet very dynamic urban demand, pulled along by the rapid emergence of a middle class that eats more animal protein.

◆ West African agriculture is undergoing rapid transformation and improving its performance under the threefold effects of producers' initiatives, multiple constraints and public policies.

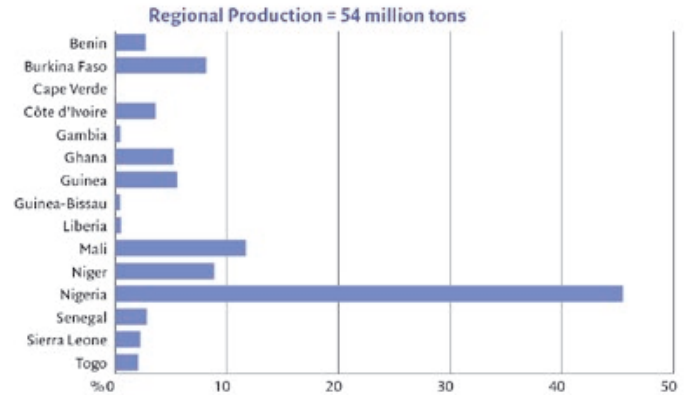
◆◆ These transformations are very diverse depending on agroecologic conditions, produce, market connections, and the environment surrounding farmers and value chain stakeholders.

Main Production Trends

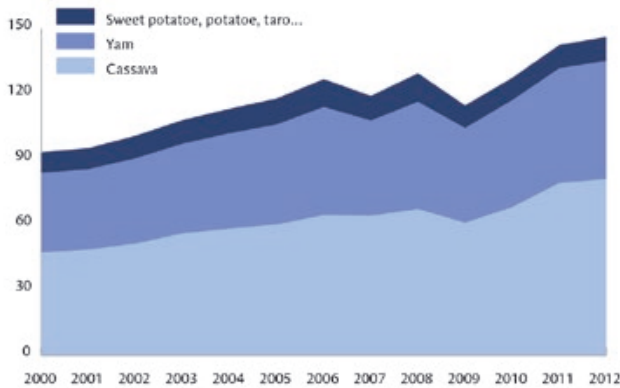
EVOLUTION IN REGIONAL GRAIN PRODUCTION (MILLION TONS)



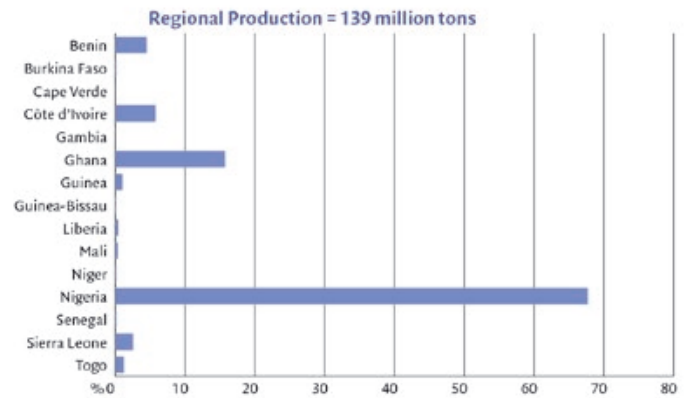
REGIONAL GRAIN PRODUCTION BY COUNTRY (2010-2012)



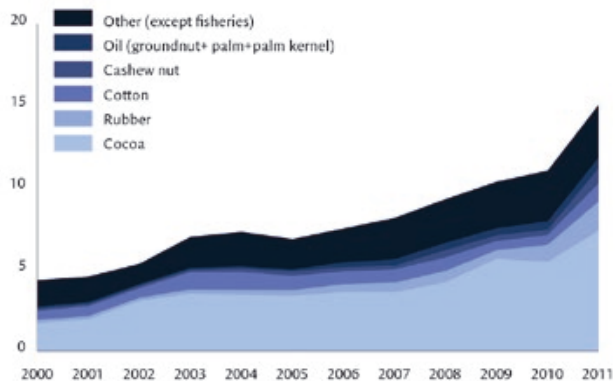
EVOLUTION IN REGIONAL ROOT AND TUBER PRODUCTION (MILLION TONS)



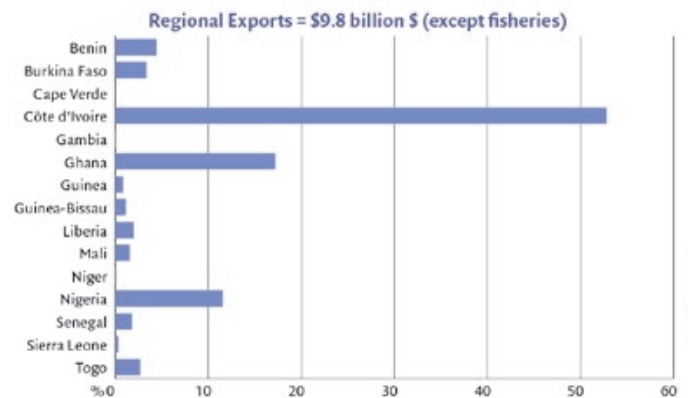
REGIONAL ROOT AND TUBER PRODUCTION BY COUNTRY (2010-2012)



EVOLUTION IN THE EXPORT OF THE MAIN EXPORT CROPS (\$ BILLION)



REGIONAL EXPORTS BY COUNTRY (2009-2011)



sources: Faostat

CROP AND ANIMAL production has risen greatly in thirty years. However, this progress has been based mainly on an increase in cultivated and pasture land, with very little improvement in yields. These trends are diverse, however, based on specific produce, and annual outcomes are still highly variable because of production systems' strong dependence on an often capricious climate.

Grains: Progress Mostly in Rice and Corn

Grain production has been “booming”—up from 16 million tons in 1980 to more than 56 million tons in 2013. Corn production notably has increased greatly thanks to the agronomic interactions with cotton cropping. It has also benefitted from the cotton system: farm equipment, organization and financing of the input supply, agricultural advice, farmer structuring, etc. Rice production has grown rapidly since the 2000s in countries along the Gulf of Guinea and more modestly in developed land (Niger and Senegal Rivers) and lowlands. More than 6 million ha are devoted to rice, with average yields on the order of 2 to 2.5 t/ha of paddy. But this production only covers half of needs. Traditional grains—millet, sorghum and fonio—have benefitted very little from progress in techniques and varieties. Grown in zones where the very heterogeneous rainfall is still decisive in yield formation, farmers have renounced intensification.

While grains occupy a very large share of cultivated land, the region still has a shortfall because it does not produce wheat and its rice production is still very insufficient.

Roots and Tubers: Flagship Products in Wet Zones

Root and tuber production has increased greatly in tropical wet zones. Cassava and yam, followed far behind by taro, sweet potato and

potato are the main products with a volume on the order of 150 million tons. Once again, improvements in productivity have been few, and the increase in production is mainly based on an increase in the amount of land.

Export Crops: Few Products and Few Countries

The range of products for export is limited, as is the number of countries concerned by these stakes: Côte d'Ivoire is the main agro-exporter. Cotton concerns mainly Mali and Burkina Faso, and secondarily Senegal, Benin and Côte d'Ivoire. Coffee and cocoa concern above all Côte d'Ivoire, Nigeria, Ghana and to a slight extent Guinea. Cashew nuts are crucial to the economy of Guinea-Bissau and an important product in Côte d'Ivoire. These countries plus Benin are concerned by citrus. Bananas are produced mainly by Côte d'Ivoire.

The trends seen in grains have been confirmed. In the case of cotton, cultivated land has increased by 4.8% per year since 1980, while yields have only improved by 1% per year. The impact of the drop in world prices in the mid-2000s should be noted in these trends. In the absence of intensification policies targeting food crops, a proportion of the inputs delivered by cotton value chains has been “deviated” to corn crops.

Coffee and cocoa face different situations. According to FAO data, coffee and cocoa respectively saw changes of 36% and 40% in their yields over the 2000s. But the amount of land devoted to cocoa increased by 21% between 2000 and 2012, whereas the amount devoted to coffee plantations dwindled by 80%. While the sharp change in yields can be imputed to agronomic efforts and the maintenance/renewal of plantations, the reduction in the amount of land devoted to growing coffee is, for its part, linked to changes in demand (i.e. the issue of Robusta coffees) and prices (1).

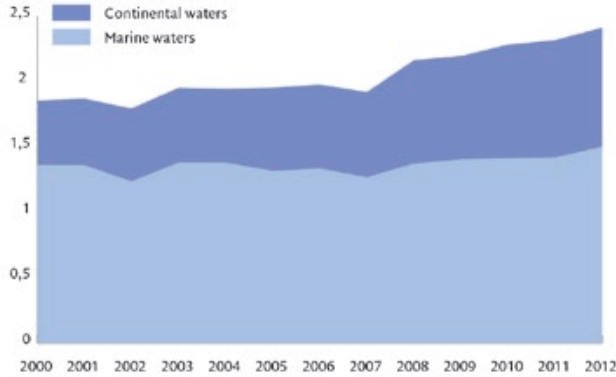
◆ The proportion of rice in grain consumption rose from 15% in 1973 to 26% in 2010. Production is not increasing fast enough.

◆◆ The expansion of cultivated land offsets the weak progress in productivity but increases pressure on natural resources and conflicts over use.

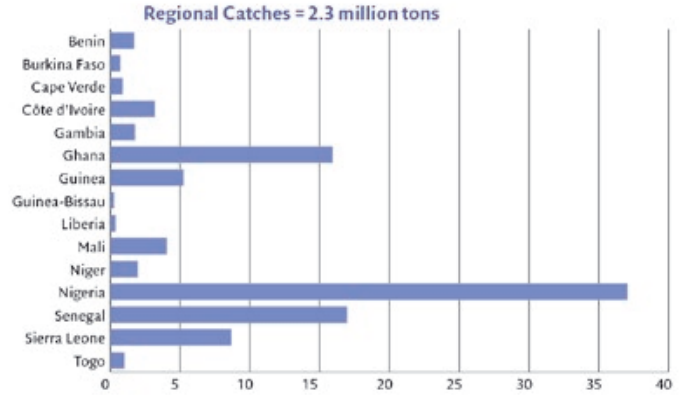
Note:

(1) FARM, 2008.

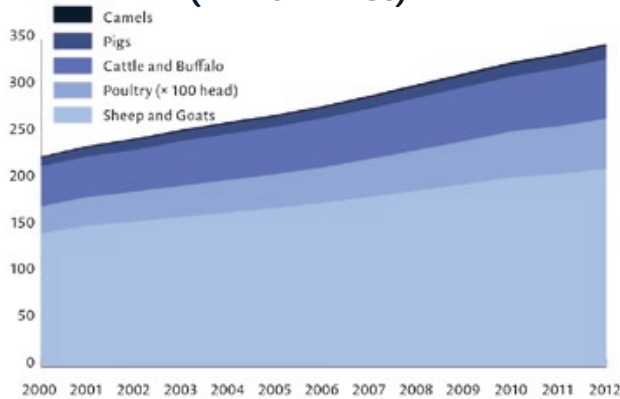
REGIONAL EVOLUTION IN REGIONAL FISH CATCHES (MILLION TONS)



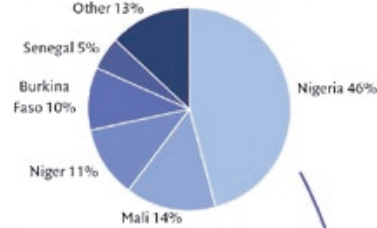
REGIONAL FISH CATCHES BY COUNTRY (2010-2012)



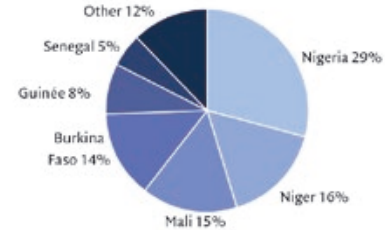
EVOLUTION IN REGIONAL HERDS (MILLION HEADS)



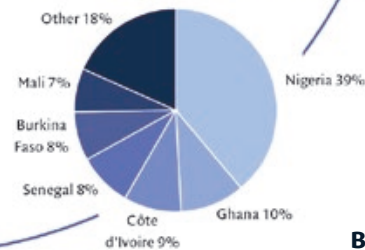
Sheep and Goats Regional Herd = 207 million head



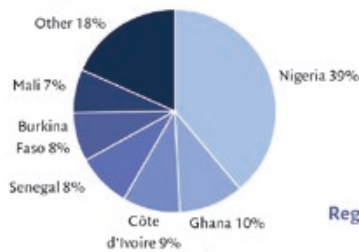
Cattles and Buffalo Regional Herd = 61 million head



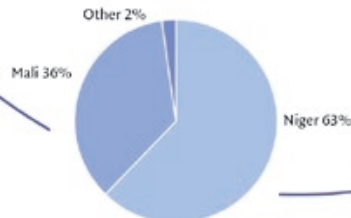
Pigs Regional Herd = 13.5 million head



Poultry Regional Herd = 514 million head



Camels Regional Herd = 2.6 million head



ANIMAL HERDS BY COUNTRY (2009-2011)

source: FAOstat

Animal Products: Crucial Shifts

Livestock systems have been marked by the progressive “migration” of herders towards Sudano-Sahelian areas with better pastures and the partial reconstitution of cattle herds with small ruminants, which are less expensive, following crises. Part of the herd stock has also “changed hands” because of the growing pauperization of herders, with entire herds now owned by large traders or civil servants, with the herders having become shepherds or watchmen. The entire relationship to the animals and land has been altered by this. Agropastoral systems, on the rise following the sedentarization of herders and the development of crop-livestock systems among crop farmers, currently dominate sub-humid savannahs (Sudano-Sahelian zone). The bulk of the increase in herds has happened mainly in these zones. These systems are based on an agro-economic complementarity between livestock and crops, with transhumance becoming seasonal and only affecting part of the herd. The contribution of these crop-livestock systems to total beef production is estimated to be 35% (2).

Another major change has been the very rapid development of poultry value chains. Located on the outskirts of cities, they meet urban demand better. This periurban livestock system also concerns cattle and sheep production, with the development of fattening activities and the structuring of milk supply value chains. These remain confronted with sharp competition from dairy industries founded on the reconstitution of imported powdered milk. The constraints on local value chains are many, and constitute major hindrances to supplying regular demand (3). Among the most important are: the seasonal cycles in the local supply associated with the isolation of production zones and a shortfall in services for producers.

Fishing and Aquaculture: Dwindling Resources

The region’s fishery production shows high potential, which allows certain countries (Senegal) to make it one of the pillars of its economy. The price of fish is often more advantageous for consumers than that of meat. Aquaculture is still marginal compared to fishing. Fishing is facing increasing over-exploitation of fishery resources by foreign trawlers. Competition from better paying markets is strong and only the rejects from trawlers find themselves on the regional market. The second challenge is the scarcity of inland freshwater fishery resources under the twofold effect of over-exploitation by humans and the silting of lakes.

Local value chains face constraints of socio-economic (access to inputs, land, etc.), institutional (financing, technical support, research) and commercial (circulation of goods and merchandise still difficult at borders) natures. Processing, conservation and distribution chains for products are struggling to adapt to the segmentation of demand despite the growth in production. Imported products from Brazilian, European and Chinese industrial value chains have largely been able to win out over local value chains that are still inadequately structured. Coastal countries therefore find themselves in a situation of growing dependence on imports for a set of products: poultry, tripe, powdered milk and grain (wheat and rice).

◆ Symptomatic of the complementarities between agricultural economies within the region, livestock systems are facing major transformations. Pastoral systems—crucial to the regional economy, management and occupation of arid land—are facing adaptations that are as inevitable as they are difficult.

◆◆ Commercial export crops are penalized by the low level of local processing and have too little impact on incomes and non-agricultural jobs.

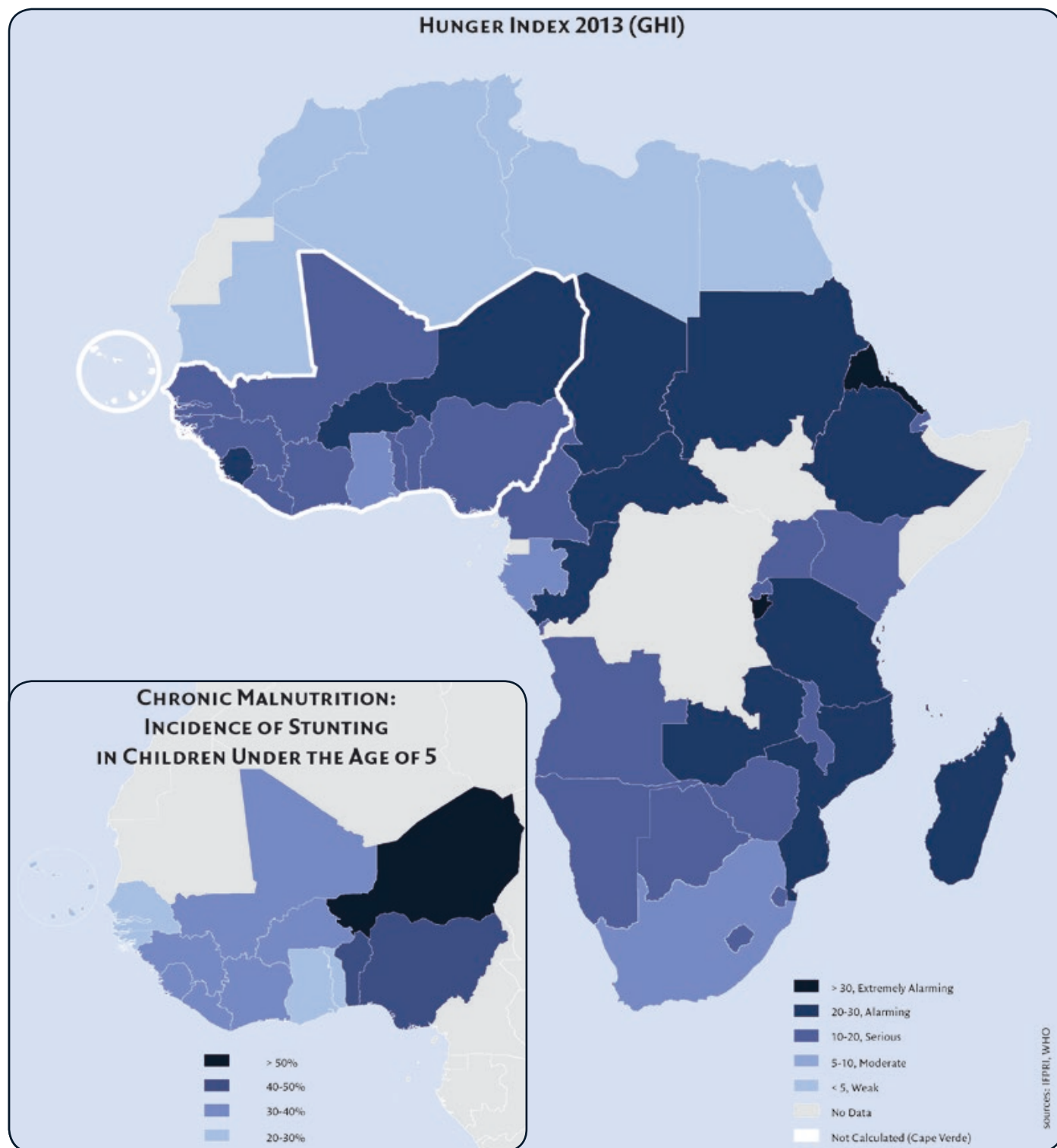
Notes:

(1) FARM, 2008.

(2) OECD, 2007.

(3) AVSF, 2010, and ReSAKSS, 2011.

Food and Nutrition Situation



THE FOOD AND NUTRITION crises of the 2000s clearly illustrate the shift that has happened in Sahelian, and more broadly West African, societies. The production crises linked to the weather and pests (mainly locusts) affected production levels in the 1970s, 1980s and 1990s and consequently mainly the food security of rural populations—the vast majority—whose food systems were based largely on household self-consumption. The drop in supply had a direct impact on the food security of producers and consumers buying on local markets. Population growth combined with urbanization has come with an intensification of the market's role in supplying households, including agricultural households. At the same time, the (albeit imperfect) liberalization of regional markets and external liberalization, connecting West African markets more directly to global markets, have widened the range of risk factors.

International imports had acted as a supply adjustment variable when world prices were low and stable starting in the early 1990s. The skyrocketing prices on the main agricultural commodities and oil in 2007-2008 changed all that. They contributed to the transmission of international price instability to local markets. The high intra- and inter-annual instability—a fundamental characteristic of West African food markets—was augmented by the instability of world food prices, with a transmission of this instability all the more strongly when countries depended on imports to ensure the equilibrium of the food balance.

Markets and Food Security

The liberalization of the regional market, while playing a large role in the interplay between supply and demand complementarities among surplus-producing and shortfall countries, also led to changes in the analytic framework on food crises. The region is a factor in risk reduction by fluidifying and regulating markets. But it can also be a factor heighten-

ing risk. This is the case when a country, facing a shortfall, sees its neighbors close their borders in fear of large outflows of food. These strategies drive up prices and worsen the food crisis.

The market's rise in power in household supply has increased the importance of the “access to food” dimension. In these conditions, the relationship between monetary poverty and food insecurity has become obvious, in both rural and urban milieus. Added to this is a set of factors that influence households' resources, livelihoods and ability to ensure their food security by their own means: income from seasonal or permanent migration, economic shocks (cotton crisis, for example), etc.

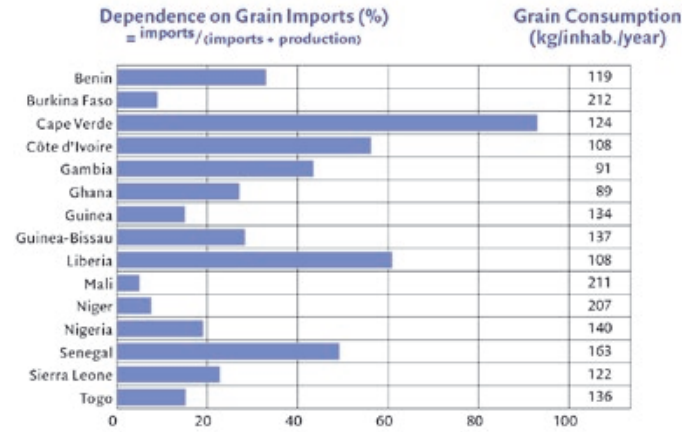
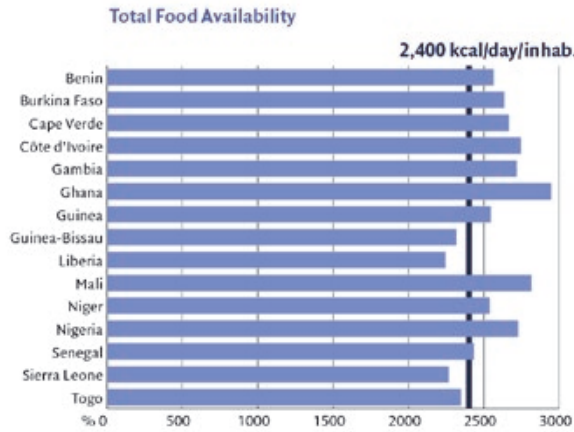
The 2000s: Malnutrition Exposed

Several other dimensions of food crises emerged in the 2000s. The issue of nutrition, first and foremost, was revealed with the 2005 crisis in Niger and exposed chronic malnutrition in the Sahel, amplified and aggravated during food crises. Malnutrition among children, pregnant and breastfeeding women and the elderly is still a fundamental issue even when the conditions for food security—as it is traditionally understood—seem to be met. Malnutrition is linked to multiple factors—economic and social, demographic and cultural, sanitary, food habits and diets, etc. While humanitarian efforts during crises (nutritional rehabilitation) can effectively fight acute malnutrition, treatment of chronic malnutrition requires multi-dimensional and multisectoral coherent action over the very long term. Mainly organized to detect and handle food crises linked to production shortfalls, the crisis warning and response systems have found themselves greatly disarmed when faced with massive nutrition crises. They are requiring changes to be made in the crisis analysis framework, crisis response and treatment tools, institutions and actors involved in the crisis prevention-management system.

◆ Poverty is the main cause of food insecurity: it affects producers' production means and/or capacity to buy food to feed themselves.

◆◆ Although hunger has stayed relatively stable over the past 10 years, child malnutrition is still a major concern, notably in the Sahel Belt.

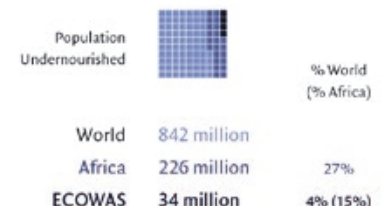
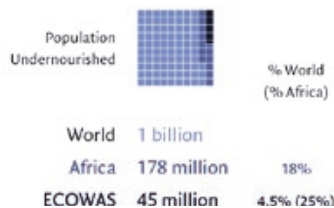
FOOD AVAILABILITY



UNDERNOURISHED POPULATION



sources: FAOstat, WHO



Pastoral Crises: Preserving Herders' Assets

The pastoral issue second. In reality, these crises existed already but received much less media coverage and were less understood by decision-makers and food security stakeholders. Indeed, pre-2000 crisis prevention-management systems favored tracking of major food crops (grains). What is more, the amplification of transhumance, which was herders' main way of adapting to shortages in fodder and water, has gone into crisis. The long-distance movement of herds whose size has greatly increased have become more difficult and more conflict-ridden with the spread of farmland and greater competition for resources in traditional host environments, etc. The particularity of pastoral crisis prevention strategies is that they mobilize instruments that target protection of herders' livelihoods (the herd) rather than people. When these protection measures have not been able to be deployed or are inadequate, food aid to the concerned populations is necessary.

The political and security crises are not new either but they have evolved with (i) the crisis in Côte d'Ivoire and its socioeconomic and trade impacts throughout West Africa's "central corridor"; and (ii) the emergence of terrorist groups that impact the operation of public services (including information and early warning systems), production conditions, trade, etc., as well as humanitarian aid stakeholders' capacity to intervene and safety.

From the start of the 2000s, food crisis response tools have diversified greatly. Food aid has become a minor response instrument, in line with the increasing complexity of crises and better forecasting. Countries, with their partners, now have a broad range of forecasting instruments (to lower impact) and instruments to respond to crises after they are underway: safety nets in the form of cash transfers, health care provision, increasing decentralized stores, income-generating activities, etc. The Food Aid

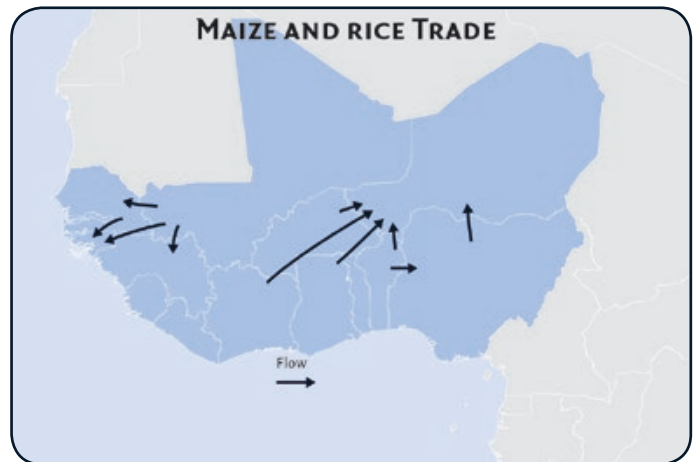
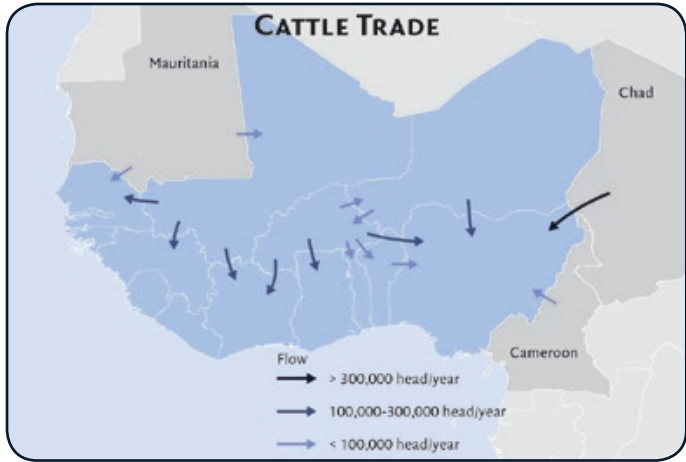
Charter adopted in 1990 to provide the Sahel and international partners with a code of behavior for management has since ceased to be a relevant framework for the coordination and convergence of crisis response interventions. For this reason, the region negotiated and adopted a new charter, the Charter for Food Crisis Prevention and Management that broadens the field covered by this joint approach.

◆ Crises are not linked to economic and market risks and security risks. They are rapidly taking on a regional dimension.

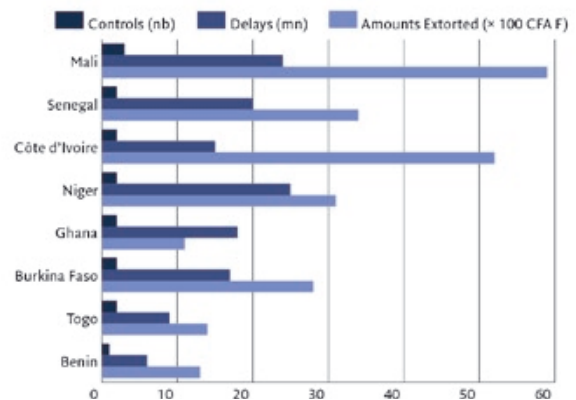
◆◆ The 2007-2008 food crisis helped put food issues back at the heart of West Africa's and the international community's agenda.



Regional Agricultural Markets



ROAD HARASSMENT PER 100 KM (2007-2013)



sources: ATR-OPA-CILSS

CREDITED WITH a population of more than 500 million by 2030 and economic growth of 5% per year, West Africa is a vast regional market under construction. Integration policies have not yet eliminated all obstacles limiting the expansion of the common market. But, these constraints do not impinge the vitality of crossborder merchant networks.

The Road to the Common Market

Begun in 1964 with the formation of the West African Customs Union (Precursor to the current WAEMU) the construction of the regional market sped up with the revision of the ECOWAS treaty in 1993 that prescribed the formulation of sectoral policies. In the area of trade, it is marked by the creation of a free trade zone. Theoretically complete in 2003, the Trade Liberalization Scheme pursued several objectives: promoting entrepreneurship, increasing intra-regional trade and stimulating economic activity, improving West Africa's competitiveness on the world market, etc. The shift to the Customs Union that took place in the wake of the ECOWAP negotiations and the Economic Partnership Agreement with the European Union enabled a minimum of coherency across agricultural and trade policy guidelines. The Customs Union that will come into effect on January 1, 2015, should provide better protection for agrifood products in the region. Indeed, the Common External Tariff, the backbone of the Customs Union's external taxation, consists of five levels of customs duties, including the highest—set at 35%—for strategic products, among which figure nearly all agricultural products with the noteworthy exceptions of rice and milk.

Trade Underperforming in the Region

Many obstacles (formal and informal taxes, non-harmonized standards, etc.) limit the expansion of regional trade, which officially accounts for only 12% of ECOWAS trade. This last covers two large categories of products: hydrocarbons (that make up the largest transaction line) and agropastoral products. The latter are dominated by live animals and grains. Animal transactions involve more than 1.5 million head of cattle, with Nigeria absorbing more than two-thirds of these. Animals are supplied primarily by Mali, Niger and Burkina Faso. But there are also large flows from Central Africa.

While more than 60% of the grain produced in the region is sold, only 2% crosses borders. Nigeria is the main exporter to Niger, along with Chad in Central Africa. Substantial millet and sorghum transactions can be seen between Mali and its neighbors, Guinea, Mauritania and Senegal. This last is the region's main supplier of fishery products. Other products such as onion, tomato and cowpea are the subject of intra-community transactions.

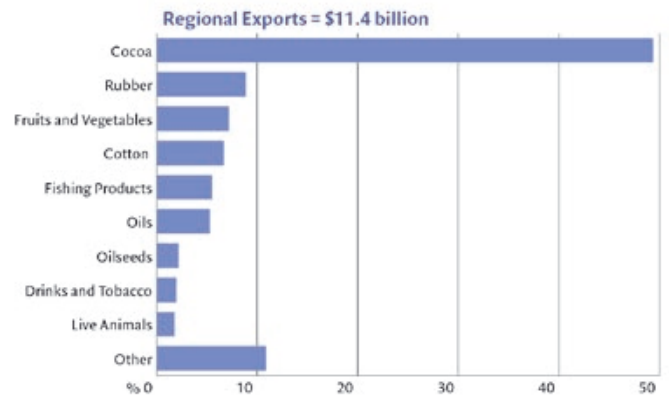
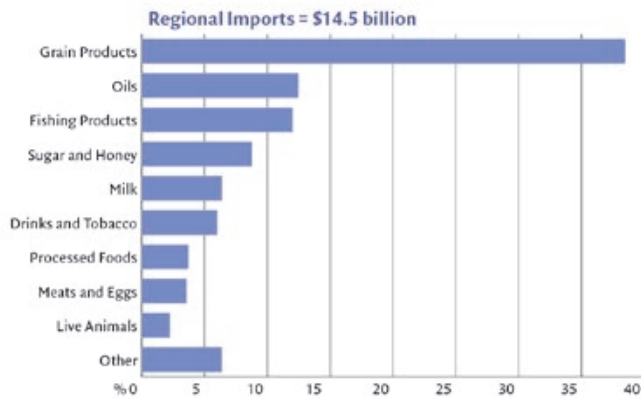
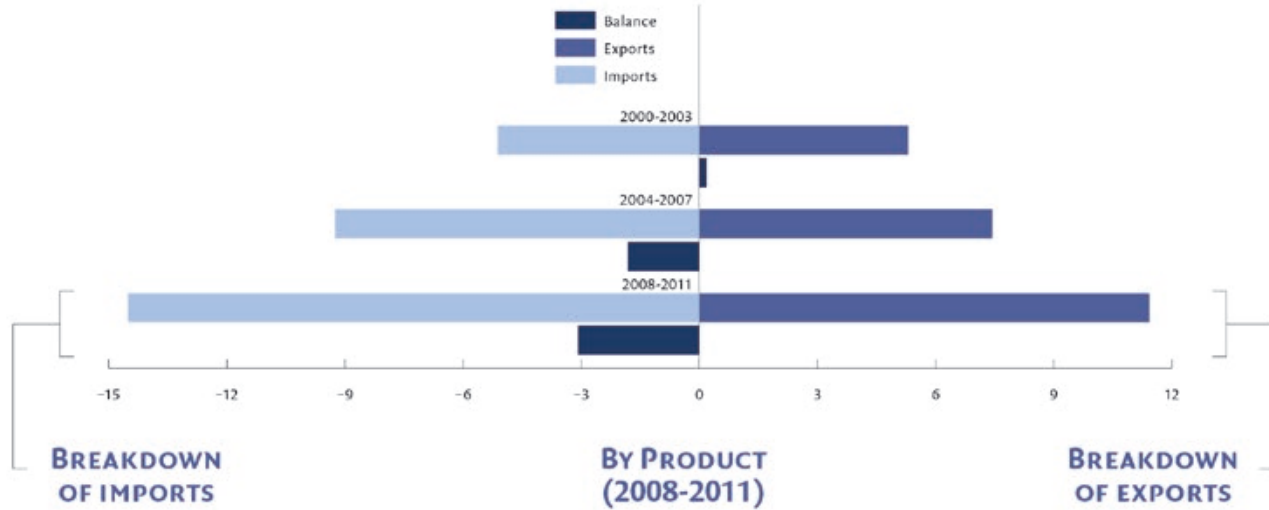
The regional agrifood product trade strengthens intra-regional integration even though the configuration of the transactions hints at three commercial sub-spaces that are completely out-of-phase with regional integration schemas. They made it possible to forge trans-national commercial networks, precursors to the economic integration dynamics promoted by the three integration institutions (ECOWAS, WAEMU and the Mano River Union) that coexist in the region. They surplus production basins with consumption basins and areas experiencing production shortfalls. In this way, they contribute to food security by improving availability on the market and helping regulate prices.

◆ ECOWAS, organizations and regional actors (producers, traders, transporters, civil society) decided in July 2014 to create the citizen Regional Forum on the free movement of people and goods in West Africa.

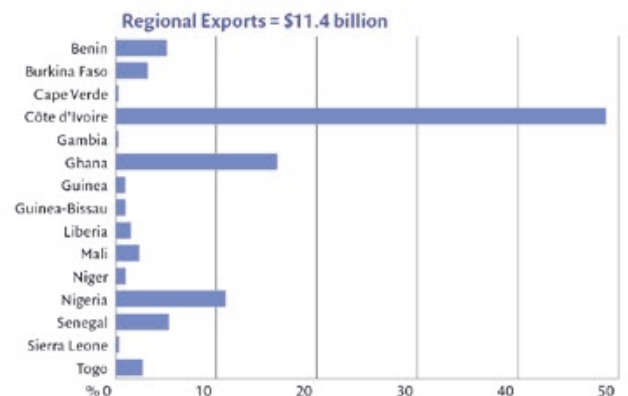
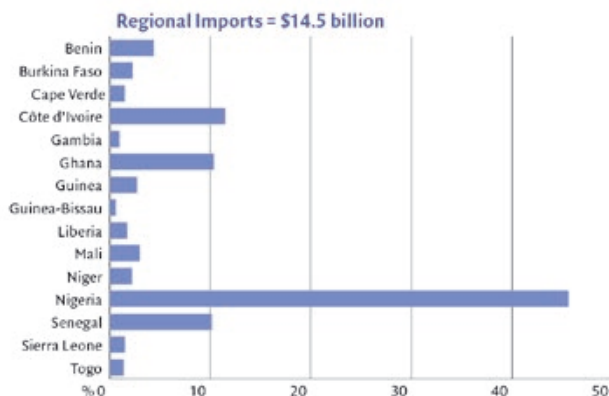
◆◆ According to the observatory of abnormal practices facilitated by CILSS, carriers must undergo many controls on cross-border corridors: 6 to 14 per 100 km on average, according to the axes and the products transported.

Agricultural Systems' International Insertion

CHANGE IN AGRIFOOD BALANCE (× \$ BILLION)



BY COUNTRY (2008-2011)



MORE THAN a half-century of independence has not been enough to alter the way that West African countries are integrated in the international market. They export commodities that are little or not processed, in exchange for manufactured products, thus perpetuating what Samir Amin calls the “trade economy.” However, the region has diversified its trading partners, with the recent entry of the BRICs countries, especially India and China, in the context of a degradation of its trade balance for agrifood products.

West African exports are dominated by commodities: hydrocarbons and other mining resources, and agricultural products. Industrial goods represent only 0.1% of West African exports. External sales of agricultural products are modest. They account for approximately 16% of total ECOWAS exports, and concern a very limited number of products. More than 60% of cocoa and edible product exports are directed toward the EU. Cotton, however, is destined for Asian countries and Brazil. Côte d’Ivoire appears as the largest agro-exporter, taking a position on nearly all the products sold on the international market. It is followed by Ghana and to a lesser extent by Nigeria for the same products, and by Senegal for fishery products.

Imports Dominated by Grains

Agrifood imports account for 20% of the region’s outside supply. Four countries—Ghana, Côte d’Ivoire, Senegal and Nigeria—account for nearly 80% of the region’s food imports, 45% of which by Nigeria alone. The relatively modest imports during the 1990s and the early 2000s have increased since the prices of staples have skyrocketed. Rice imports have risen from 6

million tons in 2010 to 9 million in 2012. Meat product imports have recorded a similar rise, driven by Ghana and Côte d’Ivoire. Europe is the main supplier, with a more than 30% market share, followed by the Americas and Asia. China and India have greatly increased their agrifood product exports to West Africa over the past fifteen years.

Increasing Food Dependency

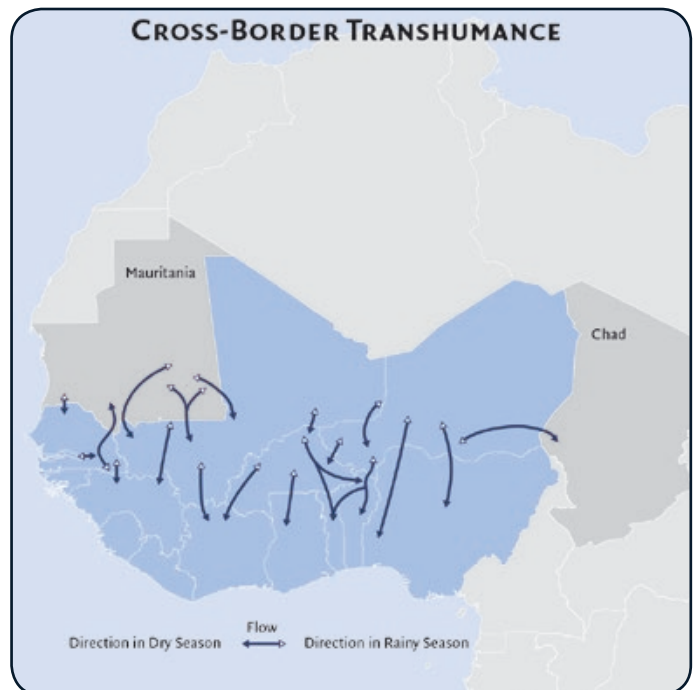
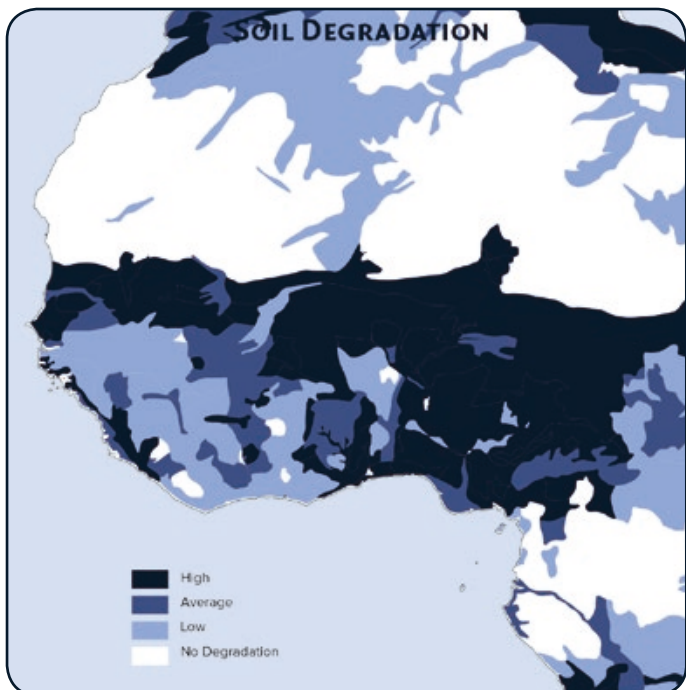
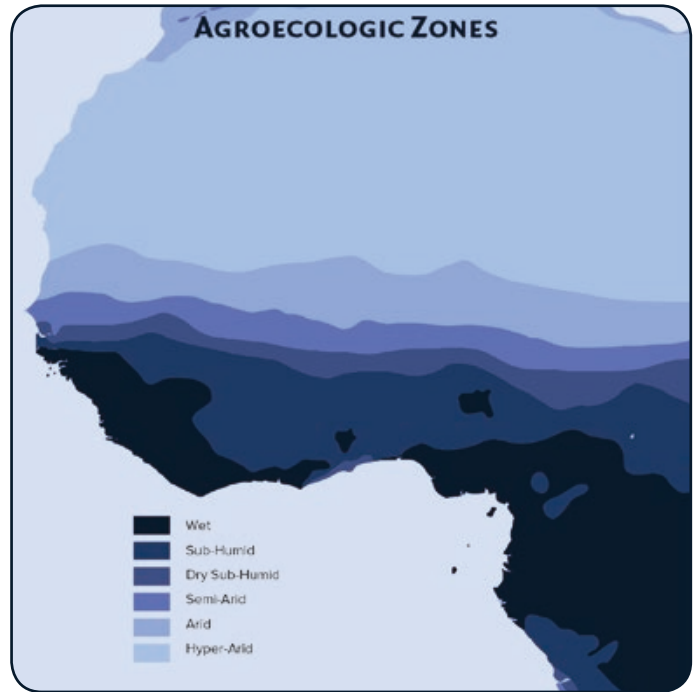
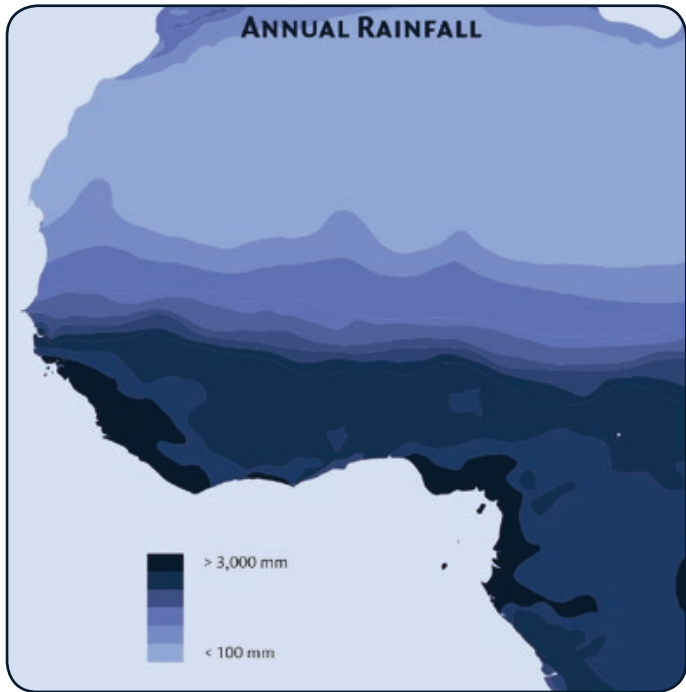
In the black at the start of the 2000s, West Africa’s agrifood trade balance has become structurally in the red since the mid 2000s. This worsening intensifies the region’s food dependency. It can be imputed to a rise in demand driven by population growth and urbanization, the low degree of and disparities in border protection, and finally the rising price of imported foodstuffs. This situation is all the more difficult to accept as the shortfall is in products for which the region has strong potential: rice, meat and milk. Even though considerable, the increase in production is still insufficient to match the growth in demand.

