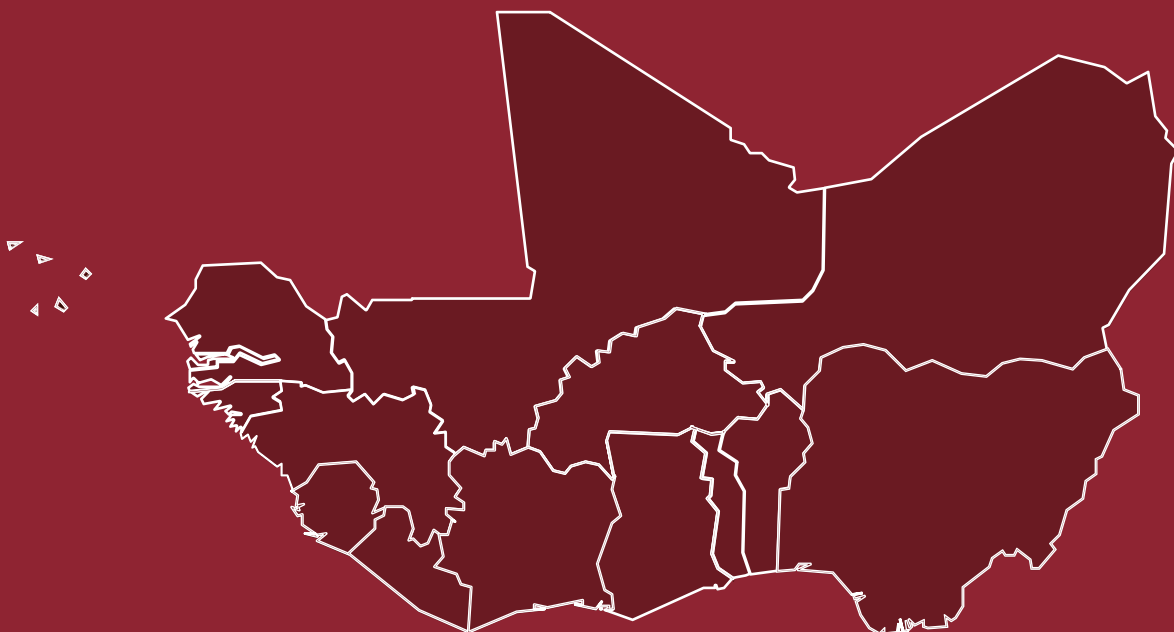


2025 STRATEGIC POLICY FRAMEWORK

SUMMARY



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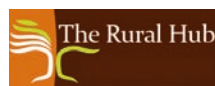
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  November 2017. ECOWAS Department of Agriculture, Environment and Water Resources (DAEWR)

WITH THE TECHNICAL FACILITATION OF: THE RURAL HUB



IN PARTNERSHIP WITH: ECOWAP DONORS' GROUP, FEWACCI, POSCAO, ROPPA, WAWA

ECOWAP DONORS' GROUP



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SAHEL AND
WEST AFRICA



FROM THE AMERICAN PEOPLE

IN COLLABORATION WITH:

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INTRODUCTION

This document presents the strategic policy for the 2016-25 ECOWAS Agricultural Policy (ECOWAP/CAADP). It builds on the conclusions and priorities identified by the Specialised Ministerial Committee (SMC/AEWR) at the ECOWAP+10 and outlook for 2025 conference in November 2015, in Dakar.

This 2025 Strategic Policy Framework will be translated into five-year programmes, through the Regional Agricultural Investment Plan for Food and Nutrition Security (RAIPFNS).

It was submitted by the ECOWAS Commission to the Consultative Committee on Agriculture and Food. The ECOWAS Department of Agriculture, Environment and Water Resources (DAEWR) has benefited from the support of The Hub Rural and the Technical Monitoring Group that brings together resource persons and representatives of the ECOWAP key stakeholders.

THE ECOWAP/CAADP PROCESS IN WEST AFRICA

As a follow up to two years of negotiations with Member States and socio-professional stakeholders, the ECOWAS Heads of State and Government meeting held in Accra, Ghana, in January 2005, presented the Community with a regional agricultural policy (ECOWAP). This policy is the result of a complex process that started in 2003; it is the policy framework that makes it possible to guide and accompany the desirable changes in the agricultural sector of the 15 member states and to define, in West Africa, the broad continental policy directions set by the African Union in the context of NEPAD.

Preparations to launch the ECOWAP began in 2003, in line with the ECOWAS Revised Treaty. Four major innovations marked this process: (I) its management, through a Regional Committee involving Member States, agricultural professional organisations and technical and financial partners; (II) a diagnosis of the fifteen national agriculture sectors, regional or common issues shared among all the countries, and a prospective analysis to identify the issues and challenges, (III) the development of several regional policy scenarios corresponding to different alternatives, including the level of integration of the regional economies and markets and the level of border protection, (IV) the discussion of these scenarios and their foreseeable consequences in each country and regionally, amongst public actors and professional, private sector and civil society organisations.

This participatory and multi-stakeholder approach represented a real change from the previous processes led in the region and was subsequently adopted in all other areas. The adopted approach helped to build a true and shared vision between the States and the actors, highlighting the specificities of each of the 15 national agricultural systems and their complementarities. Finally, the approach initiated genuine negotiations on the long-term options and orientations of the agricultural

sector, considered as the sector feeding the process of regional integration of economies, markets and societies.

In addition to the strong involvement of producer organisations, the ECOWAP process relied on multiple regional technical institutions and organisations. The first step was to integrate existing policies and strategies - but covering more limited geographical areas - into the regional policy for the entire region of West Africa. This was particularly the case of the UEMOA Agricultural Policy (PAU) and the Food Security Strategic Framework promoted by CILSS. Subsequently, ECOWAS relied on all specialised regional and international technical co-operation organisations to delegate the implementation of operational programmes, on the basis of their proven competence.

In doing so, ECOWAS has relied on all expertise available, particularly within the region, and has engaged all actors in a process of progressive co-ordination and convergence of their actions at the service of regional agriculture. This has enabled ECOWAS to expedite the ECOWAP implementation by drawing on the human and institutional capacities of this set of specialised partners.

The Regional Compact for the implementation of ECOWAP/CAADP positions ECOWAP as the reference regional policy and ECOWAS as the institution providing leadership.

It includes a set of respective and/or joint commitments of stakeholders: the Member States, the ECOWAS Commission, the African Union Commission, agricultural professional organisations represented by ROPPA, the civil society represented by the Platform of civil society organisations (POSCAO), the private sector through the Network of Chambers of Agriculture (RECAO), and technical and financial partners.

It refers to a set of international conventions, international commitments, regional declarations and decisions on agriculture and food security. It falls within the principles and commitments of the Paris Declaration on Aid Effectiveness (alignment, co-ordination, monitoring, etc.). The lessons learnt from the first generation of the Regional Agricultural Investment Plan (RAIP1), the evolution of actors in the regional landscape and the new guidelines defined in this 2025 Strategic Policy Framework all lead to revising the Regional Compact.

ECOWAP/CAADP IN WEST AFRICA: 10 YEARS OF TRANSFORMATION AND GOVERNANCE IN THE AGRICULTURAL SECTOR

The early 2000s marked the start of an agricultural revolution, following two decades of structural adjustment programmes that led the countries to scale back in the agricultural sector. Strong agricultural growth was recognised as necessary to fight poverty and finance the social investments recommended in the Millennium Development Goals.¹ Such growth required explicit sectoral policies and investments centred on agriculture and agribusiness to complement reforms at the macro-economic level. Several countries in the region formulated agricultural policies or laws and, at the regional and continental levels, UEMOA adopted the Union's Agricultural Policy; ECOWAS focused on developing ECOWAP, and the African Union pushed forward the New Partnership for Africa's Development (NEPAD).

2003: The Maputo Declaration

At the dawn of the third millennium, Africa developed a comprehensive development strategy known as the "New Partnership for Africa's Development" (NEPAD). The NEPAD agricultural component - the Comprehensive African Agriculture Development Programme (CAADP) - is formulated as a framework for interventions for this sector development policies and strategies across the continent. It is credited with a real desire for implementation by the African Heads of State who signed, in Maputo, in 2003, the commitment to devote at least 10% of their public expenditure to the agricultural sector financing. The overall objective of CAADP is to **"Help African countries achieve a higher level of economic growth through agriculture-oriented development" and thereby "eradicate hunger and reduce poverty through agriculture"** (CAADP, 2013).

CAADP has identified four pillars to accelerate agricultural growth, reduce poverty and achieve food and nutrition security:

- **Pillar 1:** Sustainably increase the areas cultivated and served by reliable water control systems;
- **Pillar 2:** Improve rural infrastructure and trade capacities to facilitate market access;
- **Pillar 3:** Increase food supplies, reduce hunger, improve responses to food emergencies;
- **Pillar 4:** Improve agricultural research, dissemination and adoption of technologies.

CAADP encourages countries to **"Design national agricultural development strategies by explicitly taking into account regional complementarities and trade"**. The regional economic communities (ECOWAS, in West Africa) not only support the preparation of national programmes, but also launch a similar

¹ See for example: Partnership to cut hunger and poverty in Africa, 2002.

participatory process to design regional programmes complementing the national programmes, while taking into account the spill overs and regional economies of scale in investment and policy. In addition, national programmes are designed on the basis of common principles to facilitate regional collaboration. This is the case of ECOWAP in West Africa.

2005: Adoption of ECOWAP

In 2002, ECOWAS embarked on the development of the ECOWAS regional agricultural policy (ECOWAP) through a consultative process with the 15 Member States and stakeholder groups. The launch of the CAADP in 2003 led ECOWAS to include the ECOWAP process in the CAADP continental dynamics. This was adopted in January 2005, in Accra, by the Heads of State, with the central objective of **"Contributing, in a sustainable manner, to meeting the food needs of the people, economic and social development and poverty reduction in the Member States"**. Taking into account the structure of the sector and the diversity of farming and production systems, **"The agricultural policy is based on the perspective of modern and sustainable agriculture, based on the effectiveness and efficiency of family farms and the promotion of agricultural enterprises through the private sector involvement. Productive and competitive on the intra-community market, and on international markets, it must help ensure food security and provide decent incomes to its workers."**

The policy is in line with the prospect of a strong integration of the regional internal market and external protection differentiated according to the specificities of the commodities.

Three main lines of action have been assigned to the policy:

1. Increasing productivity and competitiveness of agriculture;
2. The implementation of an intra-community trade regime;
3. Adaptation of the external trade regime.

The ECOWAP implementation is based on a set of principles that define the scope and limits of regional actions in relation to national actions, in particular the principles of subsidiarity, complementarity, etc. Besides, it systematises participation, consultation and the principle of shared responsibility.

Finally, ECOWAP provides a reference and convergence framework of policies and programmes of the various regional technical co-operation organisations. Following the adoption of ECOWAP, a first action plan was designed with the primary objective of restoring coherence to the various regional programmes in force and identifying the main gaps. The weak commitment of the international community has greatly limited its scope and impacts.

2008: Global food crisis

The global food crisis in 2008 was a wake-up call for the international community, regional institutions and Governments in West Africa. It placed agricultural development issues, especially food and nutrition, at the centre of all stakeholders' agendas. The concerns focused simultaneously on (I) the cyclical aggravation of the food situation (with a sharp increase in the number of people who are malnourished, undernourished and, sometimes, living in total deprivation), (II) political risks induced by hunger riots and exacerbation of conflicts; and (III) the global food outlook as a result of population growth, slower agricultural growth, the fossil fuel crisis (growing importance of agro-fuels potentially competing for food uses), and climate change.

The 2008 food crisis has shown the relevance of the regional policy which is oriented towards achieving food sovereignty. In May 2008, the ECOWAS Extraordinary Council of Ministers on rising food prices in West Africa defined the terms of a "Regional Offensive for Food Production and against Hunger". It would allow ECOWAS to better co-ordinate the countries' efforts to respond to the urgency of the situation, and above all, to initiate the mobilisation of actors for the full implementation of ECOWAP, which is seen as the structural response to the food challenge.

2010: Adoption of the NAIPs and RAIP

The ECOWAP implementation is based on two key pillars: the 15 National Agricultural Investment Plans (NAIPs) and the Regional Agricultural Investment Plan (RAIP). The NAIPs reflect the priorities of the States and those of national actors. They focus mainly on productive investments and cover the different sub-sectors, i.e. agriculture, livestock, fisheries and forestry. They define the volume and allocation of investments that can help

generate at least 6% annual growth in the agricultural sector, which is considered necessary to halve the poverty prevalence rate (MDGs.). The overwhelming majority of the first generation of NAIPs devote most of their funding to the production segment (input subsidies, irrigation development, etc.). Investments in marketing, processing, food safety, research, extension and human capital development are not emphasised.

The 2008 food crisis led the region to identify key priorities. These were guided by three main concerns: (I) respond to the urgency created by the new international situation; (II) focusing on key issues that are critical to driving a decisive and massive transformation of the agricultural sector, and (III) take into account the reality of the institutional, human and financial resources that can be mobilised. These priorities brought together the various stakeholders around the Compact for the ECOWAP implementation, which was concluded and signed in Abuja in November 2009 and formed the basis of the first-generation Regional Agricultural Investment Plan, adopted in 2010. The latter unifies and places national and regional priorities in a common vision, based on three principles: coherence, co-ordination and subsidiarity.

The RAIP combines investments and public policy instruments (regulations, incentives, etc.). The public policy instruments aim at accompanying productive investments and, above all, putting in place incentives and creating a regulatory environment conducive to agricultural development.

Three specific objectives have been assigned to the RAIP:

- Promotion of strategic commodities for food security and sovereignty;
- Promotion of a global environment conducive to agricultural development;
- Reduction of food vulnerability and the promotion of sustainable access to food.

