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# WEST AFRICA

## FY 2010 Implementation Plan

### U.S. Government Working Document

The Feed the Future (FTF) FY 2010 implementation plans are working documents outlining U.S. government planning for the first year of the Global Hunger and Food Security Initiative. These plans represent a transition towards the development of multiyear strategies and are targeted at investments that lay the foundation for a new country-level and coordinated approach with a diversity of partners. Multiyear strategies are under development that will span development and diplomatic actions across multiple USG agencies.

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## Acronyms and Abbreviations

<b>AfDB</b>	African Development Bank
<b>AFSTA</b>	African Seed Trade Association
<b>AGRA</b>	Alliance for a Green Revolution in Africa
<b>AGRIS</b>	Agricultural Information System
<b>ANRO</b>	Agriculture and Natural Resources Office
<b>AOTR</b>	Agreement Officer's Technical Representative
<b>APHIS</b>	Animal and Plant Health Inspection Service
<b>ATP</b>	Agribusiness and Trade Promotion program
<b>AU</b>	African Union
<b>AWARD</b>	African Women in Agricultural Research and Development
<b>CAADP</b>	Comprehensive Africa Agriculture Development Program
<b>CIDA</b>	Canadian International Development Agency
<b>CILSS</b>	Permanent Interstate Committee for Drought Control in the Sahel
<b>CORAF</b>	West and Central African Council for Agricultural Research and Development
<b>COTR</b>	Contracting Officer's Technical Representative
<b>DCA</b>	Development Credit Authority
<b>DH</b>	Direct Hire
<b>E-ATP</b>	Expanded Agribusiness and Trade Promotion program
<b>ECOWAP</b>	Economic Community of West Africa Agriculture Policy
<b>ECOWAS</b>	Economic Community of West African States
<b>EU</b>	European Union
<b>FAO</b>	Food and Agriculture Organization
<b>FAS</b>	Foreign Agriculture Service
<b>FFP</b>	Food for Peace
<b>FIAS</b>	Foreign Investment Advisory Service
<b>FSN</b>	Foreign Service National
<b>GFSR</b>	Global Food Security Response
<b>GHFSI</b>	Global Hunger and Food Security Initiative
<b>GOANA</b>	Grande offensive pour la nourriture et l'abondance (Senegal)
<b>IEHA</b>	Initiative to End Hunger in Africa
<b>IFAD</b>	International Fund for Agricultural Development
<b>IFDC</b>	International Fertilizer Development Center
<b>IFPRI</b>	International Food Policy Research Institute
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MCC</b>	Millennium Challenge Corporation
<b>MDG</b>	Millennium Development Goal
<b>MIS</b>	Market Information Systems
<b>MT</b>	Metric tons
<b>NARS</b>	National Agricultural Research Systems
<b>NEPAD</b>	New Partnership for Africa's Development
<b>NGO</b>	Non-governmental Organization
<b>NRM</b>	Natural Resource Management
<b>NUSAPPS</b>	Nutrition, Food Security, and Public Policies in the Sahel
<b>OFDA</b>	Office of Foreign Disaster Assistance
<b>PASA</b>	Participating Agency Service Agreement
<b>PIR</b>	Portfolio Implementation Review
<b>REC</b>	Regional Economic Community
<b>RECAO</b>	Réseau des Chambres de l'Agriculture de l'Afrique de l'Ouest

<b>ReSAKSS</b>	Regional Strategic Analysis and Knowledge Support System
<b>ROPFA</b>	Réseau des Organisations Paysannes et Des Producteurs Agricoles de l'Afrique de l'Ouest
<b>SOW</b>	Scope of Work
<b>SPS</b>	Sanitary and phyto-sanitary
<b>TCN</b>	Third Country National
<b>USAID/WA</b>	USAID/West Africa
<b>USDA</b>	US Department of Agriculture
<b>USPSC</b>	US Personal Services Contractor
<b>USTR</b>	Office of the US Trade Representative
<b>WAEMU</b>	West African Economic and Monetary Union
<b>WAFA</b>	West African Fertilizer Alliance
<b>WAHO</b>	West African Health Organization
<b>WASA</b>	West African Seed Alliance
<b>WFP</b>	World Food Program

## I. INTRODUCTION

West Africa as a region, with a few exceptions, is not on track to achieve Millennium Development Goal 1 (MDG) on halving the percentage of those living on under \$1 per day, and halving the numbers suffering from malnutrition by 2015. For example, the under-one-dollar-per-day poverty rate in Niger was 66% in 2005, down substantially from 78% in 1994, but still high by any standard. For Burkina Faso, the most recent figure was 56.5%, vs. 70% in 1998. In the region as a whole, the poverty rate has declined rather modestly from 60% in 1990 to 54% in 2004, meaning that the region as a whole is likely to have more poor people in 2015 than in 1990.

According to a recent analysis by Regional Strategic Analysis and Knowledge Support System (ReSAKSS), to achieve MDG1, “the region will require a 5.2 percent annual reduction in poverty between now and 2015. Under current agricultural and nonagricultural growth rates, almost none of the countries can achieve such rapid reductions in poverty with the exception of Ghana. For West Africa as a whole, it will only reach this after the year 2020. If West Africa’s agriculture grew at 6.8 percent annually, the region would be able to halve the poverty rate by 2015, but not at the individual country level. Achieving this rapid growth will require substantial increased public investments. Public annual agriculture expenditures will need to increase from the current base of \$6.6 billion (2004) to \$8 billion by 2008 and reach \$31.8 billion by 2015, a progression equivalent to an annual growth of 20 percent.”<sup>1</sup>

USAID/West Africa’s overarching objective in the context of the Global Hunger and Food Security Initiative is to support strategic

interventions that will contribute to achieving MDG One at the regional level.<sup>2</sup>

There is ample evidence that the agricultural sector—which accounts for 35 % of West African gross domestic product and 15.3% of regional export earnings<sup>3</sup>—and in particular food staples, is the best engine for generating sustained, rapid, and pro-poor economic growth.<sup>4</sup> Accordingly, at the launching of the Comprehensive Africa Agriculture Development Program (CAADP) in Maputo in 2005, African Heads of State identified the overall CAADP objective as achieving 6% annual agricultural growth.

A modeling exercise that the International Food Policy Research Institute (IFPRI) conducted using data from 17 Sub-Saharan African countries found that “doubling staples production significantly increases food security, reduces consumer food prices by roughly 25%, reduces producer prices by 10% (thus raising farm revenue), accelerates agricultural growth rates, and facilitates broader growth processes through new agro processing and export opportunities.” In the Diao *et al.* (2008) study, which modeled the potential impact in West Africa of eliminating tariff and non-tariff barriers to trade combined with modest increases in crop yields, researchers found that the number

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<sup>2</sup> For a comprehensive look at the poverty situation in all 15 ECOWAS member states, see ECOWAS Poverty Profile, Abuja, November 2007.

<sup>3</sup> Source: Plan d’actions régional 2006-2001 pour la mise en oeuvre de la Politique Agricole de la CEDAO (ECOWAP) et du PDDAA/NEPAD en Afrique de l’Ouest, ECOWAS, April 2005, p. 4. Agro-processed goods are included as manufactured goods, not agricultural sector goods, so the contribution of the broader agricultural sector is even higher.

<sup>4</sup> See, for example, *Regional Strategic Alternatives for Agriculture-led Growth and Poverty Reduction in West Africa*, International Food Policy Research Institute (IFPRI), December 31, 2006; and Xinshen Diao, X *et al.* (2008). *Accelerating Africa’s Food Production in Response to Rising Food Prices – Impacts and Requisite Actions*. Re-SAKSS Working Paper 3.

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<sup>1</sup> Michael Johnson *et al.*, *Regional Strategic Alternatives to Agriculture-led Growth and Poverty Reduction in West Africa*, ReSAKSS, November 2008, p. 8.

of poor in West Africa could be reduced by over 46 million<sup>5</sup>.

In practice, the steps necessary for doubling staple production and reducing poverty are increasing the availability of modern agricultural inputs, improving and extending transport infrastructure, and reducing trade barriers. Whereas much can be achieved at the country level to increase productivity, regional programs are essential for supporting research on and transfer of new technologies. In addition, reducing barriers and improving the implementation of trade and transportation regimes under the aegis of the Economic Community of West African States (ECOWAS) is clearly the province of a regional program working directly with ECOWAS.<sup>6</sup>

Because each of these issues has important regional dimensions, USAID/West Africa's regional program is ideally positioned to address them working through the ECOWAS-led regional CAADP process.