The region has recently reached an Economic Partnership Agreement with the European Union, which provides for the eventual liberalization of 75% of its commercial imports from the EU in exchange for complete opening of the European market. However, most agrifood imports will remain subject to the ECOWAS CET. This trade agreement must still be ratified by the member States of the two economic ensembles. It is accompanied by a development support program, the EPADP, which should allow the region to adapt its production sectors to the new competition conditions.

◆ For the past 10 years, free trade agreement negotiations have sprung up between the region and its partners: the European Union, India, China, Brazil, Morocco, etc.

◆◆ The conclusion of an EPA with the EU was essential for the agro-exporting countries in the region maintain access to the European market free of customs duties for exports of tropical products

Natural Resource Management



sources: UNEP, ATP-CILSS

NATURAL RESOURCE management issues are many in West Africa because of the extreme diversity of ecosystems and production systems. But beyond this diversity, there are major issues shared by all countries: (i) water management; (ii) soil fertility; (iii) protection of forest spaces; (iv) route management; and (v) biodiversity protection. Major changes are happening under the twofold effect of human action and climate change. A true race against time is underway to develop resource management and regulation modes that ensure sustainability and allow the region to exploit its potential based on sustainable technical systems.

Water: The Main Concern

Most countries have considerable renewable water resources and non-renewable groundwater (some of which rely on cross-border aquifer systems). Water management concerns all agricultural systems, including non-irrigated systems. In dry zones, water and soil protection and conservation techniques have spread rapidly (zai holes, cordons, etc.). In wetter zones, lowland development is a challenge of the utmost importance and can secure production. But it comes with large risks for biodiversity in wet zones.

Irrigation follows two major modalities: large irrigation schemes and small-scale irrigation. The large schemes are facing a drop in river output and their development and maintenance high costs. The latter are magnified by the difficulty developing social water management systems that reconcile the short term (inexpensive user fees for farmers) and the long term (regular maintenance of developments and resource protection). Rehabilitation costs are such that they leave little room for new investments. The environmental impacts and risks of conflict between countries over how the resource should be shared further intensify the timidity of financial partners, while States continue to favor this path.

Small-scale irrigation is growing rapidly, based on boreholes or reservoirs. The development of drop-by-drop systems can optimize utilization of this resource. However, there are considerable difficulties with access to efficient and relatively inexpensive equipment (supply network) and with financing (farmers' access to credit, insurance). The geographic distribution of boreholes is becoming an important challenge to preserve water resources over the long term. It requires new forms of governance, based on dialogue between agricultural sectors and the "hydraulic world." Generally speaking, great strides have been made in governance (basin agencies, management frameworks, etc.) in the framework of integrated water resource management (IWRM).

◆ Integrated water resource management has made great strides but is struggling to fully integrate sectoral issues.

◆◆ International approaches compartmentalize environment issues and have difficulties taking into account the complexity of the challenges involved in natural resource protection and local economic development.I.



Land Degradation

The soil fertility crisis has been worsening for 20 years because of the rapid expansion of cultivated land and in the absence of sufficient agricultural intensification and increased per-hectare productivity. Traditional methods of restoring fertility through fallows are being called into question everywhere, more or less sharply based on local land pressure. It is also this spread of cultivated land that calls into question traditional transhumance, affecting herders' mobility and the safety of pastoral systems. Given the nature of the soil, intensification itineraries through chemical fertilizer alone are rapidly reaching their agronomic limits. It is generally through systems that combine agroforestry, organic manure and mineral manure that new fertility balances can be recovered on farms.

Forests Doubly Threatened

Forest protection and biodiversity preservation are also considerable challenges for agriculture and food security. Some coastal countries have seen their forest cover dwindle rapidly with the development of pioneer fronts. This trend is worrying. The rise in cultivated surfaces continues to overcome conservation strategies. These changes have had major impacts on rainfall patterns in the region.

Beyond the expansion of cultivated farmlands, forest resources are threatened by excessive logging for export and heating. Population growth increases pressure on the resource whereas alternatives for cooking are often still not very competitive. However, considerable progress has been made: certification for sustainable tropical forest exploitation (promoting labels), local agreements on offtake of heating wood showing encouraging but heterogeneous results, development of improved stoves that use less wood charcoal, promotion of gas, etc.

In the area of biodiversity, initiatives have largely been driven by international agreements and processes. Observatories and detailed inventories of genetic diversity have been promoted. Climate change adaptation strategies are giving new importance to gene protection and conservation, notably to explore new varieties better suited to climate variability or a drop in the duration of rainfall. But these two issues are different for research into varieties.

Climate Change: Managing Uncertainty

Climate change is not a new issue in the region. Since the 1960s, isohyets have shifted by more than 300 km to the south. Even more than climate change, the region and its agrarian and livestock systems are confronted with strong variability. What is more, knowledge is still insufficient on the complexity of the monsoon phenomenon and this affects the accuracy models to predict climate change impacts in West Africa (see the IPCC's work). However, forecasters agree that abnormal phenomena will occur more often (frequency and intensity of flooding or droughts), which has direct impact on agricultural production and food security.

The region is simultaneously working on climate change mitigation and production system adaptation. The main concern deals with reducing the impacts of variability in rainfall, by promoting water control. What is more, several countries have placed considerable hope in green energies, notably promoting jatropha as an alternative to imported fuel and counting on carbon finance. Today, these hopes are threatened by the disappointing performance of jatropha and the major difficulties exploiting carbon finance mechanisms.

Generally speaking, the "urgency of development needs" continues to weigh on consideration of environmental stakes both among economic stakeholders and decision makers.



Financing Agriculture

◆ Within WAEMU, there were 774 decentralized financial systems in 2014—40% more than 2001, offering 4,922 points of service (nearly double the number in 2001) to 13 million clients (compared to barely 3 million in 2001) for total outstanding loans in the amount of 719 billion CFA francs (compared to 117 in 2001).

◆◆ The microfinance penetration rate varies greatly from country to country, ranging from between 2% and 3% in Niger to approximately 20% in Burkina Faso and Senegal.

THE DEBATE on public spending on agriculture has been front and center since the Maputo Commitment. While public spending allows countries to invest in structuring infrastructures, subsidize inputs when appropriate, develop services (research, support-advice, etc.), support value chain structuring, etc., it does not solve the central problem of financing agricultural activities and value chains, mainly food value chains.

Private Financing of Agriculture

The financing of agriculture is currently one of the main factors limiting the transformation and modernization of the sector. Indeed, financing of economic activity in West Africa relies largely on a banking system focused on financing public debt and major industrial or service companies. Yet, agricultural sector financing needs are considerable and cover very widespread issues requiring diverse financing modalities. This is true in regard to loan duration (short, medium or long term) and purpose (production or processing equipment, seasonal credit, sustainable plantations and livestock, exploitation or storage infrastructures, etc.) equally. What is more, other related but no less important financing needs exist in the areas of social protection, health care and retirement.

In a region where the bank access rate is less than 10%, traditional banks are marginally involved in financing the agricultural sector. They believe the risk to be very high given the nature of agricultural activities (weather risk, market risk, etc.). They often have too small a presence in rural zones, and few human resources with technical and economic knowledge of agricultural activities. The clientele and credit needs are scattered, making application review and clientele monitoring very expensive. What is more, the restructuring of national financial

systems in the 1980s and the structural adjustment period caused most agricultural and development banks, which were often in the red and struggling with management difficulties, to disappear.

The only truly significant production or marketing loans from the traditional banking system concern industrial farmers capable of providing guarantees (e.g. rubber or banana plantations, “modern” poultry farms). Input loans are also granted in some integrated value chains. This is the case for the cotton value chain in Mali and Burkina Faso, where cotton companies act as intermediaries between the banking system and farmers, with loans being guaranteed by the cotton delivered to the companies.

Representing a definite alternative to the withdrawal of the traditional banking sector from agricultural financing, microfinance institutions have been booming since the 1980s and have grown under the liberalization of the banking sector. Their number and activity are increasing steadily and rapidly (1) although penetration rates are highly variable depending on the country (2). Nevertheless, many of these structures are still fragile, both in terms of available own funds and mastery of banking professions. Thus, they require improvements, notably in mechanisms to secure savings and credit, lower transaction costs, access refinancing lines, and financial guarantee mechanisms. In fact, they grant mostly short-term loans at often high interest rates targeting income-generating activities (trade). They still have little capacity to meet agricultural demands.

In addition, in some countries, we see efforts by the government and certain private investors to re-enter the rural sector and once again set up agricultural investment banks. Thus, in Niger, the Banque Agricole (BAGRI) has existed since 2011, is owned 35% by the State, and focuses its activities on the agro-sylvo-pastoral sector.

No Guarantees Means No Loans!

Financing the economic activities of FOs is also a stumbling block. Few have managed to negotiate lines of credit from banks that would allow them to finance the purchase of inputs or produce collection and storage prior to group marketing. They often have recourse to revolving funds set up by international financial partners: NGOs, foundations and certain public

cooperation agencies. Some FOs are currently testing risk management systems (harvest insurance).

It is clear that farmers' and their organizations' access to credit is one of the main hurdles to the transformation of West African agricultural systems. Forming partnerships between the banking sector and public institutions to clear this hurdle, in particular through risk management modalities (insurance, guarantee funds), should be a priority.

Farmers' Organizations' Responses to the Financing Needs of Family Farms in West Africa

Echoing the difficulties individual farmers have financing their activities, many farmers' organizations have long placed access to financial services at the center of their concerns, both so that their members can access financial services and they themselves can access the capital necessary to develop their activities. SOS Faim and its partners have recently completed work analyzing and documenting several experiences among the oldest and most emblematic in Burkina Faso, Mali, Niger and Senegal. This capitalization document reports on several decades of FO intervention, draws lessons from experience, and identifies certain possibilities to favor in the future.

Over time, three main approaches have been taken, with varying degrees of success, by FOs. These are: (i) recourse to in-house credit, with FOs offering loans to their members; (ii) the creation of "daughter" financial institutions, usually savings and credit cooperatives, also with the goal of providing their members with favored and lasting access to credit; and finally, (iii) establishing partnerships with existing financial institutions, whether banks or microfinance.

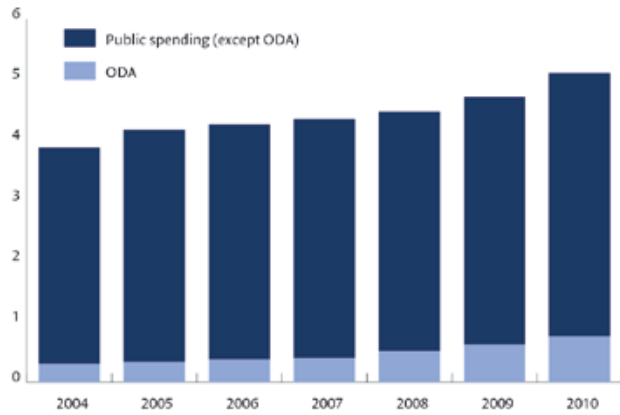
Changes to the regulatory framework have made the first of these strategies illegal in West Africa. The second strategy often runs up against the difficulty of ensuring that the structures created are sustainable and integrating professional standards that have

become more stringent with the new microfinance regulations. The third strategy faces obvious limitations from the insufficient rural penetration of microfinance, the inadequacy of long-term resources, and the relative lack of interest it has in a family-scale agricultural sector that is still seen as particularly risky.

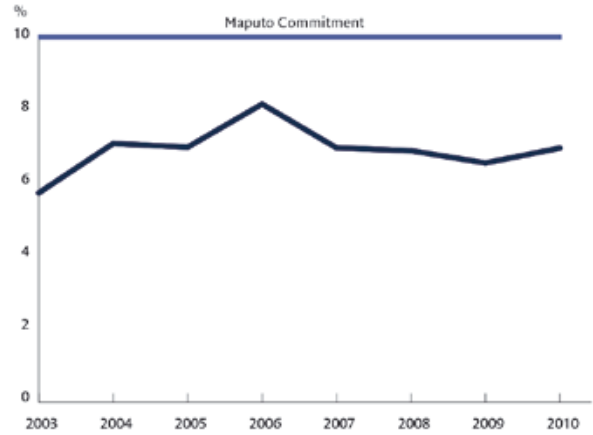
Nevertheless, this third strategy shows the most promising development potential in the medium and long term. Indeed, innovation is possible in this area provided that it is attempted on professional bases; risk management tools such as warrantage/warehouse receipt systems, guarantee funds and the consolidation of AFOs' own funds and property can effectively support access to financing. Similarly, even though it is only a very partial response to the challenges, value chain finance can provide opportunities when contract conditions within the value chain have been met.

Source: *Réponses des organisations paysannes aux besoins de financement des exploitations familiales en Afrique de l'Ouest*, SOS Faim, Brussels, 2012. This capitalization and analysis work was done in partnership with the Fédération Nationale des Groupements NAAM (Burkina Faso), Kafo Jiginew and Sexagon (Mali), Mooriben (Niger) and FONGS (Senegal).

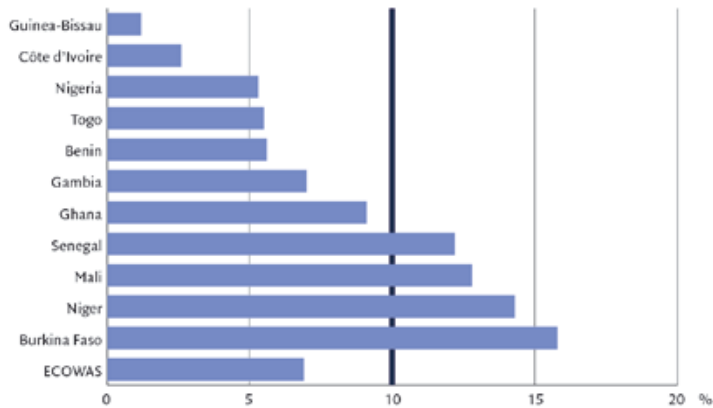
EVOLUTION OF PUBLIC AGRICULTURAL SPENDING AND ODA IN ECOWAS (IN BILLION 2005 \$)



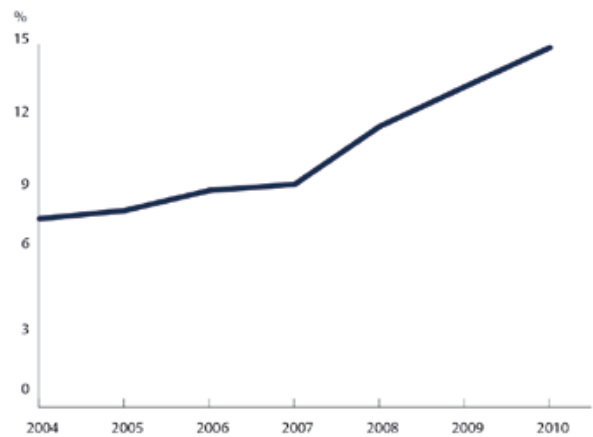
SHARE OF AGRICULTURAL SPENDING IN TOTAL NATIONAL SPENDING IN THE ECOWAS ZONE



AVERAGE SHARE OF THE AGRICULTURAL SECTOR IN PUBLIC SPENDING IN THE ECOWAS ZONE (2003-2010)



SHARE OF ODA IN NATIONAL PUBLIC AGRICULTURE SPENDING IN THE ECOWAS ZONE



source: REIMSIS, OECD

Public Financing of Agriculture

Within the ECOWAS zone, real agriculture spending in constant dollars increased regularly from 2003 to 2010 at an average annual rate of 7.8%, rising during this period from 3 to 5.1 billion dollars (base 2005). However, as government budgets increased at roughly the same pace, the share of public spending on agriculture has changed little since 2003. It stabilized at around 7% in 2010, under the “Maputo Commitment” of 10%.

This hike in public spending can largely be attributed to official development assistance. Between 2004 and 2010, ODA spending in the agricultural sector more than doubled while national public spending only rose by just over 20% in real value; ODA was mostly directed toward investment spending.

This regional rate of 7% masks sharp differences between countries. The Sahelian countries devote more resources to agriculture, while coastal countries often devote less than 5%. Nevertheless, this gap is tending to narrow over time as the rate in Sahelian countries is tending to dwindle while that in coastal countries is rising slightly.

The quality of public spending is also up for debate. Despite the paucity of disaggregated data necessary for detailed analysis, ReSAKSS highlights a priority granted to investments in Sahelian countries (more than 75% of agricultural spending between 2003 and 2007). On the contrary, in coastal countries, operating expenditures come out on top, with investments totaling less than 50% over the same period and investments in agricultural spending in the Sahel mainly ensured through recourse to ODA. Thus, with the exception of Senegal, which financed half of these investments out of the national budget, the other Sahelian countries provided less than 25%. However, this percentage exceeded 40% in coastal countries, peaking at 67% in Ghana.

Crop Production Better Financed than Livestock

Crop production concentrates public resources in a range varying between 38% in Benin and Côte d’Ivoire and more than 90% in Togo, Ghana and Mali. In light of its economic weight and development potential, livestock seems under-financed, especially in the Sahelian zone. It received only 5% of sectoral financing in Mali, Niger and Burkina Faso, whereas its contribution to agricultural GDP there was 26%, 30% and 38% respectively.

Only five countries are currently able to provide at least partially disaggregated data—Benin, Togo, Ghana, Burkina Faso and Mali; in the last three countries, non-disaggregated data cover nearly 50% of spending. Nevertheless, based on the exploitable data, it seems that the Sahelian countries devoted, over the 2004-2008 period, a larger share of their sectoral spending to hydro-agricultural developments compared to coastal zones (34% in Burkina Faso and 53% in Mali, compared to almost 0% in Togo, 2.1% in Ghana and 12.7% in Benin).

In the area of agricultural research and extension, the coastal zones seem better off, with combined spending on research and extension of 33.9% in Ghana, 26.2% in Benin and 20.6% in Togo, whereas this spending came to 1.6% in Burkina Faso and 0.9% in Mali.

Finally, in the inputs sub-sector, spending is significant in Ghana and Benin (7.8% and 17.5% respectively), but almost nil in the three other countries.

The age of the data and their partial nature limit the analysis considerably. This area of information is one where countries must still improve their systems.

◆ The Maputo Commitment by the Heads of State of the African Union in 2003 was to “adopt sound policies for agricultural and rural development, and commit [themselves] to allocating at least 10% of national budgetary resources for their implementation within five years [...]”

◆◆ This 10% threshold corresponds to the average investments needed to achieve agricultural growth of 6% and attain the MDGs.

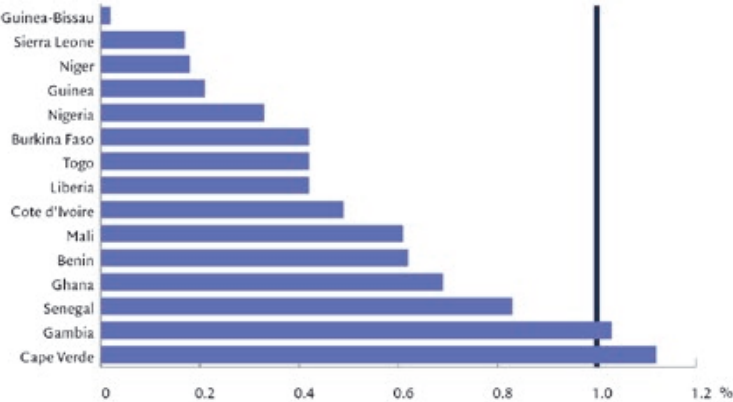
Reference:

– ReSAKSS, *Suivi des processus de développement de l’agriculture ouest-africaine et de ses performances*, 2012; and ReSAKSS, *Complying with the Maputo Declaration Target*, 2012.

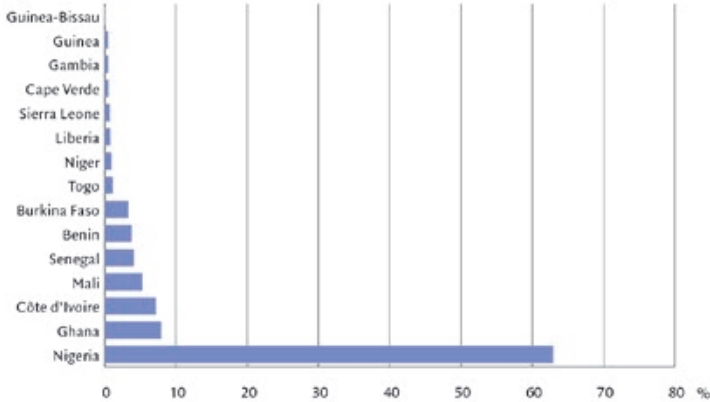


Research and Support-Advice

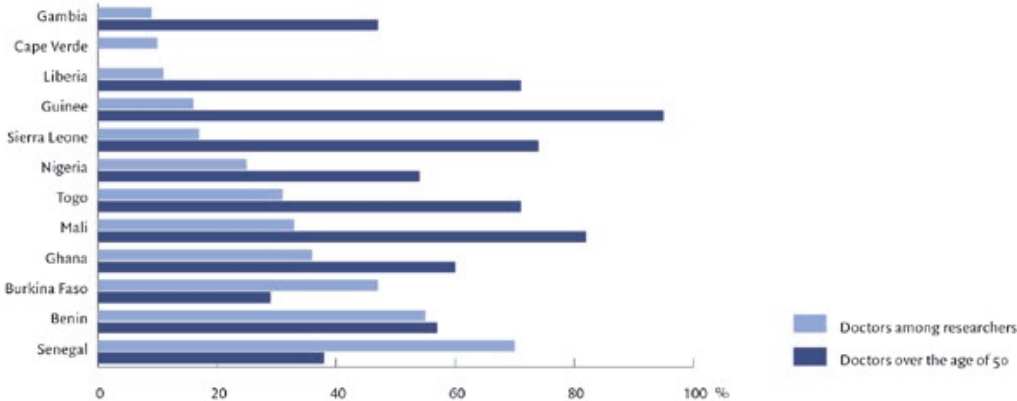
SHARE OF AGRICULTURAL GDP DEVOTED TO RESEARCH & DEVELOPMENT (2011)



SHARE OF AGRICULTURAL GDP DEVOTED TO RESEARCH & DEVELOPMENT IN THE ECOWAS ZONE BY COUNTRY (2005)



PROPORTION OF DOCTORS AMONG RESEARCHERS, AND SHARE OF DOCTORS OVER THE AGE OF 50 (2011)



AGRICULTURAL RESEARCH and advice are the subject of renewed interest in the region. Increased investments, new approaches involving all stakeholders, regional and international networking, and partnerships between the public, private and associative sectors all reveal the desire to re-organize in response to the multiplicity of needs. The aim is also to rely on economic logics through greater integration in value chain approaches, build the capacities of agricultural advisers, and increase the circulation of information and innovation.

The agricultural research and development system in West Africa relies first on national public agricultural research institutes. After more than twenty years of frozen public budgets, investments are on the rise. Within ECOWAS, 330 million USD of public resources were allocated to agricultural research in 2011, 180 of which can be attributed to Nigeria alone.

In addition to the Maputo Commitment on the share of the national budget allocated to agriculture, African leaders pledged, in 2006, to devote 1% of GDP to research and development in general. With the exception of The Gambia and Cape Verde, ECOWAS countries were still far below this target in 2011. What is more, the volatility of investments is high, notably because of the dependence on outside financing. Efforts have been made to hire researchers after a two-decade long hiring freeze which had created a generational imbalance. In 2011, ECOWAS had 4,900 researchers. In addition, current hires often do not have PhDs, which will ultimately call into question the quality of research and its supervision.

A Regional System Being Reorganized

It is crucial for West African research to move beyond overly narrow national dimensions and develop partnerships: participating in international research programs, supporting young researchers, national specialization in fields of excellence, pooling results, etc. The West and Central African Council for Agricultural Research and Development (CORAF/WE-CARD), whose strategic plan for 2007-2016 falls under ECOWAP, fosters the pooling of national research capacities, and plays an important role in capitalization, knowledge management, and the dissemination of best practices. In addition to regional networks, West African agricultural research can also count on the development of international partnerships through specialized centers in the research bodies affiliated with CGIAR (1).

Furthermore, economic research has been particularly abandoned in favor of agronomic research and variety selection. With the rise in power of commercial farming, needs are considerable: research on production system competitiveness, market operations, stakeholders, etc.

The issue of disseminating results is also the focus of work. After the disillusionment with “top-down” extension systems in the 1980s, agricultural advice was left by the wayside. Non-state actors were not able to fill the void. “Innovation platforms” and “communities of practices” are now tools to analyze, document, compare and disseminate innovations based on more balanced dialogue among practitioners, users and researchers.

The diversity in agricultural systems and the multiplicity of challenges illustrate the magnitude of the questions asked of research to produce innovations able to accompany agricultural transformations.

◆ Adaptation to climate change requires considerable research and development efforts, recognition of farmers’ know-how and knowledge, and sustained dialogue between researchers and farmers.

Note:

(1) Created 1971, CGIAR is a consortium of 15 centers specializing in rice (AfricaRice, IRRI), biodiversity (Biodiversity International), forests (CIFOR), agroforestry (ICRAF), arid zones (ICARDA), tropical agriculture (CIAT and IITA), semi-arid ecosystems (ICRISAT), food policies (IFPRI), livestock (ILRI), corn and wheat (CIMMYT), potatoes (CIP), water resources (IWMI), and fishery resources (ICRAF).

Information on Agriculture and Food Security

◆ Information needs are vast and many. Reliable, up-to-date and independent information is still a requirement to meet the needs of professional stakeholders and guide public decision making and international support.

◆◆ Information systems have been designed in each country, and there is considerable need for methodological harmonization to obtain comparable data on the regional scale.

◆◆◆ This harmonization is underway in the framework of the ECOAGRIS system. It also addresses frameworks in which to analyze food vulnerability.

INFORMATION MANAGEMENT covers three strategic functions: fuel decisions on policy orientations, ensure program monitoring and assessment, and anticipate food crises. To meet these various evolving needs, multiple systems to collect, centralize, process and analyze data have been set up over time at the initiative of governments, regional or international institutions, NGOs and even technical and financial partners. Considerable efforts are currently being made to harmonize and rationalize these systems and build reliable and effective regional systems.

Decision-Making Assistance and Policy Monitoring and Analysis

Systems to monitor implementation of agricultural and food security policies rely on a set of systems aiming to collect quantitative and qualitative data. The latter cover a vast field that goes beyond agriculture.

Monitoring agricultural, animal and fishery resources along with natural resources, for which Ministerial statistics offices and national statistics institutes are mainly responsible. These data are also consolidated through the AGRHYMET Regional Center, FAOSTAT and Countrystat (FAO). These supranational systems and the establishment of NAIPs and the RAIP have helped harmonize the data.

Knowledge management, in numerous fields: legal and judicial information on policies, regulations and standards are above all produced by the various sectoral Ministries and the Ministries of Trade, the Economy and Finances. Other qualitative information is collected by diverse specialized institutions: FO networks and sectoral ministries for information on farms, NARSs for research, inter-branch organizations for value chains, etc.

Decision-making assistance systems, the users of these data, are numerous. In addition to national institutions and stakeholders, sub-regional institutions and stakeholders make use of these data: CILSS, CORAF, IITA, ROAC,

COFENABVI, etc.

On the regional level, ECOAGRIS, the joint initiative of ECOWAS, WAEMU and CILSS, aims to form a shared regional system for decision-making assistance at the service of ECOWAP on the scale of the 15 ECOWAS countries, the WAEMU Agricultural Policy (APU) and CILSS's food crisis prevention and management system.

These three institutions have decided to develop this shared system, placed under ECOWAS leadership, by exercising an integrating and federating role over the various existing regional information systems. It aims to achieve the coherence, network and build the capacities of existing information systems, and consolidate, exploit and disseminate the data provided by these systems. A cooperation protocol was adopted to this aim in June 2013, to which the main buyers of regional information on agriculture, markets and food and nutrition security adhere.

Situational Information, or Food Crisis Prevention

When it comes to analyzing the food and nutrition security of West Africa, CILSS has played a major role since it was created in the 1970s, particularly through the AGRHYMET Regional Center (ARC). It notably helped build national structures' capacities to collect, transmit, process, centralize and distribute data and information. It contributed, with the member States and several international partners (FAO/GIEWS, FEWS NET, WFP, JRC/EC, etc.), to develop food crisis early warning, prevention and management systems and systems to monitor household vulnerability. At the heart of the system are multidisciplinary working groups (MWGs) created during the 1980s in the nine countries that founded CILSS and entrusted with agro-hydro-meteorological monitoring, agro-pastoral crop year assessment, and harvest forecasting (crops and pasture). Crop year monitoring is also completed by meteorological information

provided by weather services. Decadal bulletins provide decision-making assistance to the authorities and development partners.

On the regional level, the ARC compares these data with satellite data (rainfall estimates, biomass monitoring, etc.). It distributes monthly agro-hydro-meteorological information bulletins on the agro-pastoral year; for their part, the FEWSNET system and GIEWS/FAO produce monthly early warning bulletins. In addition, annual joint CILSS/Governments/FAO/FEWS NET/WFP/JRC task forces are organized in CILSS and ECOWAS countries to assess crop year results. The whole supplies the regional food crisis prevention and management system (PREGEC and RPCA), which evaluates harvests, market trends (grains, livestock in general), the situation of vulnerable zones and groups, etc. They anticipate the situation in the pre-harvest period, and mobilize States and partners to manage crises.

Implementation of food crisis prevention systems relies on the exploitation of most of the structural data collected in policy monitoring, but also on key situational data that influence households' food situation in the short term:



- (i) Production: harvest forecasts based on monitoring of developments during the agro-pastoral crop year and then the results of the agricultural survey.
- (ii) Changes in the prices of foodstuffs, on the level of market supply and cross-border flows on the national level by the various Market Information Systems (MISs) federated within WAMIS-NET (the West African MIS network), and by CILSS. Safety stocks (structures united within RESOGEST) are also monitored.
- (iii) Changes in livelihoods, household vulnerability and nutrition situations, for which the collected information comes mainly from statistics departments (NSIs), EWSs, some NGOs (HEA and nutrition surveys), FEWS NET, WFP, Ministries of Health and UNICEF.

EWSs are in charge of the centralization and comparative analysis of all these structural and

THE FOOD CRISIS PREVENTION NETWORK
 → www.food-security.net
**ANALYSE
 INFORM
 PREVENT**

RPCA

The Food Crisis Prevention Network (RPCA) is an **INTERNATIONAL CONSULTATION AND CO-ORDINATION PLATFORM** drawing on the political leadership of the ECOWAS and UEMOA Commissions. Its technical management is co-ordinated by CILSS, with the support of the Sahel and West Africa Club Secretariat. Created in 1984, the work of the RPCA is based on **CONSULTATION, DIALOGUE AND ANALYSIS**. It reinforces the coherence and effectiveness of interventions through the implementation of the Charter for Food Crisis Prevention and Management. The Network brings together the three West African regional organisations (ECOWAS, UEMOA, CILSS), regional and international information systems, bi- and multilateral co-operation agencies, humanitarian organisations and international NGOs, as well as agricultural professional associations, the private sector and civil society.

situational data. All ECOWAS countries now have a single framework to analyze vulnerability, the Harmonized Framework (see Box).

Considerable Weaknesses Remain

The various existing systems still have multiple weaknesses. Several countries do not have complete information systems containing at minimum agricultural and pastoral surveys, market monitoring and EWSs. Very few countries have reliable agricultural surveys able

to grasp the surface areas and yields of different products. Inventories have aged while agricultural systems have undergone considerable transformations. Knowledge of households' living systems and livelihoods remains fragmentary. The availability, regularity, representativeness and reliability of basic data and temporal series are still often lacking. Downstream, it is above all the inadequate quality of the analysis of primary data that is an issue. Among other things, the systems face strong institutional and financial constraints (notably dependence on outside financing) that weakens them. Finally,

The Harmonized Framework

Food and nutrition crisis prevention systems could be perfected, when it comes to both data quality and analytic relevance.

CILSS and its partners have responded to this need for improvement by developing the “Harmonized Framework for the Analysis and Identification of Areas at Risk and Vulnerable Groups” (HF). Recognized by ECOWAS, WAEMU and their member States, this framework enables approaches to vulnerability and food and nutrition risks to be harmonized and facilitates the formulation of shared diagnostics by all parties involved in crisis prevention and management.

Based on an inclusive approach, it evaluates food insecurity based on the convergence of proof provided by a bundle of multiple pieces of information coming from the main systems: (i) crop year monitoring (MWG), (ii) ongoing agricultural survey of harvest forecasts and estimates (EPA), (iii) market information systems (grains and livestock), (iv) health and nutrition information systems, and (v) early warning systems (EWSs).

This Framework is above all a tool to classify food security based on four outcome indicators: food consumption, changes in livelihoods, nutrition, and mortality.

In addition to these output indicators, a series of contributing factors (hazards and vulnerability, availability, access, use and

stability of food) are used to determine the level of food insecurity. Five phases have been adopted between a situation of food security and a famine situation, within each zone.

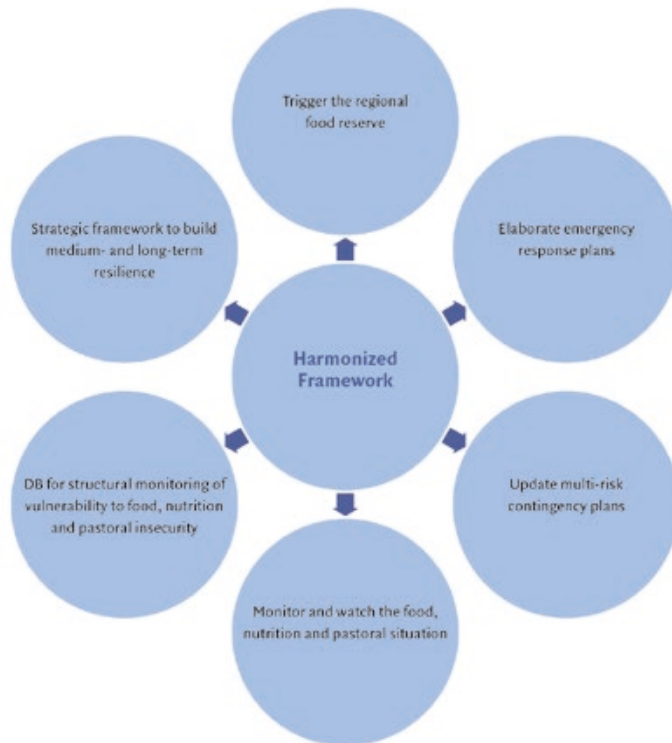
It is already present in 12 countries and must be extended to other countries in West Africa, Chad and Mauritania, although not all the countries have the data needed to supply it, with notably an operational EWS, an adequate primary data collection system (agriculture, livestock, fishing, etc.), an organized and operational institutional framework, etc. This requires capacity building and a reorganization of national data collection systems to better help analysts produce reliable information allowing for better decision making in countries and on the regional level.

The results of the HF makes up a consensual source of information for governments and their technical and financial partners as well as for inter-governmental organizations and NGOs. The national systems and partners utilize the results of the HF to affected target zones and populations (relief operations) and for rehabilitation and/or building resilience to the risks of food, nutrition and pastoral insecurity. Among other things, the results of the HF also makes it possible to trigger utilization of the regional food security reserve, according to the agreed upon modalities.

the various information systems are generally too compartmentalized. Collection and analysis methods are not sufficiently harmonized to facilitate the regional pooling and networking of data.

Among other things, despite current regional initiatives aiming for better methodological coordination and harmonization, competition among institutions and between regional information systems remains sharp.

THE HARMONIZED FRAMEWORK: STRATEGIC TOOLS FOR FOOD AND NUTRITION SECURITY



source: Manuel du cadre harmonisé, September 2013

Farmers' Organizations

◆ FOs' participation has taken on a new dimension with their strong involvement in all stages of ECOWAP, from design to implementation.

◆◆ Regional networks have important challenges to overcome: strengthen their grassroots organizations, develop farmer services, help them with structural changes, etc.

THE POLITICAL and economic reforms in the 1980s and 1990s favored the emergence of West African civil society. Among the most dynamic and organized stakeholders were farmers and herders. They formed federating organizations from the local to continental scale. In West Africa, ECOWAP helped shore up the legitimacy and visibility of farmers' and herders' organizations (FOs). They are no longer simple targets or beneficiaries of actions but true partners for national and regional decision makers.

Better and Better Structured Farmers' Organizations

The West African farmers' movement has been consolidated over the past twenty years with the emergence of four regional, even trans-regional, networks. These are the West African Réseau des Organisations Paysannes et des Producteurs Agricoles (ROPPA) and three herders and pastoralists' associations, the Association pour la Promotion de l'Élevage au Sahel et en Savane, covering West and Central Africa, the Billital Maroobé network (RBM) bringing together herders' associations from the Sahelian and coastal countries, and the Confédération des Organisations d'Élevage Traditionnel (CORET), located in Nigeria with affiliates in some neighboring countries. They set for themselves the goals of representing their members, influencing public policies and providing services (information, training and capacity building, economic services, etc.) to grassroots and farmers' organizations to improve their living conditions.

FOs strength lies in their capacity to put forth proposals, highlighted during the major agricultural and trade policy negotiations over the past 10 years. They have earned the acceptance of partners in these negotiations and have structured their demands around three

major concerns: the defense of family farming as the foundation for agricultural transformation; food sovereignty as one of the guarantees of economic and social independence; and the construction of the regional market as the basis on which to develop productive sectors. The arguments and alliances that they have been able to develop at all levels have made it possible to guide public policies along lines that are relatively consistent with these concerns.

Beyond Demands, Services for Members

The effects of crises on agricultural and pastoral households have led networks of FOs to invest in strengthening the resilience of vulnerable populations, whose interests they defend. They have innovated by rolling out three strategies: (i) promoting project execution agencies (e.g. ASPRODEP) that have tacitly become ROPPA's technical arm; (ii) creating frameworks for consultation for FOs in strategic value chains (rice and cattle) to discuss specifically economic questions; and (iii) steering projects that address critical dimensions of the sector: access to inputs (seed and fertilizer, veterinary products and cattle feed, etc.). Among other things, FOs have initiated strategic reflection of agricultural financing and an agricultural product stock exchange, and they have already been testing fairs. They give major importance to training and have set up farmers' universities.

Beyond questions of governance, FOs must overcome three challenges: (i) they must finance their activities, for which they still rely mainly on international aid; (ii) they must continue to be a source of proposals on increasingly complex subjects; and (iii) they must ensure that the family farming model is reproduced in line with three major questions: land tenure, the start up of young people, and farmers' status.

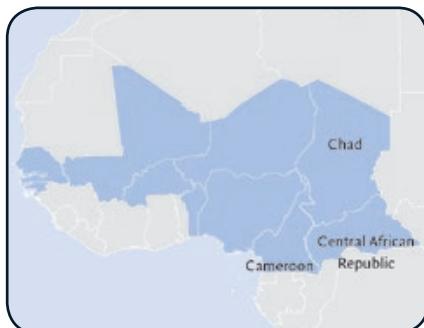
Consultation Framework for Farmers' Networks in West Africa

Founded by ROPPA, RBM and APESS, its overall objective is to “increase dialogue between networks with the aim of promoting rural citizenship¹, the sustainable access to and management of natural resources.” To this purpose, it offers to: (i) increase the capacity to influence and implement agropastoral and fisheries, food and trade policies in the interest of the organization’s farmer members; (ii) facilitate the circulation of information, training, shared tools and experience, etc.; (iii) define a framework of action

to structure dialogue with regional institutions and outside support channeled toward farmers’, herders’, fishermen’s and pastoralists’ organizations; (iv) increase the visibility of the three networks and improve communication and policy dialogue with their partners; (v) carry large-scale projects and lines of work that none of the three networks can carry alone [...]; and (vi) develop shared reflection fueled by joint work analyzing, documenting, monitoring and leading to joint proposals.

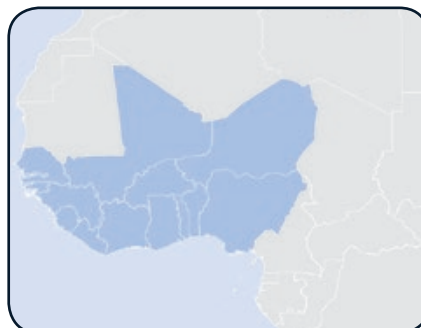
APESS

The Association pour la Promotion de l’Elevage au Sahel et en Savane (the association for the promotion of herding in the Sahel and Savanna) is the oldest West and Central African network. It was founded in 1989 in Burkina Faso. It pursues six objectives: (i) promote the initiatives of herders and groups of herders [...]; (ii) disseminate production methods and techniques that foster increased production and better productivity of animals and pastoral land; (iii) search for better ways to optimize the products and by-products of herding; (iv) build herders’ capacities [...]; (v) support the organization and structuring of the herding milieu; and (vi) promote and optimize the cultural heritage of the pastoral world.



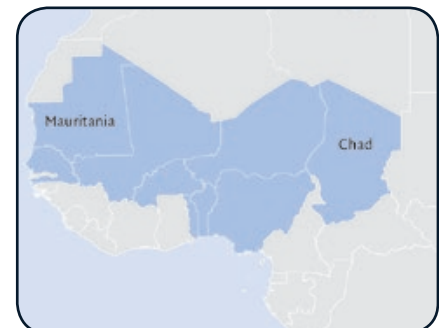
ROPPA

The West African Réseau des Organisations Paysannes et des Producteurs Agricoles was founded in Cotonou in 2000. It already claims more than 140 million members within 14 national platforms or coordinating bodies. Its objectives are to: (i) promote and defend the values of competitive and sustainable smallholder farming [...]; (ii) inform and train the members of agricultural organizations [...]; (iii) support and supervise consultation and structuring of farmers [...]; and promote solidarity among organizations and producers that belong to ROPPA. Its founding member is PAFO, the Pan African Farmers’ Organization, that it has chaired since 2013.