2014: The Malabo Summit

The 23rd Summit of Heads of State and Government of the African Union met in Malabo in June 2014 under the theme: "The transformation of African agriculture for common prosperity and improved livelihoods, exploiting opportunities for inclusive growth and sustainable development". The Summit re-emphasised the catalytic role of agriculture for

African growth, ten years after the adoption of the Comprehensive Africa Agriculture Development Programme (CAADP), although the record remains somewhat mixed.

At the end of the Summit, the Heads of State and Government of the African Union adopted two decisions and two declarations directly related to CAADP and the programme for agricultural transformation and food security in Africa during the decade 2015-25. They are committed to achieving a set of common objectives in 2025. These commitments include accelerating growth and transformation as defined in the CAADP vision for the next ten years. The Malabo commitments will be reinforced through integration of innovative financing mechanisms and the private sector engagement in agricultural development on the continent. The Malabo Declaration was accompanied by a commitment to measure, monitor and publish progress in the form of a CAADP Results Framework.

2015: Adoption of the CET

The year 2015 marked a turning point in strengthening regional integration in West Africa. In accordance with the decision of the Extraordinary meeting of the Authority of Heads of State and Government held in Dakar on 25 October 2013, the ECOWAS Common External Tariff (CET) entered into effect on 1 January 2015. It aims at increasing intra-community trade and enhancing the competitiveness of the regional production. This economic, fiscal and trade policy instrument allows the region to build a genuine customs union, by creating the conditions for the realisation of the common market, as envisaged by the ECOWAS Revised Treaty.

The ECOWAS CET includes:

- a common nomenclature of 5 899 tariff lines, based on the 2012 version of the Harmonised Commodity Description and Coding System (HS) of the World Customs Organization (WCO), extended to ten digits;
- a table of taxes and duties applicable to products imported from third countries, including the Customs Duty (CD), the Statistical Fee (SF) and the ECOWAS Community Levy (CL), the Adjustment Tax (AT) as well as trade defence instruments.

The CET comprises five tariff bands (0, 5, 10, 20, 35% tariffs) depending on the status of the products (essential social goods, basic necessities, inputs and intermediate products, final consumer goods, etc.). The 5th tariff band allows taxing "specific goods for economic development" at 35%. Many agricultural products benefit from this level of protection, but some strategic products are less well protected (milk, rice for example).

2015: Climate-smart agriculture

The West African Alliance for Climate-smart Agriculture (CSA) was created in 2015, in the context of the COP21. Through this Alliance and the intervention framework adopted in Bamako, the regional actors plan to "integrate a new type of public policy instruments: instruments to support climate-smart agriculture to increase, sustainably and equitably, farm productivity and incomes, enhance adaptation and resilience to climate variability and change, and sequesterate and/or reduce greenhouse gas emissions wherever possible and appropriate".

TEN-YEAR ACHIEVEMENTS AND LIMITS OF ECOWAP/CAADP

The ECOWAP/CAADP stakeholders reviewed, at the end of 2015, the past ten years of implementation of ECOWAP/CAADP: ECOWAP+10². This section summarises the impacts and limits with regard to the objectives and three axes of intervention retained in the policy document adopted by the Heads of State in 2005.

It addresses the following main dimensions:

- (I) Increased mobilisation of internal and external resources for agriculture;
- (II) Increased agricultural production;
- (III) Increased trade between countries of the region;
- (IV) Improving food and nutrition security;
- (V) Improving income and reducing poverty;
- (VI) ECOWAP institutional arrangements and governance.

It should be noted, first of all, that the 10 years have been marked by multiple security, economic and health shocks at the national, regional and international levels, which have greatly affected the conditions for ECOWAP implementation and its impacts. These include the Ebola crisis, the soaring world commodity prices and the proliferation of terrorism.

3.1 Financing of the agricultural sector

The countries and the region have significantly increased the resources devoted to the agro-forestry-pastoral and fisheries sectors over the past ten years. However, few countries have achieved the 10% threshold of public spending on the sector, in a sustainable and steady manner. Most countries have increased public spending on the sector, but given the increase in the overall government budget, these efforts do not necessarily result in an increase in the share of agricultural expenditure in the national budget. In fact, three main dynamics can be highlighted based on the ReSAKSS study comparing evolutions between three periods (2004-07, 2008-10 and 2011-13):

- A group of seven countries that have reduced the share of public spending allocated to the sector;
- A group of six countries that have increased spending, but failed to reach the 10% threshold;
- A group of two countries that have reached or exceeded the 10%.

West African countries devote overall about 5% of their public budget to agriculture. Sahelian countries devote more resources than the coastal countries. But, in the latter case, the share of development assistance in the agricultural sector financing is lower than in the Sahelian countries. This analysis does not help address the agricultural financing problems, in particular the role that the banking sector plays or not in the financing of farms and other economic agents of the value chains. Regionally, the implementation of ECOWAP has led to increased mobilisation of internal and external resources for agriculture. Between 2010-15, several important programmes were developed on the different RAIP axes. The technical and financial partners assessed their contributions to the RAIP financing over the period 2010-15 at USD 300-350 million. However, many of these programmes could not be initiated until 2014 and cover partially the period of the 2nd generation RAIPFNS.

² Review of 10 years of implementation of ECOWAP; International Conference on West African Agriculture; ECOWAS; 2015.

3.2 Growth in the sector's value addition

The average annual growth rate of the value added of West African agriculture from 2010-14 (4.0%) was lower compared to the 2003-07 period (5.5%). Although the countries have seen a significant improvement in agricultural production and productivity, it is surprising to note a slowdown in agricultural growth between the periods before and after ECOWAP/CAADP. More than half of the countries in the region (8 out of 15 countries) experienced a negative performance between the two periods. However, a group of three countries remain agricultural growth champions in West Africa, with accelerated growth rates approaching the ECOWAP/CAADP 6% target. The slowdown in regional agricultural growth raises a number of questions. It may be linked to a loosening of public investments as a result of the decline in agricultural market tension, from 2010, following the surge in world prices in 2007-08. However, the analysis of public agricultural expenditure does not confirm that the majority of countries has experienced this slowdown.

3.3 Agricultural production and productivity

Agricultural production, especially cereal production, has grown strongly in the region. The biggest increases were in rice (+95%) and maize (+130%).³ West Africa experienced a significant increase in the ruminant and pig herd, as well as in the poultry sector: +48% for cattle and small ruminants, +85% for poultry and +59% for pigs, according to FAO data. However, some value chains are struggling to follow this trend, such as the milk sector or fishery products. Due to limited data, most studies in West Africa focus on measures of partial factor productivity, particularly yield per hectare. This increase stems from a set of specific actions aimed at enhancing the productivity and production of the strategic commodities (rice, maize, cassava) and pastoral products.

These involve:

- Intensifying production systems and improving productivity, particularly through increased use of inputs (seeds, fertilizers, veterinary and phyto-sanitary products), the implementation of common regulations, the fight against diseases and epizootics, research and dissemination of techniques and technologies, etc.
- Structuring the value chains to deal with issues arising downstream from production. Several programmes have been developed, some of which are already underway on the ground, notably in the fisheries and aquaculture sub-sector, the livestock sub-sector, the rice sector through the regional offensive for sustainable and sustained recovery of rice farming, the village poultry initiative, etc. Still in this area, several inter-professional organisations have been supported by ECOWAP.

Some productions, including rice and maize, and the poultry sectors have experienced productivity gains, at least partially attributable to the NAIPs and the RAIP. But, basically, the increase in the production volumes remain linked to increases in cultivated areas and the size of livestock. In other words, the region is able to increase supply in order to meet, in part, the dynamics of demand, using more and more natural resources and labour.

3.4 Trade between the countries in the region and with the rest of the world

Trade in agricultural products (mainly livestock, cereals, market gardening, roots and tubers) plays a major role in regional integration and has increased sharply in recent years. The flows have generally been built on the agro-ecological complementarities of the region. The Sahelian countries (Burkina Faso, Mali, Niger) supply coastal countries (Benin, Côte d'Ivoire, Ghana, Nigeria, Togo) with livestock (sheep and cattle) and dry cereals, while coastal countries export fisheries products, and cereals such as maize, roots and tubers to the Sahel. In terms of volume, trade is largely polarised by Nigeria, which alone accounts for half of the regional production and consumption. Agro-pastoral products are the second largest intra-community trade, far behind hydrocarbons. Amongst agro-pastoral products, livestock is the largest item, with an estimated value of more than USD 340 million (CILSS).

³ Source: FAO data in "Review of 10 years of ECOWAP implementation"; International Conference on West African Agriculture»; ECOWAS; 2015

The ECOWAP's focus on trade dimensions on two major pillars (I) deepening the regional market for agricultural products and, (II) a differentiated border protection policy. Their implementation was a primary responsibility of the Department of Trade, Customs and Free Movement, and strongly involved the DAEWR.

Major progress has been made, including:

- The establishment of a customs union, with a CET structured around five tariff levels and taking into account agricultural specificities. However, for two products considered strategic, rice and milk, the levels of protection retained are considered very insufficient by the actors of the sector. The CET is not fully implemented by the Member States.
- The strong involvement of the DAEWR and producer and civil society organisations in the negotiations of the Economic Partnership Agreement (EPA) between West Africa and the European Union. This engagement has made it possible to exclude the most sensitive agricultural products from the trade liberalisation scheme between the two regions, because they compete with imports of European origin. The regional EPA remains suspended until its ratification by all countries. Otherwise, the application of the bilateral interim agreements (Côte d'Ivoire and Ghana) could weaken the Customs Union.
- The implementation of the ETLs, with the approval of companies and products originating in the region, which facilitates the movement of locally-grown and processed commodities (especially fruit juices).
- Facilitating agricultural trade within the region through the development of observatories of trade flows and abnormal practices, as well as advocacy.

These advances represent a considerable improvement of the economic and commercial environment of the private sector, including family farms.

3.5 Food and nutrition security

At the regional level, the food security situation has improved significantly, but remains worrying, and very disparate (IFPRI, ACTED, 2015). Indeed, the Global Hunger Index (GHI) regional weighted average (Cape Verde excluded) fell from

25.5 (1990) to 15.6 (2014). This score remains below the average for Sub-Saharan Africa (18.2), but above the average in developing countries (12.5). The per capita calorie availability greatly improved, exceeding, in the majority of countries, the threshold of 2 500 Kcal/day/capita. The rate of undernourishment has fallen, but still exceeds the world average (11%) in many countries.

The nutritional situation is worsening severely. Nearly 40% of children under five are affected by stunting, 12% suffer from acute malnutrition and anaemia affects 75 % of them, well above the WHO thresholds. Nutritional problems are more acute in the Sahel, linked to fertility rates, a more limited diet diversity, health conditions and a range of other factors.

3.6 Reducing poverty and improving producer income

The agricultural sector is the main provider of employment in the West African region: more than 50% of the population live in rural areas and derive most of their resources from agro-forestry-pastoral and fishing activities. Similarly, 65% of the workers are in the agricultural sector, mainly in the area of production, but also in the processing and marketing of products. More than half of these workers are women. As such, the agricultural sector has an important multiplier effect for growth and employment, and for poverty reduction in rural areas. In the majority of countries, however, poverty is more severe in agricultural and rural areas, where generally more than half of the population lives below the poverty line. These aggregate data from national surveys on household living conditions are corroborated by livelihood analyses carried out in different agro-ecological zones which show that between 40 and 60% of households are very poor or poor. Food insecurity particularly affects those households whose resources are generally based on multi-activity (agricultural or livestock production, craft industry, wild fruit picking, trade, daily labour, etc.). While there are many problems in assessing the income of farm households, these surveys (HEA Sahel) point to major inequalities amongst households. The “haves”, who account for, on average 15 % of households (23% of the total population), own about 47 % of cultivated land, 54% of small ruminants and 70% of large livestock.⁴

⁴ Source: Food Economy Group. HEA Sahel Atlas ; September 2014

These differences in endowment in production factors induce very differentiated incomes. The poorest households are those who spend most of their income on basic food; which explains their very low capacity to accumulate, protect their minimum capital against a shock, and invest. The current agricultural information and monitoring and evaluation system of the NAIPs and RAIP does not make it possible to measure the trends in incomes and inequalities.

3.7 Institutional arrangements and governance

In November 2009, the key stakeholders of agricultural development in the region (ECOWAS, producer organisations, private sector, civil society, and technical and financial partners) took on a set of commitments in a Compact that makes ECOWAP the reference framework for interventions in the agricultural sector.

The ECOWAP implementation is based on an institutional mechanism composed of different guidance, steering, decision-making, implementation, financing, monitoring and evaluation bodies.

The selected mechanism reflects the co-ordination challenges, at four levels:

- Between the multiple regional stakeholders, the different categories of actors, the institutions of integration and technical co-operation;
- Between the Community (RAIP) and the Member States (NAIPs);
- Between the Department of Agriculture, Environment and Water Resources and the other ECOWAS Commission Departments in charge of sectoral policies interfering with the agricultural policy, especially Trade, Industry and Private Sector, Humanitarian Affairs and Gender, etc.;
- Between the regional community and the international community.

The institutional framework is structured around the following elements:

- **The ECOWAS statutory bodies** (Council of Ministers and Authority of Heads of State and Government) are arbitration and decision-making bodies, on the proposal of the Agriculture, Environment and Water Resources Ministerial Committee;
- **The Consultative Committee on Agriculture and Food (CCAF)** brings together Member States and all regional stakeholders. It is consulted

on all matters relating to the direction and implementation of ECOWAP. It monitors the commitments contained in the Compact;

- The CCAF is supported, technically, by different ad hoc **thematic Task Forces** whose task is to assist the DAEWR in designing specific policies (Storage), initiatives (Rice Offensive) or programmes;
- **The Department of Agriculture, Environment and Water Resources (DAEWR)** prepares the decisions of the statutory bodies, taking into account the advisory opinions of CCAF. It submits its recommendations to the Specialised Technical Committee on Agriculture, Environment and Water Resources (STC-AEWR);
- **The ECOWAS Regional Agency for Agriculture and Food (RAAF)**, now plays its role as implementing agency under the control of DAEWR and with technical support from the regional co-operation agencies to which the implementation of a number of programmes is delegated, as well as many other actors who are carrying out a range of initiatives and benefit from regional support through the procedure of calls for proposals or expressions of interest;
- **The Monitoring and evaluation mechanism** designed and implemented during the period and attached to the ECOAGRIS regional information system;
- **The ECOWAP Donors' Group** brings together the major technical and financial partners and provides a framework for dialogue, consultations and co-ordination with ECOWAS.