There are several important reasons for a regional program in West Africa. First, with respect to increasing production and productivity, the small size and limited infrastructure of most West African countries mean that their territories include only small portions of region's agro-ecological zones. By participating in a regional agricultural research program, countries can capture economies of scale unavailable to them individually due to their limited access to finance, human capital, and knowledge.

Second, the region encompasses zones that are both chronically surplus and chronically deficit in food staple commodities (see Maps 1 and 2 for examples); and national political boundaries rarely encompass both types of zone. Accordingly, regional trade facilitation – in

particular, the reduction of policy-related and physical barriers to trade and transport – plays a key role in stimulating agricultural growth and reducing poverty. Moreover, crop value chains and pastoralist livestock movements almost always encompass more than one country, so the problems that constrain their performance are best addressed regionally.

Third, fostering respect for sound market-based principles in regional policy-making is an important component of poverty reduction efforts. Here again, a regional component is vital. For example, the failure to implement regional phyto-sanitary standards at the national level prevents the movement of improved seed across countries, stymieing the introduction of vitally needed seeds into deficit zones. Similarly, countries sometimes close their borders to their neighbors – who may be experiencing food deficits – for given staple crops in violation of commitments under the ECOWAS Trade Liberalization Scheme.

Fourth, in a region where over half of the population lives on one dollar per day or less, it is crucial that the plight of the vulnerable not be ignored in the effort to stimulate aggregate agricultural growth. Pockets of highly vulnerable rural populations exist in certain agro-ecological zones – generally in drier areas – that span national frontiers, and early warning systems and vulnerability mapping are best realized at the regional level. This fact has long undergirded the work of the Permanent Interstate Committee on Drought Control in the Sahel (CILSS), a key USG regional partner in West Africa for decades on food security

Finally, a theme running through all donor efforts to increase food staple production and reduce poverty is the necessity of enhancing the institutional capacity of key regional public and private organizations so that they can ensure more effective coordination of the critical policies and research in the region needed to resolve food security issues over the medium and long-term. These bodies include not only regional intergovernmental organizations such as ECOWAS and CILSS, but also regional private sector entities, such as regional

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<sup>5</sup> Ibid.

<sup>6</sup> Even with respect to increasing productivity, there is an important regional role with respect to creating networks for disseminating research results and harmonization of regulations on such matters as seed policy and bio-safety regulation.

producers' and traders' organizations, which can effectively advocate for improved policy and reduced barriers at the regional level.

The USG, through USAID/West Africa (USAID/WA), will FY 2010 funds in direct support of the objectives of the Economic Community for West African States' Agricultural Policy (ECOWAP), the ECOWAS program for West Africa that is the equivalent of CAADP at the continental level. ECOWAP's overall objective for the region is "to contribute in a sustainable manner to satisfying the food needs of the population, to economic and social development and to poverty reduction in the Member States." ECOWAP/CAADP's three regional priorities, called "Mobilizing Programs" are: 1) Promoting strategic products for food sovereignty; 2) Promoting a policy environment conducive for regional agricultural development; and 3) Reducing food insecurity and promoting sustainable access to food.

USAID/WA's 2010 funds will finance a strategic, regionally-focused program in support of ECOWAP priorities in the spheres of agricultural productivity, regional trade, the enabling (policy) environment, and food security.

The work on agricultural productivity and regional trade falls under the first Mobilizing Program, which targets rice, maize, and cassava, livestock, meat, and milk value chains. This Mobilizing Program explicitly cites activities in such areas as seed multiplication, crop research, farmers' marketing strategies, and partnerships between private processors and smallholder producers

This implementation plan presents the mission's planning over the near term under the Global Hunger and Food Security Initiative (GHFSI)<sup>7</sup>. The majority of the funds in FY10 will be used for strategic activities in the areas of agricultural productivity and trade that are directly in line with ECOWAP and GHFSI priorities. The

funds will also be used to initiate two new programs, one on fertilizer sector development and the other on capacity building for regional partner organizations, respectively; plus several assessments to fill important analytical gaps. USAID/WA will also continue providing direct support to ECOWAS as it assists individual countries to develop Investment Plans and carries out peer reviews as part of the ECOWAP/CAADP process. With additional GHFSI funding anticipated in the coming years, USAID/WA will scale up successful interventions and expand into additional areas in support of ECOWAP priorities.

USAID/WA will also intensify coordination with other USG Agencies, to ensure an effective "whole of government" approach in support of the regional CAADP Compact and selected national Compacts. Increased donor coordination will be critical to ensuring that the priority components of the regional investment plan receive adequate support.

## 2. FY 2010 OBJECTIVES

### 2.1. OBJECTIVES

The objective of the Global Hunger and Food Security Initiative (GHFSI) to "Increase Agricultural Growth and Expand Staple Food Supply" is highly consistent with the priorities laid out in ECOWAP. These include: food security, food sovereignty via regional integration, integration of producers into markets, job creation, sustainable agricultural productivity, and reduced vulnerability. USAID/WA's GHFSI program objective is to "Increase Agricultural Growth and Expand Staple Food Supply by Alleviating Regional Constraints." The program will be tailored to respond to the goals and objectives of ECOWAS' CAADP Compact, articulated in ECOWAP.

Under the GHFSI, USAID/WA's objectives are:

- Increased sustainable agricultural productivity to expand food supply.

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<sup>7</sup> For the purposes of this plan, the term Global Hunger and Food Security Initiative (GHFSI) is used to refer to this developing initiative, Feed the Future.



- Reduced trade and transportation barriers to promote regional integration of staple food markets.
- Improved agriculture and food security policy environment that encourages market-led agricultural development and food security.
- Improved nutrition.
- Improved food security monitoring and response.

Capacity-building for regional public and private organizations and attention to enhancing women's economic opportunities are integrated into the program. In addition to these objectives, USAID/WA will use its regional platform to improve regional coordination and promote knowledge management and learning capacity on best practices.

USAID/WA programs funded under the initial GFSR funding in FY 2009, will be incrementally funded and/or expanded as needed. In addition, at least two new programs will be designed in FY 2010 and launched in FY 2011. These activities include a fertilizer sector development program – including the creation of a regional Global Development Alliance to promote the utilization of that key input – and a regional comprehensive capacity building/institutional strengthening program.

## **2.2. SUPPORTING AFRICAN PRIORITIES: THE CAADP PROCESS IN WEST AFRICA / ECOWAS**

Since 2003, ECOWAS has been engaged in various processes to develop and build new mechanisms and instruments for implementing the CAADP process. ECOWAS developed ECOWAP (the Economic Community of West Africa Agriculture Policy) to guide the implementation of CAADP in the region. ECOWAP aims to ensure food security for a population which is likely to double by 2030.

In January 2005, following a protracted process of consultations and negotiations with agricultural sector players, the ECOWAS member states adopted ECOWAP. This was

followed in June of that year by the adoption of the Regional Action Plan for the Implementation of ECOWAP and NEPAD/CAADP in West Africa (2006-2010) in consultation with the NEPAD Secretariat, member states, and other stakeholders.

In 2008, faced with the surge in world food prices, ECOWAS took the initiative of convening an extraordinary meeting of Ministers for Economy and Finance, Agriculture, and Trade. The outcome of this meeting, the Regional Offensive for Food Production and Against Hunger Initiative, was debated and adopted by the Heads of State and Government at their June 2008 Summit. The Initiative aligns with and consolidates the June 2005 ECOWAP/CAADP Regional Action Plan.

A high-level conference in Paris in December 2008 on the ECOWAP/CAADP process and the regional offensive against the surge in food prices was an important milestone that triggered the policy dialogue needed for ECOWAP/CAADP implementation. In attendance were representatives of West African countries, the French Ministries of Agriculture and Foreign Affairs, the African Regional Economic communities, the European Commission, technical and financial partners, and international, socio-professional, and civil society organizations. The dialogue helped develop a shared vision between the region and the international community on West Africa's agricultural and food issues and challenges. That vision also encompassed approaches for tackling these issues, as well as a proposed timeline and collaborative approach between the region and the international community on ECOWAP/CAADP implementation.

In February 2009, the Donor Working Group supporting the ECOWAP/CAADP process (USAID, the UK Department for International Development, Swedish International Development Agency, African Development Bank, World Bank, EU, FAO, IFAD, and Agence Française de Développement) met to review the



ECOWAS ECOWAP/CAADP 2009 Work Plan and progress on implementation.<sup>8</sup>

A second regional meeting of Ministers of Economy, Trade, Agriculture, and Integration was held in July 2009 to validate the technical proposals. It was followed in August 2009 by a validation workshop of experts from member states, and a meeting of Ministers of Economy and Finance, Agriculture, Trade and Regional Integration in October 2009 in Yamoussoukro to validate the mobilizing programs.