RBM

The network of pastoral herders’ organizations in the Sahel “Billital Marroobé” was founded in 2003 in Dori (Burkina Faso), current headquarters of the organization. Its self-assigned mission is to: (i) truly secure the pastoral economy by impulsing and accompanying all organizational and technical innovation appropriation initiatives, by working to reestablish the ecology-herd equilibrium; and (ii) fight against the ostracism of the victims, pastoralists, in order to better contribute to building sub-regional integration.



B

The Regional Agricultural Policy: ECOWAP/CAADP



IN 2005, the ECOWAS Heads of State and Government adopted the regional agricultural policy, ECOWAP, after two years of negotiation with the member States and socioprofessional stakeholders. What lessons can be drawn from the unprecedented process that gave birth to this policy? What vision does it carry of agricultural development and food security? What are its orientations, strategic lines and the system that has made it possible to begin its implementation through investment programs and public policy instruments? And finally, to date, what are its main accomplishments and weaknesses, and what lessons can be learned from it to contribute to the exchange of experiences with other regions and envisage possible reforms of ECOWAP to adapt it to the constant evolution of the regional and international context?

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ECOWAP: A Multi-Stakeholder Process

◆ ECOWAP was a true testing ground for the new participatory design of regional policies instigated by ECOWAS. ECOWAP draws its strength and legitimacy from this process.

◆◆ Leading a multi-stakeholder debate across 15 countries on a vision and strategic orientations for the long term is a complex process, one that is a learning opportunity for institutions, States and professional stakeholders.

MEEETING IN ACCRA (Ghana) in January 2005, the Heads of State and Government of ECOWAS set a regional agricultural policy for the Community—ECOWAP. The outcome of a complex process undertaken in 2003, ECOWAP then became the policy framework used to guide and accompany desirable transformations in the agricultural sectors of the fifteen member countries, and manifest for West Africa the major continental directions chosen in NEPAD.

The Stakes and Challenges

More than 60% of the active population working in agriculture, approximately one-third of gross regional product, more than 80% of food needs covered by production, more than 15% exports, a major role in natural resource management and the development of rural land, etc.—the list of agriculture’s fundamental dimensions in West Africa is a lengthy one. But regional agriculture is also made up of multiple inter-dependencies among countries, linked to the complementarities of agroecological zones and production basins, shared natural resources (rivers and groundwater, natural spaces and biodiversity preserves), the operation of agro-pastoral product markets, communication infrastructures, the specific dynamics of cross-border economies, etc. These multiple interdependencies and these complementarities form the basis of the relevance of a regional approach. In the past, national agricultural economies suffered greatly from overly divergent approaches being taken in different countries due to differing interests. The best identified issues dealt with border trade policies. Thus, countries that protected themselves from imports to promote their national agricultural value chains coexisted alongside countries that were more open to extra-African imports, which had long been cheap. The porosity of borders within the regional space demolished the gains expected from protection by fueling

the import–re-export trade.

All this illustrates the importance for States and stakeholders of availing themselves of a common and shared vision of agricultural stakes and the challenges that national agricultures must face. Three major challenges were identified and form the foundations of ECOWAP:

- appropriately nourish a growing and heavily urbanized West African population;
- promote development that is sustainable both socially and environmentally; and
- contribute to the formation an effective regional market and the insertion of West African agriculture in the international market.

The ECOWAP Preparation Process

ECOWAP preparations began in 2003. The process was marked by four major innovations: (i) its steering, via a regional committee involving member States and professional agricultural organizations; (ii) the diagnosis of the fifteen national agricultural systems, regional issues and issues shared by various countries (thematic dimensions, value chains, etc.), and a forward-looking analysis to identify stakes and challenges; (iii) the conception of several regional policy scenarios corresponding to various options, notably regarding the integration of economies and regional markets and border protections; and (iv) the discussion of these scenarios and their predictable consequences in each country and on the regional scale, for public stakeholders as well as professional organizations and the private sector.

This participatory and multi-stakeholder was groundbreaking compared to previous exercises in the region and has since been seen as a model in all areas. While it has its weaknesses, the approach taken made it possible to build a true shared vision among States and stakeholders. It shed light on the specific characteristics of the fifteen national agricultural systems, the converging and diverging interests of countries

and groups of stakeholders. Finally, it enabled true negotiation on the options and long-term directions for the agricultural sector, seen as the sector that feeds the process of regional integration of economies, markets and societies.

Beyond the strong involvement of farmers' organizations, it should be specified that the ECOWAP process relied on multiple regional institutions and technical organizations. First, it was a matter of integrating the existing policies and strategies that concerned smaller geographic subsets into the overall regional policy for West Africa. This was the case in particular for WAEMU's agricultural policy (APU) and the Food Security Strategy Framework (FSSF) promoted by CILSS. Next, ECOWAS sought to mobilize all specialized regional technical cooperation organizations for implementation: CORAF/WECARD for agricultural research and knowledge management; CILSS for food security, natural resource management and information management; Rural Hub as a multi-stakeholder dialogue and rural development support platform; CMA/AOC for markets and value chains, etc. It did the same with specialized international organizations such as IFPRI, groups of consultancy firms, IFDC, Af-

ricaRice, the Songhai Center, etc. By so doing, ECOWAS relied on all available expertise, notably within the region, and involved all stakeholders in a process leading to the progressive convergence of their actions at the service of regional agriculture. This approach also allowed ECOWAS to speed up ECOWAP implementation by drawing on the human and institutional capacities of this set of specialized partners. In exchange, the approach was costly in terms of coordination. It also did not eliminate certain forms of competition between technical organizations, notably for access to financial resources.

The Regional Compact: A Multi-Stakeholder Partnership

Agricultural development mobilizes a very large number of stakeholders locally, nationally, regionally and internationally. When adopting ECOWAP, the Heads of State wanted this policy to form a single reference framework for all stakeholders. This is also a challenge identified for CAADP/NEPAD. Once the compromise has been negotiated on policy content, it then becomes fundamental that the different catego-

◆ Since the adoption of ECOWAP, most regional policies have taken inspiration from the approach. Stakeholder participation is now systematic, as was the case for trade policy (CET) and EPA negotiations.

THE MAJOR SCENARIOS DISCUSSED

Regional Policy Options		Regional Integration of Economies and Markets	
		Weak Integration	Strong Integration
ECOWAS Border Trade Policy	Weak Protection		
	Strong Uniform Protection		
	Different Levels of Protection		Scenario Chosen

FOs' Influence on ECOWAP Orientations

Starting in the 1990s, farmers' organizations created national platforms. These platforms would form a federation, creating ROPPA, the Réseau des Organisations Paysannes et des Producteurs Agricoles de l'Afrique de l'Ouest, in July 2000. It would play a very active role in the elaboration of ECOWAP, both on the regional level within the Steering Committee and in the thirteen ECOWAS member countries where it was present. ROPPA, because of its outreach and the charisma of its leaders, influenced the major policy orientations. This influence is particularly clear in a few key areas: (i) recognition of the major role that family farming plays in agricultural development; (ii) situating the policy within the perspective of regional food sovereignty; (iii) the priority given to the regional market via forms of trade preferences and border protections for strategic food products; (iv) securing land tenure and protecting sustainable production systems; and finally (v) FOs' participation in the definition and implementation of agricultural

policies and programs at different scales.

The Réseau des Chambres d'Agriculture (RECAO) was also involved in the ECOWAP process. Since the ECOWAP's adoption, the weight and role of farmers' organizations have been considerably increased. ECOWAS now fully recognizes other organizations as strategic interlocutors: the Bilital Maroobé network, APESS and CORET represent herders and breeders more specifically. The same can be said of inter-branch organizations structured around value chains such as the Réseau des Céréaliers de l'Afrique de l'Ouest (ROAC), the Confédérations des Fédérations Nationales Bétail-Viandes (COFENABVI-AO), and the Union des Organisations de la Filière Avicole (UOFA-AO). The ECOWAS Commission has signed partnership agreements with most of these organizations. It supports them in implementing their strategies, in particular in the area of building the capacities of organizations, promoting regional markets and value chains, managing pastoral mobility, etc.

ries of agricultural development stakeholders commit to fitting their interventions into the chosen orientations. On the national level, the adoption of NAIPs was accompanied by the signature of compacts by the various stakeholders involved: the State, farmers' organizations, the private sector, development partners. An identical process led the adoption of a regional Compact. It commits States, the ECOWAS Commission, the African Union, professional agricultural organizations represented by ROPPA, civil society represented by the Plateforme des Organisations de la Société Civile (POS-CAO), the private sector through the Réseau des Chambres d'Agriculture (RECAO), and the technical and financial partners. These latter are coordinated under the auspices of a lead partner, Spanish overseas aid.

The compact covers a set of respective and/or joint commitments by the parties involved. It refers to a set of international agreements, international commitments, and regional declarations and decisions on agriculture and food security. It falls under the principles and com-

mitments of the Paris Declaration on Aid Effectiveness.

Respecting ECOWAS's leadership, the parties involved pledge to respect ECOWAP orientations, align their approaches and interventions with these orientations, coordinate their actions, develop institutional and financial mechanisms along with the monitoring and assessment system, provided for in the operational framework for the regional policy.

From Policy to Concrete Changes

Initially, this involved defining a transitional action plan that had three ultimate goals: (i) design and set up the institutional system, financial mechanism and monitoring-assessment system; (ii) begin the first priority actions in ECOWAP; and (iii) integrate and adjust existing regional programs from prior to the adoption of ECOWAP. This phase took place between 2005 and 2008. The enthusiasm generated by the ECOWAP process was followed by diffi-

culties with and the slow pace of implementation. The year 2008 was a turning point. The global food crisis took governments, regional institutions and the international community by surprise. It led to a new awareness of agricultural and food stakes and the risks of growing dependence on international supply. Decision makers put agriculture and food front and center on their agendas. ECOWAP benefitted from this new awareness. The national and regional authorities urgently promoted a “Regional Offensive for Food Production and Against Hunger.” At the same time, countries multiplied their emergency plans: revive rice production, cut import taxes, etc.

ECOWAP would get a second wind, allowing it to speed up implementation. The Abuja Conference in November 2009 saw the adoption of the major principles in the institutional system and financial mechanisms as well as

mobilizing programs. These latter favor three orientations at junction between short-term stakes and long-term orientations in ECOWAP: (i) the promotion of strategic products for food sovereignty; (ii) the promotion of an overall environment conducive to agricultural development; and (iii) the reduction of food vulnerability and the promotion of sustainable access to food.

On this basis, the region provided considerable support to countries in collaboration with NEPAD. This support allowed them to draw up national diagnostics, determine development priorities and financing needs (modeling done with the support of IFPRI). The National Agricultural Investment Plans (NAIPs) are the outcome of this national process. In parallel, ECOWAS prepared the Regional Agricultural Investment Program (RAIP), submitted to the June 2010 Business Meeting in Dakar.



ECOWAP: Vision, Orientations and Objectives

◆ Agricultural development is not a strictly sectoral affair. Trade and fiscal policy are particularly concerned.

◆◆ The integration of the regional market and Community preferences underpin the vision based on the region's food sovereignty.

POLICIES EXPRESS a long-term vision and contain a set of orientations that are of a nature to allow the vision to be achieved. Based on a diagnostic of the situation in various agricultural systems, an analysis of major trends and reflection on the challenges and stakes for West African societies for 2025-2030, the parties involved have set a vision that underpins ECOWAP.

A Vision Centered on Family Farming

ECOWAP defines the vision retained by stakeholders to promote West African farming systems thusly: “agricultural policy is set within the perspective of a modern and sustainable agriculture based on effective and efficient family farms and the promotion of agricultural enterprises through the involvement of the private sector. Productive and competitive in the intra-Community and international markets, it must ensure food security and remunerative incomes to its workers.”

An Ambitious Overarching Objective

ECOWAP is structured around a single objective: “contribute in a sustainable manner to satisfying the food needs of the population, to economic and social development and to poverty reduction in member States as well as address inequalities between territories, areas and countries.” It expresses both the challenges within the agricultural sector and the role played by this sector in West African economies. It emphasizes an important aspect in regard to regional integration: the reduction of inequalities, which implies forms of solidarity to benefit the most disadvantaged zones.

It is broken down into seven specific objectives:

1. ensure food security for the rural and urban population of West Africa and the health quality of its products, following an approach that guarantees food sovereignty for the region;
2. reduce dependence on imports by granting

ECOWAP's Six Priority Areas

The six priority areas were selected based on their contributions to reducing poverty and food insecurity, regional integration, and their short- and medium-term feasibility. They are:

- improved water management, comprising: (i) promoting irrigation; and (ii) integrated water resource management;
- improved management of other natural resources, comprising: (i) organizing transhumance and improving routes; (ii) sustainable management of forest resources; and (iii) sustainable management of fishery resources;
- sustainable development of farms, comprising: (i) integrated management of soil fertility; (ii) strengthening farmer support services; and (iii) disseminating improved technologies;
- the development of agricultural value chains and the promotion of markets, comprising: (i) developing various value chains (foodstuffs, periurban agriculture, export crops, short-cycle

- livestock, agroforestry food products, small-scale fishing and aquaculture); (ii) developing product processing; (iii) improving operator support services; and (iv) promoting national, regional and international trade;
- the prevention and management of food crises and other natural disasters, comprising: (i) promoting early warning systems; (ii) developing crisis management systems; (iii) supporting the rehabilitation of zones following crises; and (iv) developing compensation/insurance mechanisms for disasters; and
- institution building, comprising: (i) integrating the gender approach; (ii) supporting improvements in capability to formulate agricultural and rural policies and strategies; (iii) sustainable financing of agriculture; (iv) communication; (v) steering and coordination capacity building; and (vi) building capacities for monitoring and assessment.

- priority to food production and processing and by developing regional complementarities and comparative advantages, while taking into account the particular circumstances of zones and countries linked to their insular or land-locked location;
3. support the equitable economic and commercial integration of agricultural enterprises into national, regional, and international markets, so as to improve rural incomes, and notably the incomes of females;
 4. develop human capacities, create employment and incomes upstream and downstream of production, and contribute to the development of services in the rural sector [...];
 5. ensure intensification of production systems, appropriate to the different agro-ecological contexts [...];
 6. contribute to the reduction of the vulnerability of West African economies and reduce the factors of instability and of regional insecurity [...]; and

7. provide West African Agriculture with appropriate funding mechanisms to meet the diversity of farming systems and the various investment needs.

To ensure their implementation, the region selected three lines of intervention:

- increasing the productivity and competitiveness of agriculture;
- implementing a inter-community trade regime based on the principle of a free trade zone; and
- adapting the trade regime vis-à-vis countries outside the region to the specificity of agricultural products.

Six areas of intervention have given rise to detailed programming under the auspices of the most capable regional organizations. These areas correspond more or less with NEPAD's four pillars. On this basis, the RAIP was elaborated around three major programs (see Box and Schema).

CORRESPONDENCE BETWEEN THE CAADP, ECOWAP AND THE RAIP



ECOWAP: Institutional and Financial System

◆ Regulation C/REG.1/08/11 creates the Regional Agency for Agriculture and Food, in virtue of the decisions adopted during the 66th ordinary session of the Council of Ministers (August 2011).

◆◆ Regulation C/REG.2/08/11 creates the Regional Fund for Agriculture and Food, in virtue of the decisions adopted during the 66th ordinary session of the Council of Ministers (August 2011).

◆◆◆ Regulation C/REG.3/08/11 creates the Consultative Committee on Agriculture and Food, in virtue of the decisions adopted during the 66th ordinary session of the Council of Ministers (August 2011).

ECOWAP IMPLEMENTATION relies on an institutional system composed of various guiding, steering, decision-making, implementation, financing and monitoring-assessment bodies. The system selected reflects the multiplicity of stakeholders and the articulation of the agricultural sector with the other sectors in the economy.

Who guides policy and programs?

Various *ad hoc* bodies and institutions guide policy and program content. They issue consultative opinions.

The Consultative Committee for Agriculture and Food (CCAA) is composed of representatives of ECOWAS institutions, member States, professional organizations, regional institutions, technical and financial partners, civil society and resource people mobilized for specific topics. An arena for consultation and a framework that institutionalizes the multi-stakeholder partnership, the CCAA meets at least once a year. It issues opinions on ECOWAP and RAIP orientations. It judges annual budget choices and examine the execution and monitoring-assessment reports of the RAAF and the Regional Fund for Agriculture and Food. Its vocation is to call on ECOWAS for any questions relating to ECOWAP. It follows the pledges taken in the Regional Compact.

Several *ad hoc* thematic “task forces” have been set up to accompany the design and implementation of specific policies. Thus, since 2012, a “stocks” Task Force has helped design the storage policy and is supporting the establishment of the Regional Food Security Reserve.

Who Prepares the Bodies’ Decisions?

Within the ECOWAS Commission, the Agriculture, Environment and Water Resources Department (AEWRD) prepares the decisions of the statutory bodies, under the authority of

the Commissioner and the responsibility of the ECOWAS Commission’s President. It reports on consultative opinions to the CCAA. Supported by experts and State representatives, it submits recommendations to the Specialized Technical Committee on Agriculture, Environment and Water Resources (STC-AEWR, composed of the countries’ Ministries of Agriculture)—the preeminent steering and guidance body for Community policy.

On issues that concern several sectoral policies (agriculture, trade, fiscal issues, humanitarian action, etc.) and require choices be made, the Inter-Department Committee for Agriculture and Food (CIAA) is seized. It ensures coherence across sectoral policies. It studies and prepares the decisions issued by the Presidency of the Commission or submitted to the ECOWAS Council of Ministers. Under the auspices of the Vice-President of the Commission, it consists of the Commissioners of various concerned departments.

Who Makes Choices and Decides?

The decision-making and arbitration body is the Conference of Heads of State and Government, the highest body in ECOWAS. It meets in ordinary session once per year, or in extraordinary sessions. The draft decisions prepared by the Specialized Technical Committee AEWR are submitted to the statutory Council of Ministers and then to the Conference, that examines and validates them in the form of Decisions that are enforceable and binding on all member-States. For instance, this is how the Regional Food Security Reserve was created.

Who Implements?

Policy dialogue, stakeholder coordination and regulatory aspects are the AEWRD’s first responsibility. To facilitate program implementation, ECOWAS has created a specialized institution,

the Regional Agency for Agriculture and Food (RAAF). It has been placed under the authority of the AEWDR, and has autonomy over its own administrative and financial management. Based in Lomé, its mission is to ensure “the technical execution of regional investment programs and plans [...] relying for this on regional institutions, bodies and stakeholders with proven skills.”

From this perspective, the Agency: (i) supervises implementation of ECOWAP projects and programs; (ii) pilots certain studies; (iii) prepares and issues calls for proposals and calls for tender; (iv) analyses applications and awards procurement contracts; (v) prepares and signs agreements with regional stakeholders; and (vi) monitors implementation of projects in the field.

Coordinated by the RAAF, or directly contracted and supervised by the AEWDR, delegated operators execute the work provided for under ECOWAP. They may be regional technical cooperation organizations, such as CILSS or CORAF/WECARD, professional organizations, international institutions, execution agencies or consultancy firms.

How is the RAIP Financed?

The RAIP is financed with ECOWAS Commission funds, set as part of the annual budget elaborated by the AEWDR and submitted to the AFC (Administration and Finance Committee), and by resources from international financial partners.

The ECOWAP's main financing instrument shall be the ECOWAS Regional Food and Agriculture Development Fund (ECOWADF), housed at EBID.

Its objectives shall be: (i) finance the regional agricultural investment program; (ii) in time, channel most internal and external resources mobilized to finance the regional dimensions of the ECOWAP; (iii) coordinate financial aid around ECOWAP implementation; and (iv)

complete the national financing mechanisms set up by member States.

The fund will be responsible for financing strictly regional actions, which fall under the region's purview, or will intervene in the co-financing of national programs.

It shall have four windows: (i) regional integration support; (ii) food security support; (iii) support for innovation and capacity building; and (iv) support for the regional policy, institutional and regulatory framework. It shall rely on four intervention instruments, specifically: (i) grants; (ii) subsidization of interest rates; (iii) loan guarantees; and (iv) the creation of lines of credit.

It is not operational for the moment, and financial implementation of ECOWAP relies on specific arrangements for each program between the Commission, the RAAF, and the financial partners involved.

The financial and technical collaboration between ECOWAS and its partners is built on a set of reciprocal commitments, cosigned within a reference document drawn up in November 2009, the Regional Partnership Compact for the Implementation of the ECOWAP/CAADP, in which donors pledged to deliver their aid in accordance with the principles of the Paris Declaration on Aid Effectiveness.

Who Does Monitoring and Assessment?

The ECOWAP assessment system relies on the ECOAGRIS regional information system currently being set up. It consolidates national and regional databases on agriculture and food security. In terms of analysis, the AEWDR monitoring and assessment unit needs to develop its activities in conjunction with ReSAKSS, the analysis system set up within NEPAD/the African Union, and in the framework of the overall system set up by the Commission.

◆ The Regional Food Security Reserve was created by Supplemental Act No. A/SA.2/02/13, adopted during the 42nd ordinary session of the Conference of Heads of State (Yamoussoukro, February 27 and 28, 2013).

◆◆ The RAAF has been operational since 2013. It is already implementing several regional programs supported by co-financing from several donors.

The Regional Agricultural Investment Program (RAIP)

◆ Managing the interdependencies among national agricultural systems, pooling certain services, and managing the relationship with the world market are the three key areas of focus for the regional level.

◆◆ Operational coordination between the fifteen NAIPs and the RAIP is complex and requires extensive policy dialogue under the auspices of the ECOWAS Commission.

◆◆◆ This coordination also implies programming that dovetails better with international support between the national and regional levels.

IMPLEMENTATION OF ECOWAP relies on two crucial pillars: the fifteen National Agricultural Investment Plans (NAIPs) and the Regional Agricultural Investment Program (RAIP). The NAIPs reflect the priorities of States and national stakeholders. They are mainly focused on productive investments and cover the various sub-sectors: agriculture, livestock, fisheries, forestry. They set the volume and allocation of investments aiming to generate at least a 6% growth rate in the agricultural sector, seen as necessary to halve the poverty rate (MDG).

Turn Policy into Action

Following the adoption of the ECOWAP, a first action plan was designed with the aim of bringing coherence back to the various regional programs in effect through the new regional policy and assisting countries with the defini-

tion of their national programs. The 2008 food crisis caused the region to set general priorities. These priorities were guided by a three-fold concern: (i) respond to the emergency created by the new international situation; (ii) favor key issues that are crucial to instigating a decisive and massive transformation of the agricultural sector; and (iii) take into account the reality of the institutional, human and financial resources able to be mobilized.

These priorities formed the foundations of the Regional Agricultural Investment Program elaborated in 2010. It federates and incorporates national and regional priorities in a shared vision based on three principles: coherence, coordination and subsidiarity. Indeed, the NAIPs contain regional or international dimensions that exceed the prerogatives of national institutions. The Regional Investment Plan covers these supranational dimensions. This is notably the case for trade issues, the management of shared natural resources, etc. Among other



things, the RAIP combines investments and public policy instruments (regulations, incentives, etc.).

The public policy instruments aim to accompany productive investments and above all set up incentive measures and create an environment that is conducive for agricultural development.

Three specific objectives were assigned to the RAIP, identified based on (i) the ECOWAP's lines of intervention, and (ii) the lines of work in the "Offensive for Food Production and Against Hunger" designed in response to the crisis triggered in 2007/2008 by rising world prices.

The RAIP's Main Objectives and Expected Results

The Regional Agricultural Investment Program focuses on a limited number of key priorities that are crucial to instigate and lead a decisive and deep-reaching transformation in the West African agricultural sector. It aims to provide solutions to the main obstacles along the path to agricultural growth and food security by simultaneously addressing production challenges, challenges for trade and the overall agricultural sector, and finally challenges relating to access to food. As all of these challenges are interdependent, they cannot be addressed effectively separately from each other.

For each of these challenges, the RAIP selected regional interventions based on three criteria: (i) management of the interdependencies between countries; (ii) cooperation around problems shared by several countries thus making economies of scale possible; and (iii) management of the region's relations with the outside.

The first objective of the RAIP targets the promotion of strategic products for food security and sovereignty. It starts from the observation that the performance of the agricultural sector over the past thirty years, notably the increase in the volume of agricultural

production, is due more to increased surface area than to gains in productivity or improvements in yields.

The second objective deals with promoting an overall environment that is conducive to agricultural development. It targets the elaboration of a trade, physical, informational and institutional environment that enables a massive transformation in production systems and agricultural value chains in West Africa.

The third specific objective of the RAIP targets the reduction of food vulnerability and the promotion of sustainable access to food. The aim is to ensure that vulnerable populations' food needs are covered and lessen the structural vulnerability of both rural and urban populations.

A Mix of Investments and Policy Instruments

Drawing lessons from the relief strategies rolled out by States to manage the effects of the food crisis that grew out of skyrocketing staples prices in 2007-2008, wanting to guarantee the success of the regional agricultural policy and ensure coordination between the NAIPs and the RAIP in ECOWAP implementation, ECOWAS provided the regional agricultural policy with three sorts of public policy instruments and measures, coordinated with a set of complementary investments, either material in nature (notably in the area of regional infrastructure development) or of intangible nature (destined to improve the environment for agricultural sector stakeholders and these stakeholders' capacities to invest in the agricultural transformation).

Promote Strategic Regional Productions

The first category of instruments, developed within the Regional Program to Support Agricultural Intensification and Pastoral West Africa (PRAIAP-AO), aims to encourage the inten-

◆ **The innovative production systems are both looking seeds adapted to climate change, promoting efficient water control systems and support for intensifying initiatives taken by the Farmers organizations.**

◆◆ **In the short term, the region's strategic projects are rice, corn, cassava and animal products. These products federate the interests of a vast majority of countries.**

◆ **Regional market regulation is a huge area of work given the relative lack of organization in value chains, the fragmented nature of markets, and the scattered nature of stakeholders.**

◆◆ **Social safety and protection nets are crucial to support farmers and the most vulnerable people. Several countries have launched policies of this type, which are often expensive.**

sification of agricultural, pastoral and fishery activities. These instruments include: (i) the facilitation of producers' access to inputs and veterinary products, the establishment of suitable financing mechanisms for access to inputs and animal feed, the roll out of input vouchers, and increasing the density of the network of professional input distributors; and (ii) the promotion of innovative and sustainable production systems by increasing research capacity on varieties suited to climate change, promoting multi-purpose water management systems, and supporting intensification initiatives carried by FOs. The investments planned within this program should allow the operational implementation of these instruments, notably relying on States to set up guarantee funds or lines of credit aiming to support seasonal loans, as well as insurance products suited to the agro-climatic risks that producers must face. The aim shall also be to provide financial support to private investments in modernizing input distribution systems, or contribute to the creation of a competitive fund for research and innovation or even destined to build the capacities of stakeholders in request-based subsidy systems. The investments shall also take the form of co-financing work aiming, for example, to install pastoral wells in livestock corridors or build water supply points and multi-purpose boreholes.

Improve the Environment for Producers and Value Chains

The second category of instruments and policy measures, implemented through the Regional Program to Support the Regulation of West African Markets (PARMAO) is centered around market regulation and the facilitation of the regional trade in agrifood products. These instruments and measures deal with: (i) the definition of border instruments that fit the specificities of the regional market and the facilitation of recognition of these instruments by international trade bodies; (ii) the promotion

of initiatives and mechanisms to regulate and fluidify the internal regional market by creating a strategic and regulatory environment conducive to the development of private sector initiatives, the promotion of economic and financial instruments aiming at storage and marketing initiatives, capacity building for stakeholders, and strengthening market regulation mechanisms. In terms of investment, this will take the form of the effective establishment of a monitoring and assessment system for trade negotiations and their socioeconomic impacts, as well as contribute to the development of infrastructures and funds able to support inter-branch systems for strategic regional products on the scale of production and trade basins. The aim for example will be to support the creation of storage infrastructures that make it possible to practice large-scale warrantage/warehouse receipt systems, or co-finance guarantee funds and lines of credit aiming to allow the development of these types of activities.

Protect Vulnerable Populations

The third category of instruments and policy measures, set up within the Regional Social Safety Net Support Program in West Africa (PRAFSSNAO), focuses on reducing vulnerability to food and nutrition insecurity and promoting lasting access to food. It aims to test social safety net systems to build households' and communities' resilience and lower child malnutrition. Attainment of this outcome suggests that at least half of the States in the region be able to formulate, implement and evaluate preventive social safety net programs within their crisis prevention and management systems, and that ECOWAS set regional standards on the design and implementation of social safety net programs. On this basis, the investments granted through this program will essentially be take the form of the co-financing of innovative safety net programs implemented in the region, the co-financing of experience capitaliza-

The RAIP's Objectives and Expected Results

Specific Objectives	Expected Results
1. Promotion of strategic products for food security and sovereignty	<ul style="list-style-type: none"> – West Africa shall meet most of its needs for staple foodstuffs by promoting the cultivation of rice, corn and cassava. – Regional imports of animal products and by-products shall be substantially cut by promoting livestock systems and animal product value chains. – A policy and strategy on sustainable management of fishery resources shall be defined and rolled out.
2. Promotion of an overall environment conducive to agricultural development in the region	<ul style="list-style-type: none"> – The commercial environment of agrifood value chains shall be improved. – Mechanisms targeting adaptation to variability and climate change and targeting integrated management of shared resources shall be set up on the regional level. – An information and decision-making assistance system shall be operational. – The capacities of regional institutions and stakeholders shall be strengthened.
3. Reduction of food vulnerability and the promotion of sustainable access to food	<ul style="list-style-type: none"> – A harmonized regional framework for the analysis of structural causes of vulnerability and instruments to lessen vulnerability shall be updated and implemented. – The food crisis vulnerability monitoring and prevention system shall be improved and adapted. – Regional instruments to support national food crisis prevention and management capacities and to lessen the vulnerability of poor populations shall be implemented.

Steering, Financing Mechanism and Monitoring-Assessment System

tion initiatives and impact assessments on the programs implemented, and the co-financing of a capacity building program for States and the stakeholders in these programs. The Regional Food Security Reserve is also set up for this; it completes the efforts of member States facing food and nutrition crises. It consists of a physical stock of staple foodstuffs and a financial reserve.

The total cost of the RAIP for the first five years has been evaluated to be 900 million dollars, 150 million of which covered by the ECOWAS Commission and 750 million of

which mobilized from bi- and multilateral aid agencies. The programs focusing on production account for 45% of the overall cost; programs focusing on the environment for producers and value chains are evaluated at 31%; the resources directed toward the aim of access to food correspond to 20%; and RAIP steering and monitoring-assessment represent 4%. The ensemble was submitted at the Dakar Business Meeting in June 2010. Multiple programs contained in the RAIP are currently being implemented in the three priority areas.

The Zero Hunger Initiative: An Ambitious Prospect

◆ The AGIR Alliance defines resilience as “the capacity of vulnerable households, families, communities and systems to face uncertainty and the risk of shocks, to withstand and respond effectively to shocks, as well as to recover and adapt in a sustainable manner.”

DESPITE THE INCREASE in agricultural production, West Africa—the Sahelian zone in particular—is facing a succession of food and nutrition crises that are increasingly frequent and of larger and larger magnitude. Managing these crises takes up considerable resources but does not for all that provide a lasting solution. Most instruments, mobilized on an emergency basis, tackle the consequences—a break in households’ access to food—but do not address the causes of these repeated crises. Nor do they claim to do so.



Beyond Agricultural Policy Alone

The repetition of crises is revelatory of three things: First, poor households are increasingly exposed to multiple risk factors, notably climate-related factors and market risks. Second, poor households’ living conditions continue to worsen. This degradation should be regarded in light of population growth, pressure on land, the degradation of natural resources, the lack of access to production factors, credit and insurance mechanisms, etc. Finally, agricultural policies are not able to provide structural solutions for these fragile households. Most of the incentives that they develop address production structures that can make use of the incentives: sufficient financial solidity, equipment, training, access to credit, inputs and markets, etc.

Faced with these repeated crises, vulnerable agricultural, pastoral and agropastoral households, and poor multi-activity households are watching their production capital and their social and family capital erode but are unable to rebuild this capital before the advent of the next crisis. This makes them increasingly vulnerable and dependent on outside aid.

Strengthening Household Resilience: the AGIR Alliance

Improving resilience has become an important stake in recent years. In the field of food and nutrition security, this notion attempts to meet a twofold challenge: first for crisis management systems to better take into account medium- and long-term challenges; and second for development policies to pay greater attention to crisis and risk management issues. This manifests the desire to better address the fundamental causes of vulnerability that turn temporary crises into chronic food and nutrition insecurity.

Learning from Brazil, the region has instigated a “Zero Hunger” initiative. While it relies heavily on the regional agricultural policy,

the initiative aims to be a framework for governance reform to make it possible to grasp all dimensions of food and nutrition security. The approach consists of reviewing all policies that have an impact on households' access to food and introducing reforms that can ensure the right to food. It requires involvement and mobilization at very high political level. The process has been launched but remains to be spread to see the involvement of all Heads of State and Government, the entire ECOWAS Commission, and all stakeholders. This approach has received considerable support from international NGOs and certain aid agencies (FAO, German overseas aid, etc.). It found a prolongation in the AGIR initiative, the Global Alliance for Resilience Initiative Sahel and West Africa launched in December 2012, with the aim of eradicating hunger in the next 20 years.

This initiative, instigated by the European Commission, has now been placed under the political and technical leadership of ECOWAS, WAEMU and CILSS. Its overall objective is to “structurally and sustainably reduce food and nutritional vulnerability by supporting the implementation of Sahelian and West African

policies.” This objective contains four strategic dimensions: (i) improve social protection for the most vulnerable households and communities in order to secure their livelihoods; (ii) strengthen the nutrition of vulnerable households; (iii) sustainably improve agricultural and food production, the incomes of the most vulnerable and their access to food; and (iv) strengthen governance in food and nutritional security.

To this aim, it more specifically targets vulnerable farmers, agropastoralists and herders, as well as poor workers in the informal urban and rural economy; it places special emphasis on the most vulnerable groups—children under the age of five, pregnant women and breastfeeding mothers.

AGIR is not a new initiative but federates various initiatives that aim to improve resilience. It is included in the ECOWAP on the regional level and the NAIPs on the national level. But, to be fully effective, it will need to be carried at the highest political level so as to fully integrate the Ministries in charge of Social Protection, the Economy and Finance, Trade, etc.

The AGIR Approach

The implementation of the AGIR Resilience Agenda relies on a roadmap that contains the following stages:

- identify “national resilience priorities” (NRPs) based on an exhaustive review of the various policies that affect food and nutrition security, identified vulnerability factors, the definition of target groups and priority interventions based on the four strategic lines (pillars); and
- hold inclusive dialogues involving all stakeholders in the countries, in particular farmers' organizations and civil society organizations.

The system relies on the following mechanisms:

- On the national level, inter-sectoral coordination bodies in charge of the NAIPs, food security or crisis prevention-management steer, guide and coordinate the national process. They make up the AGIR

focal points.

- On the regional level, under the leadership of ECOWAS and WAEMU, CILSS hosts a technical unit in charge of facilitating implementation of the roadmap and supporting countries: methodology support, information and advocacy; support for inclusive dialogue within countries; and coordination of implementation, analysis and documentation (capitalization) and experience sharing. The national dialogues are completed by regional dialogues within farmers' organizations (ROPPA, RBM, APSS) and civil society organizations (POSCAO).
- On the international level, the international partners involved in AGIR have formed a coordination platform.

ECOWAP's First Accomplishments

◆ ECOWAP implementation relies on many complex programs. It takes time because of the fragility of institutions.

◆◆ The regional level is particularly called upon to harmonize standards. The adoption of regulations requires lengthy negotiations between countries and with stakeholders, and must comply with international commitments.

SINCE THE ECOWAS Heads of State and Government adopted the ECOWAP/CAADP in January 2005, the ECOWAS Commission, States and various stakeholders have been involved in its application. A first action plan for 2006-2010 made it possible to being a “progressive realignment” of existing regional programs around the new regional policy orientations and plan a set of initial actions to launch implementation. In 2010, ECOWAS adopted the first Regional Agricultural Investment Program (RAIP) for the 2010-2015 period. Despite concrete implementation that is taking a long time given the number of areas of work, their magnitude and their complexity, important strides have already been made for each of the RAIP's three objectives.

The Promotion of Strategic Products

The accomplishments deal with the roll out of a set of actions aiming to improve productivity and the production of strategic products (rice, corn, cassava). To do so, the Commission formulated a structuring program addressing agricultural and pastoral intensification. The specific actions developed to date deal with:

– The intensification of production systems and greater productivity, notably by increasing use of inputs: (i) support for the production of improved seeds as part of the response to the food crisis (European Union facility) and establishment of a seed alliance (USAID support) in collaboration with CORAF; (ii) designing the strategy to promote fertilizer use, and support for a joint WAEMU-ECOWAS project on the regional input market (RIM PLUS), in collaboration with IFDC; (iii) promotion of the “urea deep-placement” technology; (iv) regional action plan to fight fruit fly, and accelerated dissemination of agricultural technologies; and (v) the Biotechnology and Biosafety program implemented in collaboration with CORAF. All of these actions are accompanied by the West Africa Agricultural

Productivity Program (WAAPP/World Bank) implemented by CORAF.

– Structuring value chains so as to handle challenges downstream from production. Generally, these action plans concern a sub-sector as a whole and integrate shared resource management and economic organization, involving the various value chain stakeholders. Several programs have been elaborated, some of which are already underway in the field: (i) a regional program to develop fishing and aquaculture; (ii) a livestock development action plan; (iii) a regional offensive for the sustainable and lasting revival of rice cropping; and (iv) a village poultry farming development program.

Promotion of an Environment Conducive to Agriculture

Several initiatives and reforms have been undertaken to allow farmers and other agrifood value chain or natural resource management agents to benefit from a more predictable and encouraging economic, trade, institutional and financial environment.

The development of information systems has resulted in the establishment of a regional agricultural information and decision-making assistance system (ECOAGRIS), with two stages: 7 countries in 2011 and the other 8 countries at a second stage.

Considerable progress has been made in the regulatory field, allowing for the harmonization of national legislation and standards in force, thereby contributing to greater regional integration. Several regulations have been elaborated jointly, in most cases after extensive harmonization work with WAEMU and adopted by the member States. From this point on, this shared regulation is binding and must be applied by the countries. These regulations are: (i) ECOWAS No. C/REG.4/05/2008 harmonizing the rules governing quality control, certification and marketing of seeds and plants within ECOWAS and the accompanying im-

plementation regulations; (ii) ECOWAS No. C/REG.3/05/2008 harmonizing rules governing pesticide authorization with the zone and the associated implementation regulations; (iii) ECOWAS No. C/REG.21/11/10 harmonizing the structural framework and operational rules in regard to animal, plant and food safety within ECOWAS; (iv) ECOWAS No. C/REG.22/11/10 on Community procedures for veterinary medication management within ECOWAS; (v) ECOWAS No. C/REG.23/11/10 creating and setting the operational modalities of a Regional Veterinary Committee (RVC) within ECOWAS. These last regulations are supplemented by Directive C/DIR.1/11/10 on veterinary pharmaceuticals within ECOWAS. In the area of land tenure, one must add the establishment of a framework for convergence and implementation of harmonized land policies within ECOWAS, in conjunction with the process underway within the African Union.

Regulation of Agricultural Product Markets

Trade issues are a fundamental dimension of ECOWAP, in regard to both the promotion of intra-regional trade and the border policy within ECOWAS. These issues are up to the Department of Trade but rely on sustained dialogue with the departments in charge of sectoral policies. They are generally conducted in close collaboration with WAEMU. The AEWRD played a major role in integrating agricultural issues in trade policies, notably: (i) as part of the EPA negotiations, with the aim of preparing a market access offer that meets the sector's expectations; and (ii) in the framework of the expansion of the Common External Tariff (CET) to the entire ECOWAS area. These two areas of work have led to major accomplishments: the classification of most agricultural products as “sensitive products,” excluded from trade liberalization with the European Union; creation of a fifth tariff band at 35% customs duties within the CET and the reclassifi-

cation of nearly all agricultural products into this band. Improvements must still be sought in certain strategic products such as rice and certain processed products seen as commodities (powdered milk, for example) whose protection levels are deemed insufficient by the administrations and agricultural stakeholders concerned.

Among other things, the Commission formulated the Regional Program to Support the Regulation of West African Markets (PARMAO) and continued reflection on setting up a harmonized framework to develop regional agricultural inter-branch bodies as part of value chain promotion. It has steered the development of value chains on the regional scale for products with strong trade flows between Sahelian and coastal countries—corn, cattle, etc. (USAID/ATP-EATP). It is already supporting the institutional development of certain inter-branch organizations, notably the Réseau Ouest Africain des Céréaliéristes (ROAC). The PAN-SPSO program, executed by the AU/IBAR and focusing on improving African countries' participation in standard setting bodies (IPPC, OIE, CODEX and SPS/WTO), also participates in ECOWAS initiatives to improve the commercial and standard-related environment for agrifood value chain stakeholders. Finally, it formulated a program to facilitate the free circulation of agricultural products (ProFAB), jointly financed by ECOWAS, USAID and Canadian overseas aid.

Vulnerable Populations' Access to Food

Beyond implementation of many actions carried by CILSS and NGOs, the Commission and member States have: (i) revised and adopted the Charter for Food Crisis Prevention and Management in West Africa plus Chad and Mauritania; and (ii) launched several initiatives, notably the “Global Alliance for Resilience Initiative – Sahel and West Africa / AGIR.” All of these actions are part of the Zero Hunger initiative developed by ECOWAS to end hunger

◆ Adopted before the Common External Tariff, ECOWAP was able to influence tariff protection at borders in line with the needs of the agricultural sector, thanks to the creation of a 35% tariff.

◆◆ Farmers' organizations and civil society still believe that some products are not adequately protected.

◆◆◆ Barriers to trade within the region discourage economic operators and drive up consumer prices. They have a negative influence on food security and investment.

◆ The alignment of the AGIR Initiative with ECOWAP strengthens the NAIPs and the RAIP, but could delay implementation.

◆◆ Trade-related dimensions require ECOWAS-WAEMU consultation and in-depth work with the Department of Trade and Customs.

◆◆◆ The financial partners' alignment with the region's priorities requires detailed coordination work.

and malnutrition by 2020. The Commission is implementing various food security support programs in West Africa, with the assistance of European, American, French, Spanish Aids and of FAO.

In addition, during the period, ECOWAS—with the assistance of WAEMU, CILSS and Rural Hub—has taken the initiative to gather together decision-making bodies during the major food crises that have affected the region. However, the most striking initiative is the decision made by ECOWAS to create a Regional Food Security Reserve for the Community (see Box).

ECOWAP Steering and Coordination

ECOWAP's originality lies in its aspects that are participatory and inclusive of the various stakeholders. At the implementation stage, ECOWAS has institutionalized this approach. The institutional system, presented above, is progressively being put into place. Several accomplishments must be highlighted:

- The development of policy dialogue with farmers' organizations, and in particular their regional networks (ROPPA, APSS, Billital Maroobe) and the regional network of chambers of agriculture (RECAO). The Commission supported the work structuring them and the implementation of their action plans. The Commission also provides support for the structuring of stakeholders in emerging networks. This is the case, for instance, in the fishery sector with REPAO. This support also concerns certain products: shea butter with the Global Shea Butter Alliance; cashew nuts through the African Cashew Alliance; and the ECOWAS TEN (Expect Initiative) that deals with mango and palm oil. The Commission has structured the policy dialogue with the technical and financial partners in the framework of the ECOWAP donors group, coordinated by a group lead, Spanish overseas aid.
- Structuring consultation with regional stakeholders. To do so, the Commission has set up

two instruments: (i) the Consultative Committee for Agriculture and Food (CCAF) and Task Forces, ad hoc multi-stakeholder working groups in charge of coordinating and supervising the formulation of programs, plans and other initiatives of regional scope. To this aim, the Commission delegated technical support for dialogue and consultation with regional stakeholders to Rural Hub (a multi-stakeholder rural development support platform).