Beyond the institutional framework, the original feature of ECOWAP lies in its participatory and inclusive dimensions of the various stakeholders. The implementation of ECOWAP served as a springboard for building the institutional and strategic capacities of non-state actors who have been entrusted with the task of coordinating many dossiers (livestock feed component of the RFSR, livestock investment programme for coastal countries (PRIDEC), etc.) by the regional organisations (ECOWAS and UEMOA).

The regional governance of food and nutrition security and resilience has been strengthened through several initiatives. The most important initiatives are:

- **The Food Crisis Prevention Network - Sahel and West Africa (RPCA)** provides a platform for dialogue and co-ordination with the international community. It made it possible to define the methodology of the *Cadre harmonisé*,

to prepare the adoption of the PREGEC Charter and to drive the Global Alliance for Resilience - Sahel and West Africa (AGIR).

• **The “Zero Hunger” Initiative to overcome hunger and malnutrition by 2025.** It is intended as a framework for governance reform to address all food and nutrition security dimensions. The Charter for the Prevention and Management of Food Crises in West Africa (PREGEC Charter), plus Chad and Mauritania, and the establishment of AGIR are part of this initiative;

• The most significant initiative in terms of food and nutrition security is the ECOWAS decision to provide the Community with a **Regional Food Security Reserve (RFSR)**. The Reserve is a genuine regional crisis management instrument based on solidarity and complementary to local-level stocks and national stocks. The RFSR is incorporated into the ECOWAS Revised Treaty.

3.8 Gaps to be addressed

Despite significant progress in the ECOWAP implementation, many challenges remain:

1- The reduction of food dependency: the more than USD three billion increase in the food balance trade deficit at the level of the region as a whole since the early 2000s shows that the pace of adaptation of regional supply to changing demand, in qualitative and quantitative terms, is still too slow to meet the challenge of regional food sovereignty;

2- The virtual lack of gender mainstreaming within the RAIP and NAIPs, coupled with weak “Gender and agriculture” diagnoses in West Africa. The need for a systematic and genuine integration of gender approaches is no longer debated; but the methods to do so, the human and institutional capacities and the resources are still strongly lacking. The creation of the Gender Network, in 2015, is now an opportunity to move forward;

3- The poor consideration of livestock and pastoralism and the need to define a common vision shared by the Sahelian and coastal countries, faced with different problems but with integrated pastoral and agro-pastoral farming systems on the productive level as well as on the commercial and health plan;

4- Inadequate consideration and enhancement of agro-ecological complementarities between countries which leads to a low valuation of

comparative advantages, particularly for animal products, rice, etc.;

5- Very little consideration of private sector actors, with the exception of family farmers. This deficiency is partly due to the low degree of organisation of these actors at regional level. Significant progress is being made in that area both in terms of the organisation of the actors and their representation in policy dialogue and consultations forums;

6- Despite considerable progress in policy dialogue and consultation with regional actors, many institutional obstacles still hamper the implementation of ECOWAP. The weakness of the resources mobilised by ECOWAS and the non-operational nature of ECOWADF, the inadequate alignment of technical and financial Partners with NAIPs and RAIP priorities, the difficulty for ECOWAS to exercise in-depth co-ordination of the multiple actors explain the delays and difficulties experienced in the implementation;

7- In the absence of a financial instrument recognised by the various stakeholders, the programmes are implemented through many channels, slowing down the implementation of ECOWAP, not facilitating the pooling of resources and increasing the complexity of the policy management and overall co-ordination;

8- Beyond the Regional Fund and public resources allocated by the States to the agricultural sector, the financing system for the agro-forestry-pastoral and fisheries sector, particularly family farms, and value chains (marketing, processing, storage, distribution) remains weak and is one of the main obstacles to investment and modernisation of agriculture, livestock and fisheries;

9- A set of instruments defined in the RAIP remains difficult to operationalise. If the regulatory aspects have progressed rapidly as they rely mainly on expertise, consensus-building and standards-setting, the incentive-based public policy instruments (support for intensification, market regulation, promotion of safety nets) are considerably more complex and time-consuming to implement and, above all, very expensive. The weakness of regional, national and local institutions as well as the lack of resources are factors of these challenges.

However, the RFSR, a major tool for the prevention and management of food crises and various programmes promoting innovations have been made possible;

10- The weakness of the land and pastoral security system. The regional framework for the elaboration and implementation of convergent land policies within ECOWAS has attempted a synthesis between different approaches but still comes up against strong reservations;

11- The weakness of the monitoring and evaluation system (M&E), which is strongly linked to the shortcomings of the national and regional information systems, prevents the monitoring of the agricultural policy performance, the results obtained in the various fields and the monitoring of compliance with stakeholder commitments recorded in the Compact.

THE INTERNATIONAL AND CONTINENTAL CONTEXT OF WEST AFRICAN AGRICULTURE

4.1 The international context

The surge in prices on world markets has sharply reminded us that West African agriculture and food security are part of an international context that the region cannot simply ignore. Thinking about the ECOWAP's orientations and prospects by 2025 therefore leads to considering the West African agricultural environment and assessing changes and transformations that could affect their development conditions. It seems more difficult than ever before to make a prognosis on what will be the international environment in which African agricultures will evolve. This environment mainly affects (I) the economic dynamics and, consequently, trade (especially import demand for West African products and price stability), (II) development assistance (volume, origins/destinations, conditionalities, etc.), (III) emergency humanitarian assistance (geographical priorities⁵); (IV) foreign private investment (volume, origins/destinations, sectors), and (V) the rise of multilateralism or, on the contrary, the retreat into national or regional spaces (whether in the area of trade or environment, etc.) combined with forms of protectionism.

A world between crises and major uncertainties

As soon as they emerged from a major economic and financial crisis, OECD countries are faced with new challenges. While the American continent seems to be returning to relatively high rates of economic growth, the European Union countries are experiencing positive but very low growth rates and some of them are still experiencing significant budget deficits despite the adoption of drastic adjustment measures.

Brazil and China, two of the major BRICKS countries that have greatly increased their development co-operation and trade relations with West Africa in recent years, are facing a sharp slowdown in their economic growth levels. The same is true in Russia, but for different reasons. The Middle East countries are facing a deep political and security crisis that is leading millions of people in refugee camps and hundreds of thousands trying to reach Europe by any means. Falling oil prices, conflicts and wars, the rise of terrorism have propelled a whole region, and the whole world, into great uncertainty, and so, for yet many years to come. No one can predict the outcome of these tensions and shocks and their impact on the world economy, the main commodity markets, the energy sector - crucial for agricultural development - on population flows, etc.

More unstable global markets

After a long period of low and relatively stable world food prices, markets were characterised by a twofold change: (I) food prices now in an upward trend over the medium and long terms and fuelled by uncertainties on the capacity of agricultural systems to meet the growing food requirements and non-food uses of agricultural products (especially energy); (II) higher price volatility or instability. These perspectives had multiple implications both for the conditions of agricultural development and in terms of the food risks and their management. At the end of 2015, the prices of the main agricultural commodities fell sharply from their highest level in 2008 and 2011, but they remain above the price levels of the first half of the 2000s.

⁵ A significant share of aid allocated to West Africa, notably due to recurrent food and nutrition crises, humanitarian aid channelled through WFP, UNICEF, ECHO, USAID, etc. could see its flows change radically and rather brutally, to the detriment of West Africa, due to the new emergencies arising from conflicts in the Middle East and the Near East, and natural disasters whose frequency and magnitude are increasing, in relation to climate change very likely.

4.2 The regional context

A rapidly expanding demand, diversifying and segmented, with more assertive requirements

The combined effect of (I) high population growth, (II) increasing urbanisation, (III) settlement transformation and migration, and (IV) income improvement and differentiation, are the main vectors of the transformation of agricultural economies and family farms. The future of the agricultural sector, the remuneration of investments and intermediate costs, and the remuneration of producers, of their families and, where applicable, their salaried labour are based on the food markets.

While growth in the urban demand is a tremendous opportunity to integrate family farms into local markets and regional markets, it must also be recognised that urbanisation of societies changes power relations and promotes policies of open trade. To capture these emerging markets, and make them the real drivers of agricultural growth and improved incomes and living conditions of rural people, local agriculture and value chains must be competitive enough to meet food imports from global market. However, attention must be paid to the indirect effects of this growing market weight on the agricultural transformation dynamics with the risk of an increasing imbalance between the areas that are well connected to markets and more landlocked areas. This includes the role of investment in infrastructure, public services, etc. to correct these risks of geographical inequalities and the increasing marginalisation of certain disadvantaged or landlocked areas.

The exhaustion of the agricultural growth model based on the expansion of crop areas

Projections made in 2007 (Farm) showed that the "area-based" growth model that the region had experienced between 1980 and 2005, could not be replicated again, due to the gradual saturation of the land,⁶ with major impacts at two levels: (I) the deterioration of land fertility with fallow decline and in the absence of an alternative

system for restoring soil fertility; and (II) because of the gradual saturation of areas, and the reduction of access roads with access to pastoralists or agro-pastoralists, leading to a rise in conflicts over the use of resources (grazing and water). The same study outlined four possible scenarios for the future, depending on how regional and international dynamics are combined. Above all, these scenarios showed that the region had only a decade to reverse the trends and base its agricultural growth on improving the productivity of productions destined for the regional food market. Eight years later, the least favourable scenarios seem to be at work because of the slow pace of change, because of policies and programmes that affect only a minority of producers and allow only a very partial agricultural transformation towards more productive, more competitive yet more sustainable agricultural systems, socially and environmentally.

Strong regionalisation of trade

The share of regional trade in ECOWAS member countries' external trade is low, ranging from 13% to 15 %. This ratio is not changing much, but agro-pastoral products make up a significant share of trade, the second post after hydrocarbons (ECOWAS, CILSS, LARES, ATP/ Trade Hub). The persistence of barriers to domestic trade is considered to be the main cause of this situation: these formal and informal, tariff and non-tariff barriers discourage economic agents from investing in the conquest of new regional markets. These same barriers are costly and affect the competitiveness of local products on regional markets. Consequently, despite the growth in intra-regional trade flows, the latter's share in the external trade of Member States is not very dynamic, whereas these trade flows are growing strongly and are sometimes the basis of the economy of certain sub-sectors (case of pastoral and agro-pastoral farming exploiting the complementarity of spaces and markets to the point where it is difficult to talk about livestock economics in the strictly national space). Effective liberalisation of intra-regional trade, combined with investments in commercial

⁶ The studies suggesting that the region has substantial land reserves are debatable. They generally consider areas as uncultivated whereas, in the absence of sustainable intensification models, these fallows constitute a method for rebuilding soil fertility. They also take little account of the "marginal" nature of part of the land that is under or not exploited at all and the poor quality of soil and its degree of degradation. Finally, they often consider a part of the courses that are fundamental elements for securing pastoralism as land potentially exploitable for farming

infrastructure are two major directions for connecting landlocked markets and coastal consumption basins which constitute the bulk of the dynamics of food demand.

Terrorism and insecurity: a structural factor?

Regional trade as well as production dynamics are strongly affected by the spread of insecurity induced by terrorist movements, mainly in Mali, Niger and Nigeria, and in neighbouring countries of Central and northern Africa with which West Africa maintains strong relations. In addition to the uncertainties, risks and human tragedies that come with the proliferation of terrorism, it has at least three strong and direct implications on the agricultural sector for many years:

(I) displacements of populations destabilise entire areas and mobilize national, regional and international resources to address emergencies and distress; (II) the control of circulation of weapons in the outer space is hardly compatible with the full opening of internal borders, and the free movement of persons and goods; (III) the costs of regional struggle against terrorist groups take up the scarce resources to the detriment of financing of development policies, which are nevertheless essential to offer prospects to the populations of the areas concerned.

4.3 Changing continental and international policy frameworks and commitments

4.3.1. The Malabo guidelines on agricultural transformation

Despite the economic growth and productivity increase in Africa for some time, agriculture (which accounts for 63% of household incomes and, on average 25% of Africa's Gross Domestic Product), is in a critical situation. The underperformance of the African agricultural sector has direct impact on the quality of life and human development indices of their populations. It is estimated that Africa's agricultural production would increase from USD 280 billion per year⁷ to USD 880 billion by 2030 if the obstacles to its agricultural development were removed. A growth of this kind could play a catalytic role in the demand for

upstream products, including fertilizers, seeds and pesticides. In addition, increased production can promote downstream activities, such as cereal processing, biofuel production and other forms of food processing. Together, these upstream and downstream activities could generate, by 2030, additional revenues of about USD 275 billion.⁸ Africa undoubtedly has a huge agricultural potential that could be fully exploited through a more favourable policy and regulatory framework.

Under the auspices of the African Union (AU), African leaders adopted, in June 2014 (Malabo, Equatorial Guinea) a declaration on the programme for agricultural transformation and food security in Africa for the decade 2015-25. They are committed to achieving a set of common goals in 2025. These commitments include accelerating growth and transformation as defined in the CAADP vision for the next ten years. The Malabo commitments will be strengthened through the integration of innovative funding mechanisms and private sector engagement in agricultural development on the continent. The Malabo declaration was accompanied by a commitment to measure, monitor and publish progress in the form of a CAADP Results Framework.

