

COMISSÃO DA CEDEAO

ECOWAS COMMISSION



COMMISSION DE LA CEDEAO

Département Agriculture, Environnement
et Ressources en Eau

Department of Agriculture, Environment
and Water Resources

ARAA / RAAF

Agence Régionale pour l'Agriculture et
l'Alimentation

Regional Agency for Agriculture and
Food

**SUPPORT PROJECT FOR FOOD SECURITY STORAGE IN
WEST AFRICA**

Terms of References

**Development of the feed supply and mobilization module to
Complement the ECOWAS Regional Food Security Reserve
Procedures manual, including the specifications for contracting and supply mapping.**

1. GENERAL

1.1 Context and justification of the need

Following the global food crisis of 2007-2008 and the disruptions in the supply of basic food products on international markets, food security reserves are once again emerging as a relevant tool for food security and crisis response.

In 2013, the ECOWAS Assembly of Heads of State and Government officially decided to establish the Regional Food Security Reserve (RFSR). The RRSA is an ECOWAS mechanism designed to support its 15 member states in the event of a food crisis that exceeds national response capacities, which can also be used to assist Chad and Mauritania. As designed, the RRSA is composed of a physical stock and a financial reserve. The physical stock represents one third of the response capacity and the financial reserve represents the remaining two thirds. After a three-stage build-up over an eight-year period, the RRSA should have an intervention capacity equivalent to 411,000 tonnes of cereals.

For the establishment of the Regional Food Security Reserve, ECOWAS received financial support from the European Union under the 10th EDF. The project to support the RRSA consists of an intervention amounting to 56 million Euros whose objectives are as follows: (i) build up the physical stock (purchase of cereals); (ii) improve crop and market information systems; (iii) put in place the mechanisms for managing the Reserve and making decisions on its use (mission entrusted to the Regional Agency for Agriculture and Food - ARAA - established in 2013, with headquarters in Lomé).

With funding from the Food Security Storage Support Project in West Africa, the RRSA has begun to set up its governing bodies and instruments. It therefore appeared essential to have a manual with clear procedures, known by all the actors and validated by the Management Committee and all the stakeholders. To this end, the procedures manual was drawn up and validated at the technical level by a group of experts and resource persons. However, taking into account the recurrent pastoral crises that have hit the region in recent years, particularly among transhumant pastoralists, and the relevance of adding the livestock feed dimension to the Regional Food Security Reserve, it was recommended during the 4th session of the Project Steering Committee to develop the component corresponding to the supply and mobilization of the Livestock Feed Reserve.

The regional stakeholders agreed to integrate the specific issue of pastoral crises into the interventions of the RRSA. However, the implementation of a livestock feed component in the physical stock of the RRSA is complex and needs to be well educated. Therefore, the Task Force "Storage" chaired by ECOWAS and led by the Rural Hub had entrusted RBM with the task of investigating the issue. Initially, two proposals were made: (i) to use the Financial Reserve to intervene in favor of pastoralists facing pastoral crises, and (ii) to launch a pilot project for the establishment of decentralized livestock feed stocks in order to draw lessons for the design of the "livestock feed" component of the RRSA.

Access to livestock feed in the event of a pastoral crisis is part of a broader issue of supplying livestock farmers with concentrated feed that is complementary to roughage (pasture, crop residues, fodder harvested, cultivated and preserved/stored for the dry season). The supply of livestock feed includes: i) raw by-products of the agro- industrial and agri-food chains: cotton seeds and cake, groundnut, palm and palm kernel cake, wheat and rice bran, brewers' grains, molasses from sugar cane, etc. This supply is highly dependent on the economic situation of the production chains on which it is based; and (ii) concentrated compound feeds based on formulas or compositions adapted to the specific needs of different animal species at the different stages of the production cycle: poultry, pigs, dairy, young cattle, etc.

The cattle feed market is characterized by: i) a localized supply in the agricultural production basins; ii) a variable production according to the climatic and economic situation; iii) a fragmented local demand but with strong growth due to the extension of complementary practices in dairy and fattening systems, and especially due to the very rapid increase in poultry production (eggs and chickens); (iv) variable regional demand; (v) competition between domestic and international demand, particularly for oilcake (cotton, groundnut, palm and palm kernel), used in the manufacture of concentrated feeds for intensive livestock production; (vi) competition with non-food uses, particularly for biofuel production. However, this competition has diminished significantly in recent years due to the low competitiveness of substitute products in the face of oil.