- The ongoing setting up of a monitoring and assessment system that will make it possible to connect the national "SAKSS nodes" with the functional regional system within the Directorate of Agriculture and Rural Development (DARD).

What Impacts on Agriculture and Food Security?

ECOWAP's impact can be felt at three levels: (i) increased mobilization of internal and external resources for agriculture (more than 2 billion US dollars of additional funds mobilized by States to finance the NAIPs); (ii) increased agricultural production, notably grains (52 million tons in 2008 and 57 million in 2013); (iii) improved productivity in certain value chains. Between 2000 and 2010, the rise in rice production was supported in large part by improved yields with 2.9% average annual growth compared to 2.8% through surface area. Thus, 71% of increased paddy production is said to be explained by increased yields and 29% by increased cultivated land (1). Yet, for the region and products as a whole, food dependence has increased, with a worsening of the agri-food trade balance deficit by more than three billion dollars since the start of the 2000s. This evolution suggests that the speed at which productions and value chains adapt to changes in demand (both quantitative and qualitative) is still insufficient to overcome the challenge of regional food sovereignty.

Note:

(1) AfricaRice, 2013.

The Regional Food Security Reserve

The Regional Food Security Reserve (RFSR) is a third line of defense complementing national strategies; it consists of local stocks and national food security stocks. The RFSR targets the management of temporary food crises, the frequency and magnitude of which are increasing in the region.

The regional reserve federates the RESOGEST initiative for cooperation among national structures and the pooling of some of national stocks, the WAEMU initiative to strengthen national stocks, and the G20 initiative aiming to support regional reserves.

The RFSR has been assigned three objectives: (i) complete the efforts of the member States to provide rapid and diverse food and nutrition assistance; (ii) express regional solidarity with affected member States and populations through transparent, fair and predictable mechanisms; and (iii) contribute to food sovereignty and the political, economic and trade integration of the region.

In time, the reserve will have an intervention capacity of 410,000 tons. It will combine a physical reserve of up to 140,000 tons (one third) and a financial reserve representing the equivalent of 270,000 tons (two thirds). This capacity will be built progressively with the first stage reached in 2015 (60,000 tons of physical reserves and 120,000 tons of financial reserves). More flexible than the physical stock, the financial reserve will make it possible to deploy diverse responses to food crises.

The physical stock consists of a limited panel of storable and standardized products, corresponding to food systems in the various regional sub-spaces. Initially favoring grains, gari, cowpea and nutritional products, the range will progressively be expanded to other processed products.

The stock shall in preference be built and restocked through supply on the regional market, favoring purchasing contracts with farmers' organizations.

Four major storage basins have been selected based on projected needs and available infrastructures, making it possible to reach people rapidly in the case of a crisis.

The mobilization of the regional reserve is determined by declared food crisis that is too much for national capacities to handle. The harmonized framework (HF) will be utilized progressively to provide a homogenous information base and in-depth and harmonized analyses of vulnerability.

The regional reserve's support to countries shall be different based on countries' degree of isolation and the level of development so as to activate regional solidarity mechanisms.

The institutional mechanism provides that ECOWAS take on the leadership and responsibility. It shall closely involve WAEMU and CILSS, farmers' organizations and civil society organizations in the orientation, steering, decision and monitoring-assessment bodies. It also provides for a mechanism for dialogue with international partners. Technical management shall be provided by a unit within the RAAF. Companies and national offices that belong to RESOGEST and have storage infrastructures and institutional and human capacities will provide technical stock management services for the RFSR (supply, storage, stock maintenance). The Reserve's interventions are decided by an independent committee, the Management Committee.

The First Lessons from ECOWAP

◆ The main accomplishment is still the full involvement of all stakeholders, in particular the beneficiaries—producers—in the implementation of the policy and regional programs.

◆◆ Most of the institutional system is now in place and should make it possible to speed up the development of the policy in the field.

NEARLY TEN YEARS after ECOWAP was adopted, what can we now conclude about the process that presided over its adoption, its implementation and its impacts? ECOWAP relied on 15 NAIPs and a RAIP that respectively took charge of the national and regional dimensions of agricultural challenges, natural resource management and food security. This status update can be established based on an analysis of agricultural performances and changes in the food situation. It can also be supplemented in more detail by national and regional policy and program monitoring and assessment systems. However, setting up this complex system takes time and the results are not yet fully available. However, ReSAKSS, commissioned by ECOWAS to support monitoring and assessment systems, has produced the first reports on the regional and continental scale (1). Specific reports on the NAIPs can be found in the conclusion to the third section.

An Unprecedented Inclusive Process

ECOWAP, before being a policy, is a process! A process that is now seen as a model in the region and beyond, such as in Central Africa or the SADC, where the method has been used and adapted to regional contexts. Today, policies can no longer be drawn up without strong consultation of the parties involved. Despite inadequacies, it is above all the nature and quality of the consultation that must be seen as an ECOWAP success. Stakeholder participation, often superficial, is not new. What is truly new—and makes up ECOWAP's originality and strength—is the fact that the parties involved were asked to discuss several scenarios and several very different policy options. These discussions happened in each country with the Government as a whole and stakeholders, and on the regional level. ECOWAP is also a shift in the expertise profession, invited to shed light on options, support a process without taking the place of political dialogue, negotiation and pub-

lic choices. This exercise was also demanding for networks of farmers' organizations. While they were able to promote their positions on major subjects, they also had to hold discussions with their members, and refine their proposals on complex technical subjects (2). Ultimately, it was a learning process for the various categories of public and socio-professional stakeholders.

Beyond the agricultural sector, the ECOWAP negotiations called strongly into question trade policy both in regard to the elaboration of the internal market and the customs union. Arriving when the debate on West Africa's CET and the EPA negotiations were beginning, the ECOWAP orientations were able to have a strong influence on trade policy decisions.

The System Institutionalizes Consultation

The institutional system chosen for steering, implementation and monitoring-assessment of the policy and programs confirms the modalities that presided over the policy's definition: inclusion of stakeholders (professional and civil society organizations, sub-regional technical cooperation bodies, technical and financial partners). Consultation may be the rule but it does not for all that impinge on the decision-making powers of ECOWAS's statutory bodies: the specialized Agriculture, Environment and Water Resources Commission, the Council of Ministers and the Summit of Heads of State and Governments, who have the final say on decisions and choices. Most of the planned bodies were set up following the publication of decrees by the President of the Commission. This is notably the case through the Consultative Committee for Agriculture and Food (CCAF) and for the Regional Agency for Agriculture and Food, RAAF (3). Housed within the EBID in Lomé, it now plays its role as execution agency under the control of the AEWDR and with the technical support of regional cooperation bodies. However, the Inter-Departmental Committee for Agriculture and Food (IDCAF) in charge of

Notes:

(1) www.resakss.org

(2) Farmers' Organizations': role in the Elaboration and Negotiation of Agricultural and Trade Policies in West Africa. Accomplishments & Lessons from Experience. Issala-LARES—Jade Productions, in partnership with ROPPA and Inter-Réseaux Développement Rural; January 2012.

(3) <http://araa-raaf.org>

studying dossiers that involve several departments of the ECOWAS Commission and are seen as strategic for trade and fiscal issues is not yet in place.

But Installation of Financial Mechanisms Lagging

A fundamental mechanism, the Regional Fund for Agriculture and Food (ECOWADF) is slow in being set up. While it is the subject of a regulation confirming its creation (August 2011), as an autonomous institution housed within the EBID, the ECOWAS Bank for Investment and Development, its effective operation implies conditions that are not yet met. This delay has considerable consequences for the implementation of programs, notably to overcome the most difficult challenges: pooling resources from the ECOWAS Commission and international financial partners. Lacking a financial instrument that offers all the guarantees of good management and accountability, program implementation goes through numerous channels based on the constraints of the financial partners. This is costly in implementation time and above all impedes the institutional development necessary to implement a policy as ambitious as ECOWAP.

Contractual Relations Among Regional Stakeholders

Seen only 10 years ago as an institution out of touch with reality, ECOWAS is now an institution that is present in stakeholders' "day-to-day lives." The ECOWAP process, the 2020 vision adopted in June 2007 of moving from "an ECOWAS of States" to an "ECOWAS of people" and finally the institutional reform with the transformation of ECOWAS's Executive Secretariat into a Commission have profoundly altered the interplay of stakeholders. First, the decisions of the Heads of State prepared by the ECOWAS Commission are binding on member States. This is fundamental for all the regulato-

ry instruments that are one of the favored areas of intervention on the regional level in the agricultural sector in the broad sense: standards, zoo- and phyto-sanitary regulations, trade regulations, etc. Another fundamental aspect concerns the rationalizing and contractualizing of relationships between ECOWAS and the multiple regional stakeholders. ECOWAS has reached partnership agreements, often accompanied by financial agreements, with the three regional networks of farmers' organizations (ROPPA, RBM, APRESS) and with civil society represented by POSCAO. The ECOWAP process also clarified the roles and responsibilities of regional bodies. In this way, CILSS is considered to be a technical institution with a mandate in the area of information and decision-making assistance for food security and natural resource management; CORAF/WECARD supports and coordinates agricultural research and knowledge management; the IFDC has responsibilities for supporting the development of input supply networks and AfricaRice has responsibilities in implementing the Rice Offensive; Hub Rural is mandated to support policy dialogue among stakeholders, build FOs' capacities and capitalization efforts; etc. This implies extensive coordination efforts by the Agriculture and Rural Development Directorate.

(Too) Progressive Alignment by International Partners

The regional compact on ECOWAS implementation recognizes ECOWAS's leadership and the alignment of the technical and financial partners. The commitments manifest the principles adopted in the Paris Declaration on Aid Effectiveness and pay considerable attention to the challenge of coordinating the TFPs' interventions. The TFPs have come together within a group of ECOWAP donors, which is coordinated by Spanish overseas aid. The consultation and coordination between ECOWAS and this group are under the responsibility of the Commissioner in charge of Agriculture, Envi-

◆ The delay in setting up the regional fund favors coordinated implementation under ECOWAS leadership. The poor adhesion of international partners to the principle of pooling resources is also a major handicap.

◆◆ The principle of delegated implementation made it possible to rationalize the landscape of regional technical cooperation organizations by optimizing and exploiting their skills.

◆ It is too early to measure lasting impacts on regional agricultural performance. The trends seen are a continuation of previous evolutions.

◆◆ The rise in production volumes is still largely determined by an increase in the amount of land cultivated and size of herds, while increases in productivity remain timid.

ronment and Water Resources. Initially limited in number, the partners involved in supporting ECOWAP are now many since agricultural and food issues have regained a starring role in international cooperation priorities. It took a long time to establish a status report on the TFPs' regional interventions, and this map is still difficult to define because programs are often segmented: they are being developed in only part of the countries within the ECOWAS space, only take into consideration part of the issues in a RAIP sub-program, or finally intervene on very different time scales. This coordination issue, the basis for better intervention effectiveness and broader coverage of concerns, remains challenging every day. However, one must note that while donors finance mainly interventions that enter into the priorities of their respective agendas, co-financing or joint financing approaches are developing. This is notably the case concretely with the implementation of the Regional Food Security Reserve that activates resources from ECOWAS, the European Commission and Spanish and French overseas aid. RAAF financing (staff and operating funds) has also been the subject of a joint approach and combined resources from ECOWAS, Spanish and US Cooperation's.

Still Overly Segmented Implementation

The Regional Agency for Agriculture and Food (RAAF) is in charge of the technical implementation of the RAIP's investment components while policy instruments are the AEWRD's responsibility. But in the absence of an operational financial instrument and with the hesitation of some financial partners to entrust implementation to ECOWAS, many programs have been launched outside of the RAAF according to specific modalities: ad hoc project structures, and tripartite contracts between ECOWAS, the financial partner and regional technical cooperation organizations. In some cases, ECOWAS is not involved in the con-

tracts, which diminishes by as much its capacity to coordinate and ensure the coherence of interventions on the regional scale. What is more, while ECOWAP is generally seen as the framework of reference for interventions in the agricultural domain, WAEMU's agricultural policy (the APU) is still implemented through specific programs in the Union's eight member States on subjects equivalent to those covered by ECOWAP. While coordination between ECOWAS and WAEMU has made considerable progress at the level of the Presidencies of the two Commissions and in the Departments in charge of agriculture, the process has not yet reached the stage of full integration of sectoral policies.

Instruments Difficult to Make Operational

Regulatory aspects have progressed greatly because they rely mainly on expertise, consultation and standard setting. The lack of harmonization within the region is generally seen as a large impediment, notably for the emergence of truly regional value chains and more fluid markets. Much progress has been made in this domain, although considerable efforts still need to be made in two areas: (i) informing the stakeholders concerned by these new regulations; and (ii) transcription into national regulatory arsenals and full application by States. However, public policy instruments based on incentives (intensification support, market regulation, promotion of safety nets) are much more complex and lengthy to implement. The weakness of regional, national and local institutions largely explain these difficulties.

Impacts to Confirm

Ultimately, what impact has ECOWAP had? Too many programs have been set up only since 2010. Generally, these programs instigated at the regional level favor "soft" aspects, that is to

say they target the environment surrounding producers and other value chain agents: capacity building, developing research, training, information, adaptation of the intra-community and border trade regime, etc. They can only have measurable impact on agricultural performances in the medium or long term.

Taken as a whole, the regions' grain production increased by 59% between 2000 and 2012. Progress was less clear over the last five years than it was from 2000 to 2006. Rice production has risen by 95%, with higher performances in recent years, probably in conjunction with

large investments by States following the 2008 crisis. For millet (+26%) and sorghum (+17%), progress has been much smaller than for corn (+130% since 2000). Root and tuber production has increased by 57% since 2000.

Regarding animal production, herds of ruminants have continued to grow extensively (+47% for cattle and small ruminants, and above all +85% for poultry and +59% for pigs). At constant yields, this means that the regional meat supply per capita has improved because population growth was less over the period than these rates of herd increase.



C

National Agricultural Systems and Policies



REGIONAL AGRICULTURAL DYNAMICS rely above all on shifts in national agricultural systems. Unlike other regions of the world, West African countries have conserved their national agricultural policies, that they bring into synergy in the framework of the regional agricultural policy. For each of the 15 countries, this section presents the major evolutions in the sector (crop and animal production) since the start of the 2000s, the country's integration in regional trade and evolutions in its external trade in agrifood products, and finally its food and nutrition situation. This section then presents the countries' National Agricultural Investment Programs (NAIPs)—process, vision, priorities, governance and budget. Finally, this section ends with a crosscutting outline of the NAIPs and the lessons we can learn from them.

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Benin

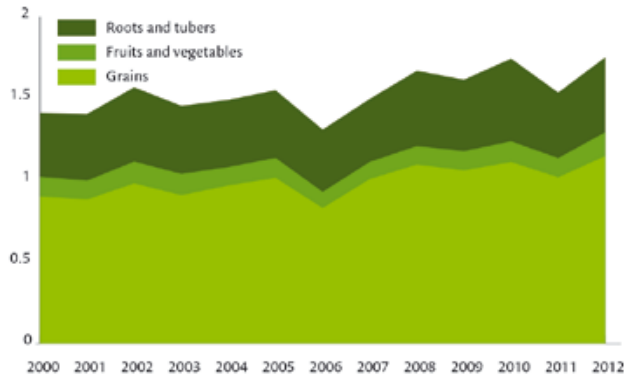


Identity Card (2012)

Population (millions)	10.1
Rural Population (%)	54
GDP (billion \$)	7.6
GDP Per Capita (\$)	752
GDP Growth (%)	6.8
Share of Agriculture in GDP (%)	36
Human Development Index	0.427
Share of the Population with Less than \$1.25 per Day (%)	47
Share of Agricultural and Food Products in Imports (%)	29.5
Share of Agricultural and Food Products in Exports (%)	45.1

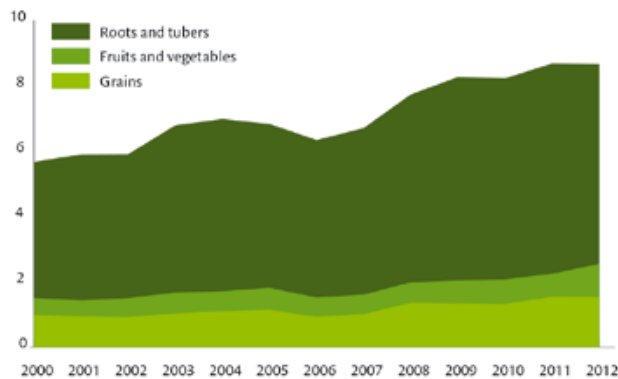
PRODUCTION

Food production (× million tons)

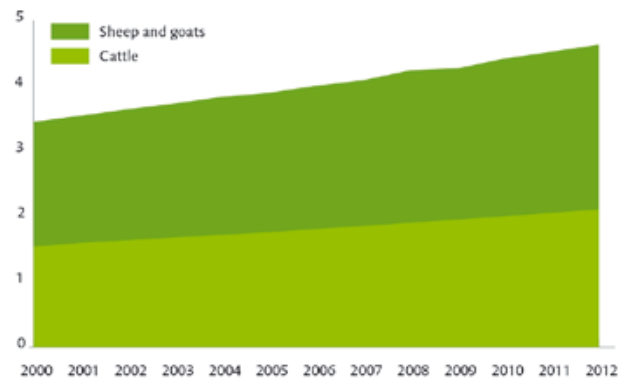


sources: National statistics, Faostat, ECOWAS, World Bank, UNDP, IMF

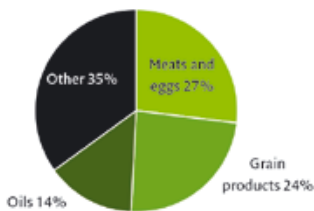
Cultivated land (× million ha)



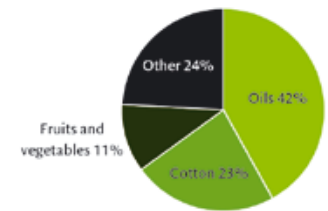
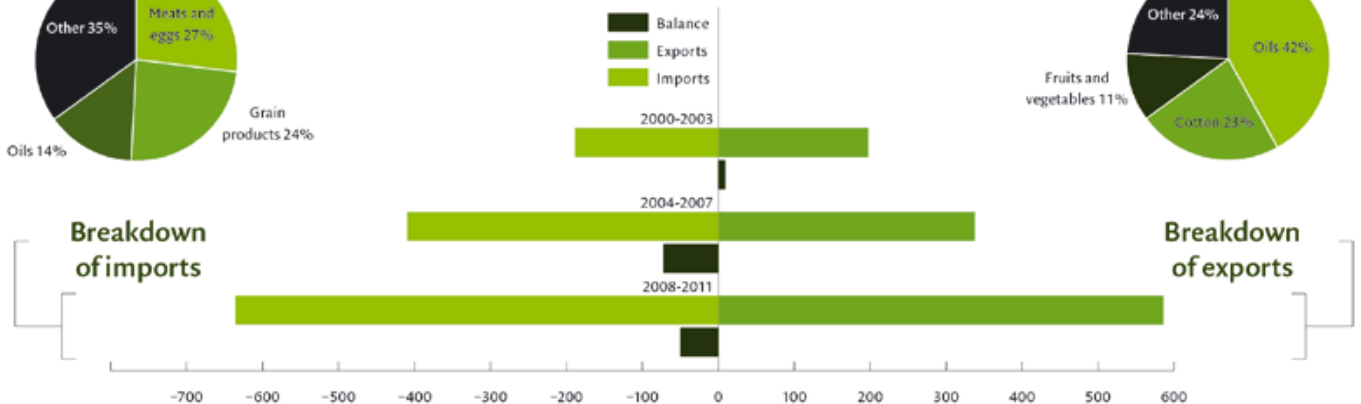
Ruminants (× million head)



AGRIFOOD TRADE



Change in agrifood balance (× million \$)



WITHOUT SUBSTANTIAL mining resources, the Beninese economy runs mostly on the agricultural sector. This sector contributes 33% of the domestic product, provides between 60% and 80% of official export revenues, and employs approximately 48% of workers. Agriculture still has many advantages from the standpoint of the climate (eight complementary agroclimatic zones), cultivable land (less than 30% of the 1,400,000 hectares are utilized), and surface and ground water resources.

The sector is dominated by small family farms practicing mixed crops often associated with small livestock (poultry, small ruminants or pigs). On average, farm size is estimated to be 1.7 ha on which 7 people live. Approximately 34% of farms cover less than 1 hectare. Only 5% of farms in the south and 20% in the north of the country cover more than 5 ha.

Agricultural production is very diverse and consists mostly of roots and tubers (approximately 5.5 million tons of yam, cassava and sweet potato), grains (approximately 1.8 million tons of corn, millet, sorghum and rice), legumes and oilseed, and three “export crops”—cotton, cashews and pineapple. Livestock involves some 2 million head of cattle, 2.3 million head of sheep and goats, 500 thousand pigs and 15 million poultry. Unconventional farming is taking off in a remarkable fashion: 100,000 head of grasscutters, also called agoutis. Fishing is little developed, practiced on deep sea and in lagoons and inland rivers.

Agricultural sector performance remains modest. Agriculture is growing on the order of 4% per year, barely more than the rate of population growth, 3.3% (1). This growth is driven by roots, tubers and rice cropping. Rice production has leaped in volume over the past 20 years, with production rising from some 60,000 tons in 1994 to 250,000 tons in 2012.

Regional and International Insertion

Agricultural products occupy a primordial place in Benin’s regional and international trade. The country exports cotton, cashew nuts, pineapple, shea, fishing products (shrimp) and lumber on the international market. On the regional market, Benin exports mainly cassava byproducts, corn and fresh pineapple to Niger and to a lesser extent Nigeria. Nigeria also buys palm oil.

The country imports agrifood products, mainly grain (rice and wheat), meat products and sugar, from the international market. A large share of these imports is then re-exported to Nigeria. From its neighbors, Benin imports mainly market garden produce (tomatoes and onions) from the production basins in northern Nigeria, Burkina Faso (tomato), Niger (onion), Senegal and Ghana (fish).

Food and Nutrition Security

The food situation is far from worrying, although temporary shocks (floods, drought, price volatility) can be difficult for a non-negligible portion of the population. The rate of coverage of national needs by domestic production is estimated at more than 125%, except for rice and animal products (meat, fish). In 2012, the incidence of acute malnutrition among children aged 6 to 23 months was 19% (2); overall, 45% of children suffer from chronic malnutrition, 28% of which severe (3).

◆ Public spending allocated to the agricultural sector during the 2006-2012 period reached on average 9.5% of the general State budget, and approximately 10.8% in 2013.

Notes:

(1) General Census of Population and Housing (RGPH4).

(2) Embassy of the Kingdom of the Netherlands, Cotonou, 2012.

(3) Institut National de la Statistique et de l’Analyse Économique, 2011-2012.

Benin

THE ORIENTATIONS of Benin’s agricultural policy are rooted in the agricultural development policy letters published in 1991 and 2000 that specified the roles assigned to the various stakeholders: the State, FOs and the private sector. Since then, various strategies and plans to promote agricultural development have been initiated. However, the agricultural policy and agricultural development strategy currently in force are based on two main instruments: the Plan Stratégique de Relance du Secteur Agricole (PSRSA, agriculture sector strategic revival plan) and the National Agricultural Investment Plan (NAIP). These two documents cover the 2010-2015 period. The PSRSA sets the strategic orientations for agricultural sector development and their implementation conditions. The NAIP is the operational translation of the PSRSA, and estimates the investment needs to obtain at least 6% annual growth in the agricultural sector. It focus very closely on meeting the population’s food and nutrition needs.

Vision and Objectives

The ambition of the PSRSA and NAIP is to *“make Benin a dynamic agricultural power by 2015, that would be competitive and environmentally-friendly, and generate wealth in response to the population’s economic and social development needs.”* Beyond the goal of meeting food needs, the NAIP aims to make agriculture into the driving force behind Benin’s economic and social development. To do so, the country is betting on diversifying the sector and improving its competitiveness to conquer regional and international markets. It emphasizes the promotion of thirteen value chains for plant, animal and fishery products: corn, rice, cassava, yam, cotton, pineapple, cashew nuts, palm oil, market garden crops, meat, milk, eggs, and fish/shrimp.

References:

- Plan Stratégique de Relance du Secteur Agricole (Agriculture sector strategic revival plan).
- NAIP Document.
- Decree N°2013-47

Participatory and Inclusive Process

NAIP elaboration relied on a participatory process that included the public administration, the private sector, socioprofessional agriculture organizations and the technical and financial partners. Launched in April 2007, the process was completed in June 2011 with the “business meeting.” It took roughly ten stages, including the elaboration of a diagnostic report on the agricultural sector, modeling, and the elaboration of a PSRSA consensus document, plus the various NAIP elaboration stages. NAIP formulation steering relied on three categories of bodies:

- a steering committee involving the finance, agriculture, trade and environment administrations, and farmers’ organizations;
- a technical committee bringing together the various MALF offices, FOs and the private sector; and
- six technical working groups.

The nature of the institutional framework for PSRSA and NAIP implementation was for a long time a stumbling block in the process, a divergence fueled by the fears shown by socioprofessional agriculture organizations and the technical and financial partners regarding the options proposed by the State. The National Orientation Council to Monitor NAIP and PSRSA Implementation was created by decree in December 2012.

The Main Priorities and Components of the NAIP

The NAIP is structured around four major programs: (i) agricultural development; (ii) livestock development; (iii) fishing and aquaculture development; and (iv) agricultural sector and food security administration and management, and food risk prevention. The overall cost of the NAIP is 491 billion CFA francs, 52% of which go to the first program. The livestock and fishing sectors are the Plan’s “poor cousins” and receive only 3.3% of budget allocations.

NAIP Gouvernance

The steering NIPA is under the direct responsibility of the President of the Republic. He chairs the Conseil National d'Orientation et de Suivi du PSRSA/PNIA (national PSRSA/NAIP orientation and monitoring council), a structure has local branches at departmental and communal level. The Ministry of agriculture, Livestock and Fishing is the rapporteur. This provision was enacted by Decree No. 2013-47 of February 11, 2013, issued by the Council of Ministers. The CNO also brings together the heads of public administration, FOs' organizations, civil society and the private sector. Thus, it takes into account the multidimensional and multi actors of agricultural sector. There is also a framework for consultation with

the technical and financial partners, and with non state actors, named Agricultural Thematic Group (ATG).

Monitoring and Assessment System

The NAIP monitoring and assessment system is anchored to the agricultural sector monitoring and assessment system set up by the Ministry of Agriculture, Livestock and Fishing (MALF). Twelve (12) key indicators have been set for monitoring, with the support of ReSAKSS. The data collected on the communal level are consolidated at department level, processed and then transmitted to the MALF monitoring and assessment unit. The results are made available to decision makers and stakeholders in the sector.

Program	Components	CFAF Billion	%
1. Agricultural Development	– Value Chain Development – Agricultural Mechanization Development	255	52
2. Livestock Development	– Short-Cycle Livestock Value Chain Development – Meat and Dairy Value Chain Development	3	1
3. Fishing and Aquaculture Development	– Fish Value Chain Development – Shrimp Value Chain Development	13	3
4. Agricultural Sector and Food Security Administration and Management, and Food Risk Prevention	– Improving Agricultural Productivity – Access to Seeds and Other Quality Inputs – Rural Infrastructures – Agricultural Market Development – Risk Prevention – Improving the Institutional Environment and Sector Management	219	44
NAIP Total		491 (i.e. US \$ 935 millions)	100

Burkina Faso

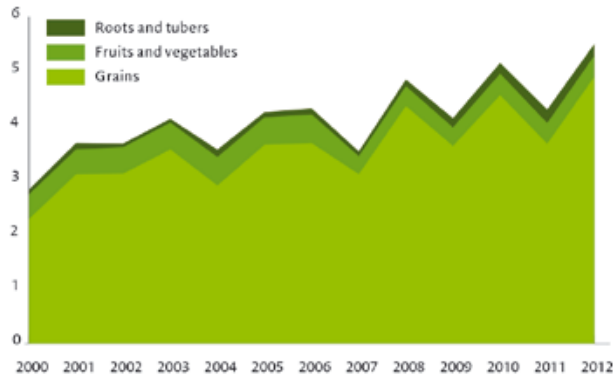


Identity Card (2012)

Population (millions)	16.5
Rural Population (%)	73
GDP (billion \$)	10.4
GDP Per Capita (\$)	652
GDP Growth (%)	9.4
Share of Agriculture in GDP (%)	23
Human Development Index	0.331
Share of the Population with Less than \$1.25 per Day (%)	45
Share of Agricultural and Food Products in Imports (%)	16.1
Share of Agricultural and Food Products in Exports (%)	28.1

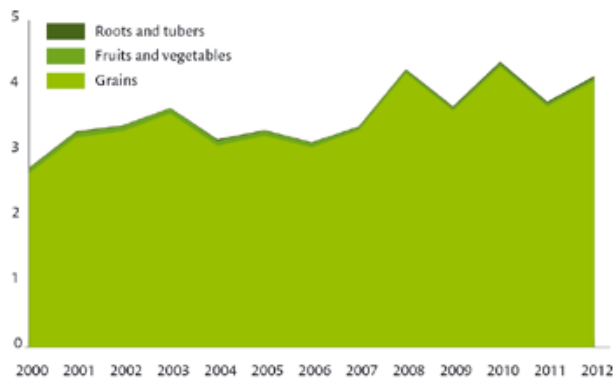
PRODUCTION

Food production (× million tons)

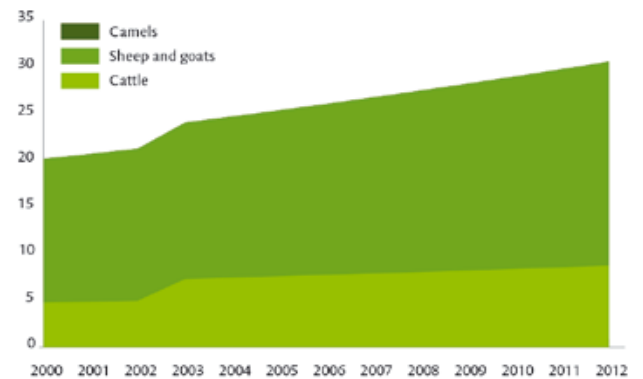


sources: National statistics, Faostat, ECOWAS, World Bank, UNDP, IMF

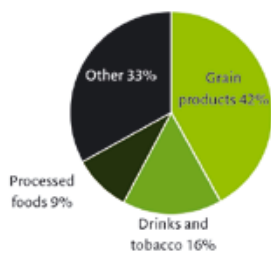
Cultivated land (× million ha)



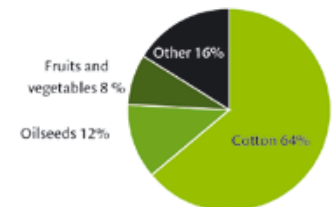
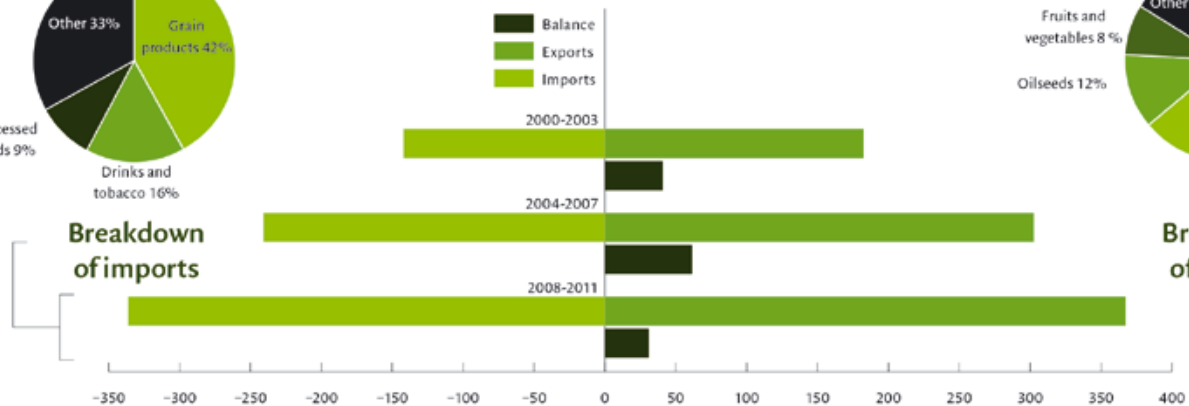
Ruminants (× million head)



AGRIFOOD TRADE



Change in agrifood balance (× million \$)



AGRICULTURE is a major economic sector in this landlocked Sahelian country. The rural sector employs 86% of workers (1). With more than one third of GDP, agriculture and livestock play a decisive role in food security, export revenues and poverty alleviation.

Ranked among the poorest LDCs in the world, Burkina Faso has considerable potential based on the complementarity of its agro-ecologic zones. Rainfall ranges from 300 mm in the Sahelian zone in the north to 1,200 mm in the Sudanese zone in the south. This gradient determines the main outlines of production (pastoral, dry grain, corn, legumes, citrus fruit and cotton) and the degree to which agricultural and livestock systems are vulnerable to weather hazards.

The availability of arable land (9 million ha, half of which currently farmed) and a relatively developed network of waterways make it possible to develop water management. Only 12% to 14% of irrigable potential (233,500 ha) is developed, and the country has among other things 500,000 ha of lowlands that could be developed.

Agriculture relies very heavily on family farms that are not very modern. There are wide differences in production structures from one zone to the next, and in access to the means of production (land, finance, inputs, etc.) and markets.

Regional and International Insertion

The country is strongly inserted in regional trade. Its pastoral and agropastoral livestock system (which is highly developed in the most fertile agricultural zones in the south) supplies the domestic and sub-regional market. On average, 500,000 head of large livestock are exported mainly to Nigeria, Ghana and Côte d'Ivoire. In addition to this, more than 500,000 head of small ruminants are exported mainly to Benin, Togo and Côte d'Ivoire (2). The troubles in Côte

d'Ivoire had a strong impact on exports to this country during the 2000s. Many other products are traded such as mango, grains, onions, tomatoes, hides and skins, etc. The regional market contributes strongly to regulating the Burkinan food market and food security. The impact of production variability due to weather hazards is mitigated by imports from (shortfall years) and exports to (surplus years) neighboring countries.

Burkina Faso devotes 10% to 15% of its land to cotton growing. Cotton is grown in rotation with corn, sorghum, legumes, etc. It has enabled great shifts in production systems and advances in productivity thanks to the value chain oversight system (finance, technical advice, access to inputs, etc.), and has facilitated the development of the associated crops. After the drop in cotton prices on international markets in the 2000s, rising prices have allowed Burkina Faso to pull itself into the top place among African producers with 630,000 tons in 2012-2013. Cotton exports put the country's agrifood trade balance in the black. Along with gold and livestock, it is the pillar of export revenues.

Food and Nutrition Security

Grains make up the foundation of the Burkinan diet (73% of calories). The market is a large source of food supply: more than 90% in urban areas, and 51% in rural areas (3). The regional market strongly contribute to the food market regulation and to food security. The impact of the production variability induced by climate hazards is mitigated by imports (deficit year) and exports (year of surpluses) with the neighboring countries. Rural poverty severely affects access to food: the food and nutrition situation is still worrying as the prevalence of chronic malnutrition, underweight and acute malnutrition are 34.1%, 24.4% and 10.2% respectively.

◆ Grain production is growing but not as rapidly as the population

◆◆ Agricultural spending accounts for 12% of the State budget but is tending to dwindle (4). 71% comes from outside funding.

Notes:

- (1) 2006 General Census.
- (2) CILSS/ATP 2012-2013.
- (3) Afristat, CIRAD, AFD, 2003.
- (4) ReSAKSS, 2010.

Burkina Faso

THE NATIONAL RURAL SECTOR Program (PNSR) makes up the reference framework within which Burkina Faso translates the ECOWAS agricultural policy, ECOWAP/CAADP. However, the PNSR was also drawn up in coherence with the country's international commitments and the WAEMU agricultural policy. The PNSR updates and brings into synergy all the sub-sectoral (livestock, value chain action plans) or thematic (land, food security, environment, water resources, etc.) programming frameworks, usually adopted as part of the Rural Development Strategy (SDR) set by the Government in 2003.

A Vision for 2025

This vision, which emerged from the General Assemblies of Agriculture and Food Security (November 2011) is defined thusly: *“By 2025, farming in Burkina Faso will be modern, competitive, sustainable, and driving growth. It will be founded on family-owned farms and efficient agricultural businesses, and will guarantee [that] all citizens have access to the food they need to lead healthy, active lives.”*

A Complex and Participatory Process

The rural sector concerns four sub-sectoral Ministries: the Ministry of Agriculture and Food Security, the Ministry of Livestock and Fisheries, the Ministry of Water, Hydraulic Planning and Sanitation, and the Ministry of the Environment and Sustainable Development. In addition, there is also the Ministry in charge of scientific research and innovation, and the many interactions with other ministerial departments, first and foremost the Ministry of Economy and Finance. A standing secretariat—the SP-CPSA—is the body in charge of running the Coordination Committee for sectoral agricultural policies under the leadership of the Ministry of Agriculture.

The PNSR elaboration and implementation process relied on three complementary bodies: – the elaboration work coordination committee; – the inter-ministerial technical committee; and – the orientation and steering committee.

The process was launched in 2010 based on a detailed review of the rural sector that made it possible to set the major lines of priority intervention. On this basis, a national compact was signed in July 2010. It formalized the commitments of the various categories of stakeholders (the State, groups of socioprofessional stakeholders, ECOWAS, the technical and financial partners).

One Ambition: More than 10% Agricultural Growth

The rural sector strategy falls under the Strategy for Accelerated Growth and Sustainable Development (SCADD 2011-2015) that came after the Strategic Framework to Fight Poverty. In order to attain the country's objective—10% annual economic growth—the agricultural sector is expected to grow by 10.7% per year. Initially, these objectives were set with the aim of attaining the Millennium Development Goals (MDGs).

The overarching objective assigned to the PNSR is to contribute lastingly to food and nutrition security, strong economic growth and poverty alleviation. This overall objective is broken down into six specific objectives (see Box).

Main Priorities and the Cost

The PNSR covers all issues pertaining to agricultural development in the broad sense: plant crops, livestock and fishery production, hydro-agricultural developments, natural resource management and biodiversity, land management and promotion of the rural economy, drinking water supply and improved living con-

References:

- Burkina Faso; Program National du Secteur Rural (PNSR) 2011-2015; October 2012.
- MAFAP-FAO; Revue des Politiques Agricoles et Alimentaires du Burkina Faso; July 2013.
- www.spcpsa.gov.bf

ditions, rural organization, food crisis prevention and management, research and innovation.

The PNSR is structured in thirteen sub-programs organized into five main lines (see Table). Its cost is estimated to be 1,376 billion CFA francs for all five years.

The PNSR's Six Specific Objectives

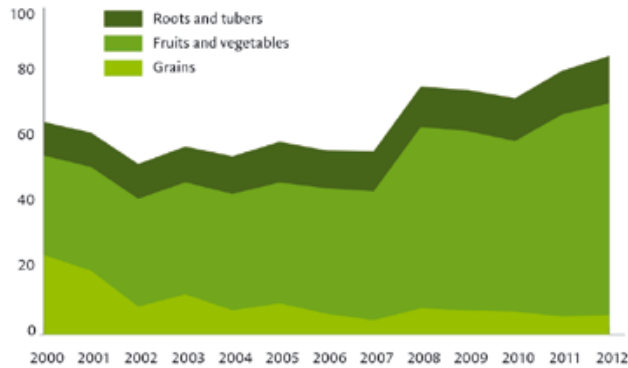
- Ensure that the population's food needs are better met quantitatively and qualitatively by domestic production.
- Help lower the proportion of the population with less than the minimum caloric intake and lessen the prevalence of underweight among children between the ages of 0 and 5 years.
- Ensure strong growth in the agricultural gross domestic product.
- Considerably reduce rural poverty.
- Ensure rural and urban populations have sustainable lasting to drinking water and sanitation.
- Noticeably reduce environmental degradation and the negative effects of climate change.

Lines	Sub-Programs	Billion CFAF	%
1. Improved Safety and Food Sovereignty	<ul style="list-style-type: none"> – Sustainable development of agricultural production – Improved livestock productivity and competitiveness of livestock systems – Improved animal health and strengthening public veterinary health – Sustainable development of agricultural hydraulics – Food and nutrition crisis prevention and management 	585	43
2. Improved Incomes for Rural Populations	<ul style="list-style-type: none"> – Promoting the rural economy 	87	6
3. Sustainable Development and Natural Resource Management	<ul style="list-style-type: none"> – Environmental governance and the promotion of sustainable development – Sustainable water and soil management and rural land tenure security – Securing and sustainable management of pastoral resources – Development of forest, fauna and fishery production 	260	19
4. Improved Access to Drinking Water and Living Conditions	<ul style="list-style-type: none"> – Sustainable supply of drinking water and sanitation – Environmental clean up and improved living conditions 	299	22
5. Developing Partnership Between Rural Stakeholders	<ul style="list-style-type: none"> – Steering and support; capacity building for institutions; coordination, monitoring-assessment 	143	10
Total PNSR		1,376 (i.e. US \$ 2.62 billion)	100

Cape Verde

PRODUCTION

Food production (× thousand tons)

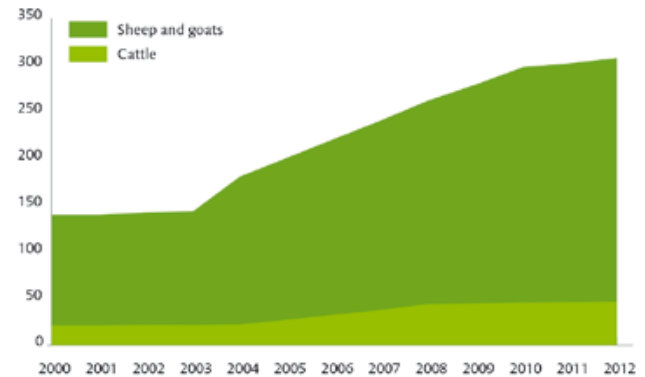
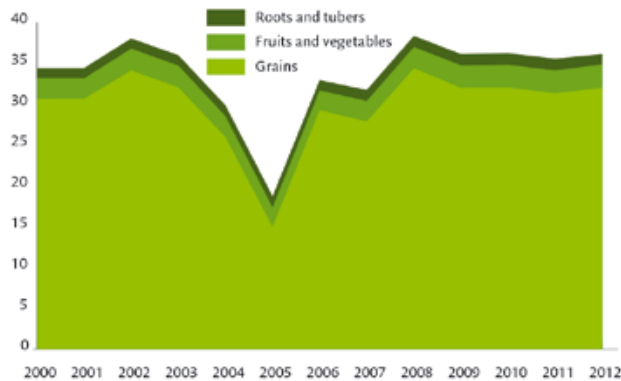


Identity Card (2012)

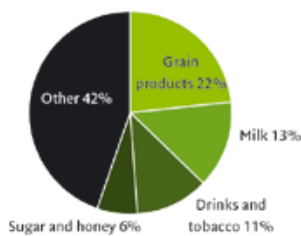
Population (millions)	0.5
Rural Population (%)	37
GDP (billion \$)	1.8
GDP Per Capita (\$)	3,695
GDP Growth (%)	8.7
Share of Agriculture in GDP (%)	8
Human Development Index	0.568
Share of the Population with Less than \$1.25 per Day (%)	21
Share of Agricultural and Food Products in Imports (%)	73.2
Share of Agricultural and Food Products in Exports (%)	26.8

sources: National statistics, Faostat, ECOWAS, World Bank, UNDP, IMF

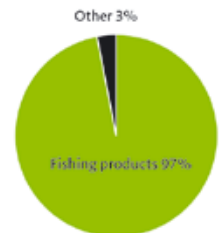
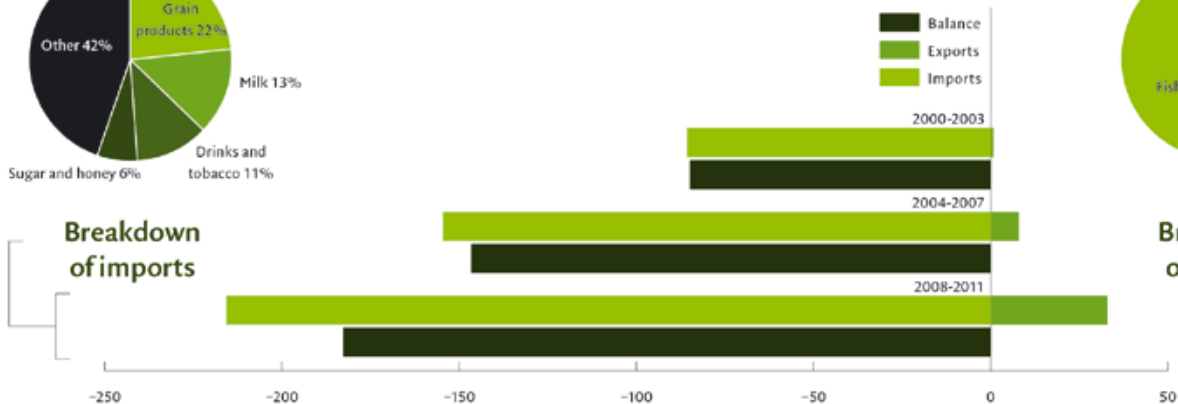
Cultivated land (× thousand ha)



AGRIFOOD TRADE



Change in agrifood balance (× million \$)



Breakdown of imports

Breakdown of exports

THE ARCHIPELAGO OF CAPE VERDE (9 inhabited islands) is ranked second in sub-Saharan Africa for human development, behind Mauritius Island, with a HDI of 0.636 (1). Although its economy is in large part carried by the tertiary sector (tourism) to the tune of 72% of GDP, the secondary sector (light industry: shoes, clothing) to the tune of 20% and income from the diaspora, agriculture plays a decisive role (2). Indeed, the agricultural sector is the main source of income for 40% of the active population and provided approximately 50% of jobs in the 1990s. Agriculture plays a key role in food security, price stabilization, social cohesion and poverty alleviation.