In line with the Malabo commitments, the agenda for the transformation includes the following objectives:

- Transformation of Africa's rural communities into prosperous centres of production and processing of food, fibres and forage crops through improved agricultural production/ productivity and access to domestic and foreign markets;
- Self-sufficiency of African nations in food production and reduction of prices for rural and urban populations through policy reforms stimulating production.

The priority areas of the Agenda for African agriculture transformation are:

- I)** Effective inputs supply systems
- II)** Innovative lending programmes for farmers
- III)** Building strong value chains for crops, livestock and fisheries: priority will be given, in this area, to the following activities:

⁷ Figures in 2010: http://www.afdb.org/fileadmin/uploads/afdb/Documents/Generic-Documents/Nourrir_l_Afrique_Plan_d_action_pour_la_transformation_de_l_agriculture_africaine.pdf

⁸ McKinsey – Lions on the move: the progress and potential of African economies.

- | | |
|--|--|
| <p>A. Dissemination of good associations between plant varieties /animal species and management of soil, crops or livestock</p> <p>B. Creating opportunities to enhance the value chain efficiency</p> <p>C. Training of farmers and commercialisation of small- and medium-scale agriculture</p> <p>D. Involving the private sector</p> | <p>V) Agricultural enterprises processing zones (AEPZ)</p> <p>VI) Young people in agro-food programmes</p> <p>VII) New policy interventions to develop agriculture for export</p> <p>VIII) Regional agricultural trade</p> <p>IX) Mitigating the effects of climate change</p> <p>X) Need to strengthen institutional capacity</p> |
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BOX 1: COMMITMENTS & OBJECTIVES SET BY THE ASSEMBLY OF HEADS OF STATE AND GOVERNMENT MEETING IN MALABO (2014)

- 1. Re-commitment to the principles and values of the CAADP process**
- 2. Re-engagement to improve the financing of investments in agriculture:**
 - (a) Compliance with the 10% target for public expenditure
 - (b) Operationalising the African Investment Bank
- 3. The commitment to eradicate hunger by 2025**
 - (a) At least doubling productivity (with emphasis on inputs, irrigation, mechanisation)
 - (b) Reduce PHL by at least half
 - (c) Nutrition: reduce stunting to 10%
- 4. The commitment to halving poverty by 2025, through inclusive agricultural growth and transformation**
 - (a) Support the agricultural sector growth in the annual GDP to at least 6%
 - (b) Establish and/or strengthen inclusive partnerships between the public and private sectors for value chains of at least five priority agricultural commodities that have strong linkages with smallholder farms
 - (c) Create employment opportunities for at least 30% of young people in agricultural value chains
 - (c) Entry and preferential participation of women and young people in lucrative and attractive agri-business
- 5. The will to promote inter-African trade in basic agricultural commodities and related services**
 - (a) Triple inter-African trade in agricultural products
 - (b) Accelerate the Continental Free Trade Area and the transition to a continental system of a common external tariff system
- 6. Commitment to strengthen resilience in livelihoods and production systems to climate variability and other related shocks**
 - (a) Ensure that by 2025 at least 30% of farmer/pastoralist households resist these shocks
 - (b) Increase investments for initiatives that build resilience, including social security for rural workers and other vulnerable social groups, as well as sensitive ecosystems
 - (c) Integrate risk management and resilience into investment policies, strategies and plans
- 7. Commitment to mutual accountability in relation to actions and results**
 - (a) Through the CAADP Results Framework - conduct a biennial evaluation of agricultural commodities

Source: African Union, 22nd ordinary session, 30-31 January 2014, Addis-Ababa, Ethiopia, Concept note: "2014, Year of agriculture and food security in Africa, marking the 10th anniversary of the adoption of the agricultural, development program (CAADP).

The year 2015 marked the completion point of the Millennium Development Goals (MDGs), the negotiation and adoption, within the framework of the United Nations,⁹ of 17 SDGs, Sustainable Development Goals, to end poverty, combat inequalities and injustice, and cope with climate change by 2030.¹⁰ Many goals have implications for the ECOWAS agricultural policy, especially for all aspects related to poverty reduction (SDG 1), gender equality (SDG 5), decent work and economic growth (SDG 7), responsible

consumption and production (SDG 12), aquatic life (SDG 14), etc. Other goals relate to certain dimensions of agricultural development, including energy, industry and infrastructure, which are essential for promoting efficient value chains. But, it is undoubtedly the SDG 2 "Zero Hunger" that provides the clearest international framework for ECOWAP and the Zero Hunger initiative in West Africa.

BOX 2: THE SUSTAINABLE DEVELOPMENT GOALS (SDGS)

On 25 September 2015, a new set of 17 global goals was adopted as part of a new sustainable development agenda, to eradicate poverty, protect the planet and ensure prosperity for all.

Goal 1: Eliminate poverty in all its forms and around the world

Goal 2: Eliminate hunger, ensure food security, improve nutrition and promote sustainable agriculture

Goal 3: Enable everyone to live in good health and promote the well-being for all at all ages

Goal 4: Ensure universal access to quality education on an equal footing, and promote opportunities for lifelong learning

Goal 5: Achieve gender equality and empower all women and girls

Goal 6: Ensure universal access to water and sanitation and ensure sustainable management of water resources

Goal 7: Ensure universal access to reliable, sustainable and modern energy services, and at an affordable cost

Goal 8: Promote sustained, shared and sustainable economic growth, full and productive employment and decent work for all

Goal 9: Build resilient infrastructure, promote sustainable industrialization that benefits all, and encourage innovation

Goal 10: Reduce inequalities in and across countries

Goal 11: Ensure that cities and human settlements are open to all, safe, resilient and sustainable

Goal 12: Establish sustainable consumption and production patterns

Goal 13: Take urgent action to address climate change and its impacts

Goal 14: Sustainable conservation and exploitation of oceans, seas and marine resources for sustainable development purposes

Goal 15: Preserve and restore terrestrial ecosystems, ensuring sustainable use, sustainable management of forests, combating desertification, halting and reversing the process of land degradation and halting the loss of biodiversity

Goal 16: Promote the advent of peaceful and open societies for sustainable development, ensure universal access to justice and establish effective, accountable and open institutions

Goal 17: Strengthen capacity to implement and revitalise the Global Partnership for Sustainable Development.

Source: <https://sustainabledevelopment.un.org/?menu=1300>

⁷ Sustainable Development Summit ; September 2015

⁸ Sustainable Development Agenda by 2030

STRATEGIC VISION FOR 2025

The Dakar Conference (November 2015) made it possible to discuss with Member States and all stakeholders the ECOWAP's necessary guidelines and adjustments to meet challenges by the year 2025, on the basis of developments in the West African, continental and international context, and in the light of the assessment and joint review of the ECOWAP implementation over the last ten years and their lessons. The AEWDR Specialised Ministerial Committee adopted these new orientations and defined a set of priorities, on the basis of which the 2025 Strategic Policy Framework and the 2016-20 RAIPFNS were established.

5.1 Issues and challenges for 2025

The international, continental and West African contextual analysis (see above) suggests that the main challenges and issues that prevailed at the adoption of ECOWAP in 2005 essentially remain relevant. But, it also identifies new challenges that the region has to face. On the basis of the Dakar Conference's conclusions and the AEWDR SMC's decisions, the issues and challenges are as follows.

5.1.1 Emerging issues at stake

The period 2008 – 2015 was characterised by the rise of new concerns that the countries and the region have tried to incorporate into the NAIPs and RAIP. The strategic orientation framework proposes to provide an integrated framework for the five-year RAIPFNS definition.

Reflection on the new issues encompasses two distinct dimensions. First, the sudden emergence of "emerging issues" in the debate on agricultural and food security policies over the last ten years. Then, the reflection on the leverage effects of agricultural policies at national and regional level to promote major and lasting structural changes.

Under the emerging themes to be included in the Investment Programmes for the next ten years, there are:

A. Combating hunger and malnutrition. Long underestimated in the Sahel and in West Africa in general, the extent of malnutrition was revealed by the food crises of the 2000s. Malnutrition, which is a complex and multi-factorial phenomenon cannot be addressed in the context of the agricultural policies alone. Cross-sectoral and multidimensional approaches are essential, notably because of the links with health, reproductive health, education, etc.

However, agricultural policies are concerned and must integrate the issue of nutrition through several aspects:

- a.** Improving livelihoods of the vulnerable households and promoting social safety nets, taking into account malnutrition of children, pregnant and breastfeeding women;
- b.** The diversification of food supply in general, particularly in those areas where family self-consumption remains a major food supply modality for rural households (promotion of market gardens, in particular);
- c.** The improvement of food quality, which requires efforts in two main areas: the area of varietal research and the area of commodity processing and preservation processes (food protection, fortification/supplementation - trace elements and vitamins -, food safety);
- d.** The targeting of interventions, at the level of zones, households and household members (gender-specific approach/women's task reduction, in particular).

B. Adaptation to climate change. The region is confronted with a dual phenomenon of climate change and variability, which affects agricultural performance, supply stability, occurrence of climate risks and consequently incomes and food security. The region's agenda is supported, in this area, by the work carried out at the Forum of Climate-smart Agriculture Stakeholders (Bamako, June 2015). The region promotes "**An integrated approach for the transformation and re-orientation of farming systems aimed at sustainably and equitably increasing agricultural productivity and incomes, enhancing adaptation and resilience to climate variability and change, and sequestering and/or reducing greenhouse gas emissions wherever possible and appropriate (...)**". It established the West African Alliance for CSA.

C. Strengthening resilience to food and nutrition insecurity. The successive agricultural, pastoral and food crises in the rural areas are gradually and abruptly weakening the capacity of rural and agricultural households to cope with subsequent shocks. These crises result in de-capitalisation phenomena that increase the vulnerability of households. The rapid increase in the population in rural areas contributes to this growing vulnerability by limiting the per capita resource base. In West Africa and particularly in the Sahel where economic opportunities are lower for farm households, it is estimated that nearly 50% of family farms are vulnerable to the slightest shock. Many of these farms have a very uncertain future and are already based on a combination of agricultural and rural activities (gathering wild fruits, trade, craft industry, wage labour, etc.).

D. Promoting employment, vocational training and securing the status of producers, farm workers, women and young people. More than ten million young people enter the labour market every year in West Africa. If the productive agricultural sector has limited capacity to absorb most of these young people, given the objectives of improving productivity and the absolute need to improve agricultural incomes; moreover, the promotion of agro-food value chains and the overall agricultural environment (research, advisory support, supply networks and service providers, etc.) are important opportunities in a context where the other sectors do not provide enough jobs to address this crucial challenge. This orientation has two major implications: (I) considerable investment in vocational training and (II) promotion of value chain

models that combine strong employment content (high labour intensity) and access to modern and appropriate technologies. The issue of vocational training also concerns agricultural producers, whereas a vast majority of young people settle in family farms without any qualification, whereas technical, legal and management skills are becoming crucial to consider in-depth agricultural transformation. Finally, the legal recognition of both male and female farmers and workers in the sector is a crucial element both in terms of professional recognition and in terms of access to social protection.

E. Systematic gender mainstreaming in agricultural development and value chains promotion policies and programmes. This question concerns the role of women and young people in ECOWAP, from the stages of consultation up to the implementation of concrete programmes and reforms of regulatory frameworks. If the gender issue is no longer debated, its effective mainstreaming remains very low, whereas the place of women in the processes of production, processing, marketing and distribution of products is recognised as central. Beyond the question of equity, it is also for ECOWAP a strategic issue in terms of impacts.

F. Promotion of competitive and inclusive value chains. The underlying trends in food demand illustrate the importance of structuring and organising value chains, from production to consumers. This is the cost at which production can satisfy regional demand both quantitatively and qualitatively. National initiatives to organise commodity chains need to be extended at the regional level for all value chains that are based on regional trade. The Dakar conference expanded the scope of regional strategic products by incorporating milk, livestock products more generally (meats, by-products), rice, fruit and vegetables. On the other hand, countries have expressed their willingness to co-operate better in the field of export products for which the challenges relate to adaptation to international standards, changes in trade regimes, involvement in international negotiations, commercial negotiation capacity building, etc. Finally, and this goes beyond the strictly agricultural field, the emphasis is on improving the business environment to stimulate private investment and secure it (regulatory and legal framework, trade environment, fight against corruption, etc.).

These themes have already been taken into account either directly in the NAIPs, or in specific initiatives of the regional and international community. This is particularly the case of the problem of strengthening the resilience of households and communities, which is the subject matter of the Global Alliance for Resilience - Sahel and West Africa (AGIR).

Under the reforms of agricultural policies intervention methods, the following crucial aspects have been highlighted and are receiving special attention for the next ten years:

G. Cross-sector governance The challenges of agricultural development are inseparable from the wider challenges of rural development, land use planning and local development. Besides, many issues, particularly those related to food security, nutrition, food safety, environmental and natural resources management, development of infrastructure and market functioning do not fall within the prerogatives of the ministries of agriculture alone. These issues require cross-sectoral approaches and trade-offs. Institutional fragilities complicate these multi-dimensional, cross-sectoral and multi-stakeholder approaches. They are however essential for improving policy consistency and their capacity to drive structural changes.

H. Dialogue on the complementarities of national agricultural systems. The region has a wide range of agro-ecological and climatic zones which allowed for historical specialisations and also explains the main intra-community trade flows. But the countries often tend to consider their agricultural development perspectives in a strictly national context, by seeking ways of achieving self-sufficiency. In this regard, the two most symptomatic examples are rice and livestock products. The RAIPFNS will be the occasion for a regional dialogue on the forms of specialisation and complementarities of agriculture which should be sought for the benefit of all countries.