In November 2009, the ECOWAS ECOWAP/CAADP Roundtable was held in Abuja. The ECOWAS Commission, the technical and financial partners, professional organizations in the agricultural sector<sup>9</sup>, the private sector, and AU/NEPAD signed the Regional Partnership Compact. In February 2010, ECOWAS called a meeting to evaluate the deliberations of the International Conference and to elaborate a road map for the rest of 2010.

Next steps:

- ECOWAS submits the ECOWAP/CAADP Investment Plan for approval to the member states.
- At the end of March, ECOWAS hosts a key event to facilitate dialogue among the country CAADP focal points, ministers from some countries, AU/NEPAD, and donors on the approach for the post-compact process.
- In May, ECOWAS holds a regional meeting to validate the studies of regional policy instruments covering three domains: (i) intensification of production; (ii) market regulation; (iii) improvement of access to food for vulnerable populations.
- In June, ECOWAS holds a regional meeting at which it presents a more detailed

ECOWAP/CAADP Investment Plan for the Mobilizing Programs.

- ECOWAS convenes a business meeting between member states governments and donors (date to be determined).

### **2.3. LINK TO FOREIGN ASSISTANCE FRAMEWORK**

USAID/WA's agriculture program objectives are closely linked to the USG's Foreign Assistance Framework. The West African countries covered by USAID/WA's programming under the GHFSI are in the Developing Country category: Economic Growth interventions should focus on the adoption of supportive policies and strengthening the institutional capacity of the public and private sectors to implement these new efforts. Capacity building and support to the policy-making process at the regional level form a major portion of our activities and will continue in the coming years.

## **3. TARGET GROUPS BY LOCATION AND INCOME**

West Africa is a highly diverse region in terms of agro-climatic conditions and agricultural production potential, as well as with respect to the distribution of vulnerable populations. In general the northern regions of coastal countries and the landlocked Sahelian countries are relatively food insecure and impoverished. Additionally, rapid urbanization in the region is leading to increasing numbers of urban poor.

Since the thrust of USAID/WA's interventions is to increase food staple production and trade within the region, all consumers – vulnerable or otherwise, rural or urban – will benefit from the price decreases that arise from increased productivity and intra-regional trade. A 2001 survey of household expenditure patterns in certain West African countries, such as Mali, revealed that, for example, rural households in the first quintile (the poorest 20%) spent almost 34% of their total household expenditures on

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<sup>8</sup> Spain later joined the Donor Working Group, which it currently chairs.

<sup>9</sup> Réseau des Organisations Paysannes et Des Producteurs Agricoles de l'Afrique de l'Ouest (ROPPA), a farmers' association, signed on behalf of professional organizations.

millet alone. The comparable figure for the top quintile was under 11%.<sup>10</sup> Accordingly, improving the functioning of the value chains for carefully selected food staples, such as millet, will have a disproportionately beneficial effect on vulnerable households.

Since the region consists of chronically deficit and surplus regions for food staples, trade-focused programming will be of particular benefit to those in the deficit regions, isolated from commodity flows. A major component of USAID/WA's work on commodity value chains involves improving the functioning of the transport corridors and other routes along which those commodities are transported. The geographical focus is on the transport routes along which such food staples as maize or millet move from surplus to chronically deficit zones. Such routes often run from the southern to the northern regions within coastal countries or between the southern and northern countries, due to production and demographic patterns described above.

For the region as a whole, chronically deficit areas are generally found in the northern, more arid regions of countries, especially zones at long distance from major rivers, such as the Niger or the Senegal. This includes much of certain entire countries, such as Niger, as well as highly populated regions of the larger countries, such as northern Nigeria, where high population density, declining fertility on permanently cropped land, small landholdings (extensive subdivision and fragmentation of cropland over generations), and a high incidence of poverty, lead to frequent shortfalls. Burkina Faso, Mali, Niger, and Senegal in particular encompass sizeable deficit zones.

Surplus production zones are the typically higher rainfall, higher productivity zones of southern Mali and Burkina (especially in the southwestern part of the country); production zones with irrigation (along the Niger River, Senegal River and near other water sources that

allow for irrigation); and the central and northern regions of Ghana, Burkina, and Côte d'Ivoire.<sup>11</sup>

Whether an agro-climatic zone is typically a surplus or deficit area varies from one staple commodity to another. Map 1 shows such zones for maize in West Africa; Map 2 shows zones for millet. These zones do not necessarily respect political borders. For maize, as an example, surplus zones in Burkina Faso, Côte d'Ivoire, and Guinea, border deficit ones in Mali. Surplus regions in the central zones of the coastal countries, such as Nigeria, are located relatively close to chronically deficit areas of Niger and Chad. This pattern is broadly repeated for other food staples such as millet, for which a particularly important border is that between Nigeria and Niger.

Supplying deficit areas with food staples requires a regional approach to address issues related to agricultural trade and research. Elimination of tariff and non-tariff barriers – whether permanent or temporary – and facilitating a free flow of technology (e.g., improved seed developed in one country), are both vital to reducing food insecurity in West Africa. Such activities are inherently regional in nature.

Targeting beneficiaries, of course, has demographic as well as geographic dimensions. One such dimension is gender. Women play the predominant role in the production of food staples and in household nutrition, and women-owned businesses are increasingly prominent in the region's nascent food packaging/processing industries. USAID/WA will ensure that its interventions – whether to improve the functioning of regional food staple value chains, to promote research into improved varieties, or to assist communities in adapting to climate change – address issues that reflect that role. USAID/WA will also ensure that any novel technological solutions that it supports, such as the use of cell-phone-based market information systems to improve the functioning of markets, are equally available to both genders.

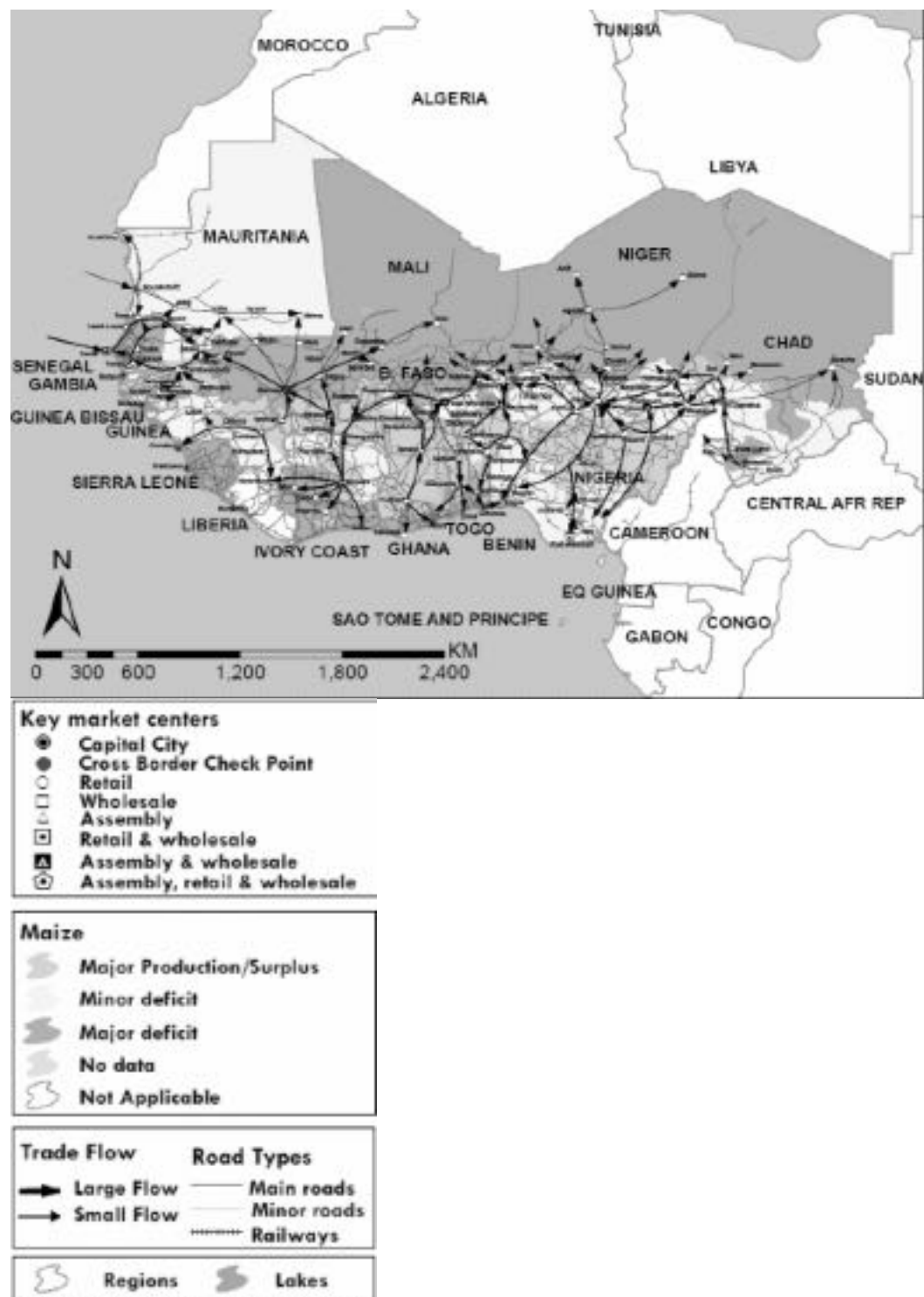
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<sup>10</sup>Tables accompanying IFPRI, Regional Strategic Alternatives for Agriculture-led Growth and Poverty Reduction in West Africa, 2006, p. 127).