The volcanic islands of Cape Verde have steep topography, and are subject to a Sahelian tropical dry climate with 200 to 550 mm of rain on average per year. Rainfall is unevenly distributed over time—torrential from August to October (erosion)—and space (altitude, wind exposure). The loss of rainwater in the form of runoff is therefore considerable, and water is a major limiting factor for agriculture. Thus, 55% of the country's land is uncultivated, 35% is devoted to sylvo-pastoralism (small ruminants), and 10% of the land is cultivated, a minority with perennial crops (3).

The topographic variability affects water availability and determines the very unequal distribution of production by “strata.” The valley bottoms with alluvial soil allow irrigated cropping of sugar cane, tubers, bananas, market garden produce and horticulture. Altitudes of 500 to 1,000 meters receive rainfall of up to 1,000 mm of water/year and allow corn, beans and millet to be grown. The land located above 1,000 meters is mainly used as pasture. Most crops—on the order of 90%—are destined for self-consumption by rural households. Sugar cane is the most widespread irrigated crop. Approximately 90% of agricultural produce sold comes from irrigated farms (3).

The vast majority of farms are small family farms: the average size of a family farm with rainfed crops is on the order of 1.15 ha, and the average size of farms with irrigated crops is 0.25 ha (3).

Regional and International Insertion

The agroclimatic constraints as a whole, the little availability of farmland, and the large urban population (57%) make Cape Verde a net importer country that is highly dependent on food aid, which makes up two-thirds of imports. Food aid is sold on the domestic market to support the national economy. This deficit is worsening due to the rural exodus, which is growing. Cape Verde exports hardly any agricultural products except ocean products (fish, salt, etc.) and alcohol.

Food and Nutrition Security

The population's diet is based largely on grains, followed by beans, meat, fish and legumes. Protein comes from meat and fish equally. However, agriculture provides only 10% of the grain needs and 30% of the beans consumed. The country is heavily and structurally dependent on outside supply. Import management, storage and price stabilization are crucial dimensions of food security.

Cape Verde is the subject of wide inequalities. While food insecurity is moderate because of income levels and transfers, it is particularly prevalent in urban zones. Malnutrition affects 4% of children under the age of five and 3.8% of adults. More than 10% of the population, however, is obese (3).

◆ Production is increasing more slowly than imports and food aid. With several islands, Cape Verde has very high infrastructure and communication costs, which have an impact on food security.

◆◆ Agrifood exports (fish and seafood, salt and bananas) represent less than 20% of the value of agrifood imports.

Notes:

(1) UNDP.

(2) MAAAP, 2004.

Agriculture et pêche: stratégie de développement à l'horizon 2015.

(3) FAO.

Cape Verde

THE PRSP II (2008-2011) and the PRSP III (2012-2016) declines growth strategy and poverty reduction in the country. The focus is on the fight against poverty, the improvement of the social protection system, human capital development and good governance. The Strategic Plan for the Development of Agriculture and Fisheries (PEDA) for 2005-2015 and the National Agriculture Investment Plan (NAIP) are consistent with the PRSP at the sectoral level and translate the commitment of the Cape Verde to invest heavily in the agricultural sector with the aim of sustained growth and a significant reduction in poverty.

An Inclusive and Participatory Process

The NAIP preparation process was begun in 2009 with the participation of representatives of all sector stakeholders: ministries, private sector, farmers' organizations and civil society. Several teams open to these stakeholders analyzed the diagnostic and identified priority investments for each sub-sector, using the results of the modeling done with IFPRI support. The national validation workshop, held in November 2009, made it possible to organize a round table during which the compact was signed by the various parties involved. Fine tuned afterward, the NAIP was submitted to a business meeting held in November 2010. On this basis, dialogue between the government and its partners was launched to ensure resource mobilization.

Vision and Objectives

The vision falls under the view of the rural sector's contribution to poverty alleviation. This vision implies (i) improving average rural incomes, (ii) better covering food needs through self-consumption, and (iii) lowering the rural poverty index.

The investment plan covers all sub-sectors (plant crops, including forestry, livestock and fisheries). But, given the unique characteristics of agriculture in Cape Verde, water management (micro irrigation) and the promotion of horticulture make up the drivers of agricultural growth.

The Main Priorities and Components of the NAIP

The program covers all sub-sectors. It is structured in six sub-programs. Improving water management aims to increase farmers' access to modern water and soil management techniques by building water and land conservation infrastructures, developing irrigation networks and promoting drop-by-drop irrigation techniques. The "agricultural value chain development and market access promotion" sub-program covers production and processing technologies and improved product marketing. Beyond farmers, it targets processors and micro entrepreneurs. The "improving management of other natural resources" sub-program targets sustainable use of land and all ecosystems, notably forest areas, pastures and fishery resources. It includes climate change adaptation measures. The "research and development and dissemination of improved technologies" centers on transferring regional regulations to national legislation (seeds, pesticides, etc.), promoting proven technologies and building research capacities. The "prevention and management of food crises and other natural disasters" is crucial in Cape Verde, given the archipelago situation and weather conditions. It includes strengthening the national system and its decentralized units on the islands, strengthening the crisis management system, and rehabilitating affected areas. The country's approach falls under the framework of promoting the right to food. Finally, the "institution building and coordination" program aims to improve the institutional environment around farmers by promoting access to credit,

References:

- Cape Verde National Agricultural Investment Plan, December 2010.
- <http://www.mdr.gov.cv/index.php/plano-de-actividades/plano-estrategico/>

and institutional sector management reforms, in particular by shifting to a sectoral approach. Finally, it covers dimensions linked to NAIP coordination and monitoring-assessment.

Governance, Action Plan and Budget

The Ministry of Rural Development is responsible for implementing the NAIP. Oper-

ational coordination is provided by the ministry agency in charge of planning, budgeting and monitoring-assessment. Strategic steering is provided by an Inter-Ministerial Strategic Steering Committee (CIPS) in which public and private (FOs and civil society) stakeholders participate along with the technical and financial partners. The total cost of the NAIP is estimated to be 250 million dollars. The State contributes 15.5%.

Sub-Programs	Components	Million US \$	%
1. Improving Water Management	<ul style="list-style-type: none"> – Mobilizing water for agriculture – Promoting irrigation 	150	60
2. Developing Agricultural Value Chains and Promoting Market Access	<ul style="list-style-type: none"> – Technical-economic support to develop irrigated zones – Intensification and diversification of horticulture and fruit cropping – Diversification of rural incomes through family livestock operations – Optimizing agricultural products 	60	24
3. Improved Management of Other Natural Resources	<ul style="list-style-type: none"> – Itinerary management and organizing transhumance – Support managing shared forest resources – Support managing fishery resources 	26	10
4. Research and Development and the Dissemination of Improved Technologies	<ul style="list-style-type: none"> – Regional cooperation to develop and disseminate technologies – Set up of a national specialization center – On-demand financing of technology development and adoption 	6	3
5. Preventing and Managing Food Crises and Other Natural Disasters	<ul style="list-style-type: none"> – Promoting the early warning system – Strengthening the crisis management system – Rehabilitating zones affected by crises – Promoting the right to food 	3	1
6. Institution Building and Coordination	<ul style="list-style-type: none"> – Promoting agricultural finance access mechanisms – Shift to the sectoral approach – Management and monitoring-assessment of implementation 	5	2
NAIP Total		250	100

Côte d'Ivoire

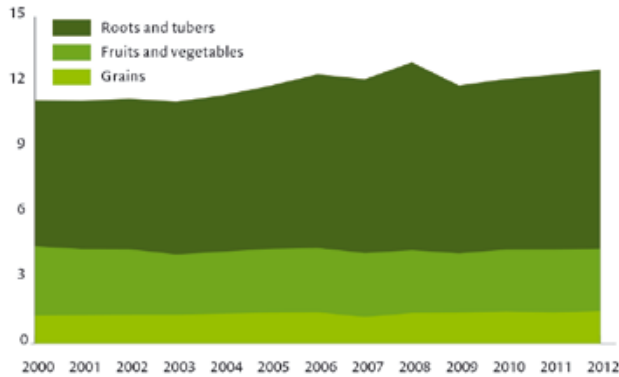


Identity Card (2012)

Population (millions)	19.8
Rural Population (%)	48
GDP (billion \$)	24.7
GDP Per Capita (\$)	1,244
GDP Growth (%)	4.5
Share of Agriculture in GDP (%)	23
Human Development Index	0.400
Share of the Population with Less than \$1.25 per Day (%)	24
Share of Agricultural and Food Products in Imports (%)	22.7
Share of Agricultural and Food Products in Exports (%)	50.0

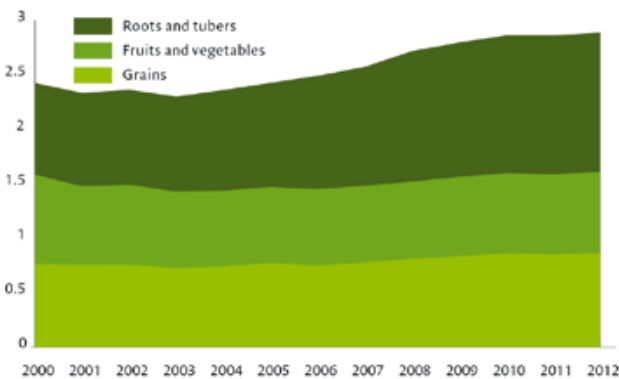
PRODUCTION

Food production (× million tons)

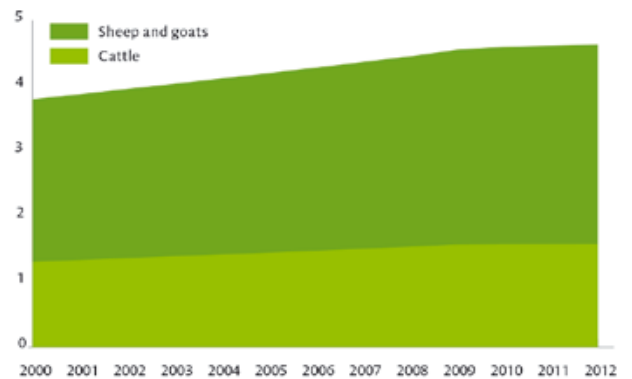


sources: National statistics, Faostat, ECOWAS, World Bank, UNDP, IMF

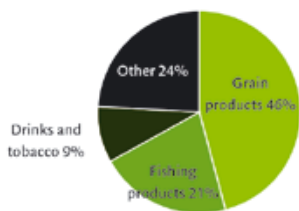
Cultivated land (× million ha)



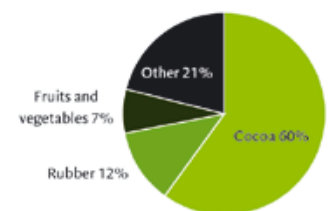
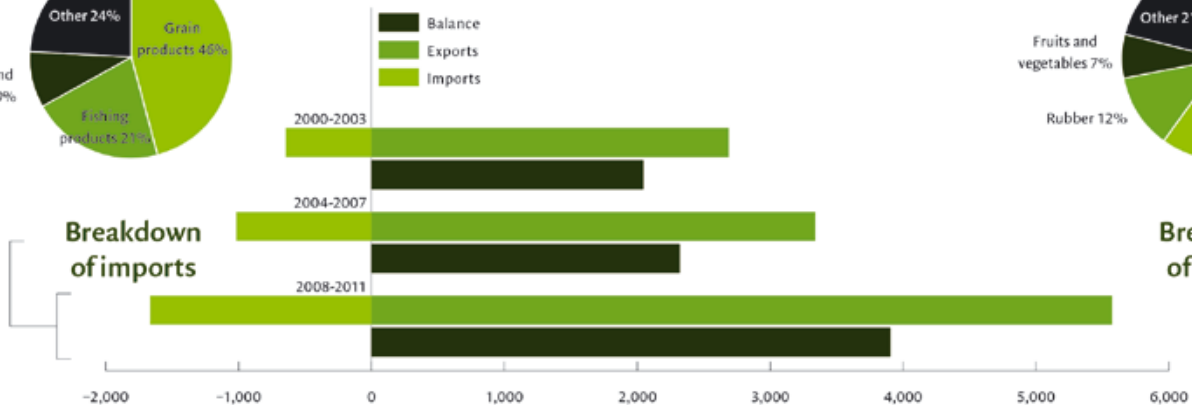
Ruminants (× million head)



AGRIFOOD TRADE



Change in agrifood balance (× million \$)



CÔTE D'IVOIRE owes its positioning to the importance of its agricultural sector, making it the leading agricultural exporter in West Africa. Agriculture provides 51% of export earnings and employs more than 60% of the working population.

Agriculture has a very favourable climate. The climate varies from equatorial type in the south with rainfall ranging from 1,600 to 2,200 mm distributed over two wet seasons to tropical humid with 1,000-1,200 mm in the north. Structural investments have helped to promote plantations. Small family farm holdings dominate the agrarian structure, while bordering medium and large plantations. The latter, of agro-industrial type, are located in the southern half of the country

Production is much diversified, combining export and food crops. Mainly meant for export, cocoa is the basis of the country's agriculture. Cotton, cashew, oil palm, rubber, and fruit (pineapple, banana, mango, and cola) complete the range of export products. Food crops include roots and tubers (more than 10 million tons for yam and cassava), plantain banana, grains, particularly maize, sorghum, millet and above all, rice, which remains to date, the staple food of people in urban areas. Cote d'Ivoire also produces shea, taro (cocoyam), peanuts, sorghum, millet, and some fonio.

The livestock sector remains modest. Ruminant production (4.7 million head) is disadvantaged by the humid climate in central and southern regions. Boosted by urban demand, poultry farming is growing strongly with more than 58 million head in 2013. Pig farming accounts for more than 362,000 head. Fisheries and aquaculture provide only about 50,294 tons of fish. Côte d'Ivoire produces slightly more than one million m³ of timber (excluding teak), processed locally.

Regional and International Integration

Soundly integrated into the markets, Côte d'Ivoire has a large agricultural and food trade balance surplus. There is a broad range of export productions dominated by cocoa (40% of export earnings). Oil palm, cotton, rubber and cashews are also developed with meaningful global positioning. On the regional market, Côte d'Ivoire exports kola nuts, palm oil; but also raw pineapple (and in the form of juice), maize, and cassava couscous (attieke).

The country shows a deficit as regards some food products and mainly imports from the global market grain products, fish, meat, and sugar. With its neighbours, it buys live animals (cattle, sheep, and goats) and market garden crops: onions from Niger, potato from Guinea, mango from Mali and Guinea. This trade is run by transnational trading networks whose origins date back to caravan trade, linking coastal, desert, and Saharan regions in Africa.

Food and Nutritional Security

The country is shielded from food crises that some West African countries have experienced. Food situation has improved since recovery from the military and political crisis that disrupted the country for more than a decade.

It should be noted, however, that deficits in coverage of food needs through local production persist, particularly regarding rice and vegetables, although the national supply of major calorie requirements mainly relies on local production. Despite increases in local productions in recent years, prices remain relatively high on average and do not promote their accessibility for the population.

◆ Côte d'Ivoire is the largest economy in the CFA zone and the second largest economy in the ECOWAS region. Its dynamism strongly influences the economies of the landlocked Sahelian countries.

◆◆ Côte d'Ivoire is the main regional exporter of agricultural products. It accounts for nearly half of the region's exports.

◆◆◆ The rates of primary processing of agricultural products are low: 5% on average for cash crops except cocoa (30%).

Côte d'Ivoire

AGRICULTURE is a public policy priority, given its importance in the national economy. By the 90s, Côte d'Ivoire adopted an ambitious "Master Plan for Agricultural Development 1992-2015" or P.D.D.A. The plan aimed to transform the country's agriculture as the basis for the economy. In 2012, P.D.D.A. has been consolidated by a more ambitious macroeconomic programming framework: the National Development Plan (2012-2015). The N.D.P is responsible for laying the foundations to make Côte d'Ivoire an emerging country by 2020 (1). Adopted in 2010, the National Agricultural Investment Plan (NAIP) is part of this dynamics.

Vision and Objectives

NAIP is the reference framework for the consistent implementation of all interventions in the sector. It aims to transform subsistence family farms into modern market agriculture. The main objectives of NAIP include: (i) boost agricultural growth at a rate of 9% per annum, (ii) contribute to poverty reduction, (iii) create 2.4 million employments, (iv) reduce food insecurity, and (v) transform locally at least 50% of agricultural products.

Participatory process

Participatory development of NAIP involved public institutions, private sector, professional agricultural organizations and civil society. Started in 2007, the process was relaunched in 2010, with the holding of the round table and the signing of the pact. In April 2012, the DIP-NAIP was validated, opening the way for the development of the Country Cooperation Framework as part of the G8 and then the holding of the business meeting, and finally, in October 2012, the organization of conference to

mobilize new resources. The whole process was conducted under the supervision of an institutional mechanism comprising: (i) a steering committee, (ii) a multi-stakeholder technical committee, and (iii) thematic working groups.

Key Priorities and Components

NAIP has identified six priority areas covering all sub-sectors (see table). Those areas are split into twenty-nine sub-Programs.

After the business meeting on 12 and 13 September 2012 for resource mobilization, the overall cost of NAIP was estimated at 2,040 billion FCEA spread over 5 years of which 60% to be provided by the private sector.

NAIP Governance and Monitoring and Evaluation

NAIP governance is based on an institutional mechanism that consists of:

- A Steering committee bringing together the various ministries involved in agricultural development;
- A technical secretariat managed by the NAIP Focal Point;
- A project management unit responsible for coordinating the implementation of major projects from the NAIP six major Programs or interventions areas;
- Three multi-stakeholder consultation frameworks, involving ministries, TFPs, civil society, the private sector, and organizations of producers.
- The monitoring and evaluation system is being developed. It will be based on two pillars: (i) the mechanisms used by the current projects, and (ii) the mechanism being developed by ECOWAS. Meanwhile, the country makes periodic reviews with the assistance of ReSAKSS. Indicators should be refined subsequently.

Note:

(1) PNS Document: <http://news.abidjan.net/h/433184.html>

References:

- NAIP document.
- National Development Master Plan document.
- www.agriculture.gouv.ci

Programs	Sub-Programs	CFAF billion	%
1. Improving productivity and competitiveness of agricultural productions	<ul style="list-style-type: none"> – Improving the use of agricultural and veterinary inputs – Promoting mechanization of farms and small agricultural production processing units – Strengthening agricultural guidance, development and research, and training services – Improving water control – Sustainable land management 	550	28
2. Developing value chains	<ul style="list-style-type: none"> – Strengthening the business environment for agricultural value chains – Strengthening production potential for export products – Revitalizing plant food, animal, and fishery productions – Developing processing and storage of agricultural, animal, and fishery productions 	837	42
3. Improving the agricultural sector governance	<ul style="list-style-type: none"> – Strengthening the legal and regulatory framework – Managing transhumance and rangelands – Promoting farmer, breeder, and fisherman trades – Implementing the law on rural land – Establishing a funding mechanism for the agricultural sector 	249	12
4. Building the capacity of agricultural development stakeholders	<ul style="list-style-type: none"> – Structuring value chains and building the capacity of agricultural professional organisations of breeders and fishermen – Strengthening collection and processing of agricultural statistics, strengthening of information systems for support to decision-making – Building institutional and human capacity for agricultural planning and monitoring and evaluation services – Strengthening vocational training and initial agricultural technical education – Building the capacity of agricultural administration 	130	6
5. Sustainable management of fishery resources	<ul style="list-style-type: none"> – Developing marine fishing, lagoon and inland fishery – Developing aquaculture 	67	4
6. Reviving the wood sector	<ul style="list-style-type: none"> – Restoration and sustainable management of forest resources – Reviving forestry research – Improving forestry governance – Sustainable wildlife management – Developing the wood industry – Building the capacity of the forestry sector – Sustainable water resource management – Climate change and sustainable development 	170	8
NAIP Total		2,003 (i.e. US \$ 3.82 billion)	100

The Gambia

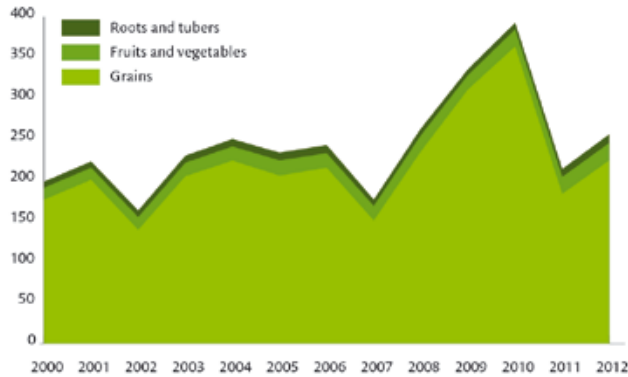


Identity Card (2012)

Population (millions)	1.8
Rural Population (%)	42
GDP (billion \$)	0.9
GDP Per Capita (\$)	507
GDP Growth (%)	0.5
Share of Agriculture in GDP (%)	25
Human Development Index	0.420
Share of the Population with Less than \$1.25 per Day (%)	34
Share of Agricultural and Food Products in Imports (%)	45.1
Share of Agricultural and Food Products in Exports (%)	57.5

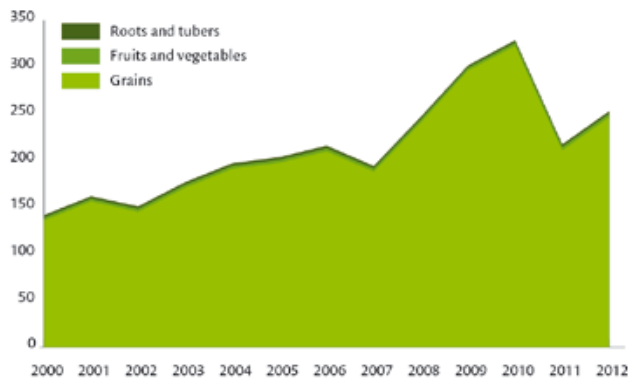
PRODUCTION

Food production (× thousand tons)

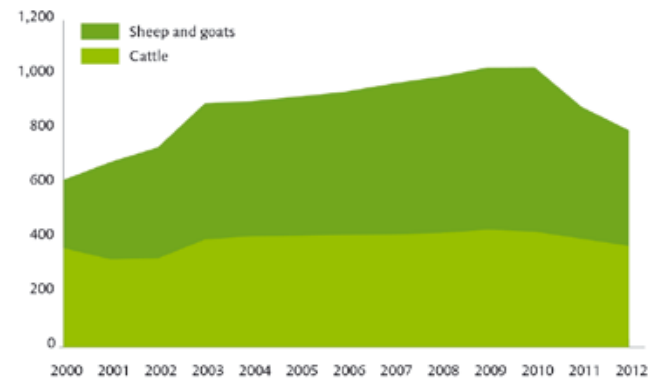


sources: National statistics, Faostat, ECOWAS, World Bank, UNDP, IMF

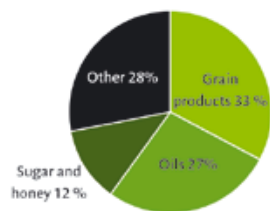
Cultivated land (× thousand ha)



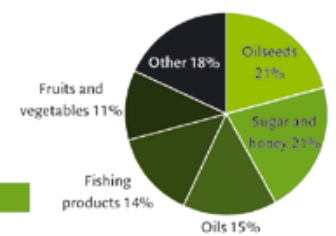
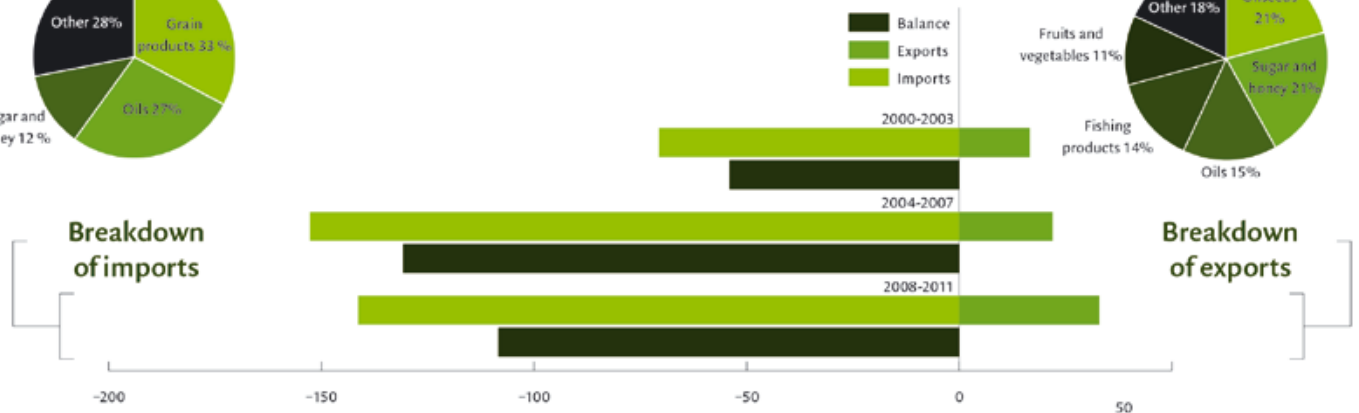
Ruminants (× thousand head)



AGRIFOOD TRADE



Change in agrifood balance (× million \$)



DESPITE THE CONSIDERABLE weight of tourism, agriculture is one of the major economic sectors in The Gambia, a country of 10,689 sq. km and 1,800,000 people. Agriculture contributes 28% of GDP and 70% of export revenues. It employs half of the country's rural population. Arable land is estimated at 558,000 ha, of which 320,000 ha are cultivated every year. The climate is Sudano-Saharan characterized by a short rainy season from June to October and a long dry period from November to May, with average annual rainfall of 900 mm in the southwest to approximately 500 mm in the northeast.

Agricultural production is generated by nearly 69,100 farming households (500,000 people involved in agriculture) who work on small family farms with an average size on other order of one hectare. Agricultural production is very diverse. Groundnut covers more than 30% of cultivated land, grain (corn, millet, sorghum) covers some 144,000 ha, rice 72,000 ha, cotton 3,000 ha per year, and finally cassava, potato and horticulture whose fields cover between 1,500 and 2,000 ha per year on average. Livestock remains a minor activity, with herds estimated at 300,000 head of cattle, 160,000 head of sheep, 230,000 head of goats, and some 700,000 poultry. Fishing activities are exercised at sea and along the Gambia River.

Agricultural sector performance has been modest over the past thirty years. The best gains in productivity were recorded in rice production.

Regional and International Insertion

The Gambia's foreign trade is sharply in the red: agrifood imports are much higher than exports in value. Exports involve a very limited

range of products dominated by groundnut and its byproducts (vegetable oil and oilseed cake), which make up the largest foreign sale line item, followed by fishery products, cotton and fruit. Its main clients are, in order, China, Senegal, Brazil, the United Kingdom, the Netherlands, and the United States.

Agri-food imports are mainly grains and grain products, notably rice, wheat, wheat flours and dairy products. Some is re-exported to neighboring countries, notably Senegal. Sugar, fruit and legumes should also be added to these products

The trade with its neighbors—Senegal and Guinea-Bissau—deals mainly with grain products (millet, sorghum, corn) and market garden produce (tomatoes, onions and potatoes). For the most part, this is local trade, the direction of which changes in response to prices, which are partially determined by the exchange rate between the Gambian currency, the dalasi, and the CFA franc.

Food and Nutrition Security

The structure of the agrifood trade balance reveals a precarious food situation. Indeed, the country must import numerous food products to offset its structural shortfall. Grain (rice, corn, millet, sorghum) only covers about 50% of the country's needs.

The nutrition situation in the country is not brilliant. Depending on the year, between 10% and 15% of the Gambian population is food insecure, approximately 11% of the rural population are among the most vulnerable, whereas only 9% are potentially vulnerable. The prevalence of chronic malnutrition is 24%. The overall acute malnutrition rate is between 10% and 14.9% (1).

◆ Because of its geographic position, The Gambia is closely integrated in regional trade.

◆◆ The adoption of the ECOWAS CET will allow it to raise its customs duties on many food products.

◆◆◆ Given its potential and its population, The Gambia can achieve food sovereignty with a good policy of investment in agriculture.

Note:

(1) DHS/MICS/SMART Survey, 2011.

The Gambia

AGRICULTURAL DEVELOPMENT in the Republic of The Gambia is guided by a set of strategic orientations and policies, notably the Vision 2020, the second growth strategy for poverty reduction, and the framework policy for the agricultural sector and natural resource management that the country formulated in 2010. The National Agricultural Investment Plan (NAIP) makes up the reference framework for agricultural sector interventions during the 2011-2015 period. It was designed with the aim of achieving the agricultural sector, natural resources and food security vision, and is part of NEPAD's Comprehensive Africa Agriculture Development Program.

Vision and Objectives

The country's Vision 2020 is to *"transform The Gambia into a financial center, a tourist paradise, a trading, export-oriented agricultural and manufacturing nation, thriving on free market policies and a vibrant private sector, sustained by a well-educated, trained, skilled, healthy, self-reliant and enterprising population and guaranteeing a well-balanced ecosystem and a decent standard of living for one [...]"* The NAIP aims to increase agriculture's contribution to the national economy. It aims to augment productivity, marketing and the active participation of the private sector in agricultural development within The Gambia.

Formulation Process

The NAIP was prepared taking a participatory approach involving all agricultural development stakeholders. The working group is composed of the Ministries of Trade, Industry and Employment, of Agriculture and of Finances and Economic Affairs, the former national agricultural development agency, the National Agricultural Research Institute, and The

Gambia Horticultural Enterprises representing the private sector and FOs. The main stages in the process took place between July 2008 with the formation of the inter-ministerial working group and the November 2010 business meeting. As was the case in other countries, NAIP elaboration relied on: (i) a steering committee, (ii) a technical committee, and (iii) multidisciplinary working groups.

Main Orientations and Objectives Pursued

The GNAIP is structured around six strategic programs for a total cost evaluated at 283 million US dollars spread out as in the table below.

Governance System

The GNAIP governance system is attached to the National Council of Ministers (NCM) that provides national-level leadership. It is relayed by a multi-stakeholder Program Steering Committee (PSC) that ensures coherence of actions and strategies with other economic sectors. Technical implementation is mainly the responsibility of the Program Coordination Office (PCO) relies on the public administration's technical offices. The system contains regional and village branches where local committees are formed.

Monitoring and Assessment System

The monitoring and assessment system is anchored to the ECOWAS system. It is based on mechanisms set up by the ReSAKSS to facilitate decision making based on convincing data and using precise indicators. The NAIP has a central monitoring and assessment system based on the systems that exist in projects currently being implemented. Database elaboration relies on two major mechanisms: an

information management system (IMS) and a geographic information system (GIS). The GIS is the main tool used to capture, store, analyze, manage and present data referenced to

specific locations. Occasional program audits, ongoing dialogue, peer assessment and mutual accountability among partners are integral parts of the system.

Programs	Components	Million US \$	%
1. Improvement of Agricultural Land and Water Management	<ul style="list-style-type: none"> – Lowland development for rice production: – Irrigation for horticulture and upland crops – Capacity building of support services institutions 	83	29
2. Improved Management of the Other Shared Resources	<ul style="list-style-type: none"> – Sustainable management of forest resources – Sustainable management of fisheries resources – Sustainable management of parks and wildlife resources 	37	13
3. Development of Agricultural Chains and Market Promotion	<ul style="list-style-type: none"> – Development of agricultural marketing chains – Strengthening of national operator support services and structures – Development of domestic, intra-regional and extra-regional markets 	90	32
4. Food and Nutrition Security	<ul style="list-style-type: none"> – National food security – Disaster risk management 	45	16
5. Sustainable Farm Development	<ul style="list-style-type: none"> – Sustainable farm management – Land use suitability and land tenure security – Capacity building of support services and farmers' organizations 	19	7
6. NAIP Coordination, Monitoring and Assessment	<ul style="list-style-type: none"> – Institutional provisions and coordination – Financing mechanisms – Monitoring and assessment – Implementation capacity building 	9	3
NAIP Total		283	100

Ghana

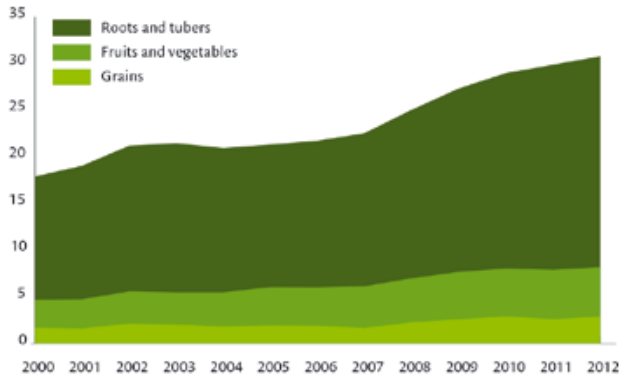


Identity Card (2012)

Population (millions)	25.4
Rural Population (%)	47
GDP (billion \$)	40.7
GDP Per Capita (\$)	1,605
GDP Growth (%)	16.2
Share of Agriculture in GDP (%)	22
Human Development Index	0.541
Share of the Population with Less than \$1.25 per Day (%)	29
Share of Agricultural and Food Products in Imports (%)	13.3
Share of Agricultural and Food Products in Exports (%)	23.1

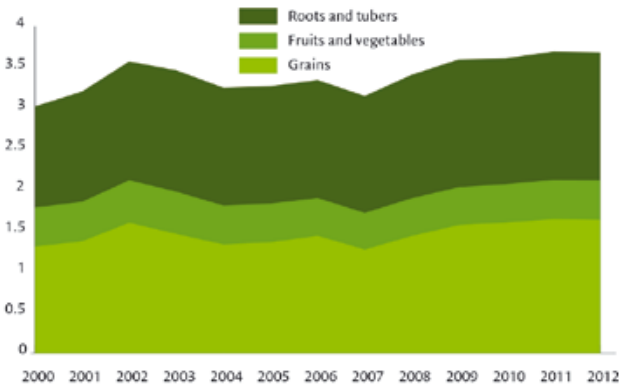
PRODUCTION

Food production (× million tons)

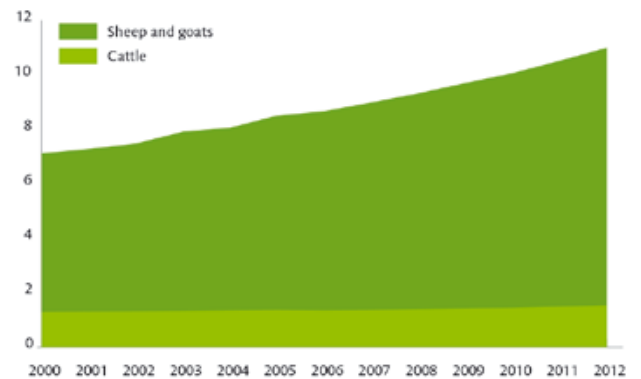


sources: National statistics, Faostat, ECOWAS, World Bank, UNDP, IMF

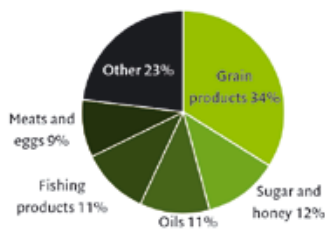
Cultivated land (× million ha)



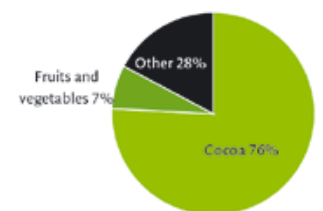
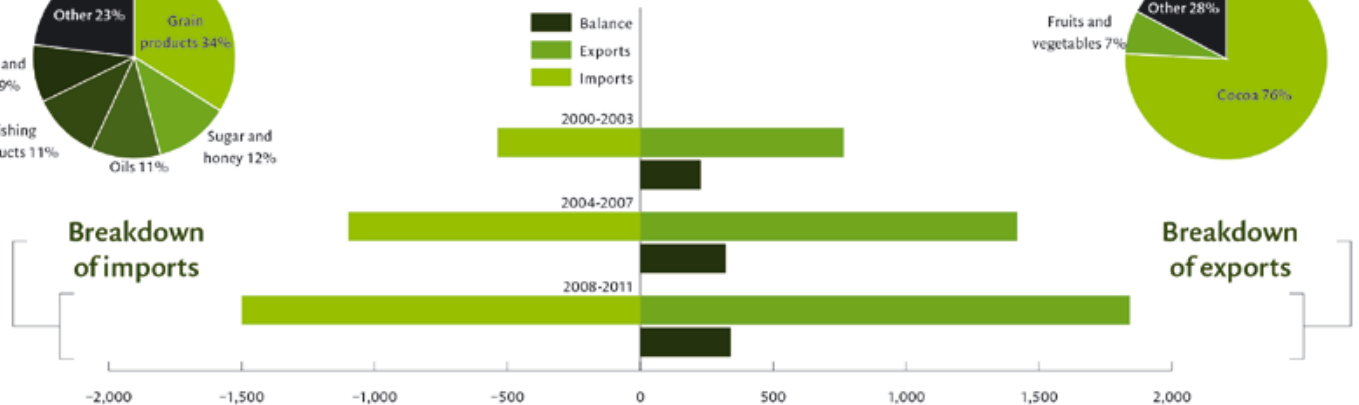
Ruminants (× million head)



AGRIFOOD TRADE



Change in agrifood balance (× million \$)



GHANA IS A COASTAL COUNTRY along the Gulf of Guinea with a diversified economy. Agriculture accounts for 22% of national GDP, ranking after services (49% of GDP) and industry (28.6% of GDP). The agricultural sector employs 44.7% of the workforce and therefore plays a significant role in terms of food security, export resources, fight against poverty, and economic stabilization (1).

The country has a great agricultural and climatic variability allowing complementarity of productions. Following a global North-South gradient, rainfall ranges from 800 to 2,000 per year, allowing two crop cycles in the south but only one in the northern savannah areas. The latter are dedicated to the cultivation of cereals (millet, sorghum), cowpea, and agro pastoral animal husbandry. In the south, wet tropical rain forests areas are conducive to the cultivation of roots and tubers (cassava) and establishment of perennial plantations (plantains, cocoa, oil palm, rubber, coconut trees) (2).

The significant water network, mainly related to the Volta basin has potential that remains underused for irrigated agriculture. Irrigated agriculture (market gardening, rice) accounted only for 0.4% of areas in 2013 (1).

Family farming provides 80% of the agricultural product with small farm holdings: about 90% of farm holdings are less than 2 hectares in size. A combination of factors (market access, access to land, and lack of infrastructure, etc.) are constraints for family farming. Apart from cocoa, grown on farm holdings between 3-7 hectares (3) in size, export crops (rubber, pineapple, palm oil...) are mainly concentrated within large scale agribusiness holdings. Those plantations generate substantial foreign exchange for the Ghanaian State.

Regional and International Insertion

Ghana has an agricultural and mining raw materials export economy (cocoa, gold, main-

ly timber). Ghana is, after Côte d'Ivoire, the world's second largest cocoa exporter.

However, although its agricultural trade balance has remained in surplus, Ghana imports a large part of the grain products including wheat, and rice whose production covers only 40% of needs. However, it exports maize to the Sahel (surplus of 60,000 tons). Ghana also imports animals from the Sahelian countries including Burkina Faso. Officially, imports consist of 21,000 cattle, 34,000 sheep and goats, but informal imports are thought to be four times higher (4). Other products such as mangoes, onions, tomatoes, hides and skins, etc. are traded across borders. The demand for meat, driven by increase in population and the emergence of urban middle classes, is partly met through imports of industrial animal products, mostly offal and poultry from Brazil.

Food and Nutrition Security

The basic diet is based on cereals (maize, rice), cassava, taro, and sweet potato. Ghana is self sufficient for all these crops, except for rice. The consumption of meat is thought to be covered at 60% by domestic production (5). Given its rate of urbanization, Ghana's population is highly dependent on the market.

The nutritional situation has greatly improved (awareness and training programmes, fortified foods, etc.). Between 1993 and 2012, the proportion of stunted children dropped from 33 to 22.7%. The proportion of emaciated children decreased from 14% to 6.2% over the same period. Reduced poverty has resulted in a reduction in household food insecurity (6).

◆ The poverty rate declined from 51.7% in 1992 to 24.2% in 2013. Extreme poverty has also been reduced, from 16.5% in 2006 to 8.4% in 2013

◆◆ Industrial poultry imports quadrupled from 2002 to 2011.

Notes:

(1) Ghana Facts and figures, 2013.

(2) FAO, 2014.

(3) <http://responsiblecocoa.com/the-challenge/>

(4) Ministry of Food and Agriculture, 2007. Food and Agriculture Sector Development Policy (FASDEP II).

(5) 2013 Agric Sector Annual Progress Report; Republic of Ghana.

(6) Poverty profile in Ghana (2005-2013); GLSS 6; 2014.

Ghana

THE FOOD AND AGRICULTURE Development Policy (FASDEP II) is based on the regional ECOWAP-NEPAD process and on the “Growth and Poverty Reduction Strategy” (GPRS II). FASDEP II (2007) also seeks to draw lessons from FASDEP I developed in 2002. FASDEP II is implemented through the Medium Term Agriculture Sector Investment Plan (METASIP) which is the investment medium-term plan for the agricultural sector.

A Vision and Ambitions

The vision of the agricultural sector as set out in FASDEP II is “a modernised agriculture culminating in a structurally transformed economy and evident in food security, employment opportunity, and reduced poverty”. The targets of FASDEP II are: (i) Overall agricultural growth rate of at least 6% per annum; (ii) an annual growth rate of 6-8% in livestock and plant production sectors; (iii) forestry and fisheries each growing at 5% per annum; (iv) cocoa sector will remain robust in support of other sectors.

The Six Objectives of FASDEP

The agricultural policy has six objectives that are reflected in six programmes under the investment plan:

- Food security and emergency preparedness;
- Improved growth in income;
- Increased competitiveness and enhanced integration into domestic and international markets;
- Sustainable management of land and environment;
- Science and technology applied in food and agriculture development;
- Enhanced institutional coordination.