I. Funding for the agro-forestry-pastoral and fisheries sector. The debate was very much focused on the share of public expenditure allocated to agriculture and the respect of commitments made by the Heads of State in Maputo. While this issue remains crucial, given the discrepancy between the size of the sector and the role of the State on the one hand, and the public resources devoted to agriculture, on the other hand, the debate on

financing must be broadened with a view to ensuring that each economic actor in the sector – producers, producer organisations and value chain agents – has access to financial services adapted to their investment and financing needs. The private sector which is often called upon to compensate for the public budget difficulties also has very few resources of its own and needs appropriate financing mechanisms. Consequently, three debates will be held at the RAIPFNS development stage: (I) what are the funding modalities adapted to the different categories of needs? (II) How to re-mobilise the banking sector in a sector historically considered unprofitable, expensive and highly risky? (III) In that context, what is the role of national and regional public authorities, and what instruments and incentives can be mobilised?

J. Upgrading of information systems. ECOAGRIS is based on the existence, proper functioning and reliability of national information systems that can provide data on the different agricultural, food and nutrition security, natural resource management and market functioning parameters. Today, very few countries have such comprehensive, reliable and sustainable information systems. These gaps penalize diagnoses, policy and programme management and the assessment of results and impacts. They undermine the use of the *Cadre harmonisé*, which is recognised as a common methodology for assessing vulnerability and food and nutrition crises. The region's objective is to fully address these gaps by the year 2025, by taking advantage of the new opportunities offered by information and communication technologies.

5.1.2 Four major challenges

Food security remains, in this region more than in any other parts of the world, the priority goal of West African agriculture. While the agricultural sector is the first economic sector (importance in GDP, share of employment and incomes), it remains paradoxical that the region still has to import the equivalent of 20% of its food requirements. Its food trade balance (excluding cotton and rubber) shows a deficit of USD 3 billion (Source: FAOSTAT).

The magnitude of rural poverty continues to push for agricultural development strategies that move the households out of poverty, the main cause of food insecurity.

In 2025, i.e., in 10 years from now, the region will have more than 450 million inhabitants. Almost half of them will be living in cities and will cover their food needs through supplies from the markets. This food demand is the main economic driver for the West African agricultural and food sector transformation. The re-construction of the West African settlement with major migrations and a concentration of populations on the coastal strip gives the regional market a central and crucial role in the connection between regional supply and demand. Food requirements are expected to increase by around 50% between 2015-25. West Africa has been and remains one of the first victims of climate change. While land resources are gradually being reduced due to the steady expansion of cultivated land and livestock, regional agricultures must imperatively invent sustainable intensification ways that preserve the soil, water and biodiversity, while greatly increasing the productivity of capital and labour and remaining competitive to enable consumers to feed themselves properly and affordably.

Four major challenges are facing the region:

- a. Ensure food security and sovereignty and cover the nutritional needs of the population**, in a context of high population growth and urbanisation which give a central role to markets, especially to regional markets;
- b. Modernise family farms, increase their resilience and better integrate them into the markets**, by taking into account employment poverty reduction issues, the diversity of family farms, their trajectories and prospects;
- c. Promote itineraries for the intensification of sustainable and climate-friendly production systems (CSA)** in a context of great diversity of high agro-ecological zones;
- d. Structure and develop efficient, labour-intensive value chains** to meet the challenge of employment, based on contractualisation and fairness in trade relations.

5.2 A clear vision of agricultural development

ECOWAP is based on a vision of the regional agricultural development:

"The agricultural policy is based on the perspective of a modern and sustainable agriculture, the effectiveness and efficiency of family farms and the promotion of agribusinesses through involvement of the private sector. Productive and competitive on the intra-community and international markets, it must ensure food security and provide decent incomes to its workers".

The Dakar international conference reaffirmed this overall vision, but felt that it should be clarified or specified in the light of the new challenges which have gradually emerged in recent years and which will remain central concerns at least for the next ten years. Four concerns were raised:

- integrating the concept of food sovereignty;
- integrating nutrition as an inseparable complement to food security;
- integrate climate-sensitivity of agriculture and resilience at different scales, from the household to the regional community;
- clarify the wording on the farming model and explain the contractual and fair nature of the expected relationship between family producers and enterprises involved in the sphere of production, both upstream and downstream.

The vision of the 2025 Strategic Policy Framework is expressed as follows:

"A modern and competitive agro-forestry-pastoral and fisheries sector, inclusive and sustainable, guaranteeing decent jobs, food & nutrition security and food sovereignty"

- a. The term "modern"** encompasses the modernisation of family farms and the introduction of the private sector, particularly on the various links in value chains;
- b. The term "competitive"** refers to the control of production costs and transaction costs along the value chains for products destined for regional markets and international markets. It refers to all the elements of competitiveness (price, non-price);
- c. The term "inclusive"** refers to equity between men and women and the integration of young people;
- d. The term "sustainable"** covers issues related to the sustainability of production, processing, storage and distribution systems, and the promotion of climate-smart agriculture (CSA);
- e. The term "guarantor of decent jobs"** refers to models of development with high levels of employment (production and value chains), trained, well paid and with status and social protection;
- f. The term "food and nutrition security"** refers to an adequate, diversified and quality food supply and, more generally, to the various constituent parameters of FNS (see international definition);
- g. The term "food sovereignty"** refers to the region's right and duty to develop and implement its own food policies based on reducing the dependency on imports of strategic products in food systems and a positive agricultural and agri-food trade balance.

5.3 Review and adaptation of ECOWAP principles

ECOWAP is based on the following principles:

The principle of **subsidiarity**, according to which the regional level deals only with what cannot be better dealt with at national or local level. This principle implies, inter alia, that the "national competence is the rule, the community competence, the exception."

The principle of **proportionality** which implies that the action of the community must not exceed what is necessary to achieve the Treaty's objectives. Its application must make it possible, inter alia, to avoid imposing on a member country too restrictive rules or excessive efforts in relation to what would be reasonable or effective.

The principle of **complementarity** makes it possible to take into account the comparative advantages of the different countries and production basins and give a geographical dimension to the agricultural policy at the same time as it makes it possible to give a proactive orientation to public investments and foreign aid.

The principle of **regionality** according to which the Community only deals with matters that concern at least two Member States;

The principle of **solidarity** according to which the Community guarantees a minimum cohesion amongst its members and pools a set of financial, human and institutional resources in order to reduce disparities between them;

The principle of **partnership and consultation** aims at ensuring ongoing involvement of agricultural sector actors in the implementation, monitoring and evaluation and possible reforms of the agricultural policy of the Community. The search for synergy, the quest for efficiency in the implementation of the various strategies suggest a sharing of responsibilities based on the experiences and achievements of the various actors and institutions active in the sector, as well as a major co-ordination effort.

The principle of **progressivity** implies a gradual approach to take account of national situations and particular interests.

These principles, which have generally guided the ECOWAP implementation, and more

specifically the RAIP positioning in relation to the NAIPs remain valid and guide the orientations of the 2025 Strategic Policy Framework and the design of the 2016-20 RAIPFNS.

However, it was decided to introduce **an additional principle on inclusiveness, gender equality and positive discrimination**, within the framework of the 2025 Strategic Orientation Framework (SOF).

5.4 Review of the core tasks of the regional level

In the light of these principles, three main tasks are assigned to the regional level:

a. Management of interdependencies amongst countries. This mission is essential in a context where agriculture and markets are strongly connected. Programmes to ease trade in agricultural and food products, structure value chains at the regional level, manage border areas, etc. are part of this mission.

b. Co-operation around common issues. This is one of the key missions which have been deployed since 2005 and which was to develop institutional, human and financial capacities to help the States and actors pool means of action (research, information, training, ability to manage crises, etc.), streamline and increase the efficiency of national and regional resources;

c. Management of the region's relations with the rest of the world. This mission concerns more particularly the trade dimensions (taking account of agricultural and food specificities in the Customs Union and CET), international negotiations on trade, the environment and climate change, financing for agriculture and development assistance.

5.5 Overall and specific objectives

This section includes a review of the overall and specific objectives assigned to ECOWAP in 2005 and their adaptation for 2025.

5.5.1 Overall and specific objectives assigned to ECOWAP in 2005

Overall objective

The overall objective of ECOWAP is to sustainably contribute to the satisfaction of the food needs of the people, economic and social development and poverty reduction in Member States, as well as inequalities between territories, zones and countries.

Seven specific objectives

The ECOWAP's overall objective is broken down into seven specific objectives:

Specific objective 1 (SO1): Ensure the food security of West African rural and urban populations and the health quality of products, as part of an approach guaranteeing the food sovereignty of the region;

Specific objective 2 (SO2): reduce dependence on imports by giving priority to food production and processing by enhancing and exploiting complementarities and comparative advantages within the region while taking account of specificities of island or landlocked character of certain rural areas or countries;

Specific objective 3 (SO3): promote equitable economic and commercial integration of agricultural holdings in national, regional and international markets in order to improve the incomes of the agricultural population, in particular women's incomes;

Specific objective 4 (SO4): develop human capacities, create jobs and guarantee income upstream and downstream of production, and contribute to the development of services in rural areas, particularly in the health sector, with particular attention to the fight against pandemics: HIV/AIDS, malaria, etc., in order to improve the living conditions of the rural populations and, in particular, for women;

Specific objective 5 (SO5): ensure an intensification of production systems, adapted to the different agro-ecological contexts, in order to ensure the production growth while valorising and preserving natural resources and biodiversity;

Specific objective 6 (SO6): contribute to reducing the vulnerability of West African economies and to limiting factors of regional instability and insecurity, particularly in the area of natural disasters and in areas related to peace, security and good governance;

Specific objective 7 (SO7): contribute to equipping West African agriculture with funding mechanisms appropriate to the diversity of farms and value chains and the multiplicity of investment needs.

5.5.2 Overall and specific objectives of the 2025 Strategic Policy Framework

By 2025, the ECOWAP Strategic Policy Framework pursues the following objectives, in the light of the new challenges and priorities identified by the Ministers of Agriculture.

Overall objective

The overall objective of the 2025 Strategic Policy Framework is to "contribute in a sustainably way to meeting the food and nutritional needs of the population, economic and social development and poverty reduction in the Member States, and inequalities between territories, zones and countries".

Four specific objectives

This overall objective is broken down into four specific objectives:

Specific objective 1 (SO1): Contribute to increasing agro-forestry-pastoral and fisheries productivity and production through diversified and sustainable production systems, and to reducing post-production losses;

Specific objective 2 (SO2): Promote contractual, inclusive and competitive agricultural and food value chains oriented towards regional and international demand, with a view to the regional market integration;

Specific objective 3 (SO3): Improve access to food, nutrition and resilience for the vulnerable populations;

Specific objective 4 (SO4): Improve the business environment, governance and funding mechanisms of the agricultural and food sector.

The aim of specific objective 1 is to boost production increase, improve the productivity and competitiveness of priority agro-forestry-pastoral and fisheries productions. This dynamic must be based on the promotion of diversified and sustainable production systems, ensuring the protection of human rights and natural resources. They need to be adapted to climate change and variability and, given the challenges of inclusive growth, they should be providers of decent, well paid jobs. Finally, the modernisation of farming systems should result in a sharp reduction in gender inequalities.

The aim of specific objective 2 is to support the structuring of transnational value chains with a high intensity of professional workforce and having appropriate technologies. These value chains will have to rely on well-organised producer organisations, economic agents and efficient inter-professional arrangements guaranteeing contractual, predictable and equitable relations amongst the various actors. They should make it possible to meet the quantitative and qualitative consumer demand in the context of an open, competitive and regulated regional market, and a Customs Union tailored to the specific characteristics of agricultural and food products.

Under specific objective 3, it is required to ensure access to food for the poor and/or people facing food and nutritional crises, and to strengthen the resilience of vulnerable rural households through social protection, increasing livelihoods, combating malnutrition, reducing and managing economic and environmental risks.

Specific Objective 4 aims to improve the agricultural and food sector governance through alignment of initiatives and interventions with the ECOWAP 2025 Strategic Orientation Framework, ensure stakeholder co-ordination, institutional and stakeholder capacity-building, cross-sector co-ordination at different scales and the establishment of sustainable funding mechanisms for the agricultural and food sector and, more broadly, to improve the climate of incentives for the private sector to invest. Finally, the aim is to ensure steering and efficient monitoring and evaluation of the policy and programmes and to develop an approach based on stakeholder mutual accountability.

Strategic pillars

The "ECOWAP 2005-15" implementation was based on three strategic pillars:

- Increasing productivity and competitiveness of agriculture;
- Implementation of an intra-community trade regime;
- Adaptation of the external trade regime.

The last two strategic areas were justified in the absence of a common trade policy and in the particular expectations of the agricultural and food sector in this regard. In that area, the context has changed considerably since the region now has a Customs Union with a Common External Tariff, the content of which has been strongly influenced by the actions carried out by the DAEWR, with the Department of Trade, Customs and Free Movement. Moreover, significant efforts have been made to move towards a genuine free trade area (implementation of the principles of free movement of goods and people within ECOWAS).

Thus, the 2025 Strategic Policy Framework proposes to restructure the areas of intervention in order to adapt them to this changing context and to allow a more coherent management of the specific objectives as formulated for the period 2016-2025. This formulation is in keeping with the guidelines adopted by ECOWAS and the regional stakeholders when drawing up the methodological framework for the NAIP-FNS and RAIPFNS elaboration.

STRATEGIC PILLAR 1:

Contribute to increasing agro-forestry-pastoral and fisheries production and productivity through diversified and sustainable production systems, and to reducing post-production losses

This strategic pillar focuses on production, namely agro-forestry-pastoral and fisheries farms, land issues and management of natural resources (soils, water, forest and bio-diversity, marine and river areas, etc.), their production system, the upstream sector (seed, input and equipment supply), farm financing and management of climate and market risks, agricultural research and advisory support, knowledge management, climate change adaptation and resilience, reduction of post-harvest losses (a dimension that also concerns Pillar 2), protection of producers' incomes and guarantee of decent jobs, etc.