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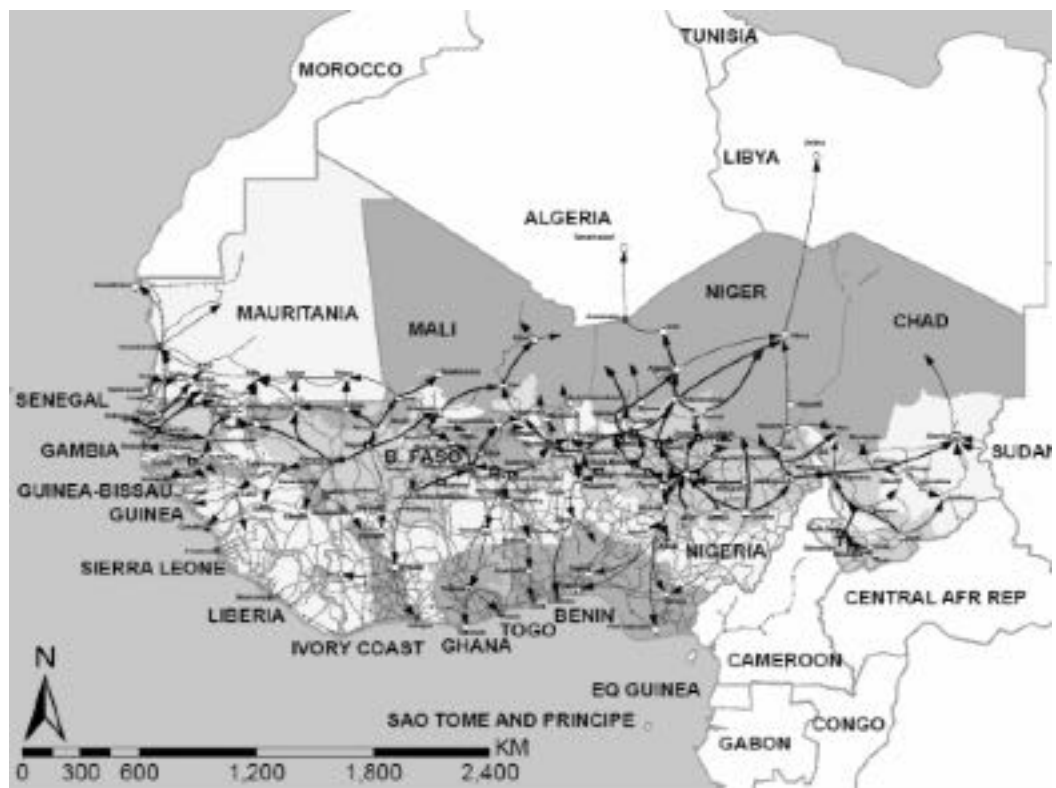
<sup>11</sup> Communication with Abt Associates, June 2009.

Map I<sup>12</sup>: Maize



<sup>12</sup> Source for both maps: FEWS NET (<http://www.fews.net/Pages/marketcenter.aspx?gb=r1&loc=3>).

Map 2: Millet



**Key market centers**

- Capital City
- Cross Border Check Point
- Retail
- Wholesale
- Assembly
- Retail & wholesale
- Assembly & wholesale
- ⊕ Assembly, retail & wholesale

**Millet**

- Major Production/Surplus
- Minor deficit
- Major deficit
- No data
- Not Applicable

**Trade Flow**

- Large Flow
- Small Flow

**Road Types**

- Main roads
- Minor roads
- Railways

Regions

Lakes

## 4. CORE INVESTMENT AREAS

USAID/WA will support a program with five core investment areas, each linked to the objectives of GHFSI and contributing to the achievement of the priorities outlined in the Regional ECOWAP Investment Plan. These core investments areas were selected based on analysis that suggested they could best be pursued on a regional basis. FY 2010 funds will allow the USG and USAID/WA to ramp up implementation of existing programs and design new programs for greater impact in these areas. As noted in the Introduction, there is strong evidence that an integrated program focusing on increasing agricultural production (especially that of staple commodities) and enhancing regional market integration will lead to accelerated pro-poor economic growth and sustained poverty reduction.

Knowledge management and learning is integral to all core investment areas. As part of its regional mandate, USAID/WA will strengthen its abilities to collect information on best practices and lessons learned, conduct analyses of regional issues, and transfer information throughout the region.

### 4.1. INCREASING AGRICULTURAL PRODUCTIVITY

Several factors contribute to the general stagnation of agriculture in West Africa, many having to do with policy and technical obstacles to increasing production and productivity. The recent hikes in world food prices have created turbulence in many West African economies, especially net-food-importing countries, with profound social, economic, and political implications.

USAID/WA will support selected productivity-enhancing investments under this core investment area that contribute to increased staple food supply in the medium term. The chief means of achieving this goal will be supporting the transfer of high-yielding varieties of staple crops across national boundaries.

#### 4.1.1. Key Issues

Although West Africa is endowed with ample water resources, including rivers and river basins, access to water remains a challenge. Agriculture remains predominantly rain fed and dominated by small farmers with poor access to agricultural technologies, information, and financial services. Accordingly, West African agriculture is particularly vulnerable to weather variability, soil fertility degradation, and infestations of pests and diseases. The situation is expected to worsen under the influence of global climate change. Only about 4% of total agricultural land is irrigated. While this is an issue best tackled at the country level, there is a regional role in terms of analysis of the success or failure of irrigation schemes throughout West Africa.

#### 4.1.2. Past Investments and Key Results

USAID/WA's past programming focused on improving agricultural productivity through the use of biotechnology, with a special emphasis on staple crops. The program supported the coordination of a regional research agenda on selected food staples and transfer of improved technologies and best practices regionally. Key results include:

- Development of plant quarantine pest lists to facilitate regional trade.
- Production of seed trade manuals based on unified and standardized regulations to facilitate cross border trade.
- Development of a rice variety that is resistant to yellow mottle virus, which will reduce yield losses.
- Four seed companies supported by the program now providing high-yielding hybrid varieties of maize and vegetables, which increase yields by up to threefold for small farmers.
- Production of 200 metric tons of improved maize and sorghum seed for distribution to farmers.

The Seed Alliance has developed an agricultural inputs database of local seed companies and mapped over 800 agro dealers in Ghana and



Mali for use by foreign and other seed companies.

In collaboration with the Food and Agriculture Organization (FAO) and the World Meteorological Organization, CILSS has piloted a program which sends messages to farmers by radio on weather conditions, seed varieties, optimal timing for various agricultural activities, and the water-holding capacity of soils. The program provides radio receivers to farmer groups and support from local extension services. Yields have increased from 18 to 60%, and seed losses have been reduced by 5 to 40%.

#### **4.1.3. ECOWAP Priorities**

USAID/WA's activities to promote agricultural productivity will support ECOWAP's Mobilizing Program I: Promotion of strategic products for food sovereignty by supporting rice, maize, and livestock value chain work through the Agribusiness and Trade Promotion (ATP) Program, CORAF and the West Africa Seed Alliance.

#### **4.1.4. FY 2010 Priority Actions**

FY 2010 funds will expand upon successes achieved under IEHA to build lasting capacity in science and technology for productivity gains, particularly for major food staples. The interventions include strengthening ongoing public-private sector partnerships in the seed industry. USAID will capitalize on the business expertise of the private sector to ensure sustainability and the production of significant food surpluses to meet the demands of both the rural and urban populations.