The Livestock Feed Reserve was the subject of a specific feasibility study¹ led by the Regional Network of Livestock and Pastoralist Organizations of Africa (RBM). This organization has also developed a manual of procedures for access to livestock feed through the purchase of agro-industrial by-products (SPAI). However, in spite of the purchasing operations carried out, several constraints arise for the contractualization of lots and for access to industrial by-products concerning the incentives to respect the agreements and to overcome the time lag between the supply and demand periods.

In this sense, ECOWAS's negotiating power, the consolidation of an institutional market and the capacity to interact with professional networks of industrialists are proving to be feasible approaches for the acquisition of larger quantities of feed for livestock in order to put it at the service of target populations in the event of an anticipated crisis.

1.2 Purpose of the service

The present contract has the following objectives, i) the elaboration of the feed supply and mobilization module to complete the procedures manual of the RRSA, clearly defining

the guiding principles of the operations of purchase, distribution and assistance, taking into account all the actors involved: networks of producers' organizations, particularly RBM; ii) mapping of the supply of livestock feed in the region, particularly the supply of industrial by-products; iii) drawing up the specifications for contracting for the acquisition of livestock feed, including purchase and distribution; iv) and presentation of the manual at a workshop for validation by all stakeholders.

¹Feasibility study Pilot project for the implementation of the Livestock Feed Reserve. Final version. August 2015. Bernard Bonnet, Gabriel Pons Cortès, Issa Tankari, Manuel Vilches.

A. Elaboration of the feed supply and mobilization module to complete the RRSA procedures manual

The purpose of this module of the procedure manual is to:

(i) Clearly define the procedures applicable at each stage of the operation of the Livestock Feed Reserve, whether it is the physical stock or the Financial Reserve, with a view to making the procedures known to all the actors involved through the ASRRN's procedures manual: Member States, national institutions in charge of stock management/RESOGEST (regional network of offices in charge of stock management), regional institutions, economic operators, producer organizations, technical and financial partners, specialized international organizations, NGOs, etc.;

(ii) Codify the procedures and ensure that they constitute the sole reference for the instruction and decisions of the Reserve Management Committee, the ARAA and the Technical Unit for Reserve Management regarding the mobilization of the feed reserve;

(iii) Ensure that procedures are followed in the preparation of monitoring and evaluation reports;

(iv) Allow, where appropriate, for a review of the procedures by the competent bodies;

(v) Ensure that the procedures for the purchase and mobilization of livestock feed are consistent with those of the RRSA and with the studies underway in the support project, particularly with the study on the development/revision of national contingency plans and response plans and the regional contingency plan with regard to the modalities for triggering, requesting and using the physical and financial reserve by ECOWAS Member States, Chad and Mauritania.

The development of the feed procurement and mobilization module would involve the development of the following chapters:

- The modalities of intervention and triggering of the Livestock Feed Reserve;
- The functioning of the two components of the Reserve (physical stock and financial reserve) in case of pastoral crisis;
- The modalities of constitution and reconstitution of the feed reserve;
- The modalities of mobilization and intervention with the physical stock of feed for livestock
- Quality control procedures;
- Procedures and communication between the Info-Stocks/UTGR unit and the regional integrated agricultural information system (ECOAGRIS)/AGRHYMET;
- Procedures for consultation with stakeholders;
- Procedures for recourse to the Financial Reserve in the event of a pastoral crisis;
- The specific agreements between the ECOWAS Commission with Mauritania and Chad;

- Monitoring and evaluation procedures.

B. Mapping of feed supply in the region, including the supply of industrial by-products

- The elaboration of an inventory of the feed supply in the region, specifying the type of feed, the volume and period of supply, etc;
- Identification of constraints related to access and acquisition of feed;
- The development of a contact agenda of suppliers, private sector professional organizations, stakeholders, etc.
- Proposal for a geo-referencing tool for livestock feed supply to be further developed;

C. Elaboration of the specifications for the contractualization of the feed, including purchase and distribution

- Define the essential elements and technical specifications of contracts for the purchase and distribution of feed;
- Develop a precise annual purchase program taking into account the periods of pastoral hunger and feed supply.