Priority products are products that are considered to be strategic at the regional level, due to: (I) their central place in diets, and consequently, in meeting the food sovereignty objective of the region; (II) sub-regional market connections and the importance of the foreign trade policy; (III) impacts of national incentive policies (targeted input subsidy, for example) on

production costs and competitiveness at country and neighbouring country level; (IV) expected gains from a pooling of national efforts, particularly in the area of research, capitalisation and sharing of best practices; etc.

Strategic Pillar 1 is the core of an agricultural policy, especially at the national level (subsidiarity principle) for crop production. However, many dimensions require additional interventions at the regional level, notably on the regulatory field. But there are two sub-sectors for which the regional level is absolutely essential or even determinant: the ruminant breeding sub-sector and the fisheries sub-sector, for which efforts have been very insufficient in the first decade of the ECOWAP. In the case of livestock, the region has a genuine integrated production and marketing system on the West African scale, with numerous inter-relations both in terms of natural resources and in terms of markets. In the case of sea and river fishing, the shared (and threatened) nature of the resource requires co-ordination and harmonisation of national approaches. The region must also work to put in place a framework for the professionalisation of agriculture.

STRATEGIC PILLAR 2:

Promote contractual, inclusive and competitive agricultural and food value chains oriented towards regional and international demand, and with a view to integrating the regional market

This strategic line focuses on the organisation and structuring of regional value chains of strategic agricultural and food products, from the collection and marketing of commodities at the level of producer organisations to distribution.

It integrates institutional issues, technological issues, quality, standards and traceability, promotion of the image of regional products, financing for the economic agents, the functioning of regional markets and management of the regional market and international markets interface, both for export and import (see below on cross-sectoral dimensions). Unlike the first generation RAIP, the 2025 Strategic Orientation Framework includes export value chains around which several countries choose to co-operate both technically (research, standards, etc.), and at the level of joint investments in the processing and valorisation of products, and finally at the level of specific international negotiations (case

of cotton in the WTO).

This strategic pillar is fundamental insofar as it must make it possible to accelerate the adaptation of agricultural and food supply to a demand which is rapidly changing due to population growth, urbanisation, differentiation of incomes and changes in feeding practices induced by these latter two factors. Pillar 1, which is oriented towards the production dimension, is complemented by Pillar 2 focused on products processing, storage, preservation, packaging and distribution. It is in this area that ECOWAS considers that the private sector investment should be concentrated. It is also an area requiring appropriate financing instruments for investment and current activity, as well as a regulatory, legal and institutional framework conducive to long-term investment.

There are multiple approaches to organising and structuring value chains based on different models. ECOWAS is promoting approaches based on a few principles:

- Building the capacities of the various categories of actors so that they may have the capacity to negotiate with other economic agents in the value chain;
- The contractualisation of relations between producers, their economic organisations and other agents upstream and downstream of production, within the framework of clear, inclusive and efficient institutional arrangements;
- Fairness and predictability of contracts within the value chain;
- Encouraging the installation/modernisation of craft enterprises, SMEs and SMIs which combine a strong employment content and suitable technologies.

Particularly strategic agri-food value chains for women and their economic status - to be given specific support - will be defined within the RAIPFNS framework.

STRATEGIC PILLAR 3:

Improve access to food, nutrition and resilience of vulnerable populations

Increase production and improve the functioning of markets are two basic dimensions of food security and sovereignty. But, chronic food insecurity in West Africa is mainly due to poor access to food and a combination of factors affecting the nutritional status of children, pregnant and lactating women, and the elderly.

These difficulties stem from (I) low incomes (in rural and urban areas); (II) a capital allocation (mainly land and livestock) that is insufficient to generate enough products that are consumed by the household or placed on the market; (III) disparities in access to basic social amenities (health, education, access to drinking water and sanitation) in rural areas, which has a major impact on malnutrition, despite the significant progress made over the last 15 years. Finally, the successive shocks to which a large part of the rural populations in the Sahelian and Sudano-Sahelian zones is subjected, cause major cyclical crises that affect the livelihoods of the most vulnerable households and gradually reduce their capacity to cope with subsequent shocks. This third pillar therefore addresses the food and nutrition insecurity dimensions, both in its structural or chronic and cyclical dimensions. These concerns have played an important role since the 2008 food crisis, particularly in the Sahelian countries. However, there are still significant disparities between the countries in terms of the warning capacity and especially the capacity to respond to crises. International humanitarian agencies and development agencies are heavily involved in addressing these issues and innovations in crisis management, with significant problems of coordinating interventions and sustaining experienced innovations (including cash transfers). There is therefore an important need for Member States to take ownership and build a collective capacity in West Africa to face these challenges. This pillar includes support for the promotion of special safety nets directed at food and nutrition security, strengthening the capacities of States and national actors as well as sharing knowledge and best practices in these areas, promoting nutrition-sensitive agricultural programmes, programmes for enhancing the resilience of vulnerable households, developing information and early warning systems, promoting crisis response capacities, especially the implementation of the regional security storage strategy, including the regional reserve, national stocks and community-based stocks.

STRATEGIC PILLAR 4:
Improve the business environment, governance and funding mechanisms of the agricultural and food sectors

This strategic area covers the cross-cutting dimensions of the RAIPFNS which intersect with several of the first three strategic areas. These include issues related to agriculture financing addressed holistically in this strategic line, creating a regulatory environment and, more broadly a business climate conducive to private sector investment, upgrading of information systems, development of the capacities of public institutions and professional and civil society organisations, driving and leadership of new initiatives in line with the priorities set by the Ministers of Agriculture in November 2015 (youth development, promotion of local milk sectors, the rice initiative and promotion of employment).

As part of the CAADP implementation, the financing issue focused on increasing budget allocations by Member States to the agricultural sector, with the target of 10% of public spending allocated to agriculture (Maputo Declaration). These national resources were to be supplemented by donor and private sector contributions. The main objective was to finance the cost of investments and the different NAIP and RAIP programmes.

This approach has taken little account of the question of financial services responding to the structural funding needs of the activity of the economic agents in the sector: producers, processors and storage managers, etc. In West Africa, like elsewhere in the world, every agricultural producer and economic agent of the value chains, and supplier of inputs or equipment must have adequate and competitive banking and financial services delivered by institutions of which it is the business to deliver such services, and which allow them to conduct their activity in normal conditions and invest: roughly, they need capital (that can be depreciated over several cropping seasons) and cash to finance the production cycle.

The massive transformation of the agro-forestry-pastoral and fisheries sector implies modernisation and investment in increasing the productivity of a vast majority of family farms. Similarly, the development of value chains making it possible to place food products on the

market that meet consumers' expectations implies a modernisation of the links downstream of production: modernisation of individual enterprises, SMEs and SMIs, or even the development of agro-industries. In all cases, the issue of financial services and risk management is at the heart of this transformation strategy. It requires a strong coherence between the financing of public services and the orientations chosen by the State and stakeholders, and the financing of the economic activity of agents in the sector.

This strategic focus also includes the ECOWAP/CAADP and RAIPFNS steering mechanism, the implementation arrangement of the monitoring and evaluation system and mutual accountability, the RAIPFNS funding mechanism, institutional capacity building and training of human resources of the various stakeholders in the ECOWAP implementation, development of information and decision support systems. Co-ordination issues are one of the main keys and touch on multiple

aspects: (I) co-ordination between Member States on the coherence and complementarities of their approaches and priorities; (II) cross-institutional co-ordination (between ECOWAS, UEMOA, CILSS, CORAF/ WECARD, etc.); (III) Inter-Departmental co-ordination within the ECOWAS Commission to look into and arbitrate cross-sector issues; (IV) co-ordination of external support with the ECOWAP Donors' Group, etc.

5.5.4 Overview of the intervention logic

The following table presents the expected results for each of the specific objectives. These results are broken down into activities and actions within the framework of the two five-year plans (RAIPFNS 2016-20 and 2021-25).

TABLE 1: INTERVENTION LOGIC OF THE 2025 STRATEGIC ORIENTATION FRAMEWORK

SPECIFIC OBJECTIVES	EXPECTED RESULTS
SO 1 "Contribute to increasing agro-forestry-pastoral and fisheries productivity and production through diversified and sustainable production systems, and reducing post-production losses"	RESULT 1.1 Agro-forestry-pastoral and fisheries productivity and production are increased
	RESULT 1.2 Production systems and techniques are adapted to climate change and the management of natural resources for agro-forestry-pastoral and fisheries exploitation purposes is improved and sustainable
	RESULT 1.3 Post-production losses are reduced
	RESULT 1.4 Decent employment and incomes are increased
	RESULT 1.5 Gender inequalities are reduced
SO 2 "Promote contractual, inclusive and competitive agricultural and agri-food value chains oriented towards regional and international demand, with a view to the regional market integration"	RESULT 2.1 Market functioning is improved and trade barriers are reduced
	RESULT 2.2 Agro-food processing units are able to meet the needs and requirements of the regional and international market
	RESULT 2.3 Value chains that provide remunerative jobs are structured
	RESULT 2.4 The business environment encourages innovation and investment (see SO 4)

TABLE 1 (CONTINUED)

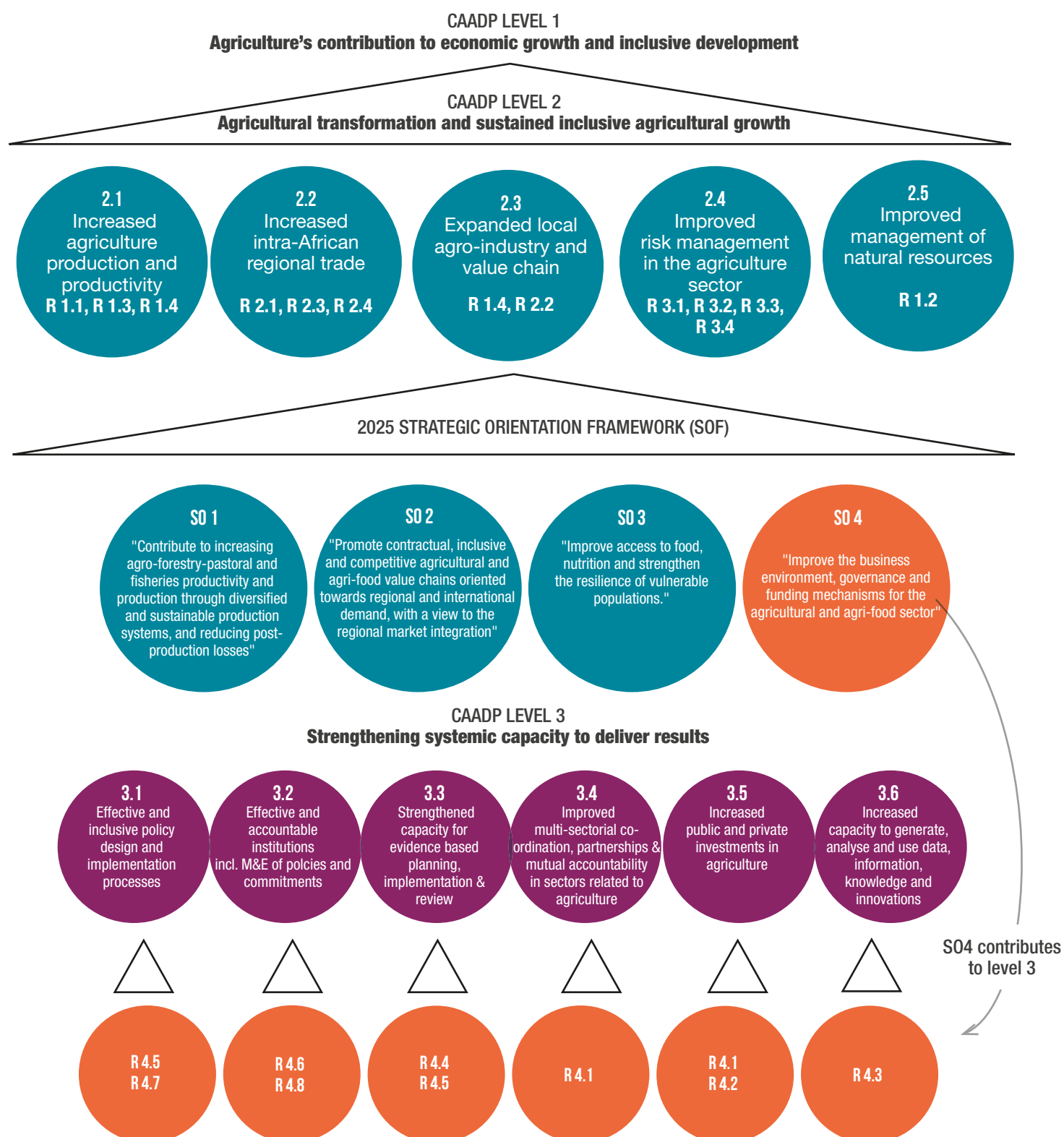
SPECIFIC OBJECTIVES	EXPECTED RESULTS
SO 3 "Improve access to food, nutrition and strengthen the resilience of vulnerable populations"	RESULT 3.1 The resilience of households is enhanced and their vulnerability to chronic food and nutrition insecurity is reduced
	RESULT 3.2 Integration of nutrition into agricultural & food programmes contributes to the implementation of comprehensive strategies to combat malnutrition
	RESULT 3.3 Prevention and management of cyclical food and nutrition crises is ensured
	RESULT 3.4 The governance of food and nutrition security is strengthened within the framework of the "Zero Hunger" vision
SO 4 "Improve the business environment, governance and funding mechanisms for the agricultural and agri-food sector"	RESULT 4.1 The financing needs of the agricultural and agri-food sector are covered, and financial services are adapted to the needs of the different actors in the sector
	RESULT 4.2 The business environment of agricultural and agri-food value chains is incentive and encourages increased private investments
	RESULT 4.3 National and regional information systems are fully functional and provide relevant decision support
	RESULT 4.4 The different stakeholders have (technical, organisational, financial and management capacities to carry out their professional activities
	RESULT 4.5 Public institutions have capacities and assume their gender-sensitive planning and budgeting, monitoring and evaluation and mutual accountability roles
	RESULT 4.6 The different stakeholders have technical, organisational and financial management capacities and play their full roles in the design, steering, implementation and co-ordination of NAIPFNS/RAIPFNS
	RESULT 4.7 Initiatives targeted at regional priorities catalyse stakeholder efforts

5.5.5 Linking the ECOWAP 2025 Strategic Orientation Framework to the CAADP

The following figure shows the linkages and correspondences between the strategic guidelines defined at the continental level and the results

framework adopted by West Africa for 2025. The three first specific objectives contribute to the results of level 2 of the continental CAADP framework, whereas the results of specific objective 4 of the SOF fall within the CAADP framework level 3 "Strengthening systems capacity to produce results".