#### **Research and Development**

Changes in agricultural technologies are a result of continuous flow of new technologies to farmers through research, providing farmers with a range of options to prepare for the anticipated impacts from climate change. These technologies help raise the productivity of important food and export products and increase the volume of production. In West Africa, the major food staples are rice, maize, sorghum/millet, and roots and tubers.

USAID supports this research, which is primarily undertaken by the international and national research centers, under the coordination of CORAF. Preparing for climate change impacts, the research focus will shift towards:

- Developing short duration, moisture stress adapted, and pest and disease tolerant varieties of crops;
- Supporting research on developing crop varieties that are resistant and/or tolerant to multiple stresses; and
- Developing varieties that respond to more efficient use of fertilizers in response to the socio-economic needs of women and the very poor.

#### **Technology Transfer**

One of the major interventions through which USAID can empower poor smallholder farmers in West Africa is the transfer by regional organizations, and dissemination at the bilateral level, of improved technologies. International and national research Institutes, NGOs, the private sector, and universities, play important roles in the supply and dissemination of technologies in the short and long terms. Many private companies, such as those specializing in seeds and inputs in the West African Seed Alliance (WASA), are playing key roles on the science and technology front by developing products, providing input on their use, and extending credit to farmers. Our technology transfer program will continue to focus on:

- Developing a wide range of open-pollinated and hybrid varieties of staple crop seeds so farmers can make choices on the basis of their specific socio-economic, physical, and climatological conditions.
- Introducing shorter-duration crop varieties that combine tolerances to moisture to respond to climate change.
- Supporting a West Africa Fertilizer Alliance (WAFA) to complement the Seed Alliance in tackling policy- and productivity- related constraints to improved and increased use of modern inputs by farmers.

- Strengthening the institutional capacity of women's cooperatives to play a major role in setting the research and technology priority agenda, and be involved in the evaluation and dissemination of such research products.

### **Policy Reform**

While ECOWAS has adopted a regional agreement on seed trade, most countries have not yet implemented it, which is critical to increasing cross border trade. USAID/WA will support the reform of national seed laws. The program will also strengthen the capacity of national and regional seed trade associations to advocate for the adoption and region-wide implementation of harmonized seed policies. Additionally, USAID/WA will support WAFA in reducing trade, transport, and other barriers to increasing fertilizer utilization in the region.

#### **4.1.5. Relevant Analytical Work**

As noted in the introduction, IFPRI has carried out considerable analytical work at the regional and multi-country level on the benefits of increasing the productivity of food staples for food security and poverty. According to Diao *et al.* (2008), doubling of food staple production, along with improvements in transport infrastructure and reduction in trade barriers, will contribute to achieving this goal<sup>13</sup>. Particularly on the productivity side, these studies emphasize making packages of modern inputs, especially irrigation, modern staple varieties, and fertilizer available to farmers (Diao *et al.*, 2008, p. 26). USAID/WA's interventions emphasize precisely these input package elements.

Another relevant piece of analytical work is a recent assessment by IFDC of the potential for and benefits of creating public-private partnerships on fertilizer sector development in West Africa.

#### **4.1.6. Relation to GHFSI Objectives**

This Core Investment Area addresses the GHFSI objectives of: increasing (#1) agricultural productivity; maintaining natural resources including adapting to climate change (#2); engaging underserved population, particularly the very poor, in rural economic growth (#7); and engaging women in rural economic growth (#8).

### **4.2. REDUCING TRADE AND TRANSPORTATION BARRIERS**

Increasing market access and expanding trade opportunities within the region are essential for increasing farmers' income and putting vulnerable populations on a path to sustainable development.

USAID/WA's support under this core investment area will include activities to:

- Develop the competitiveness of staple food value chains,
- Harmonize policies, procedures and standards across the region,
- Improve the movement of goods through transport corridors important for food security,
- Identify areas in these corridors for investments in market facilities (warehouses) and processing;
- Build up private sector commodity associations; and
- Address finance needs along the selected value chains.

Success in this core investment area will contribute to lowering the cost of food to consumers, while simultaneously expanding market opportunities for farmers, including smallholders. Improving the business climate will attract more private investment into agriculture and agribusiness.

#### **4.2.1. Key Issues**

A major obstacle to making progress on reducing barriers to trade has been the failure of ECOWAS member states to consistently implement the existing trade and transport

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<sup>13</sup> See footnote 5.



regimes of ECOWAS and the West African Economic and Monetary Union (WAEMU). With respect to agricultural commodities/food staples, policy-related barriers – in addition to physical barriers, such as roads and border posts in poor condition – include duties and taxes (e.g., value-added tax levied on livestock exports), and non-tariff barriers (e.g., the seasonal ban imposed on maize export or foreign exchange restrictions.) Animal health concerns – especially with respect to Avian Influenza – can also adversely affect trade in livestock products, even when the country of origin has not suffered an AI outbreak.

While many countries have various forms of market information systems (MIS), in general, public-sector MIS are weak. Existing MIS are not harmonized across countries in the region, and generally do not cover all the information that farmers and others need for decision-making. Large traders generally have their own systems for obtaining market information, but small traders, who are often small producers as well, lack access to such information. Small cross border traders face additional obstacles relating to meeting country of origin and other customs and tax collection requirements.

The bulk of staple food commodities, particularly food crops, are traded with little or no added value. Grades and standards are either non-existent or not harmonized across borders. Sanitary and Phyto-sanitary Standards (SPS) of countries outside the region are a long-standing barrier to trade for some commodities. Processing is typically either very small scale and poor quality, or large scale and in a formal sector that has stringent quality and quantity requirements that smallholders have difficulty meeting.

#### **4.2.2. Past Investments and Key Results**

For several years, USAID/WA has been supporting activities to increase regional and international trade and lower transport costs by improving the operation of key trade and transport corridors, market structures, and the availability of financial services.

The Agribusiness and Trade Promotion (ATP) project works to increase trade in agricultural commodities by increasing the value and volume of intra-regional agricultural exports, specifically those of onions, maize, and livestock. The project conducted and validated detailed assessments of these three value chains and held stakeholder meetings of buyers and sellers, who have in certain instances subsequently negotiated cross-border deals in those commodities (especially, maize). The project is also strengthening the capacity of major producer/trader groups and enterprises (conducting Partner Institutional Viability Assessments of three such organizations), and facilitating business contacts between buyers and sellers, providing market price information, and monitoring bids and offers.

ATP has established baselines for trade in these three target commodities due to the lack of reliable information on the flows of informal regional trade in those products. The project has designed a pilot warehouse receipts scheme in Ghana and conducted a stakeholder workshop for action plan development.

ATP is working with producers to introduce better organizational managerial practices, for example, replacing the current system of loading and unloading trucks with a more systematic approach based on best practice. In the area of finance, an evaluation has been undertaken of the relevance for smallholder agriculture of existing Development Credit Authority (DCA) programs in West Africa. Mechanisms for facilitating fund transfers

In FY 2009 the ATP project achieved a 5% increase in intra-regional trade in each of its three selected value chains – including a 130% rise in maize trade.

(including warehouse receipts) have been assessed. Cooperation with several large-scale microfinance schemes has begun, with a view to increasing

those schemes' access to finance (e.g., through DCA loan guarantees). Cooperation with two commercial banks on strengthening regional

payment arrangements for traders is also under way.

ATP also surveys truckers carrying its selected commodities to determine the nature and cost of the road harassment they face in transporting their commodities, and appraises truckers of their legal rights, to provide them with more ammunition to defend themselves against such malpractices.

In its first full year of operation (FY 2009), ATP achieved a 5 % increase in intra-regional trade in each of its three selected value chains -- including a 130 % rise in maize trade -- and a 14 % reduction in the average bribe cost at illegal truck stops.

The recently launched Expanded Agribusiness and Trade Promotion (E-ATP) program is undertaking similar activities focused on poultry, rice, and sorghum/millet value chains, as well as facilitating staple food trade between chronically surplus and chronically deficit regions.<sup>14</sup>

#### **4.2.3. ECOWAP/CAADP Priorities**

ECOWAP's Mobilizing Program 1 encompasses two components. One deals with promotion of crop value chains, and the other with promotion of livestock value chains. The Mobilizing Program focuses on developing value chains important to food security; developing processing operations; strengthening support services to these operators; and promoting domestic, regional, and international trade. USAID/WA's value chain-centered programming directly addresses these themes.

Mobilizing Program 2, dealing with improving the business environment, prioritizes improving the business climate for agri-food value chains and promotion of regional trade of food products, trade infrastructure and trade mechanisms. The components of this Mobilizing Program include

- Improving the business environment for agri-food value chains;
- adaptation to climate variability and change and integrated management of natural resources;
- Implementation of an information and decision support system; and
- Strengthening institutional and human capacities.