Strategies have been developed to respond to each of the objectives and have been supported by sub-sector policies (livestock, cocoa, fisheries, and forestry) and related to services (extension, irrigation, mechanization, soil protection, etc.).

Governance and Implementation

The formulation and implementation of policies and programmes is coordinated by MOFA, but involve other ministries, departments and agencies, civil society, and financial partners. Platforms coordinate these actors and oversee implementation at different levels:

- At national level, the National Development Planning Commission (N.D.P.C) is directly responsible for preparing comprehensive plans and strategies. It develops macroeconomic analyzes and designs the structural reforms. It manages, evaluates, and coordinates policies, programmes and development projects. It develops an integrated framework for strategies and policies and ensures their implementation.
- At the levels of regions and districts, implementation is entrusted to the Regional Department of Agriculture, in partnership with regional Coordinating Councils and the District Agriculture Directorates and through municipal and district assemblies.

Reference:

- Ghana Shared Growth and Development Agenda (GSDGA) II 2014-2017.
- <http://mofa.gov.gh/site>

The fields of intervention for the accelerated transformation of agriculture for 2014-2017 are focused on:

- Agricultural productivity;
- Creation of employment;
- Competitiveness of agriculture and its integration into domestic and international markets;
- Production risks and bottlenecks in industry food
- Development of food crops and export industries;
- Development of the production of cattle and poultry;
- Fisheries development and aquaculture for food security and income generation.

Costs and Priorities

The total cost of the programme over 2011-2015 amounts to 1,532 billion cedis (about US \$ 460 million), of which one third funded by

the State. Priorities have been established and target actions that directly impact the achievement of the programme objectives. The total cost of these priority investments amounts to 784.5 million Cedis (about US \$ 238 million) and account for 50% of total budget.

Objectives	Subcomponents	Million GHC	%
1. Food security and emergency preparedness	<ul style="list-style-type: none"> – Improved productivity – Support for improved nutrition – Support for the diversification of the poorest household options – Storage and distribution of food – Early warning system and emergency preparedness – Water management and irrigation – Mechanization services 	561	37
2. Improved growth in income	<ul style="list-style-type: none"> – Promoting cash crops, livestock, and fishery to generate income in all ecological zones – Developing new products – Developing two pilot value chains per zone – Strengthening FOs – Developing rural infrastructure – Support for urban and suburban agriculture 	849	56
3. Increased competitiveness and integration into domestic and international markets	<ul style="list-style-type: none"> – Marketing Ghanaian products on domestic and international markets 	31	2
4. Sustainable management of land and environment	<ul style="list-style-type: none"> – Dissemination and use of technologies and sustainable land and environment management by male and female farmers 	31	2
5. Science and technology applied in agricultural and food development	<ul style="list-style-type: none"> – Technology penetration in value chains and application of biotechnologies in agriculture – Strengthening agricultural research and information management 	45	3
6. Enhanced institutional coordination	<ul style="list-style-type: none"> – Institutional building and intra-ministerial coordination – Intra-ministerial coordination – Partnership with the private sector and civil society 	15	1
Overall FASDEP		1,532 (i.e. US \$ 460 million)	100

Guinea

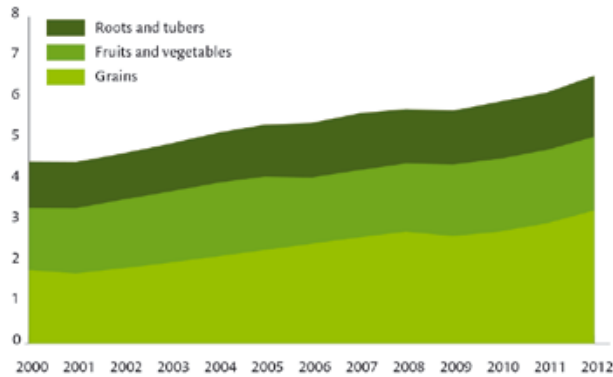


Identity Card (2012)

Population (millions)	11.5
Rural Population (%)	64
GDP (billion \$)	5.6
GDP Per Capita (\$)	492
GDP Growth (%)	2.8
Share of Agriculture in GDP (%)	21
Human Development Index	0.344
Share of the Population with Less than \$1.25 per Day (%)	43
Share of Agricultural and Food Products in Imports (%)	26.5
Share of Agricultural and Food Products in Exports (%)	8.4

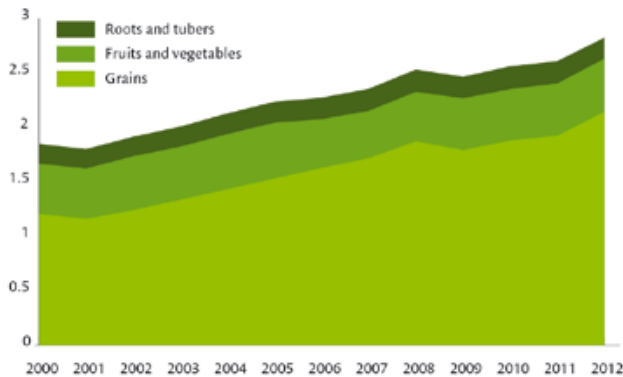
PRODUCTION

Food production (× million tons)

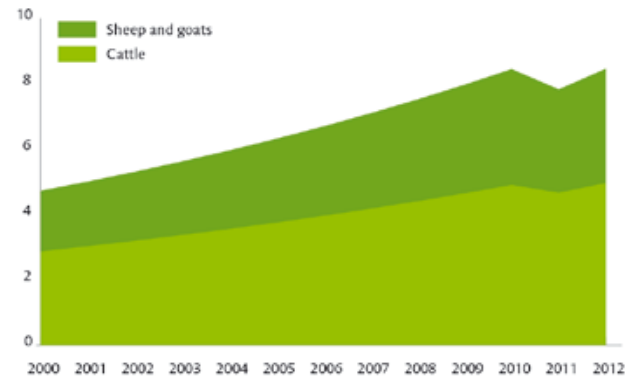


sources: National statistics, Faostat, ECOWAS, World Bank, UNDP, IMF

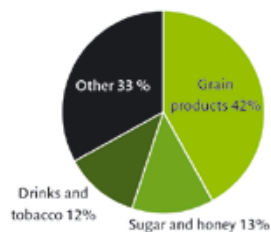
Cultivated land (× million ha)



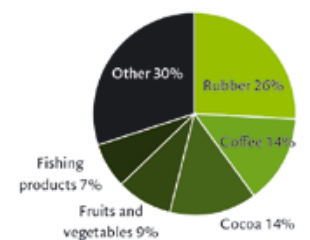
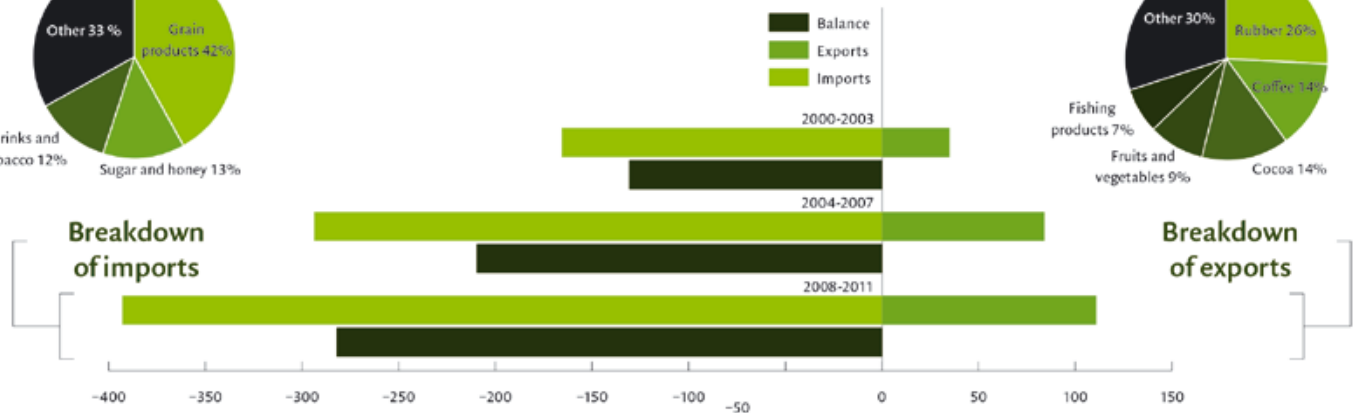
Ruminants (× million head)



AGRIFOOD TRADE



Change in agrifood balance (× million \$)



WITH VAST MINERAL resources, Guinea is also a country with strong agricultural potential. Guinea has 6.2 million ha of arable land, only 25% of which are farmed each year. Rainfall is abundant and ranges between 1,100 and 4,000 mm. Irrigation potential is estimated to be 364,000 ha, of which only 30,200 are “developed.” The development potential for flood crop systems is considerable. The agrarian system is dominated by small farms, the average size of which is estimated to be 0.5 ha. Agriculture currently occupies more than 60% of workers, contributes 21% of GDP and contributes 30% of export revenues.

Agropastoral production is relatively diverse. It is made up mainly by rice, which is grown by 80% of farms, occupies 67% of sown land, contributes 65% of grain needs, employs 37% of the active population, and provides 23% of primary GDP and 6% of national GDP. For all that, Guinea still imports 11% of its rice needs. Other major food crops are corn, fonio, groundnut and cassava, millet and sorghum, sweet potato, and plantain banana. Guinea also produces cotton, palm oil, rubber and above all potato—the “Belle de Guinée”—whose development relied on the combination of a farmers’ organization and public incentive measures, notably market regulation by setting import schedules.

Livestock is a major activity with 5.5 million head of cattle, 1.8 million head of sheep, and 2.2 million head of goats, 105,000 pigs and 24 million poultry in 2014. Unlike the crop sub-sector, livestock growth has remained relatively stable over the past decade, with rates varying between 4.0% and 4.5% per year on average. Livestock is the only sub-sector to have a reliable and sustainable source of input supply (1).

Guinea’s exploitable fishery potential is estimated to be between 150,000 and 250,000 tons of fish per year. It is composed of four major groups of species: pelagic fish, groundfish (demersal), cephalopods and shrimp. Fishing has been characterized by shrinking catches in recent years.

Regional and International Insertion

Guinea is above all known for its ore exports, notably bauxite. It exports four agricultural products on the international market: cotton, coffee, hevea and palm oil (Soguipah). It mainly exports potato to its neighbors (Senegal, Mali, Sierra Leone and Liberia). The volume of these exports has risen over the years and had reached 18,000 tons in 2012. Guinea also exports mangoes to Côte d’Ivoire.

In exchange, Guinea imports live animals, notably cattle and sheep to meet high demand during the Tabaski festival, from its neighbors. Guinea imports grain (wheat, wheat flour and rice), meat products and sugar from the international market.

Food and Nutrition Security

The food situation in Guinea is good overall. Crop production covers 95% of the country’s needs. According to the WFP, 32% of rural households in Guinea are food insecure, or 2.3 million people (2). Official data (3) show that 40% of children under the age of five suffer from chronic malnutrition, 20.7% of which severe.

◆ Despite considerable agricultural potential, the Guinea continues to import large quantities of food to meet its needs.

◆◆ Nearly one third of households are food insecure, and a high proportion of young children are malnourished.

◆◆◆ Water tower of West Africa, Guinea could argue this asset within the regional community.

◆◆◆ River basins and mangroves represent a considerable potential for the development of production.

Notes:

- (1) PNIASA Document.
- (2) 2009 CFSVA Survey.
- (3) UNICEF-WFP, 2008.

Guinea

THE REPUBLIC OF GUINEA'S agricultural development strategies are rooted in a set of documents that set the country's orientations. This is mainly the National Agriculture Development Policy – Vision 2015. This policy is supported by the Poverty Alleviation Strategy that sets economic revival targets for Guinea. The PNIASA, which is the local manifestation of the ECOWAP/CAADP, is seen as the reference framework for agricultural sector interventions.

Vision and Objectives

The PNIASA falls under the new vision in the National Agriculture Development Policy (PNDA)—an intensive agricultural system that is competitive on the regional and international market and able to ensure food security and alleviate poverty. The PNIASA aims to improve the efficiency and effectiveness of family farms and markets, promote agricultural entrepreneurship by stimulating private initiative, improve access to domestic, sub-regional and international agricultural product markets, and finally sustainably manage natural resources and the environment.

Process, Priorities and Programs

The PNIASA elaboration process began in 2008 with (i) the designation of focal points and other involved structures by the Ministry of Agriculture; (ii) the set up, in 2009, of NAIP steering and technical committees; and (iii) the organization, in 2010, of the approval round table that led to the signature of the Compact between the stakeholders involved and the formulation of the National Agricultural Investment Plan that would become the PNIASA and then be approved in 2011. The PNIASA was reviewed in 2012 during a meeting involving all national (farmers, political authorities, NGOs) and regional (ECOWAS) stakeholders as well as some

technical and financial partners (FAO, IFPRI, AFD, WB, IFAD, EU, etc.). The business meeting was held in June 2013.

The PNIASA is structured as six programs: (i) sustainable development of rice cropping by improving water management; (ii) diversification of food crops other than rice; (iii) promotion of agricultural exports and agribusiness; (iv) improved integrated management of renewable natural resources; (v) better quality agricultural services (research, agricultural advice, control, regulation, policy); and (vi) effective steering and coordination of PNIASA implementation. Its cost is estimated to be 1.103 billion dollars. The development of rice cropping alone mobilizes nearly 51% of the planned investments in the PNIASA.

Governance and Monitoring-Assessment

The institutional system for PNIASA implementation is structured around a certain number of bodies: the National PNIASA Orientation Committee chaired by the Minister of Agriculture; the National Steering Committee; the National State/TFP Consultation Committee; a PNIASA Coordination and Management Unit; A Communication Unit; a Technical Steering Committee for each program; and a Regional Consultation Committee chaired by the Governor.

The monitoring and assessment system will be elaborated as part of application of the sectoral approach. A monitoring and assessment handbook elaborated to this aim will define the distribution of roles and responsibilities among the various stakeholders active in the sector and mechanisms, including notably: (i) impact monitoring that covers annual progress reviews on the national level to inform the dialogue and inclusive review processes; and (ii) monitoring of program execution that will cover processing of the data collected by the regional and prefecture focal points that will be in charge of regularly updating the system.

Référence:
– PNIASA.

Programs	Components	Million US \$	%
1. Sustainable Development of Rice Cropping	<ul style="list-style-type: none"> – Promotion of Irrigation and Water Management – Support for the Acquisition and Distribution of Inputs and Agricultural Equipment – Improved Support for the Rice Value Chain Through Research and Agricultural Advice – Development of Capacity to Access Agricultural Markets 	558	51
2. Diversification for Food Security	<ul style="list-style-type: none"> – Development of Food Crops Other than Rice – Development of Non-Wood Forest Products – Improved Food and Nutrition Situation for Vulnerable Populations – Food Crisis and Natural or Manmade Disaster Management 	185	17
3. Promotion of Agricultural Exports and Agribusiness	<ul style="list-style-type: none"> – Improved business climate to promote agricultural exports and develop agribusiness – Improved performance in agro-industrial crop and livestock export value chains – Development of processing, conservation, marketing and market access infrastructures – Livestock value chains – Fishing and aquaculture – Information system 	159	14
4. Promotion of Sustainable Natural Resource Management	<ul style="list-style-type: none"> – Development of forest ecosystems and optimization of forest products – Support for biodiversity conservation measures – Land tenure security – Improved pastoral and genetic resource management – Improved soil fertility – Support managing fishery resources – Climate change 	137	13
5. Quality of Services and Support for Farmers' Organizations	<ul style="list-style-type: none"> – Improved quality of public services (agriculture, livestock, fisheries and environment) – Improved insertion of the private agricultural sector and rural sector finance – Development of farmers' and their organizations' capacities 	49	4
6. Institution Building for PNIASA Implementation	<ul style="list-style-type: none"> – Implementation and operation of institutional guidance, steering and consultation mechanisms on the central level – Establishment of national orientation and steering committees – PNIASA/SAKSS management unit operation 	12	1
Overall PNIASA		1,100	100

Guinea-Bissau

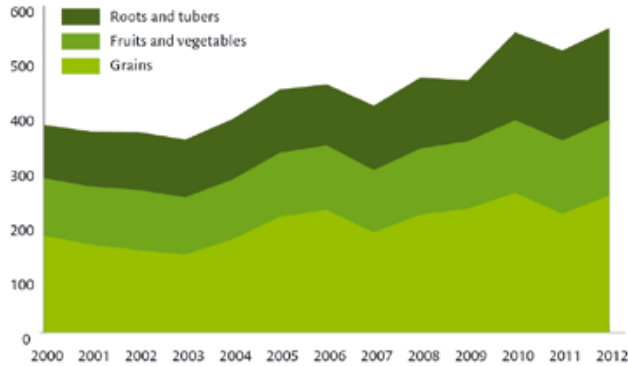


Identity Card (2012)

Population (millions)	1.7
Rural Population (%)	55
GDP (billion \$)	0.8
GDP Per Capita (\$)	494
GDP Growth (%)	4.9
Share of Agriculture in GDP (%)	46
Human Development Index	0.353
Share of the Population with Less than \$1.25 per Day (%)	49
Share of Agricultural and Food Products in Imports (%)	42.0
Share of Agricultural and Food Products in Exports (%)	76.4

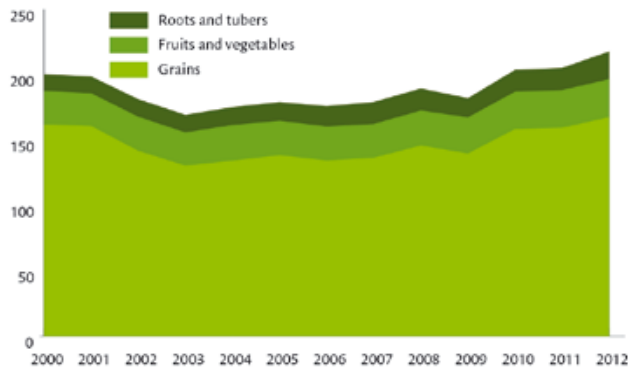
PRODUCTION

Food production (× thousand tons)

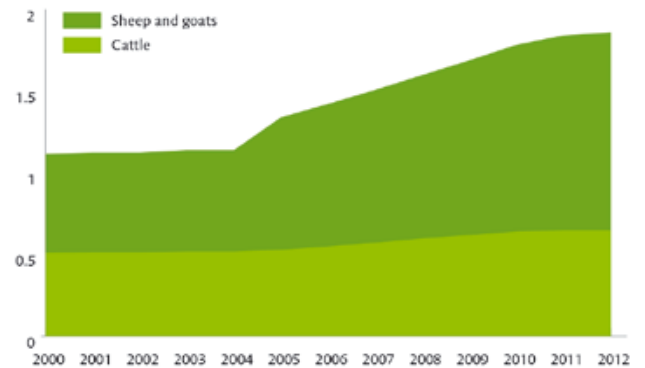


sources: National statistics, Faostat, ECOWAS, World Bank, UNDP, IMF

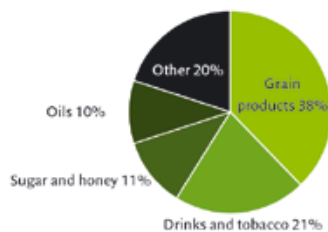
Cultivated land (× thousand ha)



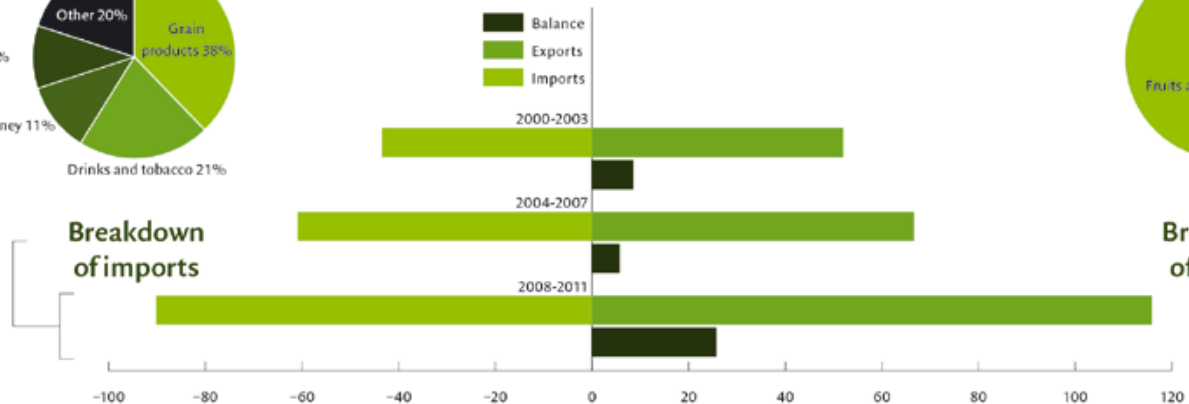
Ruminants (× million head)



AGRIFOOD TRADE



Change in agrifood balance (× million \$)



Breakdown of imports

Breakdown of exports

AGRICULTURE IS A MAJOR economic sector in this coastal country and its archipelago. The rural sector employs 82% of the population and contributes nearly 63% of GDP (1). Agriculture and fishing play a decisive role in food security plans, export resources and poverty alleviation.

Guinea-Bissau has a diversity of agroclimatic zones that give it varied agricultural potential. Rainfall is also unequally distributed over space, following an east-west gradient ranging from 1,200 to 1,900 mm per year, and over time—it allows for a single crop cycle per year. In the west, the maritime zones allow for developed mangrove rice cropping, fishing and livestock rearing, whereas the plateaus and lowlands in the east are devoted mainly to grain crops (millet, sorghum, corn), tubers, cashews, groundnut, cotton, lowland rice with the potential of two harvests per year, and transhumant agropastoral livestock (2). To the southeast, the tropical wet zone represents considerable agricultural potential thanks to its orchards (bananas, mangoes, etc.) (1).

Agricultural land covers 45% of the country, with the rest being forest. Land still has great potential for exploitation because only 11% of the country was cultivated in 2010, mainly rice and cashews. In 2005, mangrove and lowland rice dominated handily with 45,000 ha, while irrigated rice occupied only 8,000 ha (1).

Two forms of agriculture predominate and reflect strong inequalities in access to land: 120,000 “traditional” farms supply 90% of production with 83% of cropland, 1,200 agricultural enterprises (1%) occupy 17% of cropland.

Regional and International Insertion

In terms of value, farming is dominated by cashew exports to the tune of 95% of farms. This value chain has been booming since the 1990s, and the country is now the second largest cashew nut exporter in ECOWAS, behind Côte d’Ivoire. Guinea-Bissau exports raw nuts

almost exclusively to India, which processes and re-exports them to Europe and the United States. Fishery and aquaculture products complete these exports (2).

Regarding agricultural imports, they are dominated by grains to the tune of 40% in value. The country is a net rice importer even though rice is one of its main crops (1).

Fishing also plays an important role in the country’s integration in the regional and international market. Nearly 70% of artisanal catches are destined for the regional market. Industrial fishing is destined for the international (European) market, exercising growing competition and helping drive up pressure on fishery resources.

Food and Nutrition Security

Guinea-Bissau’s overall trade balance is in net deficit, more particularly regarding grains. Rice is key because it accounts for 75% of grain consumption and represents nearly 25% of the agrifood trade deficit. Classified as a Least Developed Country, the country has also suffered from a series of political crises since the start of the 2000s. It is economically vulnerable because of its dependence on cashew nut exports, and particularly vis-à-vis India, to balance its agricultural trade balance. The food situation is precarious. On average over 2007-2011, 17% of children under the age of five were underweight, and 10% of the population was undernourished (3-year average) (1).

◆ The country is a net rice importer even though rice is one of its main crops.

◆◆ Cashew nuts make up more than 95% of agrifood exports.

◆◆◆ Only proactive public policies will boost agricultural investment.

Notes:

(1) www.fao.org

(2) MARD, Agricultural Planning Cabinet, 2010. National Agricultural Investment Plan.

Guinea-Bissau

THE NATIONAL Agricultural Investment Program is the reference framework within which Guinea-Bissau has translated the ECOWAS agricultural policy, the ECOWAP/CAADP. The NAIP was elaborated in coherence with the country's international commitments and the WAEMU agricultural policy. The NAIP covers, updates and places in synergy a set of sub-sectoral (horticulture, small livestock, etc.) or thematic (hydro-agricultural developments, farmers' organization capacity building, etc.) programs. The NAIP largely follows the orientations issued in 2002 in the Agricultural Development Policy Letter (ADPL). It includes ongoing programs, new programs and expanded programs requiring new funding.

Vision and Objectives

Execution of the NAIP aims to generate agricultural growth of at least 6% per year, ensure food security, and contribute to poverty alleviation in rural areas by promoting promising agricultural value chains. It therefore envisages in priority to develop food crop production for consumption and speculation crops destined for export, thanks to mechanization, water management, agricultural intensification and year-round land use. Overall, the program aims to make Guinea-Bissau a food self-sufficient country by 2020.

A Complex and Participatory Process

NAIP elaboration relied on a team made up of experts from all key sectors in the economy (agriculture, forests, livestock, research), ministries such as fishing, economy and trade, farmers' organizations, the private sector, civil society, development partners, the National People's Assembly, etc. The process was launched in Gabu in 2009 with an eye to a first phase in 2011.

NAIP implementation has been placed under the authority of the Ministry of Agriculture and Rural Development, which integrates a State Secretariat for Food Security and whose technical departments provide operational management. The departments of agriculture (DGA), livestock (DGP), forests and fauna (DGFF), artisanal fishing (DPA), food security and engineering and rural development are therefore involved. They set policy and control standards in their various respective sub-sectors. The agricultural planning office (GAPLA), the agricultural statistics division (DEA), direction of financial administration (DAF) and the human resources division (DRH) for their part ensure sectoral planning and monitoring-assessment, produce statistical information, and manage the Ministry's financial and human resources. Added to this are the interactions with other research institutions, study centers, NGOs, and specific sub-departments.

Steering of the process relies on three complementary bodies:

- the National Steering Committee;
- the Regional Consultation Council; and
- the Technical and Financial Partners Agricultural Sector Working Group.

NAIP implementation is accompanied by the formulation of suitable financial management (standardized and flexible), capacity building (staff and training), and safeguard measures destined to anticipate and manage the impacts linked to NAIP implementation.

Main Priorities and Costs

The NAIP covers all sub-sectors: plant crops (plants and trees), livestock, fisheries. It takes into account crosscutting fields such as institution building, research and agricultural extension; and it integrates gender, environmental and social dimensions in the sub-programs to ensure accomplishments are lasting.

The estimated costs of the various compo-

Reference:
– NAIP.

nents of the program over the next five years are summarized in the table below. The overall cost is nearly 152.5 billion CFA francs, including both the contributions from the govern-

ment (10% of the total budget) and beneficiaries (5%) and the technical and financial support expected from development partners (85%).

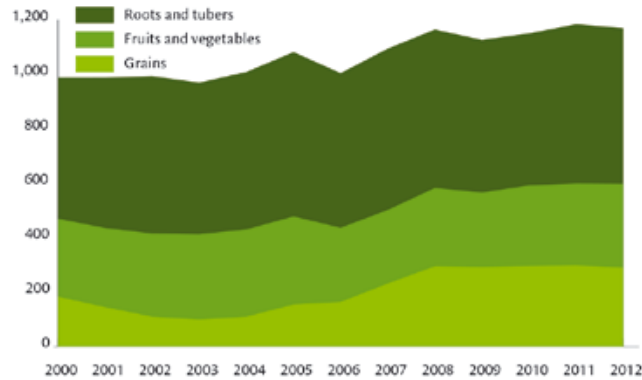
Sub-Programs	Components	Billion CFAF	%
1. Promoting Plant Crop Value Chains	<ul style="list-style-type: none"> – Rural infrastructures – Food value chain development – Export crop promotion 	81	49
2. Promoting Livestock Value Chains	<ul style="list-style-type: none"> – Development of traditional livestock value chains – Promotion of small and medium livestock enterprises – Strengthening livestock services 	12	7
3. Promoting Fishery Value Chains	<ul style="list-style-type: none"> – Promotion of artisanal fishing and aquaculture – Strengthening fishery resource management mechanisms 	8	5
4. Sustainable Management of Natural Resources (water, soil, forests)	<ul style="list-style-type: none"> – Integrated water resource management – Sustainable soil fertility management – Sustainable forest resource management 	15	9
5. Agricultural Research and Advice	<ul style="list-style-type: none"> – Strengthening farmer support services – Technological innovation development support 	4	2
6. Institution Building and Sectoral Coordination	<ul style="list-style-type: none"> – Improving the institutional environment in the agricultural sector – Building the capacities of agricultural sector stakeholders – Food crisis prevention and management – Improving the trade environment 	34	21
7. Agricultural adaptation to climate change	<ul style="list-style-type: none"> – Research and extension of plant and animal species resistant to the effects of climate change – Awareness and dissemination of good Community agricultural practices (zai, responsible fishing, etc.) – Promoting good practice in the forest agro-processing, fisheries and livestock process – Popularization of improved stoves and fireplaces – Organization of firewood and coal industry – Selection of fast growing plant species to energy use 	12	7
NAIP Total		167 (i.e. US \$ 304 million)	100

Liberia



PRODUCTION

Food production (× thousand tons)

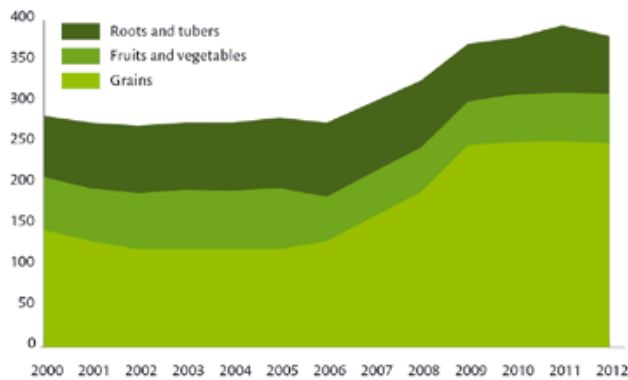


Identity Card (2012)

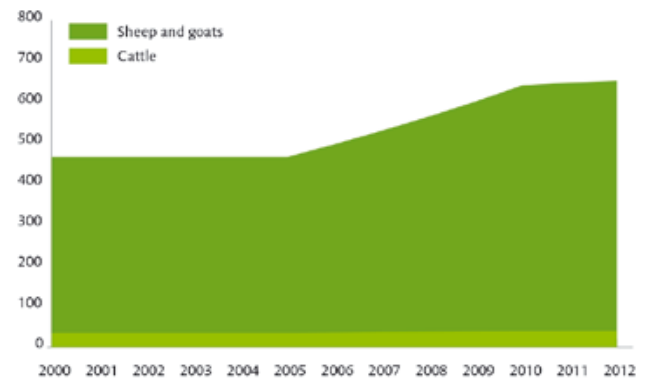
Population (millions)	4.2
Rural Population (%)	52
GDP (billion \$)	1.7
GDP Per Capita (\$)	414
GDP Growth (%)	6.1
Share of Agriculture in GDP (%)	39
Human Development Index	0.329
Share of the Population with Less than \$1.25 per Day (%)	84
Share of Agricultural and Food Products in Imports (%)	32.2
Share of Agricultural and Food Products in Exports (%)	71.0

sources: National statistics, Faostat, ECOWAS, World Bank, UNDP, IMF

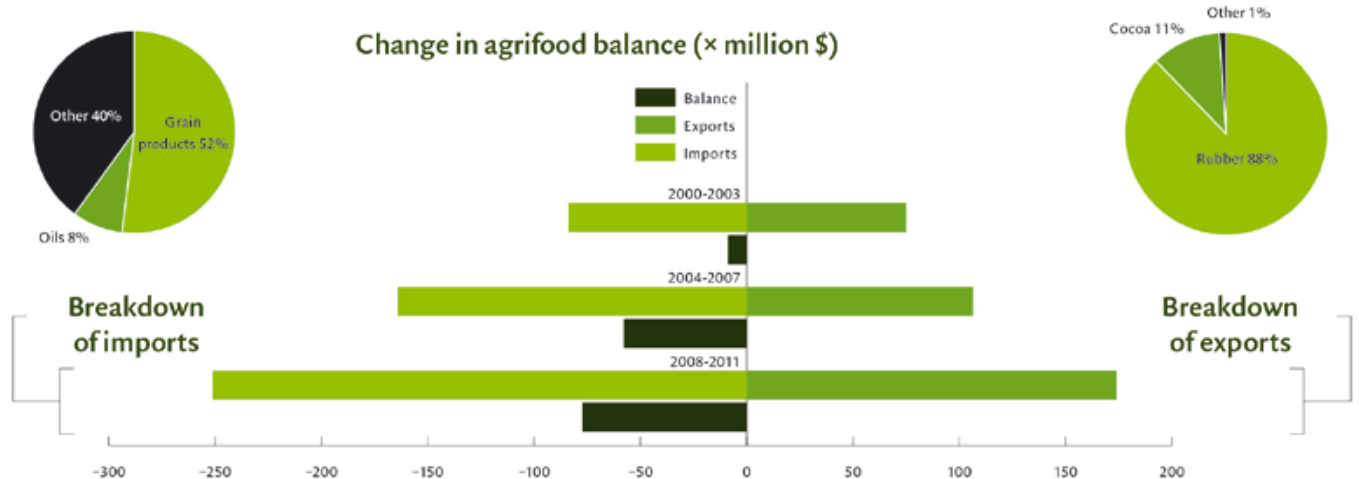
Cultivated land (× thousand ha)



Ruminants (× thousand head)



AGRIFOOD TRADE



CLASSIFIED AS a Least Developed Country, Liberia has in recent decades suffered from a set of crises affecting its productive capital. However, its economy is still agricultural: agriculture's share in the GDP is 39%, and 52% of the population is rural. Plant crops, livestock and fishing therefore play a leading role in poverty alleviation, food security and the inflow of national currencies (1). Agriculture and fisheries contribute to real GDP up to 234 millions \$ US (2014).

Liberia has a fairly unpronounced topography ranging from plains in the south to mountains in the north. Its tropical wet climate offers rainfall that varies gradually from 2,000 mm in the north to 5,000 mm in the south. Despite abundant rainfall, the country is marked by a 3-to-5-month dry season, especially in the north. The wet forest plains in the south allow perennial crops (rubber, cocoa trees, oil palm), roots and tubers to be grown, whereas the central and northern zones tend to produce roots, tubers, grains and agro pastoral livestock. Nearly one-third of farmland—or 200,000 ha (excluding pastures)—is covered by perennial crops. Pastures represent approximately 2 million ha; and while livestock's contribution to agricultural GDP is limited at 14%, its socioeconomic and food role is of great importance (1).

The main products destined for consumption are rainfed rice, greatly on the rise following the resolution of conflicts during the 2000s, and cassava. Export crops are represented by perennial crops: rubber, cocoa, oil palm. Coffee production has slowed considerably in the past decade, after taking on noteworthy magnitude during the 1960s to 1980s. Two forms of production are predominant: large agro-industrial farms (rubber and cocoa mainly) and small and mid-sized family farms (cocoa, rubber, palm oil, grains, roots and tubers, livestock, etc. (2).

The fishery sector, despite contributing 3% to

GDP, provides nearly 37,000 jobs in the coastal region and plays an important role in the provision of protein (2). This sector is primarily represented by artisanal fishing, and is subject to harsh competition, characteristic of coastal regions in West Africa, generated by the illegal presence of international trawlers. The lost income due to this international fishing is estimated at 12 million US dollars/annum (1).

Regional and International Insertion

The country is involved in regional trade through animal product imports (live animals and meat) and grain imports. Grains make up 50% of imports in value, and contribute greatly to the agricultural trade balance deficit.

Ninety percent of country's agricultural export economy is carried by rubber and 10% by cocoa. Cocoa is also exported internationally through its neighboring countries informally, and its weight in exports may therefore be underestimated. Liberia is, behind Côte d'Ivoire, the second largest rubber exporter in West Africa, almost on the same level as Nigeria.

Food and Nutrition Security

Grains, rice in particular, form the basis of the Liberian diet, and 71% of Liberian families were involved in rice production in 2010 (2). However, imports correspond to 60% of national consumption, and make Liberia particularly vulnerable to the volatility of international grain prices. The question of Liberia's food security is greatly worrying because 35% of children under the age of five are malnourished, and over 36% of the population are food insecure (3).

◆ Despite a 70% increase in rice production between 2005 and 2007, Liberia is still a net rice importer.

◆◆ The hike in rice prices contributed greatly to doubling the rice import bill between 2007 and 2008.

◆◆◆ The rubber sector contributes 20% of GDP and 90% of export revenues.

◆◆◆◆ Proactive public policies are needed to boost the agricultural sector through extension and advisory support.

Notes:

(1) FAO.

(2) Republic of Liberia, 2010. Liberia Agriculture Sector Investment Program (LASIP) Report.

(3) CFSNS, 2012.

Liberia

THE LIBERIA AGRICULTURE SECTOR Investment Program (LASIP) was developed based on the visions and objectives of the Comprehensive Africa Agriculture Development Program (CAADP) and previous national processes: the Poverty Reduction Strategy (PRS), the Food and Agriculture Policy (FAPS) and the visions developed by the national stakeholders involved.

It was adopted in 2009 and plans the implementation of four structuring programs over the 2011-2015 period: (i) food and nutrition security; (ii) promotion of competitive value chains and market development; (iii) institutional development; and (iv) optimizing water resources and land.

Vision and Objectives

The LASIP aims to “transform Liberian agriculture and, in so doing, maximize the sector’s contributions to economic growth, employment and income generation, food and nutrition security, and poverty reduction.” The program seeks to lessen the structural constraints and weaknesses of environmental governance that have affect agricultural sector growth in recent years. The LASIP took an approach based on increasing productivity, building institutions, market access and private sector initiatives. Promoting the agro-industrial sector by mobilizing foreign investments is an integral part of Liberia’s strategy.

Participatory Process

LASIP elaboration involved consulting various stakeholders: government agencies and

ministries, private sector stakeholders, farmers, civil society organizations, development partners, NEPAD, ECOWAS, the AU. The main stakeholders committed to the national Compact.

Management and coordination of the LASIP are provided by the Ministry of Agriculture (MOA). The program is multi-sectoral and involves the participation of a set of stakeholders for implementation. In order to coordinate and monitor the actions of all these stakeholders, coordination platforms accompany LASIP implementation:

- On the national level: the Minister of Agriculture’s Cabinet, the Reconstruction and Development Committee, and the stakeholders involved in the Poverty Reduction Strategy (PRS);
- On the sectoral level: the Food Security and Nutrition Technical Committee, the Agricultural Coordination Committee (ACC), and the Donor Working Group;
- At local community level: the county development steering committee and the farmers’ organizations’ coordinating body.

These platforms accompany the Ministry of Finance and Development Planning (MFDP) whose task is to plan and coordinate national sectoral actions.

A monitoring and assessment system based on the collection, processing and exploitation of a range of data has also been set up.

Costs and Priorities

The program’s cost is estimated to be on the order of 947.7 million US dollars for the 2011-2015 period. It is financed jointly by the government, the private sector and donors.

Reference:
– LASIP.

The GAFSP in Liberia

In Pittsburgh in 2009, the G20 made promises with the aim of improving incomes and food and nutrition security in low-income countries. These pledges aimed to improve the food and nutrition situation by supporting agricultural productivity. The Global Agriculture and Food Security Program (GAFSP) is a multilateral mechanism aiming to help set up the Pittsburgh commitments. Managed by the World Bank, this fund is open to existing national plans and includes both private and public capital. The public sector assists regional programs such as the CAADP, while the private sector provides guarantees, loans and credit for private stakeholders

participating in agricultural development and food security.

Liberia was one of the first countries to receive GAFSP funding. GAFSP provided a grant of 46.5 million dollars for the Smallholder Agricultural Productivity Enhancement and Commercialization (SAPEC) project with the aim of facilitating the transformation of the agricultural sector. This project is part of the LASIP's vision, and received an additional loan in the amount of 4 million dollars from the AfDB. The SAPEC aims to improve the productivity of 1,000 ha of rice and 4,000 ha of cassava for 19,000 low-income food insecure households.

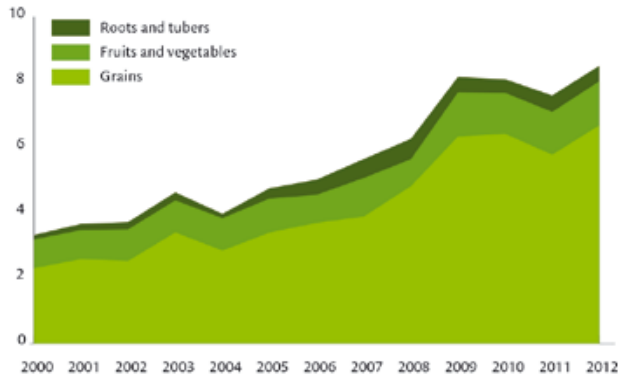
Program	Sub-Programs	Million US \$	%
1. Food and Nutrition Security	<ul style="list-style-type: none"> – Food crop production and productivity enhancement – Improved nutritional status and management of food emergencies – Smallholder tree crops and agro-forestry development – Fisheries Development – Livestock Development and Promotion – Special Women and Youth Initiative 	422	44
2. Competitive Value Chains and Market Linkages	<ul style="list-style-type: none"> – Rehabilitation and expansion of rural roads – Rural agricultural infrastructure and technology – Market and enterprise development 	304	32
3. Institutional Development	<ul style="list-style-type: none"> – Rebuilding the Ministry of Agriculture and improved coordination and management – Reviewing and upgrading selected agricultural parastatals – Building extension and enhancing technologies – Capacity building of farm-based organizations – Revitalizing agricultural research – Renewing agricultural education and training 	118	13
4. Land and Water Development	<ul style="list-style-type: none"> – Land reform and capacity building – Expansion of irrigable land – Development of agricultural industries – Improved wet and degraded land management 	104	11
5. Crosscutting Issues	<ul style="list-style-type: none"> – Gender and youth – Environmental Protection 		
LASIP Total		948	100



Mali

PRODUCTION

Food production (× million tons)

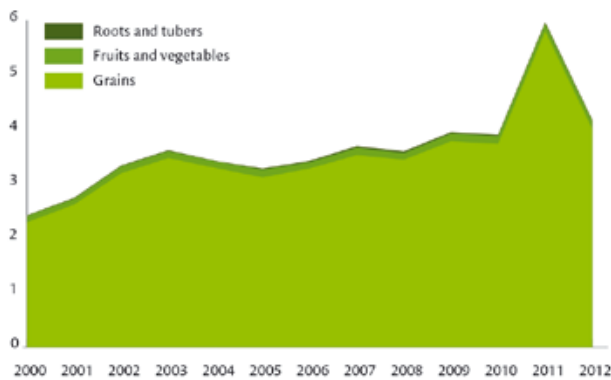


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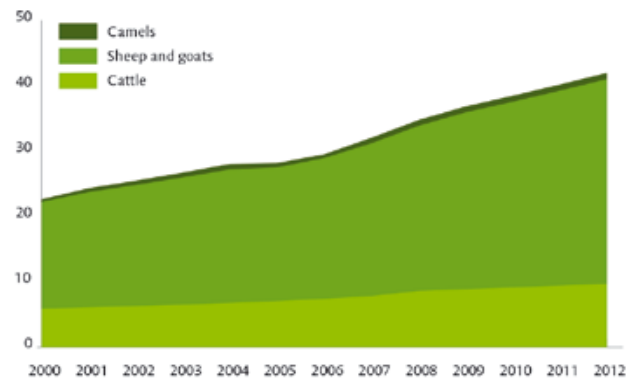
Population (millions)	14.9
Rural Population (%)	64
GDP (billion \$)	10.3
GDP Per Capita (\$)	699
GDP Growth (%)	8.7
Share of Agriculture in GDP (%)	41
Human Development Index	0.359
Share of the Population with Less than \$1.25 per Day (%)	50
Share of Agricultural and Food Products in Imports (%)	13.7
Share of Agricultural and Food Products in Exports (%)	13.0

sources: National statistics, Faostat, ECOWAS, World Bank, UNDP, IMF

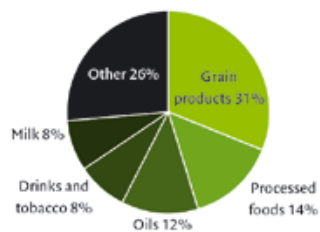
Cultivated land (× million ha)



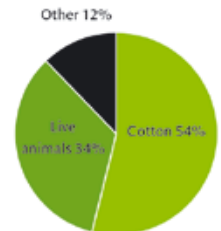
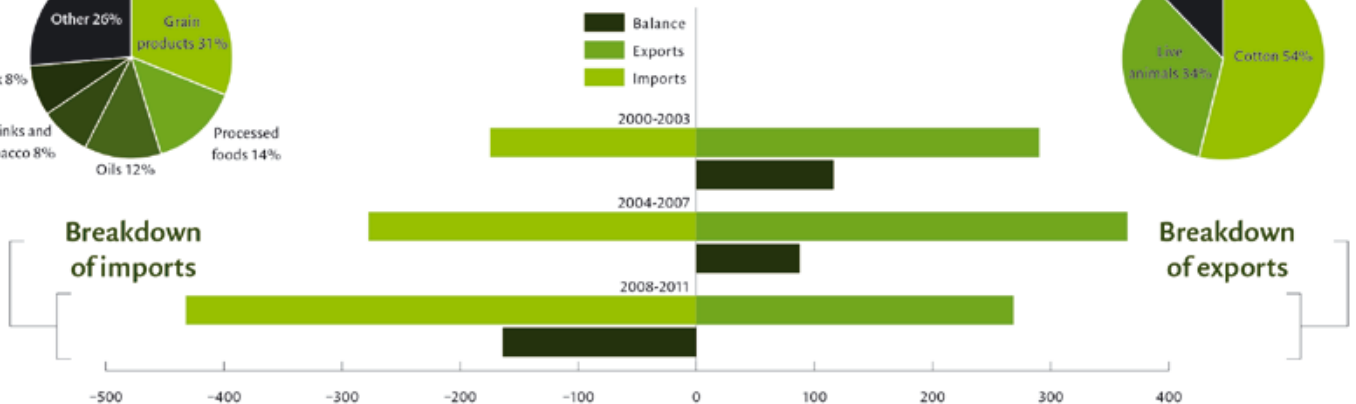
Ruminants (× million head)



AGRIFOOD TRADE



Change in agrifood balance (× million \$)



THE MALIAN ECONOMY depends on agriculture, as the strong correlation between agricultural growth and overall growth indicates. Agriculture employs more than 70% of the active population and contributes nearly 40% of GDP. It also provides 20% of the country's export revenues. Potential arable land is estimated at 43.7 million ha, of which more than 2.2 million could be irrigated. Irrigated land accounts for 325,400 ha, mainly concentrated in the Niger (Office du Niger developments) and Senegal River valleys. Lowlands, marshes and plains cover more than 620,000 ha. Only 3.2 million ha (7%) are cultivated, 90% of which with rainfed crops only (1).