In order to complete the procurement process, the following contractualization phases must be considered in order to elaborate the specifications:

1. Establish an inventory of the typology of agro-industrial by-products in consultation with producer networks and map supply and availability (point B);
2. Launch a Notice of Expression of Interest to develop a short list of structures capable and available to provide the product;
3. Conduct a certification with a visit to the industries and the type of by-product proposed;
4. Establish a framework contract with the selected and certified structures (point C) ;
5. Launch the order in case the harmonized framework and forecasts show the critical areas for the pastoral hunger gap period in line with the feed procurement procedures manual being developed by ARAA.

D. Facilitation of the manual validation workshop

The purpose of this activity is the restitution of the feed supply and mobilization module, as a complement to the Reserve's procedures manual. This would involve the animation of the contents and discussions with the active participation of all stakeholders and their consensus.

Based on the findings and decisions made by the stakeholders, the consultant will then include comments and observations and submit the module to ARAA.

Subsequently, the module and procedures manual will be submitted to the RRSA Management Committee for formal adoption.

Once the manual and the module, as an integral part of the manual, is adopted by the RRSA Management Committee and in a subsequent phase, the RTMU will consider a strategy for dissemination and training on the manual.

1.3 Detailed Activities

1.3.1. Tasks related to the development of the supply module and mobilization of the feed reserve.

Review the structure of the existing manual of procedures (in the form of modules) and all the previous studies (PASANAO project); feasibility studies, RESOGEST cooperation framework, the additional act relating to the creation of the RRSA, etc.;

- Exploit the experience accumulated by the UTGR/ARAA in the implementation of the procedures of the RRSA in order to draw lessons for the improvement of the content of the module (procurement procedures, quality control, etc.);
- Ensure that all procedures, whether technical, administrative or financial, cover all aspects of the operation and interventions of the RRSA, the feed dimension, in its two components (physical stock and financial reserve);
- Translate all technical, administrative and financial procedures into detailed procedures, specifying the specific responsibilities of the various technical, decision-making and control bodies;
- Check that all procedures are consistent and compatible with each other and that they do not lead to conflicts between the different bodies in terms of functions and responsibilities;
- Identify the missing elements in the existing procedures manual and propose the rules and operating principles of the RRSA not yet defined in consultation with the ARAA and ECOWAS;
- Discuss with the relevant departments and directorates within the ECOWAS Commission, in particular CAERE, DADR, the Directorate of Humanitarian Affairs, the Department of Administration and Finance, the Directorate of Legal Affairs on the essential elements of the Manual of Procedures;
- Verify that established procedures are compatible with those of the ARAA and ECOWAS. To this end, the following bodies should be consulted:

- a) The Directorate of Legal Affairs of the ECOWAS Commission, since the RRSA's procedures manual must comply with the ECOWAS Commission's code of procedures;
 - b) The procurement service of the ECOWAS Commission;
 - c) ARAA management, since the EASR Procedures Manual must comply with the ARAA Code of Procedures;
 - d) Officials of the ECOWAS Bank for Investment and Development (EBID).
- Propose, where appropriate, modalities and procedures that may be necessary and that were not foreseen in the above studies, particularly with regard to the mobilization of the ASRR for Chad and Mauritania, which requires specific agreements between the ECOWAS Commission and each of these two States.

1.3.2 Tasks related to the mapping of feed supply in the region, including the supply of industrial by-products

- Bibliographical review;
- Field visits;
- Establish personalized contacts (in person / by phone) with industries and networks of entrepreneurs who produce industrial by-products;
- Establish personalized contacts (face to face / by phone) with organizations, regional networks of producer organizations and the rest of the stakeholders involved;
- Characterize the whole typology of the feed supply, including prices, estimated offers and estimated dates of availability, production areas, etc. A research study for the analysis of the nutrient intake of each feed typology will be conducted at a later stage.

1.3.3 Tasks related to the elaboration of the specifications for the contractualization of the feed, including purchase and distribution

- Define the technical requirements of contracts for the purchase and distribution of livestock feed: detailed product specification, responsibilities and obligations of stakeholders, activities involved in service delivery, the role of ARAA as contracting party and supervisor of the implementation of the purchase contract, provisions for technical and logistical conditions for food mobilization, quality control, etc.;
- Develop a precise annual purchasing program taking into account the pastoral welding periods and the supply periods of the different types of by-products. Timing management in this type of contract is an essential element for the Regional Livestock Feed Reserve. To this end, a precise road map is required to guide the procurement services and stakeholders in contributing to and anticipating the supply and management of pastoral crises.