USAID/WA's programs dealing with trade barriers and natural resource management directly address all of the components above.

#### **4.2.4. FY 2010 Priority Actions**

USAID/WA programming under this area will include the following types of activities.

##### **Value Chain Development**

USAID/WA supports increased trade in targeted staples (maize, rice and millet) and livestock), by improving market relationships along each value chain, linking producers, input dealers traders, and processors. Public-private partnerships are an important modality in implementation. In using a value chain approach, the program focuses on addressing binding constraints along the chain, including those faced by women. To address nutritional concerns, the activity will work with processors and nutritionists to determine the viability of producing nutritionally improved products (fortification, different formulations).

The impact of the regional interventions will be greatly enhanced through coordination and joint planning with the bilateral USAID missions who will focus on national level opportunities and constraints. This is particularly important in reaching and benefiting women and the very poor.

##### **Trade Mechanisms**

USAID/WA will support improved flow of market information in the region as part of its strategy for regional market integration. It will research the viability of and develop market mechanisms such as warehouse receipts systems and commodity exchanges. It will also develop options for warehouse and cold-chain

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<sup>14</sup> Because of the similarity between the projects, we refer to them collectively as ATP/E-ATP in the remainder of this document.

(for meat) distribution systems to alleviate border bottlenecks; increase access to finance; and smooth price movements over the course of the year.

#### **Pilot Border Point Activities**

Working with producers' organizations and ECOWAS and WAEMU to identify concrete problems at selected border posts, the project is piloting measures aimed at reducing barriers to trade flows at those posts. This work will require active support from USAID bilateral missions.

#### **Market Information Systems**

ATP and E-ATP have been working with a private Ghanaian company to form a regional, private-sector, cell phone-based market information system providing such information in real time. As a first step it has built the capacity of agricultural producers' associations in three countries to use that company's platform. Making price information available first, the system is evolving to encompass additional information on bids and offers and whether a given transaction has taken place, among other topics. Once functioning systems in neighboring countries are in place covering trade within their territories, they can be linked to form a genuinely regional, private-sector, cell phone-based MIS.

Implementation efforts are underway to improve the quality and availability of agricultural, nutrition and food security data in the public sector, by assisting ECOWAS to implement its Agricultural Information System (AGRIS). Here, the focus is more on providing adequate information on agricultural markets for decision-making purposes than on providing real-time information to traders. USAID/WA has supported the development of AGRIS and its integration into ECOWAP, as well as the organization of an annual regional conference on the food situation and trade opportunities for agricultural and agri-food products in West Africa.

#### **4.2.5. Relevant Analytical Work**

In 2006, IFPRI conducted a strategic analysis of the agricultural sector in the region to assist USAID/WA in planning future investments in the sector<sup>15</sup>. The main conclusion of that analysis was that there is a potential intra-regional trade of approximately \$20 billion in West Africa, with staple crops being the main driver for this increased trade and related economic growth. This trade potential is far from being realized at present due to regional and national policy barriers to increased cross-border trade and to low volumes of production of agricultural products and, among other factors.

More recent work on various individual value chains exists, such as the detailed studies conducted in 2009 on the national and regional rice value chains in West Africa carried out for USAID/W/EGAT. These studies argue that achieving regional food security, under which future surplus rice producing countries such as Mali or Ghana are able to export those surpluses within the region, depends in part on removal or reduction of tariff and non-tariff barriers.<sup>16</sup>

#### **4.2.6. Relation to GHFSI Objectives**

This core investment area addresses the GHFSI objectives of increasing agricultural productivity; linking small farmers to markets; encouraging private sector growth linked to agribusiness and agriculture-related businesses; engaging underserved population, particularly the very poor, in rural economic growth; and engaging women in rural economic growth.

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<sup>15</sup> IFPRI, *Regional Strategic Alternatives for Agriculture-led Growth and Poverty Reduction in West Africa*, 2006, p. 11.

<sup>16</sup> *Global Food Security Response: West Africa Rice Value Chain Analysis*, microReport no. 161, USAID/W/EGAT, October 2009, p. 63.

### 4.3. REINFORCING SOUND MARKET-BASED PRINCIPLES FOR AGRICULTURE

Developing markets for agricultural commodities and creating a sound business environment for agro-business are critical to increasing agricultural growth. Establishing the necessary enabling environment for a private sector-led expansion of the agricultural sector in West Africa will be vital to the success of the ECOWAP/CAADP initiative.

Under this core investment area, USAID/WA will provide leading public and private regional institutions with capacity-building on policy formulation, policy implementation, and monitoring and evaluation. Building the capacity for empirically based advocacy will be an important factor in policy reform.

#### 4.3.1. Key Issues

The movement of goods around the West Africa region is inefficient and faces multiple constraints. However, problems of a policy nature also severely hamper the creation of an integrated regional market in food staples. These problems include a lack of harmonized standards and procedures across borders, and poor implementation at national levels of agreed-upon regional policies.

As previously noted, there are myriad problems (trade bans, taxes, and permission regimes) with the implementation of the region's theoretically liberalized trade and transport regimes. There remains a great need for standardization of national regimes of sanitary and phyto-sanitary (SPS) standards, and for progress in aligning them with international SPS regimes. Another policy issue is the subsidization by certain governments in the region of key inputs, such as Senegal's subsidization of fertilizer, seeds, and pesticides under the Senegalese President's GOANA (*Grande offensive pour la nourriture et l'abondance*) Initiative.

Overall government capacity for policy formulation, implementation, and monitoring in West Africa is generally weak. Perhaps as important is the general mistrust between

government and private sector. Behind these problems is the broad issue of governance, which encompasses such issues as addressing relations between the winners and losers from policy reform; corruption within public-sector organizations (and its private-sector counterpart, fraud); land tenure and property rights; and civic engagement.

While many of these issues are presumably best left to national governments and the donors that support them, as noted by Johnson *et al.*, they have a regional dimension<sup>17</sup>. For example, regional organizations such as CORAF or ECOWAS face their own governance issues as they operate at the regional level and attempt to obtain consensus among representatives of sovereign member states at varying levels of political and economic development.

Moreover, private-sector bodies undertaking advocacy activities, such as ROPPA, tend to focus on specific issues of direct, short-term interest to their members – e.g., levels of protection for domestic agricultural producers – rather than on facilitating research and dissemination of research results to increase productivity in the longer term or improving the policy environment. USAID/WA, in its capacity-building efforts for these bodies (see below), will focus on efforts to improve governance at key regional public and private sector institutions.

#### 4.3.2. Past Investments and Key Results

USAID/WA is assisting CILSS and ECOWAS to develop the capacity, knowledge, and tools to design and implement market-related policies and to establish policy frameworks that encourage private sector investment in input and output

ECOWAS has adopted a regional variety release system and common seed certification standards to facilitate seed trade among its 15 member states.

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<sup>17</sup> See footnote 1.

markets.

Improving the regulatory environment is important for providing an incentive to private-sector firms to produce and release new crop varieties in West Africa. ECOWAS has adopted a regional variety release system and common seed certification standards to facilitate seed trade among its 15 member states. These countries have reviewed their national quarantine pests list, and Burkina Faso has hosted a national workshop to validate its revised list.

### **4.3.3. ECOWAP/CAADP Priorities**

ECOWAP priorities for improving the business climate for agricultural are articulated in the Mobilizing Program 2: Promoting an overall environment conducive to regional agricultural development. The Program focuses on trade policies that inhibit the development of agri-food value chains.

ECOWAS has adopted many policies on regional integration. A number of those issues impinge directly on issues of food security and poverty reduction. These policies include not only harmonization of regulations on seeds, bio-safety, and SPS matters, but also the ECOWAS Trade Liberalization Scheme and Inter-state Road Transit Scheme. Current USAID/WA programs are improving the implementation of these schemes at the national level.

At a broader level, large-scale cooperation between ECOWAS and the larger donor community will be necessary in order to come up with a complete list of all relevant ECOWAS policy regimes and a timetable for the removal of obstacles to implementation, which occur largely at the national level. In FY 2010, USAID/WA will collaborate with ECOWAS and other donors on the completion of such a list and time table.

### **4.3.4. FY 2010 Priority Actions**

USAID/ WA's work in this area will include collaborating with ECOWAS and WAEMU to improve the implementation of trade and transport policy regimes, as they influence

regionally significant food staple value chains. Improving the functioning of border posts will be a new emphasis in our efforts to improve the policy environment. Those efforts will also encompass working with leading regional producers' and traders' organizations to strengthen their capacity to advocate for such improvements.