FIGURE 1
LINKING THE ECOWAP 2025 STRATEGIC ORIENTATION FRAMEWORK (SOF) TO THE CONTINENTAL CAADP



Results framework of the ECOWAP 2025 Strategic Orientation Framework

The following table sets out the targets for 2025 for each of the strategic objectives, as well as the indicator for measuring progress.

TABLE 2: RESULTS FRAMEWORK OF THE 2025 STRATEGIC ORIENTATION FRAMEWORK (SOF)

OBJECTIVES	AREAS COVERED	TARGET 2025	INDICATOR
OVERALL OBJECTIVE "Sustainably contribute to meeting the population's food and nutrition needs, economic and social development and poverty reduction in Member States, as well as inequalities between territories, zones and countries"	All	See below	
S01 "Contribute to increasing diversified and sustainable agro-forestry-pastoral and fisheries productivity and production, and reducing post-production losses"	Increased production Improved productivity Reduced post-production losses Sustainable resource management and adaptation to climate change	Doubling of production and improvement of the productivity of the main agro-forestry-pastoral and fisheries productions	Rate of increase in production Rate of increase in productivity
S02 "Promote contractual, inclusive and competitive agricultural and agri-food value chains oriented towards regional and international demand, and with a view to the regional market integration"	Value chains / contractualisation Processing/distribution Competitiveness Market functioning Private investments	Balance of the agri-food trade balance (from a deficit of USD 3 billion to 0)	A trade balance deficit reduction rate
S03 "Improve access to food, nutrition and resilience of vulnerable populations"	Vulnerability, resilience Food crisis Nutrition Social protection FNS governance	The Global Hunger Index (GHI) has moved from "serious" (between 20 and 35) to "low" (<10) level	Rate of decrease in the GHI
S04 "Improve the business environment, governance and funding mechanisms for the agricultural and agri-food sector"	Financing Capacity-building Business climate Gender Other cross-cutting issues Governance, co-ordination, steering Monitoring and Evaluation	The level of implementation of the targets in the SOF is at least at 75 %	RAIPFNS implementation rate

INSTITUTIONAL ARRANGEMENTS AND FINANCIAL MECHANISM

6.1 ECOWAP and RAIPFNS leadership

The ECOWAS statutory bodies are the orientation and ultimate decision-making body of the regional agricultural policy. The Specialised Ministerial Committee for Agriculture, Environment and Water Resources (SMC/AEWR), in its technical and ministerial component, makes the annual and multi-annual decisions regarding the implementation of the RAIPFNS. It assesses the decisions to be submitted to the statutory Council of Ministers and the Authority of Heads of State.

The ECOWAP steering system is based on the principle of systematic consultation amongst stakeholders, including States, the ECOWAS Commission, networks of organisations of producers, pastoralists and fishermen, women's networks (Gender Group), civil society organisations and the private sector.

Being involved in the ECOWAP financing and implementation, the technical and financial partners, on the one hand, and the sub-regional technical co-operation organisations, on the other, are also involved in the consultations.

The Consultative Committee for Agriculture and Food (CCAF) is the framework within which this consultation is taking place. The technical and thematic task forces complete the mechanism; they focus on the technical aspects of the issues debated and the preparation of the various scenarios submitted for arbitration, where appropriate.

ECOWAP had provided for the establishment of an Inter-Departmental Committee for Agriculture and Food, in charge of inter-departmental trade-offs within the ECOWAS Commission. Although it has never been formally instituted, more informal practices have allowed the Commissioners and Directors to consult and deal with issues common to several sectors (Industry and Private Sector; Trade, Customs and Free Movement;

Humanitarian Affairs, etc.). The need for consultation and co-ordination remains very important for the next ten years. It will therefore be necessary to decide on the best way to respond.

BOX 3 : REGULATIONS RELATING TO THE INSTITUTIONAL ARRANGEMENTS

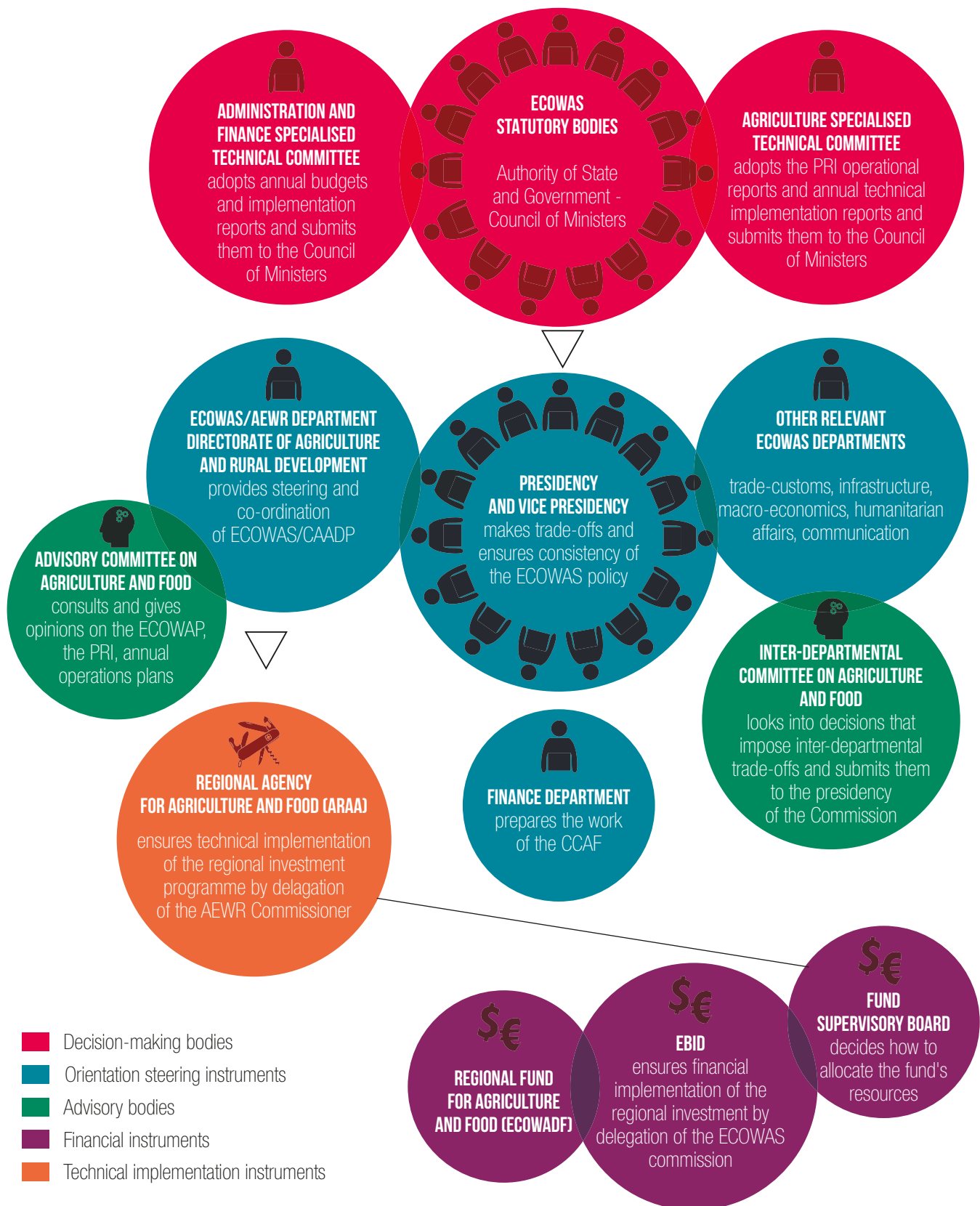
The Regional Food Security Reserve was established by Additional Act N°A/SA.2/02/13, a decision taken at the 42nd Ordinary Session of the Authority of Heads of State (Yamoussoukro, 27-28 February 2013).

Regulation C/ REG.3/08/11 establishes the Advisory Committee on Agriculture and Food, pursuant to the decisions of the 66th Ordinary Session of the Council of Ministers (August 2011).

Regulation C/ REG.2/08/11 establishes the Regional Fund for Agriculture and Food, pursuant to the decisions of the 66th Ordinary Session of the Council of Ministers (August 2011).

Regulation C/ REG.1/08/11 establishes the Regional Agency for Agriculture and Food, pursuant to the decisions of the 66th Ordinary Session of the Council of Ministers (August 2011).

The following diagramme recalls the overall institutional framework for ECOWAP orientation, management, implementation and monitoring and evaluation.

FIGURE 2 - ECOWAP INSTITUTIONAL FRAMEWORK

6.2 Implementing ECOWAP and RAIPFNS

The overall responsibility of the implementation of ECOWAP falls under the DAEWR /DARD. The ECOWAP's operationalisation is based (I) on the 15 NAIPFNS implemented at the country level and (II) on the RAIPFNS at the regional level.

The NAIP-FNS are under the responsibility of the Member State, through the Ministry of Agriculture.

The RAIPFNS combines:

- Investment and development programmes;
- Public policy measures/instruments include:
 - a. The regulatory framework** for carrying out activities, often called by the broad generic term of "improvement of business climate";
 - b. Incentives**, which help to guide the actors according to the priorities chosen in the name of the general interest: choice of productions, choice of the intensification model, introduction of certain technical, financial, institutional, organizational innovations, etc.
 - c. Community management tools**, complementing national instruments.

The overarching issues that call for policy measures or instruments such as the regulations are addressed by the DARD.

The implementation of investment and development programmes is effected through the Regional Agency for Agriculture and Food (RAAF) whose tasks remain as follows: (I) the administrative, technical and financial management of programmes and their monitoring and evaluation, and (II) the "do-it-yourself" by drawing on the expertise of specialised technical co-operation organisations, professional actors, private firms, international institutions, etc. to which programmes, interventions and actions are delegated.

These basic rules have not been systematically observed during the first generation of RAIP and this partly explains the co-ordination difficulties encountered by ECOWAS and the questions about the real alignment of certain programmes with ECOWAP/CAADP. Consideration should also be given to funding channels and the role they play in facilitation or, on the contrary, the growing complexity of the co-ordination of interventions and stakeholders.

6.3 Stakeholders' role in the implementation

The ECOWAP implementation will be based on the following key actors:

- The DAEWR, and in particular the DARD, which provides leadership, is responsible for the overall co-ordination and implementation of the regulatory and incentive instruments, in charge of the overall control of the programmes;
- RAAF, a specialised technical agency, in charge of the programmes management, the technical management of the Regional Food Security Reserve and contractualisation with delegated operators ("Do-it-yourself" principle);
- UEMOA, through PCD/TASAN and its involvement in the RFSR;
- Member States;
- Relatively diverse delegated operators: technical co-operation organisations (CORAF/WECARD, CILSS, Hub Rural, IFDC, AfricaRice, CIRDES, etc.), PO networks (ROPPA, RBM, APESS, CORET), Inter-professions (ROAC, COFENABVI), the Gender Network, the Private Sector (FCCIAO, RECAO, etc.), the civil society (POSCAO/Enda CACID);
- Other ECOWAS institutions such as the Regional Centre for Animal Health, WAHO (nutrition);
- International institutions : FAO, WFP, IFPRI, ICRISAT, IITA, ReSAKSS, SWAC/OECD, etc.;
- Regional and international banks: EBID, BOAD, AfDB, IDB, WB;
- Private firms and consulting firms and regional and international NGOs.

6.4 Co-ordination mechanism with other regional sectoral policies

This issue was addressed in the previous section. Many programmes call for strong co-ordination with other policies. In addition to the formalisation or non-formalisation of the IDCAF, which involves arbitration and the adoption of a regulation at the ECOWAS Commission's presidency level, where appropriate, it will be necessary to precisely identify, right at the RAIPFNS formulation stage, the specific needs for consultation, co-ordination and arbitration for each strategic axis and each programme. Moreover, the five-year RAIPFNS programming exercise should make it possible to tackle, on a concrete basis, the co-ordination and consistency between the ECOWAP and other agricultural and food policy frameworks, including UEMOA's Agricultural Policy (PAU/PCD-TASAN) and the CILSS Food Security Strategic Framework (CSSA).

6.5 Funding mechanism

The ECOWAP funding issue focused on the creation of the ECOWADF Regional Fund, while it has been formally established, it has not been operationally implemented.

The ECOWAP funding passes through different channels:

- ECOWAS Commission's financial mechanism ;
- Accounts opened and dedicated (current accounts and term deposits) to programmes generally at RAAF level;
- Financial mechanisms of the various operators (technical co-operation organisations, POs, consulting firms, international organisations, etc.);
- Direct financial management by some co-operation agencies.

ECOWAS will submit a streamlined financial mechanism to the Specialised Ministerial Committee (SMC).

6.5.1 Budgeting approach

The approach adopted in the RAIP 1 provides an overall framework for the necessary resources and provides good flexibility. It was based on an overall assessment of the resources that can be mobilised (ECOWAS and international partners) and absorbed, taking into account the institutional and human capacities of the region (ECOWAS Commission and all the regional partners). Given the temporal shifts observed, the overall budgeting is carried out over 10 years, for the entire duration of the SOF 2025.