1.3.4 tasks related to the facilitation of the Feed Procurement Module restitution workshop

- Development of the workshop TDRs, including the agenda and a proposed list of resource persons to be invited;
- The preparation of the presentations, the materials of which will be available in the three ECOWAS working languages;
- Facilitating the workshop and facilitating discussions to enrich the module and deliverables;
- Take into account comments/observations in the deliverables of the service.

2. LOCATION AND SCHEDULE OF SERVICE DELIVERY

The expert will work in close collaboration with the ARAA's UTGR and in collaboration with the DAERE, AECID and the main project operators, AFD and the AGRHYMET regional center attached to CILSS. It is placed under the direct responsibility of the Executive Director of the ARAA. The support tasks include one or more missions to the ARAA (and EBID) headquarters in Lomé and to the countries of the region relevant to the delivery.

The work plan includes:

A comprehensive documentary review including all previous work carried out by the ECOWAS Commission, the Producers' and Breeders' Organizations and the partners that support them;

- Missions to ARAA in Togo for the collection and processing of information, restitution and validation of the module and the mapping reports and specifications for livestock feed supply;
- A mission to the ECOWAS Commission headquarters in Abuja would be desirable to address, in particular, legal issues and tendering and procurement procedures;
- A tour in some West African countries in order to meet industrialists and networks of private entrepreneurs, Chamber of Commerce, etc.
- The exploitation of the previous procedures manual, including the information guide and training modules; the feasibility study and additional studies on the RRSA (governance bodies and Technical Management Unit of the RRSA; support for the establishment of the Info-Stocks unit: structuring of the unit; information and decision support materials; procurement for the storage and conservation of food products; contractual tools: supply modalities and prescriptions relating to suppliers; governance of the RRSA: modalities of mobilization of the physical stock; modalities of mobilization of the financial component of the RRSA and the global financial mechanism and, if necessary, exchanges with the experts who carried out these studies;
- the writing of various products;

- the presentation of the product developed in a restitution workshop of the module and reports, including the introduction of comments and recommendations;
- a draft version of the products, which will be provided to the RWTU-AARAA and stakeholders for pre-validation and form verification prior to the restitution workshop;
- The provisional report that will be presented at the workshop in the 3 working languages of ECOWAS;
- The final report after taking into account the observations of the participants in the validation workshop.

2.1 Schedule of services

The services will be carried out according to the following schedule:

- Missions to collect information in Lomé: at the latest one month after the signature of the contract;
- Information gathering and consultation mission to ECOWAS headquarters in Abuja and other countries in the region with a view to developing the mapping;
- Submission of the draft module plus cartography and specifications (provisional): no later than three months after the signature of the contract;
- Animation/facilitation of the restitution workshop of the module and the rest of the deliverables no later than three months after the signature of the contract.

3. MINIMUM CRITERIA TO BE MET FOR THE REALIZATION OF THE SERVICE

3.1 Experience and Skills

The service requires specific skills for the institutional components, as well as experience in the management of safety stocks and livestock feed. Higher diploma (at least Bac +4) in public, administrative and/or commercial law, pastoralism, livestock, agricultural and food economics and/or trade (justification on presentation of the corresponding diploma);

- At least ten years of professional experience in the West African region and in the specific sector including pastoral livestock;
- Proven experience in projects related to food reserves, pastoral crisis prevention and management, in the development of procedures manuals and in the facilitation of participatory work sessions. The consultant must be familiar with the ECOWAS RRSA and have experience in the following areas: design of institutional and financial arrangements, drafting of codes of procedures, corporate law and public/private procurement, drafting and communication skills, training capacities and competencies.
- Fluency in English and French, both spoken and written, is essential.

3.2 Evaluation criteria

Experts will be selected on the basis of the following criteria:

- Expertise and general qualification 30 points
- Specific experience: similar relevant assignments 30 points
- Methodology and work plan 30 points
- Knowledge of the institutional environment 10 points