USAID/WA will also continue its work with ECOWAS and CILSS on the implementation of regional seed regulations and their extension to all ECOWAS countries. In addition, USAID/WA will support the adaptation at the national level of bio-safety regulations in conformity with regional regulations in that sphere (under ECOWAS).

USAID/WA will work with ECOWAS and other sub-regional organizations on the implementation of the ECOWAP Regional Investment Plans. The program will achieve the following.

- Reduced distortions and increased competition and sound market-based principles by assisting sub-regional intergovernmental organizations to develop and implement sound agriculture and food security strategies.
- Prioritization for speedier and more consistent implementation (by ECOWAS and WAEMU) of key policy reforms related to agro-business and commodity value chain development.
- Strengthened capacity of major regional producers' organizations to advocate for improved policy regimes, including linking these organizations to sources of information to strengthen their advocacy platform.
- Strengthened analytical capacity of CILSS, ECOWAS, and WAEMU in trade, agriculture, food security, natural resources management and climate change.

All these would have strong elements dealing with gender aspects of policy analysis. USAID/WA is considering the long-term placement of advisors at one or more regional organizations for this purpose.



#### **4.3.5. Relevant Analytical Work**

Several major studies dealing with the importance of stimulating the production and trade of food staples point to the need to improve the policy environment as a key component of the approach. An example is the prospects for improving the functioning of the regional rice value chain. The study lists such policy measures as providing greater certainty regarding the price environment, adopting a relatively low common external tariff, harmonizing taxation among countries, establishing regional investment incentives, and harmonizing grades and standards as key to such improvement.<sup>18</sup>

#### **4.3.6. Relation to GHFSI Objectives**

This core investment area addresses the GHFSI objectives of engaging underserved population, particularly the very poor, in rural economic growth; and improving the efficiency of humanitarian assistance.

### **4.4. ADDRESSING THE NEEDS OF THE VULNERABLE**

#### **4.4.1. ECOWAP Priorities**

Cognizant of the importance of regional coordination on nutrition policy and strategy, ECOWAP's regional Mobilizing Program 3 deals with reducing food insecurity and promoting stable access to food. This Mobilizing Program is broken down into five Components, namely (a) Definition of a regional approach to safety nets for vulnerable populations; (b) Adapting a mechanism for monitoring vulnerability and preventing food crises; (c) Providing safety nets for vulnerable urban populations; (d) Establishing safety nets targeted at the rural poor and vulnerable; and (e) Promoting regional instruments for food security.

#### **4.4.2. USAID Past Investments and Key Results**

USAID/WA has long been addressing these regional humanitarian issues through its support to CILSS. That support has addressed the following issues:

- Harmonization of methodologies for identifying and surveying vulnerable populations and analyzing results.
- Capacity building within CILSS and other regional organizations to improve management systems, strengthen policy development capacity, and address vulnerabilities in food security monitoring and response.
- Improved implementation of policies for monitoring and promoting regional food security and emergency response systems.

In terms of results, by the end of FY 2009, 15 countries had adopted harmonized vulnerability evaluation frameworks and had well functioning crop monitoring systems.

#### **4.4.3. Key Issues**

Recurrent food crises prompted the Sahelian countries to organize themselves under the CILSS framework to collectively prevent and manage food crises. Their strategy is based on information and early warning systems in each country and at a regional level conducting agricultural surveys, monitoring of agro-forestry-pastoral harvests, tracking cereal and food crops balances, among other actions. These efforts are complemented by efforts to identify populations and geographical areas at risk, generally at the initiative of various organizations (e.g., NGOs, World Food Program, FEWS Net, and the Food Insecurity and Vulnerability Information and Mapping System under FAO). Work has been under way for several years to harmonize institutional approaches to vulnerability analysis.

Despite these efforts, nutritional surveillance systems at national levels are weak or non-existent, and there is a recognized need for national systems to converge at a regional level

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<sup>18</sup> Global Food Security Response: West Africa Rice Value Chain Analysis, p. 63.

to provide quality information to regional decision makers. Another issue is that, at the request of ECOWAS, the system is gradually being extended to non-Sahelian (coastal) member states, yet CILSS has lacked the funding needed to effect this. This requires some adaptations to account for risk factors specific to the coastal countries.

The ECOWAP Mobilizing Program 3 seeks to “contribute to meeting the food needs of vulnerable populations and to reduce the structural vulnerability of rural as well as urban populations, in the face of volatile or rising food prices.”

USAID/WA will continue to support CILSS through ECOWAP/CAADP to extend the food security monitoring system to all ECOWAS countries by:

- defining a regional approach of safety nets focused on food security ensuring sufficient coherence and harmonization of national approaches;
- providing reliable information to enable policy makers and managers of food crises to intervene with targeted operations in favor of vulnerable populations;
- developing safety nets to improve economic access to food in poor urban communities, while remaining within the poverty reduction strategy;
- developing safety nets in rural areas to improve access to food by the people and to reduce their structural vulnerability, while facilitating the necessary changes as expressed in the agricultural modernization strategy; and
- developing the regional capacity for intervention in the prevention and management of food crises.

#### **4.4.4. FY 2010 Priority Actions**

The nutritional surveillance conducted by CILSS covers rural areas only. With the high rate of urbanization, there is also a need to include urban areas in the survey. USAID/WA plans to support the expansion of the current survey to include urban areas. It will also continue to

support the extension of CILSS’ nutritional surveillance system to the coastal countries.

CILSS launched an initiative known as Nutrition, Food Security, and Public Policies in the Sahel (NUSAPPS) in mid-2007 to improve the information available on food and nutritional security. This initiative has benefited from CILSS’ experience in setting up regional food security information networks. NUSAPPS, in parallel with similar activities at the national level, provides support to CILSS and West African countries in collecting and analyzing data; participates in nutritional capacity building at national and regional levels; and advocates for the integration of nutrition into information systems and public policies. Although USAID/WA does not currently support this initiative, it is considering doing so as a new investment area.

## **4.5. IMPROVING NUTRITION**

### **4.5.1. Key Issues**

Malnutrition remains a critical problem and a serious public health issue in West Africa. The sub-region has some of the world’s worst malnutrition rates, affecting the health status and development of millions of children. The recent Lancet series on Maternal and Child under-nutrition concluded that malnutrition is responsible for more than 1.1 million deaths annually in sub-Sahara Africa. More than one quarter of children in West Africa less than five years of age are moderately or severely underweight, and approximately 30% have stunted growth. Deficiencies of selected vitamins and minerals impair children’s development and render them more susceptible to infection and death. In West Africa, vitamin A supplementation alone can save over 100,000 children a year.

Some of the critical issues facing nutrition programs in general in the region include a lack of trained and qualified nutrition staff to manage nutrition programs; poor or non-existent monitoring and evaluation (M&E) systems and tools; and the need for improvement in the quality of services in nutrition programs.



#### **4.5.2. Past Investments and Key Results.**

USAID/WA has been funding a partnership with Helen Keller International on accelerating Vitamin A fortification of cooking oil in eight West African countries (i.e., the WAEMU member states). The initiative has provided Vitamin A to an estimated 42.3 million people, of whom 7 million are children under five and 5.4 million are pregnant or lactating women. USAID funding covered industrial assessment, equipment production and installation, procurement of Vitamin A premix, quality control, staff training, development of norms and standards, social marketing/communication, and M&E.

#### **4.5.3. FY 2010 Priority Actions**

USAID/WA will utilize FY 2010 funds to support the West Africa Health Organization (WAHO), the official health agency of ECOWAS, to improve its capacity in planning and managing nutrition programs in the region. GHFSI will take advantage of this existing mechanism to explore possibilities for nutrition interventions at the regional level. Target groups for nutrition assistance at the regional level are national governments of West African countries and WAHO. Beneficiaries of nutrition activities in countries are infants and children under five, women of reproductive age, and pregnant and lactating mothers.

Through WAHO, USAID/WA plans to support:

- A comprehensive needs assessment and mapping of nutrition activities in the West Africa region;
- Development of a strategy to address specific identified common/regional needs for nutrition and food security;
- Improvement of the policy environment for nutrition and food security;
- Replication of best practices in nutrition; and
- Development and implementation of a regional capacity-building strategy for nutrition.

WAHO, with its network of national focal points, will be strengthened to play a lead role. A second senior nutrition advisor will be supported at WAHO to provide leadership and technical assistance to countries in the region. A standardized M&E system and tools should be developed based on the situation analysis and the mapping of nutrition interventions in the region. Appropriate resources will be made available to implement the system in collaboration with all nutrition stakeholders.