Weather conditions are a major constraint on the development of potential arable land, notably in the northern (Gao, Timbuktu, Kidal), central (Mopti) and western (Kayes) regions where rainfall is slight. Agricultural production systems are little intensified and dependent on hazards and climate change (droughts, flooding). They are dominated by family farms with little equipment whose average size is 4.5 ha for a 9- to 10-person household. Only 54% of farms have at least one plow, 72% of land is cultivated with animal traction, 17% by hand, and barely 1% are motorized (2). Mali has a Sudanese zone that receives more than 700 mm of rainfall and where grain (corn) and cotton crops are concentrated.

Agricultural production consists mainly of grains: rice, corn, sorghum and millet. Grain production was more than 5 million tons over the 2009-2010 period, largely enough to cover the country's food needs. Rice production, 28% of which comes from irrigated systems, covers more than 90%-95% of the country's needs. Other crops are potatoes, cotton (the main export crop), fruit (mangoes), onions and

shallots. A large livestock producing country, Mali has a pastoral livestock system exploiting vast semi-arid zones and an agropastoral livestock system that has developed extensively in agricultural zones. It ensures production and income diversity, and contributes to soil fertility improvement and management. Continental fishing is practiced on the Niger River that flows through the country.

Regional and International Insertion

Mali is one of the countries best integrated into West African trade. The regional market, notably that of coastal countries, is an outlet for crop and animal products. Mali exports live animals to Côte d'Ivoire, Ghana and more recently to Nigeria, as well as to Guinea, Senegal and Mauritania. Millet and sorghum are also exported to Mauritania, and mangoes to Côte d'Ivoire. Senegal (45%) and Côte d'Ivoire (40%) are Mali's largest clients in the region. External sales consist of cotton and shea nuts.

Mali imports agrifood products—mainly grain (rice and wheat), dairy products, oils, fruits and sugar—from the international and regional markets.

Food and Nutrition Security

Despite the worsening security in northern Mali, overall food security has been good for several years. But the country is facing persistent malnutrition. Fifteen percent of the Malian population is said to be affected by (moderate and severe) acute malnutrition. In Mali, chronic malnutrition affected 38% of children under the age of five in 2011 (3).

◆ A major pastoral and agropastoral herding country, Mali supplies coastal live animal markets. The scope of these exports is poorly grasped by official data.

◆◆ Although it often has a grain surplus, Mali is food insecure, above all in relation to household poverty, particularly in the northern parts of the country.

◆◆◆ The Niger River is a considerable asset for the country's agricultural expansion.

Notes:

(1) Government, Round Table 2008.

(2) General Agricultural Census 2009.

(3) UNICEF, 2011.

Mali

THE AGRICULTURAL FRAMEWORK law (AFL), passed in 2006, is seen as the federating framework for all public intervention in the field of rural development. The National Agricultural Investment and Food Security Program (NAIFSP) is the operational reference framework for AFL planning and effective implementation. In its national priority investment plan (NPIP-AS), Mali identified actions to conduct during the 2011-2015 period that precedes the NAIFSP.

Vision and Objectives

The overarching objective assigned to the agricultural development policy is to help make Mali an emerging country where the agricultural sector drives national economic growth and guarantees food sovereignty from an optic of sustainable development, relying in priority on modern and competitive family farms (FFs) and agricultural enterprises (AEs) as well as on representative professional agricultural organizations (PAOs). Specifically speaking, the NPIP-AS aims to ensure the food and nutrition security of the population.

A Complex and Participatory Process

The NAIFSP elaboration process was launched in 2008 based on reflection on a shift to the sectoral approach recommending the elaboration of the NAIFSP. In 2009, a NAIFSP preparation committee with a secretariat was created within the Ministry of Agriculture. This enabled the organization of a round table on NAIFSP financing. The process involved all agricultural development stakeholders in Mali: the public administration, notably Ministry technical services, the technical and financial partners, civil society, socioprofessional agricultural organizations, and the private sector. A policy steering committee bringing together representatives of the Ministries of Finance

and Agriculture, a multidisciplinary technical committee and technical working groups was set up to supervise NAIFSP implementation.

Main Priorities and Costs

The NAIFSP covers five programs, twenty-five components and 83 activities, according to the Methodological Guide of the Ministry of Economy and Finance, on the Multiyear budgeting expenses. The cost of the NAIFSP is estimated to be 6,927 billion CFA francs. Augmenting production and value chain competitiveness accounts for 79% of the total budget. Investments account 30% of the total budget. The targeted components on the value chains and competitiveness mobilize 44% of the budget.

Governance System

NAIFSP governance relies on a very complex institutional system. Overall, it relies on the system set up to steer implementation of the agricultural framework law. It contains the High Council for Agriculture, a multi-stakeholder platform to manage the NPIP-AS. These bodies must work with (i) project and program steering committees, (ii) structures' supervisory councils, (iii) the Sustainable Human Development Observatory, and (iv) the International Agricultural Cooperation Unit (CCIA).

Monitoring and Assessment System

Monitoring and assessment is anchored to the sectoral approach underway through:

- Internal monitoring of program implementation using the MENOR results-based national external monitoring system;
- Outside program monitoring; and
- Program audits and environmental monitoring.

Reference:
– NPIP-AS/NAIFSP.

Several performance indicators have been elaborated in line with the major lines in the plan. The documentary database is updated consistently in line with changes in the proj-

ect management cycle. The dissemination materials elaborated are made available to users for decision assistance.

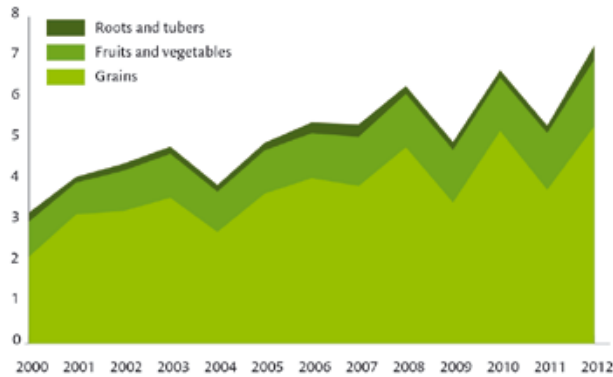
Programs	Components	Billion CFAF	%
1. Capacity Building	<ul style="list-style-type: none"> – Professional agricultural capacity building – Local government capacity building – Planning and monitoring-assessment – State body capacity building – Information, communication and documentation – HIV and AIDS – Gender and development – Private sector and civil society capacity building 	1,509	22
2. Investments	<ul style="list-style-type: none"> – Agricultural land – Sector financing mechanism – Development of natural, fishery and aquaculture resources and biodiversity preservation – Agricultural development and infrastructures – Agricultural equipment 	2,071	30
3. Production and Competitiveness	<ul style="list-style-type: none"> – Development of crop value chains – Development of livestock value chains – Development of fishing and aquaculture – Development of environmental and sanitation value chains – Standards and labels – Climate change adaptation – Promotion of “Agricultural centers” 	3,081	44
4. Research and training	<ul style="list-style-type: none"> – Research – Training 	167	2.5
5. Food Security	<ul style="list-style-type: none"> – Policy and strategy formulation and coordination of the national food security system – Food crisis prevention and management – Building stakeholders’ technical and management capacities 	99	1.5
Total NAIFSP		6,927 (i.e. US \$ 13.2 billion)	100



Niger

PRODUCTION

Food production (× million tons)

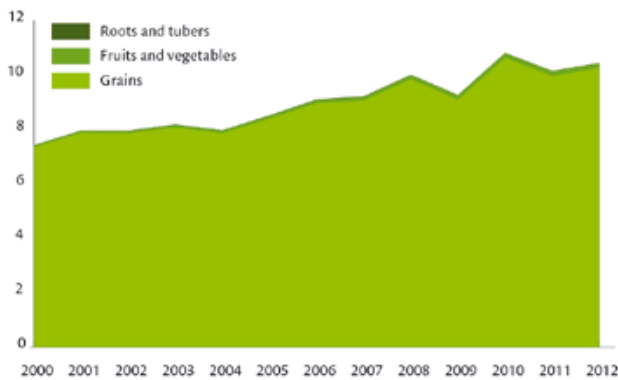


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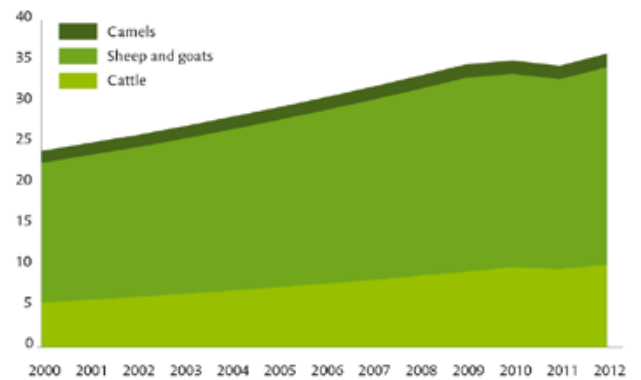
Population (millions)	17.2
Rural Population (%)	82
GDP (billion \$)	6.8
GDP Per Capita (\$)	395
GDP Growth (%)	8.8
Share of Agriculture in GDP (%)	39
Human Development Index	0.295
Share of the Population with Less than \$1.25 per Day (%)	44
Share of Agricultural and Food Products in Imports (%)	14.2
Share of Agricultural and Food Products in Exports (%)	10.9

sources: National statistics, Faostat, ECOWAS, World Bank, UNDP, IMF

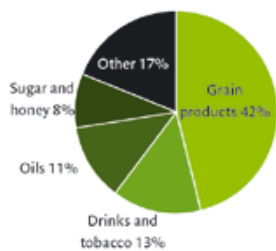
Cultivated land (× million ha)



Ruminants (× million head)

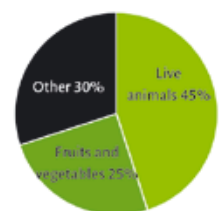
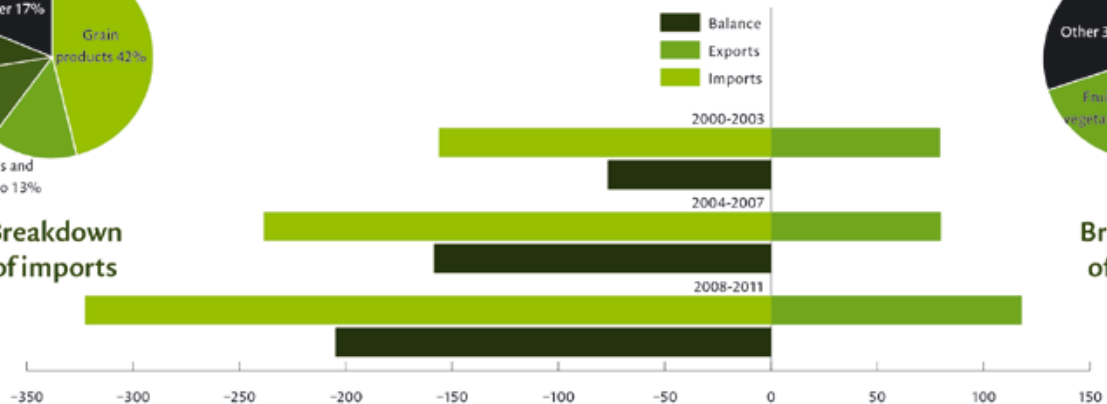


AGRIFOOD TRADE



Breakdown of imports

Change in agrifood balance (× million \$)



Breakdown of exports

AN IMMENSE LANDLOCKED Sahel-Saharan country, Niger covers an area of 267,000 km² of which one only 1% receives more than 600 mm of rain per year, while 89% receives less than 350 mm. However, the country has important groundwater and surface water resources of which only a small part is used. The population has doubled in the last 22 years. It remains overwhelmingly rural despite urbanization accelerates. Its economy, both for food and nutrition security and for trade depends mainly on two sectors: mineral resources including uranium and now oil, and agro-forestry-pastoral sector.

The main cereal crops (millet, sorghum, rice) and legumes (cowpeas, groundnuts) depend mainly on rainfall and are very high sensitive to climatic variations. Average yields are quite variable but remain generally low. Cash crops such as onion, tigernut, cowpea, pepper contribute significantly to the income of rural households.

With very large pastoral and agro-pastoral spaces, Niger is considered as a whole as a breeding country. It has the largest ruminant livestock in the subregion after Nigeria. This herd —that increases at a rate of over 3% per year—, plays a significant role as income sources for rural households. The main livestock products for export are cattle, hides and skins.

In a context characterized by strong climate variability and degradation of natural resources, livestock and people in pastoral areas are regularly affected by recurrent food crises. Ensure adequate feeding his livestock is undoubtedly a major challenge for Niger.

Regional and International Insertion

Niger is one of the most integrated countries in regional trade within the ECOWAS region.

Border of Nigeria, Niger benefits from its huge market and many of its products are exported in significant quantities. Moreover, its location offers opportunities for exchanges with Algeria, Libya and Chad.

It exports 400 to 500,000 ruminants per year, more than two million small ruminants, hundreds of thousands of hides and skins (transformed in Nigeria), 550-800,000 tons of cowpea, between 40 and 125,000 tons of onion, over 20,000 tons of tigernut, 5-10,000 tons of sesame. However, much of Niger's trade to its neighbors is informal. Therefore the official trade balance underestimates the weight of agro-pastoral exports. Cereal imports (including mainly corn) from Nigeria, Benin, Togo, Ghana and Burkina Faso and other food products imported from the international market (oil, rice, and dairy products), play a major role in food security.

Food and Nutrition Security

FNS is a major subject of concern. Because of the poverty and regular worsening of household livelihoods, the country is subject to major food crises. The extreme magnitude of child malnutrition was revealed with the 2005 crisis. Depending on the year, 20% to 40% of the population is moderately or severely food insecure. The prices of foodstuffs (access to food) and cattle determine the purchasing power of herders and pastoralists, and play a crucial role in food crises.

The nutrition situation has improved with the systematic treatment of child malnutrition. According to FAO estimates, the Niger reached in 2012 the target on MDG 1, to reduce by at least half by 2015 the proportion of people undernourished, three years ahead.

◆ The worsening of the livelihoods of many rural households explains the magnitude and frequency of food crises.

◆◆ Niger's agricultural and food economy is strongly integrated in the regional space and heavily influenced by Nigeria.

◆◆◆ The magnitude of child malnutrition requires massive efforts. Social safety nets are developing for the poorest households and regions.

◆◆◆ The recent oil and gas exploitation, in addition to uranium, could allow to increase investment in agriculture.

Niger

GIVEN THE STAKES involved in the agricultural sector in Niger, rural development and food security have been at the heart of strategies developed by various successive governments since independence. But with the advent of the 7th Republic, the Nigerian authorities have adopted the Food Security and Sustainable Agricultural Development Strategy, named 3N initiative “Nigeriens Nourish Nigeriens.” The 3N initiative is strongly supported by national, regional and international stakeholders. It now represents Niger’s NAIP, and is part of ECOWAP/CAADP and WAE-MU Agricultural Policy (AUP) implementation.

Vision and Objectives

The 3N initiative takes the “*perspective of optimal exploitation of the assets and comparative advantages of the agricultural and agrifood sectors while integrating the regional and world economy and preserving productive capital for future generations.*” It aims to “*preserve Nigerien people from famine and guarantee the conditions necessary for full participation in national production and improved incomes.*”

This vision implies overcoming a set of challenges: (i) feeding an increasingly numerous population and adapting to urban demand; (ii) ensuring regular, quality feed for growing herds; (iii) ensure producers’ incomes while taking into account consumer solvency; (iv) building a national agricultural market open to the regional and international levels; (v) adapting to climate change and mitigating its effects; and (vi) bringing about a shift in mentalities among the population.

A Political and Inclusive Process

Niger centered its Rural Development Strategy (that underlies the NAIP) around food and nutrition security aspects and sustainable agricultural development challenges. The process

contained the following stages: (i) inventory and analysis of the performance of programs under the Rural Development Strategy; (ii) modeling impacts to identify sources of growth and the required financing to attain growth targets; (iii) organization of a round table with all stakeholders and signature of a charter in September 2009; (iv) a national business meeting in December 2009; and (v) the elaboration and implementation of programs to attain the CAADP objectives.

In March 2012, the 3N initiative strategy action plan was validated. The government’s adoption of the 3N initiative strategy in April 2012 made it the new reference framework for all food and nutrition security interventions and replaced the RDS.

Main Priorities and Components

Four lines structure the NAIP: (i) increasing and diversifying production; (ii) regular market supply; (iii) building resilience in the population; and (iv) improving Nigeriens’ nutritional status. An additional component covers aspects relating to running, coordinating and driving reforms.

The investment programs and main actions are detailed in the table.

Governance and Monitoring-Assessment

The functional bodies of the institutional set up are: (i) the Inter-Ministerial Orientation Committee, a strategic decision-making body; (ii) the High Commission for the 3N Initiative (HC3N), a coordination, animation and monitoring-assessment body; and (iii) the Technical Committee to Operationalize Implementation of the Initiative, the body in charge of organization and steering. It ensures that the Round Table recommendations are followed. Two other bodies were created: (i) the National Council for Dialogue and Consultation Among 3N

References:

- <http://www.initiative3n.ne>
- Republic of Niger; Investment Plan – NAIP/RDS Niger; June 2010.

Initiative Stakeholders; and (ii) the Multi-sectoral Strategic 3N Initiative Program Steering Committees. Eight regional coordinators have been appointed.

Investment program officers collect data which are centralized within the HC₃N (mon-

itoring and assessment department). Outcome and impact indicators allow the HC₃N to report to decision makers. A dashboard has been prepared for this purpose. Quarterly, half-yearly and yearly reports in digital and paper format are produced for all stakeholders.

Priority Investment Program	Billion CFAF	%
1. Improve Productivity and Agricultural Incomes Through Water Management	350	35
2. Modernize Rainfed Cropping Systems and Value Chains for FNS	100	10
3. Secure Livestock Production Systems	60	6
4. Intensify Long-Cycle Livestock Production	22	2
5. Promote Poultry and Fish Value Chains	18	2
6. Sustainable Management of Land and Ecosystems	160	16
7. Optimize Wood and Non-Wood Forest Products	25	2
8. Processing and Marketing	50	5
9. Food Crisis Prevention and Management	115	11
10. Prevention and Treatment of Malnutrition	50	5
11. Capacity Building for 3N Initiative Implementation	51	5
NAIP Total	1,001 (i.e. US \$ 1.9 billion)	100

Nigeria

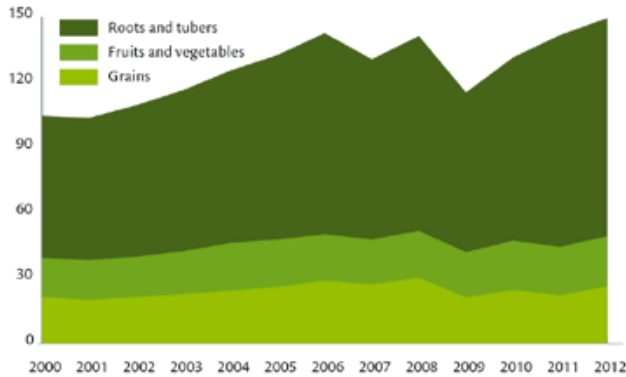


Identity Card (2012)

Population (millions)	168.8
Rural Population (%)	50
GDP (billion \$)	262.6
GDP Per Capita (\$)	1,555
GDP Growth (%)	12.5
Share of Agriculture in GDP (%)	22
Human Development Index	0.459
Share of the Population with Less than \$1.25 per Day (%)	68
Share of Agricultural and Food Products in Imports (%)	14.4
Share of Agricultural and Food Products in Exports (%)	1.5

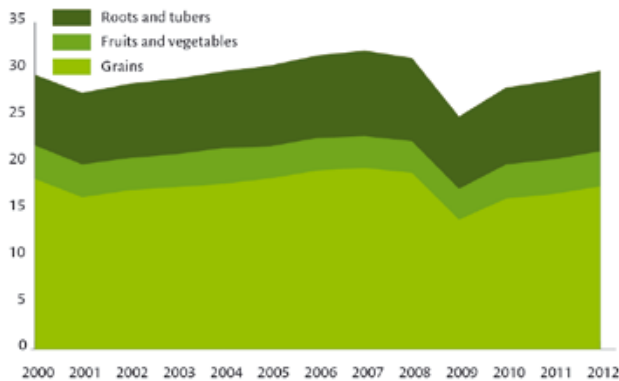
PRODUCTION

Food production (× million tons)

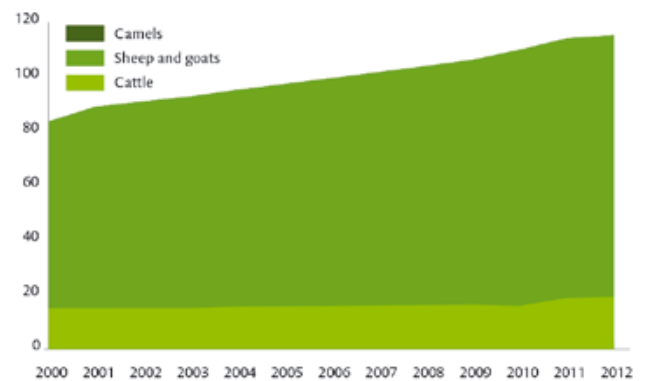


sources: National statistics, Faostat, ECOWAS, World Bank, UNDP, IMF

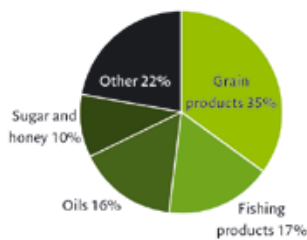
Cultivated land (× million ha)



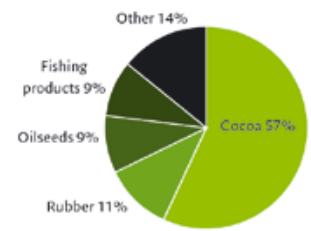
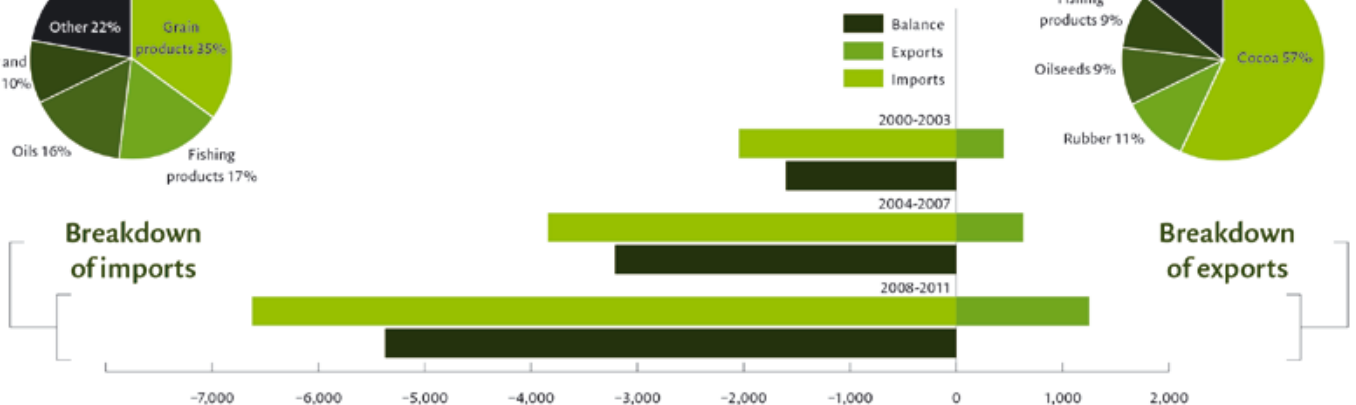
Ruminants (× million head)



AGRIFOOD TRADE



Change in agrifood balance (× million \$)



THE LARGEST ECONOMIC powerhouse in Africa in 2014, Nigeria is also West Africa's grain basket. With the exception of major export products (coffee, cocoa) for which the Federation is behind Côte d'Ivoire, Nigeria has imposed itself as the largest agricultural power for all crops and livestock: the country has huge advantages. The climate ranges from equatorial with 4,000 mm of rain in the southeast, to semi-arid in the northernmost part of the country (300 to 500 mm). The country has some 32 million ha of arable land, 3.14 million of which could be irrigated while only 40,000 ha are currently developed. Above all, it has a huge domestic market with a population of more than 160 million, more than half of whom live in cities.

Agriculture still employs more than 50% of the active population and contributes approximately 42% of GDP and approximately 2% of export revenues. The agrarian system is dominated by small family farms focused on mixed crops associated with livestock. The incentives set up during the 1980s to support the Green Revolution enabled the emergence of large agropastoral farms, promoted mainly by the private sector and high executives in the public administration in the country's Middle Belt.

Agropastoral production is very diverse. It consists of roots and tubers (cassava and yam) for which Nigeria is the world leader, grains (millet/sorghum, corn and rice) that account for more than 45% of West Africa's supply, legumes and oilseeds, cotton, coffee, cocoa and rubber. Livestock utilizes the vast tracts of semi-desert land in the north. The national herd increases in size every year with transhumant animals from not only Niger but also Central Africa (Chad, CAR and Cameroon). Strong urban demand has driven poultry production (more than 175 million birds in 2012). Fishing is little developed.

Regional and International Insertion

On the regional level, Nigeria has consolidated its position as its neighboring countries' main supplier and outlet for agrifood products. The region's grain basket, Nigeria has become the main supplier of grain (millet, sorghum and corn) sold in West and Central Africa. Niger and Chad are the main recipients of these transactions, which play an important role in these countries' food balances. Nigeria is also the main outlet for live animals sold in the region, with more than one million head of cattle imported every year from its neighbors. Most of the cowpea and tigernut produced in Niger is exported to Nigeria.

Nigeria's agrifood trade balance has worsened considerably in recent years. Indeed, while it exports only small quantities of cocoa, coffee, cotton, rubber and oilseeds on the international market, the country must import large volumes of grain products, fish and sugar despite its production potential and protectionist policy. Meat imports are officially banned in Nigeria.

Food and Nutrition Security

The food situation is good overall (1). The country utilizes a large portion of its massive oil revenues to import foodstuffs to meet growing domestic demand. The malnutrition rate falls between 10% and 20% (2). However, the rate of moderate and severe underweight is 23%, moderate and severe emaciation 14% and finally moderate and severe stunting 41% (3).

◆ Agricultural giant of West Africa, Nigeria focuses above all on meeting its domestic food demand.

◆◆ The vitality of this demand makes Nigeria the largest importer of regional products, especially from landlocked Sahelian countries.

◆◆◆ A dynamic private sector has invested in product processing and makes it possible to adapt the supply to shifts in demand.

◆◆◆◆ Nigeria alone accounts for over 50% West African population, over 60% Regional P.I.B. and more than half of exports.

Notes:

(1) <http://www.ecsdev.org/images/v1n2/ojo%20199-220.pdf>

(2) IFPRI.

(3) UNICEF.

Nigeria

SINCE THE EARLY 1980s, Nigeria has rolled out many agricultural development strategies to overcome Dutch disease that undermined Nigeria's economy, at the time still euphoric from the effects of the oil boom in the 1970s. Initiated in 1980, the Green Revolution targeted food self-sufficiency by developing large irrigation projects (1), improved access to inputs, notably fertilizer, rural infrastructure development, and facilitated access to credit for small farms. One of the accomplishments of this policy was the boom in food production, notably roots and tubers (cassava and yam).

All these initiatives are now structured by the Federation's vision that postulates that by "2020 Nigeria will be one of the 20 largest economies in the world, able to consolidate its leadership role in Africa and establish itself as a significant player in the global economic and political arena." The National Agricultural Investment Program (NAIP), formulated in the framework of ECOWAP implementation, is derived from the Nigeria Food Security Program (NFSP 2008-2011). The NFSP was formulated with the assistance of the FAO to respond to the 2008 food crisis, caused by the hike in staples prices.

Vision and Objectives

The vision and objectives of the National Agricultural Investment Program align with those in the Nigeria Food Security Program that aimed to ensure the availability and lasting access to quality food for Nigerians and position the country as a net supplier of food products to the international community. The NAIP has mutated into the Agricultural Transformation Agenda (ATA), an agricultural policy program promoted by the current government of Nigeria. According to the Federal Ministry of Agriculture and Natural Resources, the ATA aims to "make Nigeria an agriculturally industrialized economy" (2). It is based on very strong private sector involvement to promote new value chains: rice, cassava, sorghum, cocoa, cotton, cattle and meat.

Participatory and Inclusive Process

NIAP elaboration involved the main stakeholders in charge of agricultural development in Nigeria: public offices and research institutes, civil society stakeholders, farmers' and herders' organizations. Considerable room was made for commercial banks and above all the private agrifood sector on which the public authorities are counting to finance most of the investments planned in the NIAP. The NAIP's shift to the Agriculture Transformation Agenda was facilitated by the World Bank that financed the work on value chains. The ATA is the reference framework for agricultural sector interventions.

Priorities and Components

The Nigerian National Investment Plan is structured around four core components: (i) agricultural productivity enhancement; (ii) support to commercial agriculture, focused tightly on promoting the animal product value chain; (iii) natural resource management (land and water); and (iv) linkages and support for the production and distribution of agricultural inputs. A fifth component addresses plan coordination. The total amount of investment needed is 235,094 billion naira, or 1.44 billion US dollars.

NAIP/ATA Steering

ATA steering has been placed under the political responsibility of the Office of the President of the Federal Republic. The Ministry of Agriculture and Natural Resources coordinates interventions through the steering committee and working groups formed around the main value chains. State and local government bodies are planned.

Notes:

- (1) FADAM project.
 (2) www.emrc.be/documents/document/20121205120841-agri2012-special_session-tony_bello-min_agric_nigeria.pdf

References:

- NAIP document.
- www.globalbioenergy.org/fileadmin/user_upload/gbep/docs/2012_events/WGCB_Activity_1_Rome_13-14_November_2012/2.11._-_NIGERIA.pdf

Monitoring and Assessment

The NIAP monitoring and assessment system is being set up. It will be anchored to the monitoring and assessment systems of ongoing projects implemented by the Ministry of Agriculture and Natural Resources and to ECOWAS systems. The SAKSS node set up within the

Ministry of Agriculture provides linkage to the CAADP. Annual programs will be conducted taking into account the overall framework of program results. Effect and impact indicators will be elaborated. A mid-term assessment was planned for 2013 and a final assessment in 2015. Annual reports discuss the program's performance.

Programs	Number of Components	Billion Naira	%
1. Agricultural productivity enhancement	22	83,563	36
2. Commercial agriculture support	5	22,679	10
3. Natural resource management (land and water)	18	97,240	41
4. Linkages and agricultural input production and distribution support	13	29,362	12
5. Coordination, monitoring-assessment		2,250	1
NAIP Total		235,094 (i.e. US \$ 1.44 billion)	100

Senegal



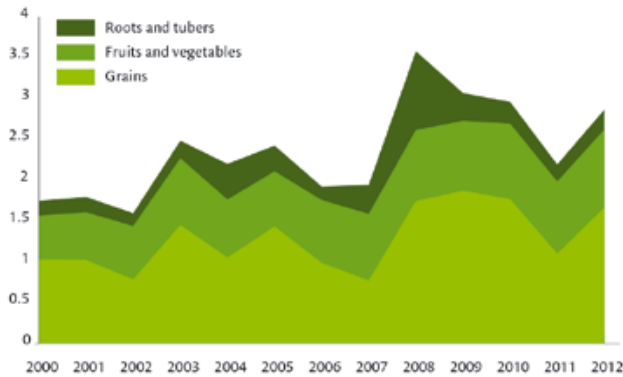
Identity Card (2012)

Population (millions)	13.7
Rural Population (%)	57
GDP (billion \$)	14.0
GDP Per Capita (\$)	1,023
GDP Growth (%)	6.6
Share of Agriculture in GDP (%)	15
Human Development Index	0.459
Share of the Population with Less than \$1.25 per Day (%)	30
Share of Agricultural and Food Products in Imports (%)	26.9
Share of Agricultural and Food Products in Exports (%)	27.2

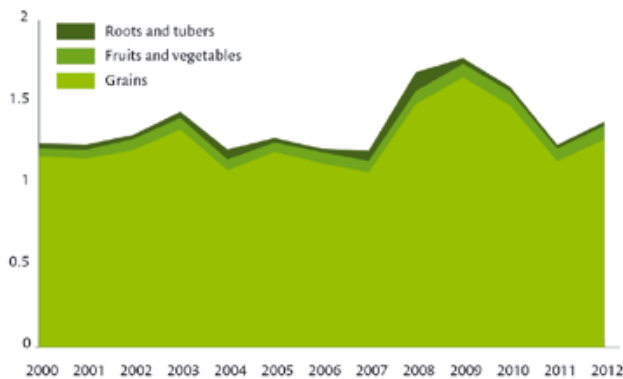
sources: National statistics, Faostat, ECOWAS, World Bank, UNDP, IMF

PRODUCTION

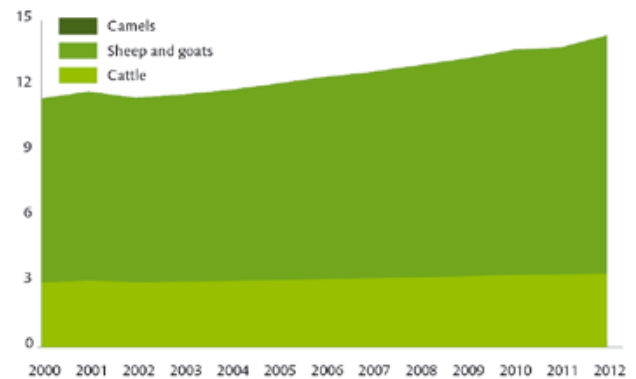
Food production (× million tons)



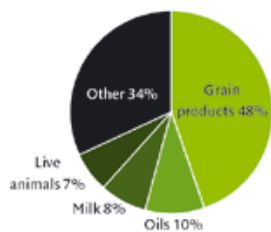
Cultivated land (× million ha)



Ruminants (× million head)

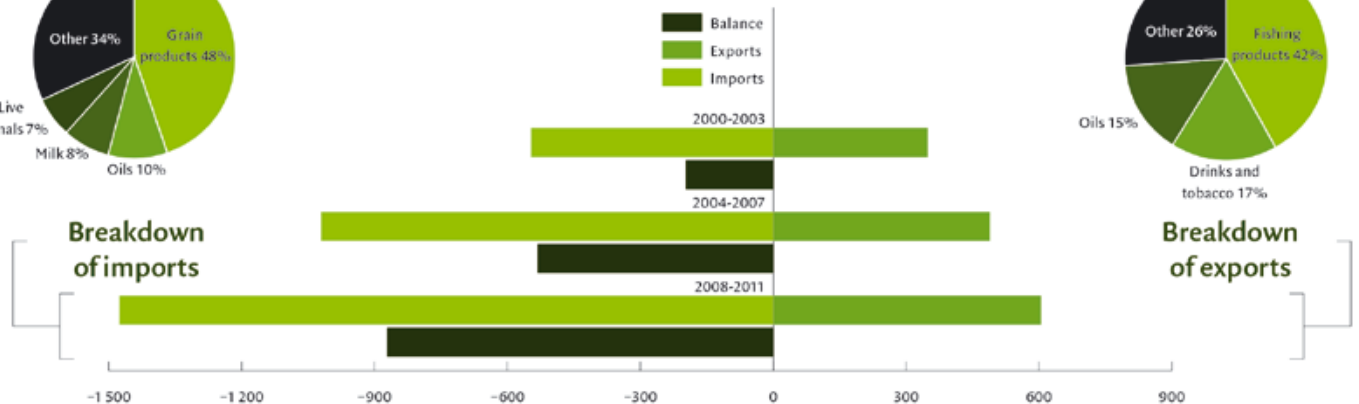


AGRIFOOD TRADE



Breakdown of imports

Change in agrifood balance (× million \$)



Breakdown of exports

THE AGRICULTURAL SECTOR, including livestock, fishing and forestry, is a major sector even though its contribution to GDP— 15% —is much smaller than in other countries. Despite the exodus to cities, the proportion of the population that draws its resources from agricultural activities remains very large. It is also in rural areas that poverty is most severe (57.1% of rural households).

Senegal has a wide diversity of agroecological zones and has considerable potential for irrigated land, mainly linked to Senegal River developments. The country has 3.8 million ha of arable land, 2.5 million ha of which are cultivated. Less than one third of the 349,000 ha of irrigable land is developed.

For several decades, Senegal has openly proclaimed its ambition to attain rice self-sufficiency by 2017. Despite progress in recent years, this goal has not been met. Generally speaking, the country produces less than half the grain it consumes. Consumers' preference for broken rice and bread is a major handicap.

The country has greatly increased its market garden production since the start of the 2000s in response to the sharp growth in demand, with overall production of 300,000 tons and a large share occupied by onion and sweet potato.

With 718 km of coastline, artisanal fishing is a crucial sub-sector for jobs (more than 12,000 boats), incomes and export revenues equally. On average, more than 425,000 tons of fish are caught every year (447 961 tons in 2012). Overexploitation of resources, linked more to industrial fishing, has plunged the sector into crisis. Its contribution to GDP is dwindling.

Livestock is a strategic sub-sector although the country has large shortfalls in meats and dairy products. It shows promise for growth and poverty alleviation. Measures banning poultry imports have made it possible to develop poultry production, and the country is now almost self-sufficient in chickens and eggs.

Regional and International Insertion

With an urban population accounting for nearly half the total population, the food demand in cities is the main outlet for farmers. However, Senegal is still heavily dependent on imports. It imports more than 800,000 tons of rice and more than 350,000 tons of wheat every year. While it exports high quality groundnut oil, it imports large quantities of cooking oil from Asia. Groundnut production, historically the jewel in the crown of Senegal's agricultural economy, has undergone major upsets that have affected its export performance. Senegal produces on the order of 150,000 tons of groundnut oil every year. Fishery products make up half of agrifood exports. Fruits and vegetables against season are highly strategic and have considerable comparative advantages. Between 2000 and 2012, the volume of exports of all fruits and vegetables (except to Switzerland) was multiplied by 6 with an average annual growth of 16%.

In regard to regional trade, Senegal has long felt the consequences of the border trade policy divergences with The Gambia, fueling the import and re-export trade, in particular for rice. It imports live cattle from Mali and Mauritania and dry grain from Mali.

Food and Nutrition Security

Rural and urban households depend heavily on markets for their food supply. Two thirds of households spend more than 50% of their budgets on food. Thus, the population is very sensitive to food prices, and notably the volatility of world prices. Severe and moderate food insecurity concerns 19% of households (25.1% in rural areas, 9.3% in Dakar) (1). Acute malnutrition in general concerns 9.1% of children under the age of five. Chronic malnutrition affects 16.5% of the population (2).

◆ Despite proactive agricultural policies, the country remains very dependent on food imports, notably rice, wheat, meat and milk.

◆◆ Historically the jewel in the crown of Senegalese agriculture, the groundnut basin is in major crisis.

◆◆◆ The artisanal fishing sector provides a living to more than 600,000 people but is facing dwindling fishery resources and competition with industrial fishing. The transition to the aquaculture will constitute a decisive step.

Notes:

(1) AGVSAN 2014.

(2) ENSAN 2013.

Senegal

THE COUNTRY negotiated with stakeholders and then adopted the agro-sylvo-pastoral framework law in 2004 (LO-ASP). Since then, several ambitious strategies have been rolled out, in particular the “Great Agricultural Offensive for Food and Abundance” (GOANA) that was a response to the 2007-2008 food crisis, and the “Return to Agriculture” (REVA) plan destined to slow immigration among young people. Then, the country began NAIP design, and has declined the agricultural component of Senegal Emerging Plan in the Acceleration Program of the Senegalese Agriculture Cadence.

Vision and Objectives

The overarching objective is to promote an attractive rural environment and sustainable agriculture, contributing significantly to faster growth to alleviate the poverty of rural men and women. It completes the country’s efforts to give agriculture a major role in economic growth, food security, and poverty alleviation by 2015, and ensure more balanced distribution of agricultural activities across agroecological zones, regions and local governments.

Participatory and Inclusive Process

The NAIP formulation process was begun in 2008 with dual coordination provided by the Ministry of Foreign Affairs and the Ministry of Agriculture. NAIP steering was placed under the authority of the Office of the Prime Minister. The Technical Committee, in charge of execution, is coordinated by the Division of Analysis, Prevention and Agricultural Statistics (DAPSA). The various stakeholders, notably

FOs which are highly structured in Senegal, were involved at the various stages of NAIP preparation. The round table was held two years later, in February 2010, and saw the adoption and signature of the national Compact.

Components and Cost

The NAIP targets the various agricultural sub-sectors. It is structured around six priority sub-programs: (i) the national agricultural development program; (ii) Senegal’s forest action plan; (iii) the national livestock development program; (iv) the action plan to develop fish and aquaculture; (v) the crosscutting program; and (vi) the coordination and monitoring-assessment system.