It is based on the following parameters:

- Comparison between the 2010-15 budgeted amounts, committed amounts, and amounts spent as of 31/12/2016;
- Roundtable discussion among the main technical and financial partners: amount committed on RAIP 1; prospects for the evolution of contributions on RAIPFNS 2 and 3;
- Evolution of the absorption capacity between 2010-15 and 2016-25, induced by:
 - Strengthening and rise in power of RAAF;
 - Capacity-building of the DARD;
 - Capacity-building:
 - ECOWAS specialised technical institutes (animal health centre, WAHO, etc.)
 - Major operators: PO networks and civil society, regional co-operation organisations (CILSS, CORAF, Hub Rural, AfricaRice, etc.)
 - Closer co-operation between ECOWAS-UEMOA.

It is expected to mobilise, over the next 10 years, a resource volume of USD 3.5 billion while the RAIP was valued at USD 900 million. Already, current programmes, part of which are part of the 2016-20 RAIPFNS have a volume of resources of about USD 900 million that can be mobilised for the 2016-20 period.

The key to allocating resources amongst the four specific objectives was determined by drawing lessons from the choices made for RAIP 1 and taking into consideration the following elements:

- Strong orientation on the downstream segment of production and regional value chains (SO2 and business environment in SO4);
- Strong inclination of the programme on the issue of social safety nets (Regional Reserve) and on enhancing resilience (SO3);
- Strong investment in capacity-building for different stakeholders: public institutions, POs and civil society, private sector, (SO4);
- The structure and nature of the costs of the various categories of activity.

TABLE 3 RAIP1 RESOURCE ALLOCATION KEY

RAIP 1 - 2010-15		
	BUDGET SHARE (%)	BUDGETED AMOUNT (USD MILLIONS)
PRODUCTION	45	405
AGRICULTURAL SECTOR ENVIRONMENT	30	270
ACCESS TO FOOD	20	180
M&E	5	45
ENTIRE RAIP 1	100	900

(*) Without integrating the DAEWR resources, strongly mobilised on this component (regulatory work)

TABLE 4 SOF 2025 RESOURCE ALLOCATION KEY

SOF 2025 - BUDGET 2016-25		
	BUDGET SHARE (%)	BUDGETED AMOUNT (USD MILLIONS)
SO1 PRODUCTION / PRODUCTIVITY	25	875
SO2 PROMOTION OF VALUE CHAINS	30	1050
SO3 ACCESS TO FOOD, NUTRITION, RESILIENCE	30	1050
SO4 BUSINESS ENVIRONMENT, GOVERNANCE AND FINANCING (INCLUDING M&E)	15	525
ENTIRE SOF 2016-25	100	3500

When the RAIPFNS is established, the overall volume of resources allocated to each of the Specific Objectives (SO) will be allocated between the results of each SO, using a prioritisation system based on (I) the contribution of the result to the achievement of the specific objective, and (II) the nature of the costs. The same approach will then be used to allocate the resources within a result between the different activities.

Resource mobilisation strategy

The strategy for mobilising financial resources is based on a set of prerequisites:

- A.** Clarifying the financial mechanism and the different possible resource management channels that will be proposed to the TFPs;
- B.** Establishment of a resource pooling mechanism for TFPs that are prepared to support and fully or partially participate in such an approach;
- C.** Identification of privileged or complementary channels for channelling interventions in general and financial resources in particular:
 - i.** Through development programmes:
 - 1.** Through delegation of project management authority to regional/international technical co-operation organisations;
 - 2.** Via competitive funds and the modality of calls for proposals: on this point, it will be important¹⁰ to assess the achievements and limits of the "calls for proposals" which constitute a support method from the regional level to initiatives on various themes (eligibility criteria of actions), with promoters of projects or dynamics also diversified (eligibility criteria of actors/promoters of projects). Finally, they allow progressive scaling-up, depending on the resources mobilised.
 - ii.** Through the instruments: e.g.: RFSR, regulations, etc.
- D.** Defining a unified reporting mechanism for funding agencies;
- E.** Communication on the results already achieved, ECOWAS implementation capacity combined with the different categories of ECOWAP stakeholders, on the perspectives, etc.

The resource mobilisation includes (I) a strategy targeted at ECOWAS internal resources, and (II) external resources.

The ECOWAS in-house strategy

The internal strategy will be based on:

- a.** Drafting of a resource mobilisation strategy;
- b.** Negotiations of the ECOWAS Commitments with the CAF;
- c.** The inclusion of the DAEWR in the reflection process on new resources (innovative funding) that the ECOWAS Commission seeks to identify and promote.

Strategy vis-à-vis technical and financial partners

It consists of:

- A.** Leading bilateral consultations with TFPs already involved in ECOWAP, structured around the following elements:
 - i.** Assessment of the co-operation on RAIP 1;
 - ii.** Lessons for RAIPFNS 2;
 - iii.** Areas of interest of the co-operation for ECOWAS and TFPs
 - iv.** Planning support (area/programme and indicative amount for RAIPFNS)
 - v.** Potentialities for pooling resources on programmes co-financed by several donors.
 - B.** Synthesising the intentions and ensuring their coherence within the framework of a consultation between the DAEWR and the ECOWAP Donors' Group:
 - i.** Identification of new partners to be mobilised by identifying their areas of interest and their co-operation methods;
1. Exploitation of strategy papers and identification of thematic and geographical priorities
- 2.** Identification of areas of interest to be submitted to new partners
 - 3.** Drafting letters of intent
 - 4.** Advocacy and bilateral meetings in conjunction with the ECOWAS Donors' consultative framework and the presidency of the Commission

¹⁰ Important because RAAF has acquired competence in this area and it is now possible for RAAF to scale-up.

Important also to stimulate innovation without having to define, at regional level, pre-established programmes which have difficulties adapting to the diversity of national situations and the diversity of actors.

ii. Detailed budgeting: based on the policy dialogue between the DAEWR and TFPs:

1. Identification of main components of the co-operation programme aligned with the RAIPFNS (strategic lines, results, activities)
2. Joint detailed feasibility study and costing: (I) Co-drafting of ToRs; (II) Co-decision on the selection of consultants; (III) Co-decision on the programme content validation.

In addition, several questions will be integrated into the RAIPFNS content:

- The financing policy of the agricultural sector as a whole and not only the financing of the national and regional public action, but above all the financing of producers, POs, economic agents of the value chains;
- The issue of financial risk management and coverage;
- The issue of regulation of private investment in the sector;
- The modalities of mobilisation of the main banking networks around financing for the agricultural and agri-food sector.

6.6 Monitoring and evaluation

The ECOWAP M&E is part of the overall mechanism set up by the ECOWAS Commission to monitor the implementation, results and impacts of all ECOWAS policies.

The regional M&E framework pursues the following objectives:

- Track information on interventions at regional and national levels;
 - Ensure cohesion between the different national investment monitoring and control systems and their results;
 - Apprehend the contribution of the different categories of actors at the regional level;
 - Promote dialogue and mutual learning amongst multiple partners and stakeholders;
 - Measure progress in the implementation of ECOWAP and the performance of the sector in West Africa and contribute to feed the CAADP results framework of the continental level.
- The monitoring and evaluation system proved complex to implement, in the previous RAIP, due to the multiplicity of indicators and the low capacity of information systems to feed them on a regular and reliable basis. In addition to this, it was difficult to draw up a reliable and comprehensive baseline, due to the incompleteness of the Member States' information systems. In the end, it proved rather difficult to assess ECOWAP, and in particular to establish the correlations between the

investments and reforms implemented, on the one hand, and the performance of agriculture and agribusiness, the evolution of the food and nutrition situation, and finally, the impact on natural resources and the environment, on the other hand. These different aspects (establishment of a baseline, choice of informable indicators, information source, etc.) will be meticulously dealt with in the preparation of the RAIPFNS.

The regional M&E framework operation will depend on three mechanisms:

A. A mechanism serving as sources of production of M&E information consisting of:

- i. National M&E systems for the implementation of NAIPs;
- ii. M&E units of regional actors and international institutions involved in the implementation of regional programmes (RAAF, CILSS, CORAF, etc.);
- iii. M&E systems of non-state actors (ROPPA, RBM, APESS, ROAC, private sector federations, etc.);

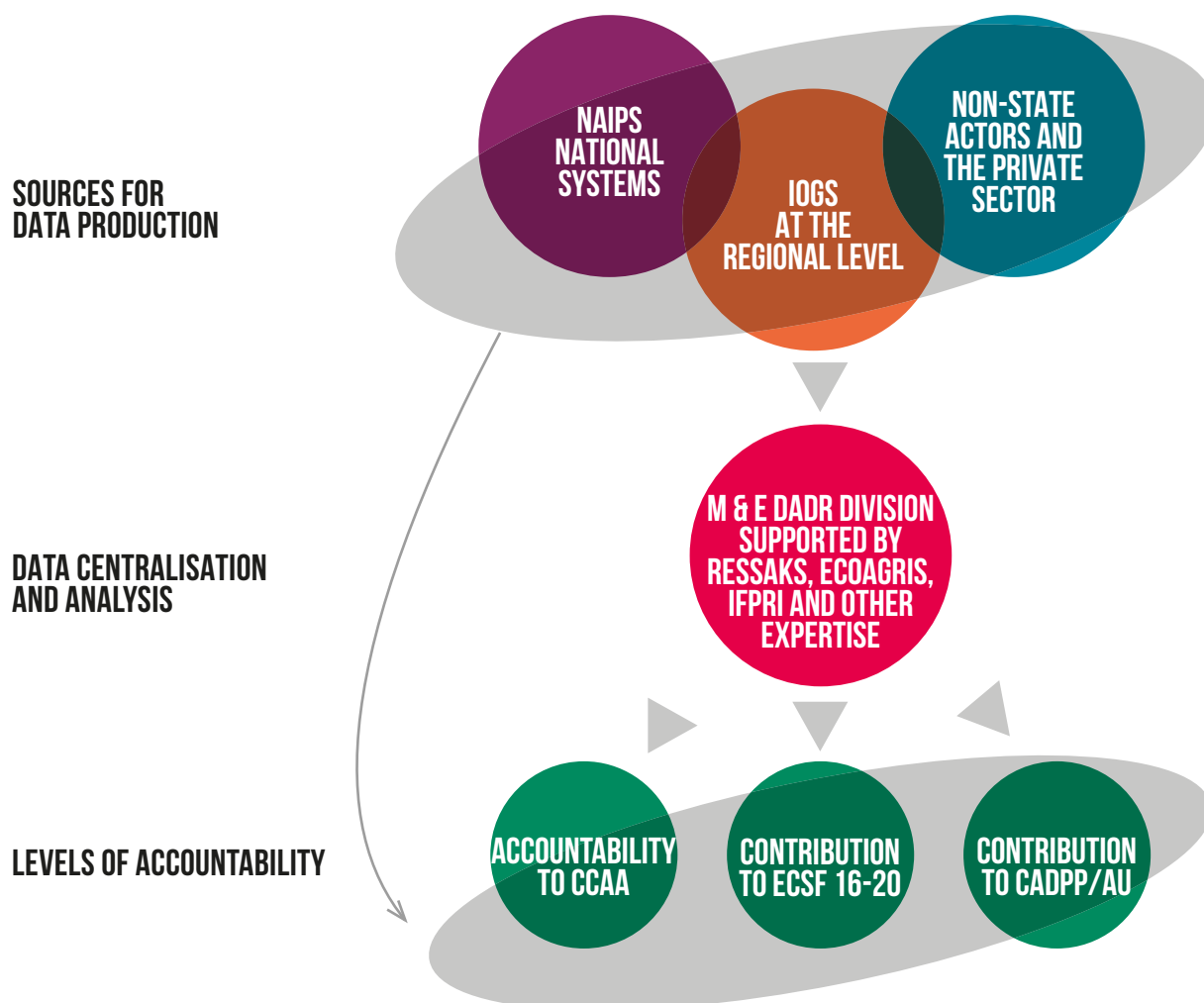
B. A data centralisation, analysis and reporting system consisting of:

- i. DARD's M&E Unit, which has the role of generating centralised information on overall progress;
- ii. The ReSAKSS, which will provide its traditional support to the DARD's M&E Unit through data collection, knowledge management and ATOR reporting;
- iii. ECOAGRIS, as an instrument for the automated management of information and knowledge at the dual national and regional levels;
- iv. IFPRI will support the mechanism in assessing public policies and instruments deployed for the ECOWAP implementation.

C. An accountability system at the various decision-making centres on the performance of the regional policy implementation;

- i. National Steering Committees are required to validate the annual performance reports produced and submitted by the M&E services for the NAIP implementation at the country level.
- ii. Performance reports validated at the country level must be sent to the DARD's M&E Unit within the prescribed time limits for centralisation.
- iii. Performance reports for the RAIPFNS implementation must be submitted to the CCAF and then to the AEWRS-MC.
- iv. Regional actors involved in the ECOWAP implementation are required to produce reports on specified formats to the DARD's M&E Unit.

FIGURE 3
MONITORING AND EVALUATION



THE COMMUNICATIONS PLAN

The communications plan covers the five-year programme and the 2016-20 RAIPFNS.

The communications plan will distinguish between:

- Information and communication on policy and programmes targeting the beneficiaries of the policy (producers, economic agents, NGOs, etc.);
- Information and communication to ECOWAP's stakeholders and their members (States, POs, private sector, gender network, NGOs, etc.);
- Information and communication to ECOWAP's international partners.

It will focus on:

- The differentiation of the contents and the level of processing of information according to the target audience;
- The differentiation of information and communication media.

2025 STRATEGIC POLICY FRAMEWORK

SUMMARY

SUBMITTED TO THE CONSULTATIVE COMMITTEE ON AGRICULTURE AND FOOD