These areas of intervention were broken down by the main constraints Senegal faces and that cover: (i) ongoing land degradation; (ii) instability in production that remains heavily dependent on weather hazards; (iii) the difficulties accessing basic services and local, regional and international markets; (iv) inadequacies in the policy and institutional framework; and (v) the low level of private investment.

An Investment Program for the 2011-2015 period was formulated based on the content of the RAIP. It is organized around eight components that re-organize interventions in a different organizational framework. The components, the main lines of intervention for each and the corresponding costs are detailed in the table below.

The cost of the NAIP is estimated at 1,346 billion CFA francs for the 2011-2015 period. The projected contribution from the State is 32.2% of the overall budget.

Reference:

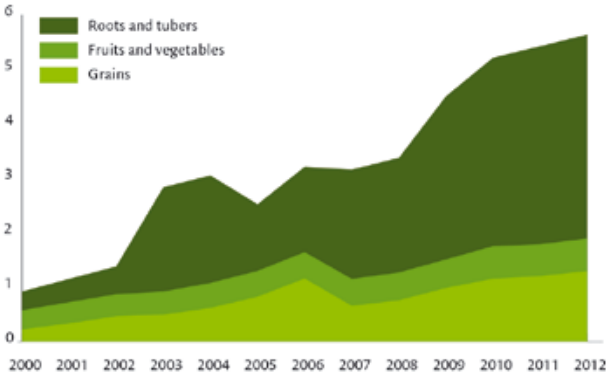
– NAIP: Investment Plan 2011-2015.

Programs	Components	Billion CFAF	%
1. Lowering Climate Risks Through Water Management	<ul style="list-style-type: none"> – Hydro-agricultural developments – Transfer of excess water notably to the central regions – Construction and development of retention ponds – Promotion of drop-by-drop irrigation – Set up of agropastoral farms around boreholes 	268	20
2. Preservation and Sustainable Management of Other Natural Resources	<ul style="list-style-type: none"> – Restoring the productive base in the groundnut basin, protecting and developing saline land – Developing and managing fisheries and continental ecosystems as well as seabeds – Fighting brush fires and invasive aquatic plants, sustainably managing forests, replanting trees on irrigated land and raising the great green wall 	148	11
3. Increasing Production and Improving Productivity	<ul style="list-style-type: none"> – Protecting crops – Fighting priority animal diseases – Producing seed for the various agricultural and forest value chains – Developing the dairy, poultry and equine value chains 	800	59
4. Developing Agricultural Product Processing	<ul style="list-style-type: none"> – Optimizing continental fishery products – Modernizing the artisanal processing value commodity chain – Optimizing products from agricultural value chains 	8	1
5. Improving Access to Agricultural Product Markets	<ul style="list-style-type: none"> – Rehabilitating and building production roads – Building grain storage infrastructures – Supporting quality management for agricultural and animal products – Building and renovating storage facilities – Optimizing non-wood forest products 	68	5
6. Strengthening Research to Generate and Transfer New Technologies	<ul style="list-style-type: none"> – Restoring the plant potential of fruit trees – Supporting research 	8	1
7. Building Stakeholders' Capacities	<ul style="list-style-type: none"> – Restoring and sustainably managing the agricultural education system – Bolstering the supply of agricultural and rural advice services – Building the capacities of state and non-state actors 	15	1
8. Coordination and Sectoral Steering	<ul style="list-style-type: none"> – Creating an agricultural information system and supporting agricultural statistics – Cattle identification and national livestock inventory – Functional set up of a monitoring and assessment system – Strengthening the food crisis prevention and management system – Setting up a consultancy fund 	31	2
Total IP/NAIP		1,346	100
		(i.e. US \$ 2.57 billion)	

Sierra Leone

PRODUCTION

Food production (× million tons)

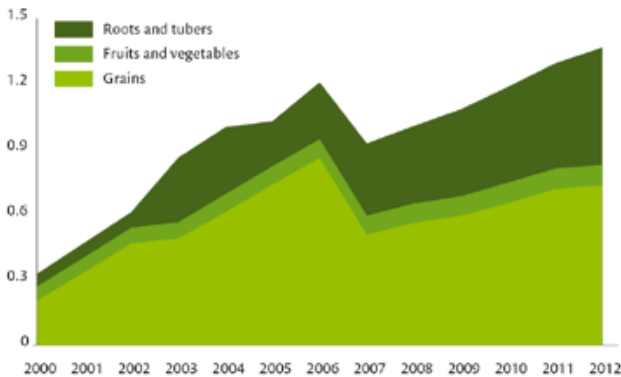


Identity Card (2012)

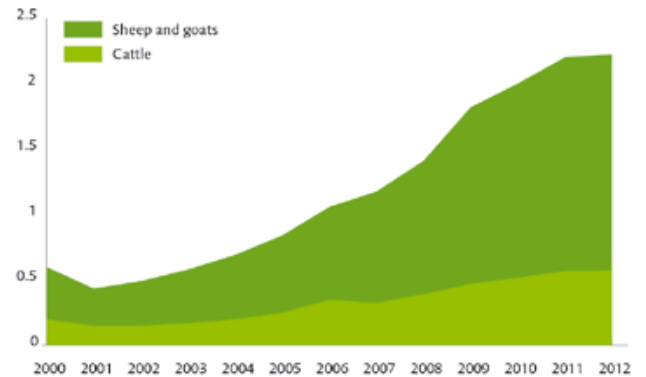
Population (millions)	6.0
Rural Population (%)	60
GDP (billion \$)	3.8
GDP Per Capita (\$)	635
GDP Growth (%)	8.9
Share of Agriculture in GDP (%)	57
Human Development Index	0.336
Share of the Population with Less than \$1.25 per Day (%)	52
Share of Agricultural and Food Products in Imports (%)	24.8
Share of Agricultural and Food Products in Exports (%)	14.7

sources: National statistics, Faostat, ECOWAS, World Bank, UNDP, IMF

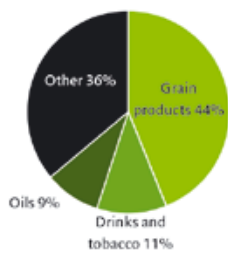
Cultivated land (× million ha)



Ruminants (× million head)

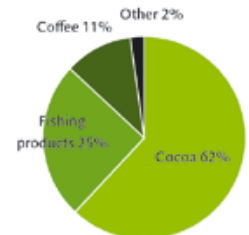
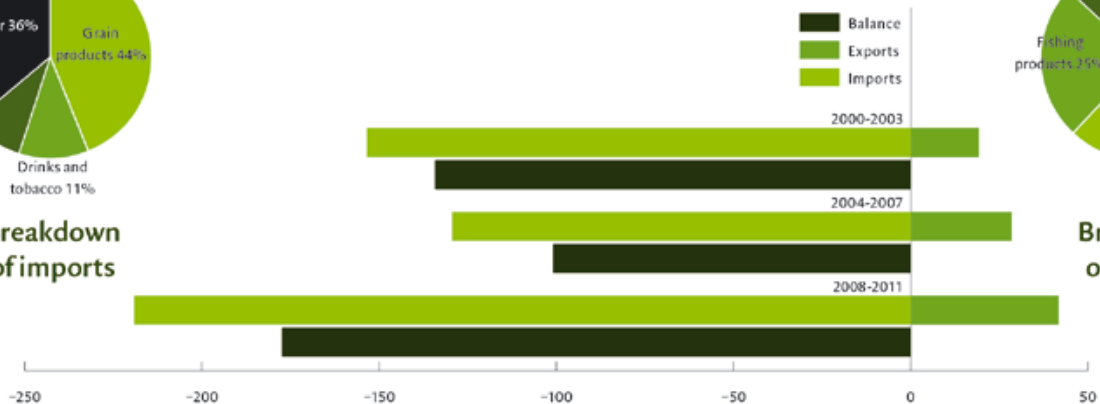


AGRIFOOD TRADE



Breakdown of imports

Change in agrifood balance (× million \$)



Breakdown of exports

SIERRA LEONE IS A COUNTRY on the Gulf of Guinea whose economy is based on the agricultural and mining sectors. In 2011, the agricultural sector contributed 57% of the GDP (1) and employed nearly 70% of the population. Agriculture therefore plays a decisive role in food security, export resources and poverty alleviation (2).

The agricultural sector was considerably de-structured by the displacement of one third of the population during the civil war in the 1990s. With a HDI of 0.372 in 2013, the country was one of the poorest in the world (ranked 180th out of 187). Today, half of the population lives on less than \$1.25 per day.

The country has a tropical wet climate subject to heavy rain (from 1,900 to 4,000 mm per year depending on the region), the vast majority of which during the main rainy season (from March to December). The forested plains traditionally allow corn and rainfed rice to be grown in the lowlands, followed in the dry season by groundnuts, legumes, cassava and sweet potato. Perennial crops (oil palm, cocoa, coffee) are also grown in this area, primarily on small farms. Livestock (which contributes 6% of GDP) is concentrated mainly in the northern areas of the country, which also grow sorghum and fundi (a local grain).

The land in the country is 37% forest and 24% cultivated, a very large majority of which in the form of annual crops. The country still has great potential in terms of potentially cultivable land. In 2005, it was thought that only 11% of potential land was cultivated.

Rice cropping dominates the sector, covering 75% of annual crop land in 2005. Rice is grown by 96% of farmers. The vast majority of farms are small, ranging from 0.5 to 2 ha.

The fishing sector occupies a non-negligible role: it is said to have contributed 9.4% of GDP in 2003. Fish (largely from ocean fishing) are sold locally and in the region, and provide 80% of the country's animal protein (2).

Regional and International Insertion

On the regional market, Sierra Leone is a net importer of livestock from the Sahelian countries (mainly Mali and Burkina Faso). Its geographic location allows it to export its fishery products in exchange to neighboring countries. Despite a rise in domestic rice production, the country is still a net importer.

The country exports mining products, but also cocoa (50% of agricultural exports in value), fishery products and coffee. However, the agricultural trade balance is in the red and the country is a minor regional exporter of cocoa compared to Côte d'Ivoire, Ghana and Nigeria (2).

Food and Nutrition Security

Rice is a major stake for food security: the country is a net importer and rice purchases account for one quarter of all household spending. Households are strongly connected to the market: urban and rural households purchase 99% and 58% of their food respectively (3). The situation is still critical in Sierra Leone: 23% of children under the age of five are malnourished, and 29% of the population are undernourished.

◆ Rice production's contribution to the population's needs has risen continuously since peace has returned, increasing from 57.4% in 2002 to 71% in 2007.

◆◆ Production capacity has not yet been fully restored since the end of the fighting, and food insecurity and malnutrition are still considerable.

◆◆◆ A proactive public policy is essential to ensure a sustainable recovery of the agricultural sector.

Notes:

(1) World Bank, 2014.

(2) FAO, 2005.

(3) Afristat, CIRAD, AFD.

Sierra Leone

NAIP FORMULATION was the result of a policy formulation process spread out over several years. In 2008, the second Poverty Reduction Strategy Paper (PRSP) and Food Security Policy was elaborated and identified agriculture as a strategic sector to reduce poverty and food insecurity. These programs led directly to the National Sustainable Agricultural Development Program (NSADP) in 2009, with the aim of operationalizing the objectives in the PRSP. The NAIP, elaborated in 2010, grew out of this program. Named the “Smallholder Commercialization Program” (SCP), it more directly targets small farms that are most affected by food insecurity and poverty. It emphasizes an approach to the development of agricultural production through improved commercialization and processing of the produce of small farmers.

A Participatory Process

In 2008, six thematic groups (matching the CAADP’s pillars) were formed and entrusted with producing an inventory of short-, medium- and long-term potential in the agricultural sector. In 2009, the SCP was analyzed by a group of national and international stakeholders (ministries, financial partners, civil society, NEPAD). The provisional document was produced in May 2010 with technical support from the FAO, revised by the Ministries concerned (the Ministry of Agriculture, Forestry and Food Security [MAFFS] and the Ministry of Fisheries and Marine Resources), farmers, the private sector and civil society, and then approved by the President of the Republic that same year.

Objectives and Components

The SCP pursues the following overarching objective: reduce rural poverty and household food insecurity on a sustainable basis, and strengthen the national economy. The key

objectives sought by 2015 are: (i) increase agriculture sector growth from its current rate of 4% to 7.7%; (ii) increase incomes of farming households by 10%; and (iii) increase household food security by 25%. The project is implemented through six components reflecting the six specific objectives, dealing with commercialization, irrigation, infrastructures, access to financial resources, social protection and safety nets, and finally coordination and monitoring-assessment.

The forms of concrete support are many; they concern small farmers in priority, but some projects also target farming as a business through the mobilization and support of the private sector (mechanization, oil palm value chain, sugar cane/ethanol, etc.). The investments cover infrastructure rehabilitation (land developments, water management, accessibility), support for farmers’ organizations (material, inputs, decentralized financial services, etc.), the establishment of a financing bank, support for livestock (vaccines and veterinary care) and fishing (equipment, processing), etc.

Implementation and Governance

Program implementation relies on an approach based on analysis of successful past experiences. Some objectives, such as those linked to food security, are attained through a set of sub-components. The program relies on technical coordination and management units. The program is in this way implemented by several institutions:

- The presidential task force coordinates and manages the program. It brings together, among others, the President of the Republic, the ministers from key Ministries, the Chairman of the Parliamentary Oversight Committee, the technical and financial partners, etc.
- The Agricultural Advisory Group (AAG) is in charge of policy formulation and technical implementation. This group brings together, among others, the Ministry of Agriculture

Reference:
– Document PNIA.

and the Chairman of the Parliamentary Oversight Committee, the Chamber of Agribusiness Development, the National Federation of Farmers, the Social Action Commissioner, the agricultural research institute (SLARI), etc.

- The SCP secretariat is in charge of planning, implementation and monitoring-assessment;
- The component heads, who are in charge of technical supervision and conducting implementation of the various components;
- The District Coordinating Committees (DCCs) are decentralized bodies for program implementation located in the districts; they bring together the various stakeholders.

Costs and Priorities

The total cost of the SCP is estimated to be 403 million dollars over five years. A range of projects already underway, planned and partially financed by international partners are already being implemented. The Government is considering establishing appropriate mechanisms to manage and coordinate financial resources, with the creation of a common fund.

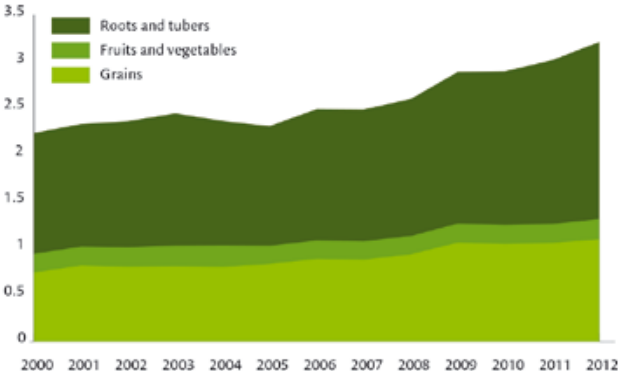
Component	Sub-Components	Million US \$	%
1. Stallholder Agriculture Commercialization	<ul style="list-style-type: none"> – Support to FOs – Support to agricultural business centers (ABCs) 	70	18
2. Small-Scale Irrigation	<ul style="list-style-type: none"> – Expansion of small-scale irrigation schemes – Capacity building for entrepreneurs and MAFFS staff 	53	14
3. Enhancing Market Access Through Road Rehabilitation	<ul style="list-style-type: none"> – Road rehabilitation/improvement work – Capacity building for entrepreneurs – Maintenance of rehabilitated roads – Sub-sector policy, coordination and management 	95	25
4. Access to Financial Resources	<ul style="list-style-type: none"> – Support Financial Service Association (FSA) development – Support to community bank (CB) development – Support to technical assistance agencies and implementation management – Policy assistance, sub-sector management and planning 	27	7
5. Strengthening Social Security and Productive Safety Nets	<ul style="list-style-type: none"> – Productive safety assessments – Risk and disaster management – Social safety nets 	136	35
6. Strategic Planning, Monitoring-Assessment and Knowledge Sharing	<ul style="list-style-type: none"> – Strategic planning, coordination, M&A and implementation support – M&A, knowledge production and sharing 	4	1
NAIP Total		383	100



Togo

PRODUCTION

Food production (× million tons)

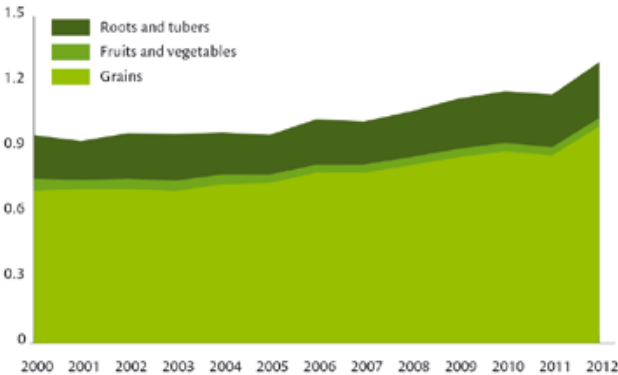


Identity Card (2012)

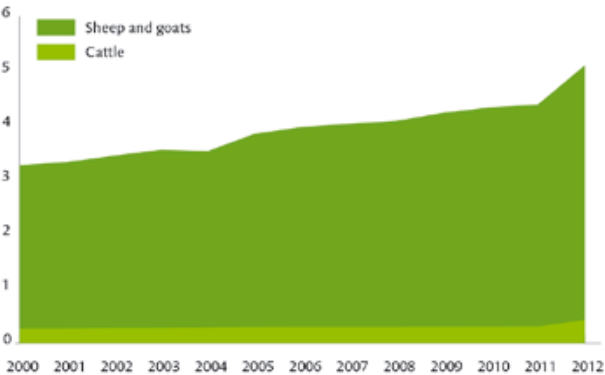
Population (millions)	6.6
Rural Population (%)	61
GDP (billion \$)	3.8
GDP Per Capita (\$)	574
GDP Growth (%)	6.8
Share of Agriculture in GDP (%)	40
Human Development Index	0.435
Share of the Population with Less than \$1.25 per Day (%)	28
Share of Agricultural and Food Products in Imports (%)	12.8
Share of Agricultural and Food Products in Exports (%)	32.8

sources: National statistics, Faostat, ECOWAS, World Bank, UNDP, IMF

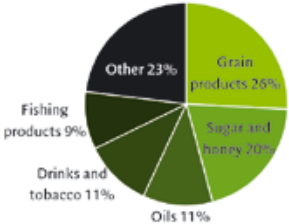
Cultivated land (× million ha)



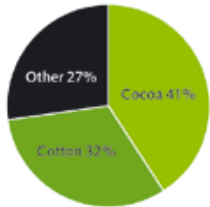
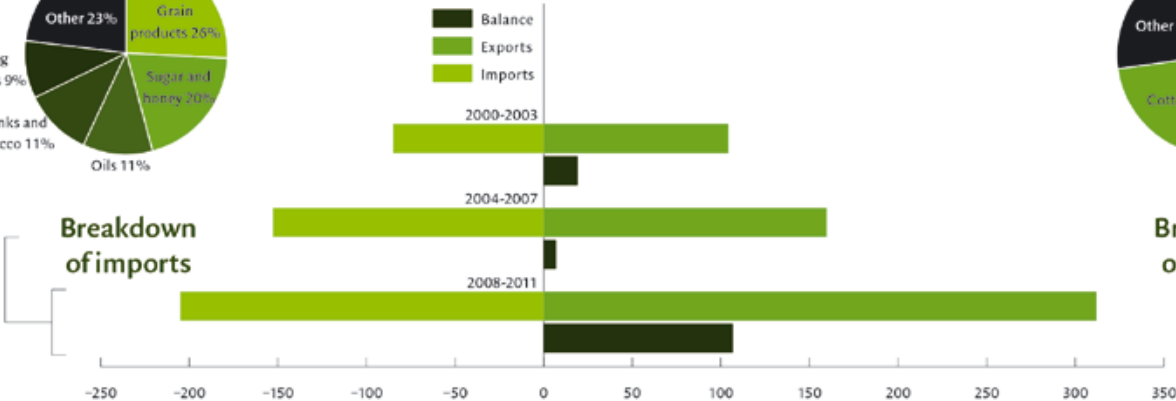
Ruminants (× million head)



AGRIFOOD TRADE



Change in agrifood balance (× million \$)



Breakdown of imports

Breakdown of exports

DESPITE SOME MINING RESOURCES, agriculture has imposed itself as the main-spring of the Togolese economy. It employs more than 36% of workers and contributes 40% of real GDP and approximately 20% of export revenues. Togolese agriculture still has many advantages: availability of arable land, favorable weather conditions, possibilities for further productivity gains. The climate ranges from a sub-equatorial climate allowing two grain crops per year in the south to a drier climate characteristic of the tropical dry climate in the northern regions. The magnitude and spatio-temporal distribution of rainfall are satisfactory and allow for agriculture without irrigation. Togo has 86,000 ha of potentially irrigable land, only 2,300 ha of which are developed.

The agrarian system is dominated by small family farms practicing mixed crops, sometimes associated with livestock (in 70% of cases) or other activities in rural areas (1). Agricultural production is very diverse: tubers and roots (yam and cassava), grains (corn, millet, sorghum and rice) and legumes for so-called food crops. The cocoa and coffee grown in the southern part of the country and the cotton that dominates the agrarian landscape in the north are the main export crops. Between 2005 and 2010, food crops contributed 68.5% of agricultural GDP. Exported cash crops accounted for, on average, 9%, and livestock and fishing contributed 13.4% and 3.6% respectively. The cattle and goat herds have been growing moderately, up from some 4 million heads in 2011 to 4.25 million in 2014.

The Togolese agricultural sector is faced with many difficulties: low improved input use, little farm equipment, insufficient and poor quality rural infrastructures, weakly organized farm-

ers and value chains, poor access to credit, land pressure and land insecurity and low water control. These problems explain the poor yields for the various crops.

Regional and International Insertion

Togo exports mainly three products on the international market: cocoa, coffee and cotton. In exchange, the country imports mainly rice—approximately 50 thousand tons per year—sugar, and meat products (milk, meat and frozen chickens).

Togo's regional trade in agricultural products is low overall. The country exports corn and cassava flour (garri) to Sahelian markets, notably Niger and Burkina Faso. Togo imports mainly live animals from Sahelian countries—Burkina Faso, Niger and Mali. Depending on changes in supply and prices on markets, it trades yams, corn and garri with Benin and Ghana.

Food and Nutrition Security

The basic diet is based on roots and tubers and grains. Over the past decade, the food balance for plant products has been more or less balanced, with the percentage of needs covered by national production varying between 90% and 105%. Togo recorded net grain surpluses ranging from 32,500 tons in 2008-2009, to 156,000 tons in 2014-2015 (2). Efforts helped to halve the prevalence of undernourishment, from 32.8 to 16.5% between 1990 and 2012.

◆ Public spending allocated to the agricultural sector rose from 5.1% in 2009 to 6.4% in 2010 and 8.2 in 2013.

◆◆ Average growth in agricultural production rose from 2.6% between 1991 and 2005 to 8.1% between 2008 and 2009, then 14% in 2014.

◆◆◆ The grain balance, showing a shortfall (87% to 97%) between 2005 and 2007, showed a surplus (113%) since 2009. The country is in deficit in rice, animal products and fish.

◆◆◆◆ The size, the population and the resources of the country can enable Togo to rapidly achieve food sovereignty, even to export to neighboring countries.

Notes:

(1) DESA, 1997.

(2) DSID estimates.

Togo

THE PNIASA is the Priority Action Plan (PAP) for the agricultural sector and the national food security program elaborated in the context of the food crisis caused by skyrocketing staples prices in 2008. It falls under pillar II of the PRSP devoted to consolidating the foundations for strong and lasting growth. The investment plan guides the country's policy and investment responses to fulfill the Maputo Commitment. The PNIASA builds on Togo's new national agriculture development policy (PNDAT) for 2013-2022, approved in 2013.

PNIASA Vision and Objectives

The PNIASA aims to promote by 2015, agriculture that is (i) competitive, with obvious comparative advantages for certain value chains based on efficient and effective production techniques utilized by educated or literate, trained, farmers operating within a dynamic of professionalism-building and agricultural entrepreneurship; (ii) sustainable, integrating all technologies allowing the conservation and management of the environment and natural resources; and (iii) fair, integrating gender and favoring the development of the most disadvantaged, vulnerable and poor zones and social strata. It is centered in priority on promoting food crop, livestock and fishery value chains. Its ultimate goal is to guarantee food security while making agriculture into one of the drivers of the national economy, through an agricultural growth above 6% per year.

Participatory Process

PNIASA elaboration followed an iterative and multi-institution process that included the public administration, the agrifood private sector, socioprofessional agricultural organizations, civil society organizations and the development partners. The PNIASA elaboration

process began with an opening workshop in March 2007. The round table was held in July 2009 with the signature of the NAIP/ECOWAP/CAADP/NEPAD compact. The conference on PNIASA financing was held in February 2010, and sanctioned by the signing of a partnership framework for implementation, following the sectoral approach.

The Main Priorities and Components of the PNIASA

The NAIP is structured around five major programs: (i) crop value chain promotion; (ii) livestock value chain promotion; (iii) fishery value chain promotion; (iv) agricultural research and advice; and (v) institution building and coordination of the fourteen components. The total cost of the NAIP is 569 billion CFA francs. Crop value chain promotion receives 65.5% of investments, compared to 6.8% for livestock value chains and 3.1% for fishery value chains. Agricultural research and institution building receives 9.3%, and coordination receives 15.3% of planned investments.

PNIASA Governance

The general program steering is done by an Inter-Ministerial Strategic Steering Committee (CIPS) chaired by the Minister of Agriculture, Livestock and Fishing (MALF). It contains representatives of partner ministries, the Coordination Togolaise de Organisations Paysannes (CTOP), the Bureau National des Chambres Régionales d'Agriculture (BNCRA), the Conseil National du Patronat (CNP) for the private sector, the Coordination des Organisations Syndicales et de la Société Civile (COSESC), and donor representatives. CIPS has a Technical Steering Committee (CTP) that provides technical analysis of the issues to submit to CIPS sessions with the aim of identifying technical proposals. The heads of technical services sit on this committee. On the decentralized lev-

References:

- PNIASA document.
- PRSP document.

el, the system contains a regional guidance and steering committee (CROP). A group of the technical and financial partners of the agricultural sector has been set up to support the government.

Monitoring and Assessment

The monitoring and assessment system is modeled on the system in the PRSP and consists of three components: (i) monitoring households' living conditions; (ii) monitoring programs and projects; and (iii) impact assessment. It is also reinforced by the SAKSS, set up in September 2010 to facilitate access to policy analysis. The MAEP put in place the monitor-

ing and assessment system in coherence with the CAADP goals, with the accelerated growth strategy and with employment promotion goal of PNIASA. Later, the computerization system will be connected to the regional monitoring and assessment system currently being set up by ECOWAS. Mid-term assessments and a final assessment are planned, the results of which shall be published as reports.

Support missions to the implementation of PNIASA are made semi-annually and jointly by the Government and the donors. Non-state actors also perform missions to exercise citizen control of public action. A mid-term review was held to reframe interventions in line with the expected results.

Programs	Components	Billion CFAF	%
1. Crop Value Chain Promotion	<ul style="list-style-type: none"> – Sustainable natural resource management – Rural infrastructure development – Food production intensification – Diversification and promotion of export crops 	373	66
2. Livestock Value Chain Promotion	<ul style="list-style-type: none"> – Improvement of traditional herding – Promotion of small and medium livestock enterprises 	39	7
3. Fishery Value Chain Promotion	<ul style="list-style-type: none"> – Intensification of fisheries production – Support for continental and sea fishing 	17	3
4. Agricultural Research and Advice	<ul style="list-style-type: none"> – Development of improved technologies – Dissemination of improved technologies – Coordination, management of research and extension systems 	53	9
5. Institution Building and Coordination	<ul style="list-style-type: none"> – Improvements in the institutional environment in the sector – Sector management capacity building – Promotion of the right to food and good governance around food and nutrition security 	87	15
PNIASA Total		569 (i.e. US \$ 1.1 billion)	100

NAIP Accomplishments and Lessons

DRIVING, COORDINATING and running a process on the regional scale involving fifteen countries and linked to a continental approach—the NEPAD/CAADP—is a particularly complex and demanding task. Countries initially find themselves in very heterogeneous configurations. Some had agricultural framework laws, while others were involved in only a few projects. In addition to this, there were the constraints created by the conflict situations in several countries of the region at the opening of the process, a context little conducive to engaging long-term policies. The process must take into account the specific characteristics of each country and at the same time allow them progressively enter into a shared trajectory. This is all the more important as some dimensions of agricultural development can not be addressed fully on the national level and must be tackled from the regional level. Organizing complementarity and coherence across actions between the national and regional levels requires sufficient coordination of the processes between countries. Most countries have had a NAIP since 2010, so what lessons can we learn today from these national processes?

Governance Reform

A dual movement took place in all countries. First, the NAIP process generally involved the entire government, under the auspices of the President of the Republic or the Prime Minister, and not only the Ministry of Agriculture. This change made it possible to address issues that did not belong to the agricultural sector alone, such as food security and natural resource management. Second, all the countries based the NAIP process on a multi-stakeholder dialogue, involving farmers' organizations and the private sector closely in some cases. In some countries, however, the signature of the compact did not commit the most representative FOs or all FOs.

Beyond NAIP definition, implementation relies on systems that involve stakeholders at every stage. In other cases, civil society organizations seemed insufficiently structured to play their role of vigil and contribute to policy dialogue.

The NAIPs do not always refer to a true agricultural policy. They favor an investment-based approach. Because of this, a certain number of issues are insufficiently addressed. This is the case with financing for farmers. The issue of access to and safety of credit is not always really addressed, whereas it is one of the main roadblocks to the modernization of farms as well as for the financing of crop years and animal production cycles. The same is true of financing economic activities and technical support for cooperatives. Land tenure issues, which often necessitate difficult reforms, are also little addressed. The same observation can be made of farmers' status, social protection, agricultural training, the installation of young farmers, etc.

Increasing Resources for the Agricultural Sector

The Maputo Commitment followed by the global food crisis in 2008 changed the game. The agricultural sector, which had become the poor cousin of public budgets, except in Sahelian countries, has moved up a few notches on the agenda of government priorities. Eleven countries have not yet managed to allocate more than 10% of public spending to the sector (which is relatively little given the agriculture's economic and social importance in most countries), but most have increased, in absolute value, the public resources allocated to agriculture. Consolidated on the regional level, the share of agricultural spending in budgets is still well below 10%, however. With the agricultural sector in the broad sense, certain sub-sectors are still little financed despite their socioeconomic weight. This is typically the case of livestock, notably in the large Sahelian countries where it is a strategic stake.

What is more, donors have also sharply increased the share of their portfolios that they devote to financing the sector. Finally, in some countries where value chain development has high potential, the national and international private sector has pledged to finance a very large share of the NAIPs.

A Clearer Vision of the Agricultural Model?

The 2008 crisis sparked sharp debates on which agricultural model would be able to attain good agricultural performances. ECOWAP's vision aimed primarily at modernizing family farming, but it does not exclude other forms of private sector investment. In countries, this vision is sometimes controversial. Very often, the NAIPs show a dual vision of the evolution of agriculture systems. Family farms are seen in the framework of social management of the sector (lessen poverty among rural households, increase their food security and capacity to overcome shocks) whereas technical-economic performance (supply markets and export) is expected of capitalistic agricultural enterprises. There are many consequences of this on concrete investment choices, land policy, farmer financing strategy, value chain structuring, etc. It goes without saying that this debate should continue to fan discussions between governments and farmers' organizations in the years to come. Generally speaking, many countries believe that organizing and structuring value chains is a priority investment to connect production to markets, adapt supply to the quantitative and qualitative changes in demand (segmentation, health safety, etc.), increase local value added, lower costs at the various stages from processing to distribution of products, and resist pressure from imports. To this aim, they have all undertaken dialogues with the various stakeholders in value chains, and are progressively clarifying regulatory provisions

to allow the creation of formal inter-branch structures.

Alignment of the Technical and Financial Partners

The technical and financial partners were relatively used to holding bilateral dialogues with governments. In some countries, coordination bodies already existed for TFPs in the agricultural sector, and bodies for dialogue with the State. The inclusion of the NAIP process in a regional approach often destabilized the TFP representatives in the country, although most—at agency headquarters—supported and invested in the ECOWAP/CAADP process on the regional and continental scale. What is more, co-financing approaches were rolled out, involving several donors and the State. However, the setting up of a single window pooling all resources is still an empty wish. Between local conditions that, according to donors, are not met (transparency, safety, accountability) and aid management modalities that, according to countries, are still too rigid and “dis-empowering”, a great distance remains to be covered to reconcile the positions. Yet, this aspect is crucial to improve aid effectiveness, program coordination, alignment with country priorities, governance and local institutions' capacities more broadly.

Multiplication of International Initiatives

In light of the 2008 food crisis, the international community has taken various initiatives that manifest its renewed awareness of agricultural and food stakes: the G8 initiative (Aquila Summit) that will lead to the creation of the Global Agriculture and Food Security Program (GAFSP), the G20 regional food reserve initiative, the Scaling Up Nutrition (SUN) Movement created in 2010 under the auspices of the United Nations, President Obama's New

Alliance for Food Security and Nutrition, the Global Alliance for Resilience Initiative (AGIR) initially a European Commission initiative, the “Zero Hunger Challenge” at the initiative of the Secretary General of the United Nations, etc.

These international initiatives all have the unique quality of highlighting the leadership of countries or regional institutions. They state a desire to align with local policies and support these policies by developing partnership approaches. But, in practice, they often brush partially aside countries’ priorities and programming to the advantage of new strategic exercises and programming. While West African countries generally support these policy dynamics, they also often regret how they overtake the national agenda, slide away from the principles of coordination, alignment and recognition of the leadership of countries and regional organizations... and delay effective mobilization of the financial resources announced.

Integration of Emerging Themes

Since the NAIPs were adopted, and partially under the influence of the international initiatives mentioned above, a set of new questions are running through the discussions on agriculture and food. This is the case with risk management challenges, building resilience, the fight against malnutrition, etc. In 2013, ECOWAS brought together the countries to report on NAIP progress and reflect on how to include these new dimensions in national programs to increase their capacity to transform agricultural systems and ensure the region’s food and nutrition security. For the most part, these new challenges are covered in the framework of the AGIR Resilience implementation through the drawing up of “countries’ resilience priorities.” Analysis of the gaps between existing programs and what will be appropriate to implement should lead to the planning of new interventions.

The Regional Dimension of Policies

While there is a very wide consensus that regional integration on the political, economic, trade and monetary levels is an inescapable path to create the conditions for the lasting take-off of West African economies, countries’ enrollment in integration areas is still hesitant. Most NAIPs are based on a vision that favors natural spaces and take insufficiently into account regional market opportunities and complementarities between agricultural systems. The concomitance of the two exercises—designing the 15 NAIPs and the RAIP—did not allow for sufficiently in-depth policy dialogue between countries to identify specializations to choose based on production potential and opportunity costs. Rice is a symptomatic example of this phenomenon. A staple the consumption of which is rising rapidly in all countries and for which imports are expensive, rice is the subject of priority investments in most countries: land development, water control, access to seeds and fertilizer subsidies, processing support, etc. Most countries claim the objective of self-sufficiency and many envisage ultimately to export on the regional market. The same can be said of the livestock sector. Coastal countries with meat shortfalls traditionally bought from large, landlocked livestock countries in the Sahel and from the international market. Wanting to lessen their dependence, they all display livestock policies targeting self-supply as an objective. Inversely, the Sahelian countries wish to better optimize their animals by developing slaughter facilities and meat exports. Trade relations between Sahelian and coastal countries also interfere with the challenges related to mobility and the management of cross-border natural resources and transhumance. This is an extremely complex subject, the source of multiple real or potential conflicts between communities or even States. In-depth dialogue is all the more necessary as animal protein con-

sumption is rising rapidly (population growth, urbanization, emergence of middle classes). In this context, there is room to develop livestock systems both in the Sahel and in coastal countries. But the consultation is indispensable to define co-development approaches and manage the inter-relations and interdependences.

In reality, countries' short-term interests in regional integration are heterogeneous. West African States make up extremely diverse territories when it comes to size and geographic position (landlocked, coastal, archipelago, etc.), population, size and focus of economies, natural resource endowments, etc. The regional economy is dominated by three countries that account for more than 85% of the region's GDP, population and trade—Nigeria, Côte d'Ivoire and Ghana. These countries are currently driving regional demand and the economy in general. Once commercial farming develops, the future of the agriculture economies of the least developed countries of the region will depend more and more on these countries' choices and market dynamics. Hence the importance of having a clear forward-looking vision and inscribing the perspectives and development of national agricultural systems in the regional space.

Toward Structural Impacts?

In all countries, agricultural and animal production has increased over the past 10 years. But given the pace of NAIP implementation, it is still too soon to affirm an impact on access to production means and credit, productivity, farmers' incomes, sustainable land management, ability to meet demand, etc. It is all the more difficult to measure these impacts as annual results remain heavily influenced by factors (weather and prices, for instance) other than the policy and public interventions. Finally, the slowness setting up effective and reliable information systems in all countries, combined with regularly updated NAIP monitoring and assessment systems, has delayed the establishment of a detailed and objective status report.

For now, countries are progressively setting up new instruments but it will still take time for the entire agricultural sector intervention system to be operational and allow the massive and structural transformation of West African agricultural systems.

Abbreviations and Acronyms

ACA: African Cashew Alliance
AECID: The Spanish Agency for International Development Cooperation
AFCC/CCAA: Agricultural and Food Consultative Committee
AfricaRice/WARDA: Africa Rice Center
AGIR: Global Alliance for Resilience in Sahel and West Africa
AGRHYMET: Centre for Agrometeorology and Operational Hydrology and their Applications
APESS: Association pour la promotion de l'élevage au Sahel et en savanes (Association for the Promotion of Livestock in the Sahel and Savannas)
ASPRODEB: Senegalese Association for Grassroots Development
ATP: Agribusiness and Trade Promotion
AVSF: Agronomes et Vétérinaires Sans Frontières
BAGRI: Niger Agricultural Bank
CAADP/PDDAA: The Comprehensive Africa Agriculture Development Programme
CET: Common External Tariff
CGIAR: Consultative Group on International Agricultural Research
CILSS: Comité permanent inter-États de lutte contre la sécheresse au Sahel (Permanent Inter-State Committee for Drought Control in the Sahel)
CIRAD: French agricultural research and international cooperation organization (Centre international de recherches agronomiques pour le développement)
CRP/PRP: Country Resilience Priorities (Priorités résilience pays)
DAEWR/DAERE: Department of Agriculture, Environment and Water Resources of ECOWAS (Département agriculture, environnement et ressources en Eau)
EBID: ECOWAS Bank for Investment and Development
EC: European Commission
ECOAGRIS: ECOWAS Agricultural Information System
ECOWADF: ECOWAS Regional Agricultural Development Fund
ECOWAP: ECOWAS Agricultural Policy
ECOWAS: Economic Community of West African States
EPA: Economic Partnership Agreement
EPA/APE: Economic Partnership Agreement
EWS/SAP: Early Warning System (Système d'alerte précoce)
FAO: Food and Agricultural Organisation
FCCAO: Federation of Consular Chambers of West Africa
FCPN: Food Crises Prevention Network
FCSP: Food Crisis Support Program
FEWS NET: Famine Early Warning System
FO: Farmers Organization
FRSIT: Forum national pour la recherche scientifique et les innovations technologiques (National Forum for Scientific Research and Technological Innovations)
FTE: Free Trade Agreement
GAFSP: Global Agriculture and Food Security Program
GWP/WA: Global Water Partnership – West Africa
HEA: Household Economical Approach
HF: Harmonized Vulnerability Analysis Framework.
ICRAF: International Center for Research in Agroforestry – World Centre for Agroforestry
ICRISAT: International Crops Research Institute for the Semi-Arid Tropics

IDCAF/CIAA: Inter Department committee for Agricultural and Food
 IFAD: International Fund for Agriculture Development
 IFDC: The International Fertilizer Development Center
 IFPRI: The International Food Policy Research Institute
 IGO: Intergovernmental Organization
 IITA: International Institute for Tropical Agriculture
 IST/TSI: Import Safeguard Tax (Taxe de sauvegarde à l'importation)
 IWRM: Integrated Water Resource Management
 JMC-CET: WAEMU-ECOWAS Joint Management Committee on the CET
 JRC: Joint Research Center
 LDC: Less Development Countries
 LEAD: Livestock, Environment and Development Initiative
 MDG: Millennium Development Goals
 MFI: Microfinance Institutions
 MIR Plus: The Marketting Inputs Regionally Plus
 MIS: Market Information System
 NAIP: National Agricultural Investment Plan
 NARS/SNRA: National Agricultural Research System (Système national de recherche agricole)
 NEPAD: The New Partnership for Africa's Development
 NFFF/SNS: National Food Security Stocks (Stock national de sécurité alimentaire)
 NGO: Non Governemental Organization
 NWP: National Water Partnership
 OCHA: United Nations Office for the Coordination of Humanitarian Affairs
 ODA/APD: Official Development Assistance
 OECD: Organisation for Economic Co-operation and Development
 OIE: World Organization for Animal Health
 PPIC/CIPV: Plant Protection International Commission
 PREGEC: Prevention of Food Crises in West Africa Program (Programme de prévention et de gestion des crises)
 PRSP: Poverty Reduction Strategy Paper
 RAAF/ARAA: Regional Agency for Agriculture and Food
 RAIP: Regional Agricultural Investment Plan
 RASA: Regional Agency for Support of Agriculture
 RECAO: Réseau des chambres d'Agriculture d'Afrique de l'Ouest (Federation of Chambers of Agriculture of West Africa)
 RECOPA: Réseau de communication sur le pastoralisme (Burkina Faso) (Network for Communication on Pastoralism, Burkina Faso)
 ReSAKSS: Regional Strategic Analysis and Knowledge Support System
 RESOGEST: Réseau des organismes de gestion des stocks (Network of Inventory Management Organizations)
 RFSS/SRS: Regional Food Security Stocks (Stock régional de sécurité alimentaire)
 ROPPA: Réseau des organisations paysannes et des producteurs agricoles de l'Afrique de l'Ouest (Network of Peasant Organizations and Producers in West Africa)
 TFP: Technical and Financial Partners
 TLS: Trade Liberalization Scheme
 UNICEF: United Nations Children's Emergency Fund

USAID: United States Agency for International Development
WAAPP/PPAAO: West African Agricultural Productivity Program
WABD/BAD: West African Bank for Development
WAEMU: West African Economic and Monetary Union
WAMIS-NET: West African Market Information Network
WAP/PAU: WAEMU Agricultural Policy
WECARD: West and Central African Council for Agricultural Research and Development
WFP: World Food Programme
WRCU: Water Resources Coordination Unit for ECOWAS
WTO: World Trade Organization





Regional and international sites

AGRHYMET:	www.agrhymet.ne
APESS:	www.apessafrique.org
Bureau Issala:	www.bureau-issala.com
CGIAR:	www.cgiar.org
CILSS:	www.cilss.org
ECDPM:	ecdpm.org
ECOWAS:	www.ecowas.int
FAO:	www.fao.org
FARA:	www.fara-africa.org
HEA Sahel:	www.hea-sahel.org
Hub Rural:	www.hubrural.org
IFPRI:	www.ifpri.org
IRAM:	www.iram-fr.org
LARES:	lares-benin.org
NEPAD:	www.nepad.org
OECD:	www.oecd.org/fr/csao
PAFO:	www.pafo-africa.net
POSCAO-ENDA CACID:	www.endacacid.org
RAAF:	www.araa-raaf.org
RBM:	www.marooobe.org
ReSAKSS:	www.resakss.org
ROPPA:	www.roppa-afrique.org
SOS Faim:	www.sosfaim.org
UEMOA:	www.uemoa.int
UNDP:	www.undp.org
UNEP:	www.unep.org
UNICEF:	www.unicef.org
WECARD:	www.coraf.org
WFP:	www.wfp.org
World Bank:	www.worldbank.org
WTO:	www.wto.org