USAID/WA will also continue to support cooking oil fortification efforts and to expand to countries not yet covered. In addition, other micro-nutrients and staple foods will be targeted for fortification. USAID will also consider supporting behavioral change for greater breastfeeding promotion, and community-based interventions to manage moderate and severe malnutrition. Of special consideration will be the development and implementation of a comprehensive and standardized M&E plan for nutrition.

#### **4.6. CROSS-CUTTING THEME NO. 1: CLIMATE CHANGE**

##### **4.6.1. Key Issues**

Certain countries in West Africa are generally seen as among the most vulnerable in the world to climate change and increasing climate variability. ECOWAS must continue to assume a leading role to ensure that its member states provide adequate and reliable financial support for the political measures required for adjustment to climate change. The required measures include the introduction of laws relevant to climate-friendly economic and financial policies; to compliance with climate protection agreements; and to the effective implementation of climate adaptation programs. A key question is whether West African governments, under the leadership of ECOWAS, are willing to make use of new funds effectively and transparently to complete greenhouse gas inventories, deliberate on national guidelines for the reduction of climate gases, and take measures to avert the harmful effects of climate change. All of the ECOWAS

member states have ratified the Convention on Climate Change.

Agricultural production and food security in West Africa will likely be severely compromised by climate change. Several West African countries have always faced semi-arid conditions that make agriculture challenging. Climate change will likely reduce the length of the growing season and force large areas of marginal agriculture out of production entirely. Farmers and pastoralists must contend with other extreme natural resources challenges and constraints, such as low soil fertility, pest infestations, crop diseases, and lack of access to key inputs such as improved seeds. These challenges are aggravated by prolonged droughts and bouts of severe flooding.

The livestock sector, a very important one in West Africa, is particularly vulnerable to changes in temperature. Higher temperatures will likely lead to increases in the size of small livestock flocks (such as goats), and decreases in the size of large livestock herds, because goats are particularly heat tolerant. By contrast, pastoralists herding large animals are more dependent on species such as cattle, which are less heat tolerant. Poultry production has already risen sharply in the region, providing valuable protein for both rural and urban populations. Poultry can be a positive alternative as it has very little impact on soil degradation and biogas production.

Water access and water resources management are highly variable across West Africa. The ECOWAS member states share 25 trans-boundary rivers. Pressures on water availability, accessibility, and demand are expected to increase. Collecting water during the rainy season and storing it is expected to become increasingly important with climate change. Those living along coastal areas, especially women, will be hit especially hard since they are most susceptible to increased salinity of coastal potable water sources, such as bore holes and hand-dug wells.

Fisheries contribute in an important way to food security. They may also be affected by

certain biophysical impacts of climate change, such as changes in fresh water flows, and more intrusion of salt water into streams/rivers, affecting species on which inland fisheries and aquaculture depend. Certain highly productive ecosystems (mangroves, estuaries, deltas,) that constitute the basis for important economic activities will be threatened due to the sea level rise.

#### **4.6.2. ECOWAS Priorities**

The ECOWAS Investment Plan focuses on strengthening regional research in climate change and variability, and strengthening capacities for integrated management of shared resources such as water, both of which USAID/WA will support. The AGRHYMET Regional Center (ARC) has been providing technical direction to CILSS member states to prepare for the impacts of climate change. In 2006, ECOWAS requested that CILSS include the ECOWAS member states that are not members of CILSS – Benin, Côte d'Ivoire, Ghana, Guinea, Liberia, Nigeria, Sierra Leone, and Togo – in its activities, so these countries could improve monitoring of the cropping season, the food situation, and natural resources.

The ARC is providing analytical and diagnostic tools to member states for effective and sustainable solutions to food insecurity and for improved natural resources management. ARC regularly produces the food crisis prediction calendar to assist ECOWAS member states in better addressing the vulnerability of Sahelian populations to food crises and the adverse effects of climate change.

#### **4.6.3. FY 2010 Priority Actions**

USAID/WA will focus on increasing the institutional capacity of CILSS (and ARC, a specialized institution of CILSS) to assist it in becoming the lead organization in West Africa for climate change. Thematic areas will include:

- Formulating new training programs better adapted to the realities of Sahelian countries and capable of meeting their capacity building need.

- Developing information and training techniques for environmental monitoring and better natural resources management.
- Assisting in putting into use all of ECOWAS countries' information technology and telecommunication tools and methods currently employed in CILSS countries.
- Strengthening the Regional Database Management System to monitor rainfall, hydrological, pastoral, crops, phyto-sanitary, and natural resources management using remote sensing and geographical information system.
- Continuing to inventory regional strategies to adapt to climate change in the water sector and adaptation packages based on local dynamics at community level.
- Assisting ECOWAS in the implementation of the regional integrated water resource management action plan to optimize water use to improve agricultural production adaptation packages, based on local dynamics at the community level.

USAID/WA will encourage ECOWAS to continue to implement regional plans that forecast physical hazards (e.g., sites prone to floods and drought); biological vulnerabilities (e.g., crops and livestock at risk); and human vulnerabilities (e.g., health hazards, or vulnerable livelihoods). It is essential to strengthen the concerted management at a regional level of water resources to prepare for increased competition for the use of water resources among the various countries and user groups.

Working collaboratively with the regional research institution CORAF on biotechnology, research will be focused to develop drought and pest-resistance rice, drought-tolerant maize, and insect-resistant millet, sorghum and cassava. West African farmers are already selecting crops based on precipitation increases or decreases, and shifting towards drought-tolerant or water loving crops.

Increased research on cultural practices is needed to prepare for the potential impacts of climate variability and change on food security. This will engender a wider understanding of

how such changes and impacts might interact with environmental, social, economic, and political factors that determine the vulnerability of the very poor.

USAID/WA will ensure that its implementing partners involved in the regional livestock value chain promote adaptation strategies that will

- Support the raising of rustic species, such as goats and camels.
- Include the use of emergency fodder in times of drought.
- Support and replicate best practices in fodder storage during raining season. Properly cut fodder during periods of abundance can provide fodder during the dry season; and
- Promote and support improved water catchment techniques to secure water for livestock and to reduce roaming and soil degradation.

Cut, dried, and stored grass or rice straw can be an income-generating activity for the very poor and unemployed youth. Cutting and storing grass also prevents bush fires, which are devastating to the environment.

#### **4.7. CROSS-CUTTING THEME NO. 2: GENDER**

There is considerable evidence that the neglect of gender issues in agricultural development in West Africa has led to a loss of opportunities to raise agricultural productivity and alleviate poverty. In Burkina Faso and other countries in Sub-Saharan Africa, allocating land, labor, and fertilizer equally between the genders would increase production by 10-20%. Furthermore, if men and women in Ghana had equal land rights and tenure security, women's use of fertilizer and profits per hectare would almost double. Addressing this issue is particularly complex - as an activity becomes more profitable it tends to being taken over by males<sup>19</sup>.

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<sup>19</sup> Source: Jacqueline Ashby et al., "Investing in Women as Drivers of Agricultural Growth," IFAD;

Gender equality is a USG-endorsed goal of development and development-cooperation efforts. Gender equality is Millennium Development Goal 3: "Promote gender equality and empower women." USAID/WA is committed to developing a gender strategy as an integral component of the GHFSI and to collaborate closely with ECOWAS on ensuring that gender is included in all country investment plans.

USAID/WA will actively engage our partners, such as the West Africa Woman Association, the Sahel Women Network, and ECOWAS's Gender Development Center (both in Dakar), to provide valuable information to complete a gender analysis on all of our activities in the agriculture and natural resources program. We will examine implementing partners' projects to assess their ability to respond to and monitor gender issues during implementation. All partner strategic and work plans will include women's participation at all stages of the food value chains and will reflect best practices for getting appropriate technologies to women farmers. Special attention will be paid to reducing sexual harassment and violence faced by women in markets, along transport routes, and at border crossings.

During this process, USAID/WA will look for targets of opportunities to build African capacity by strengthening these organizations to promote leadership of women at all levels throughout the agricultural sector, including research, trade associations, and marketing cooperatives. Effective representation of women in regional organizations will be promoted as a mechanism for creating greater advocacy for equitable access to land, credit, and other services. Women leaders will be selected for short and long-term training opportunities. USAID/WA will ensure that budgetary resources are set aside for addressing gender-related issues. We will design our interventions to ensure that the improvement of activities traditionally

undertaken by women does not merely result in those activities being taken over by male members of the household.

USAID/WA's gender strategy will document the indigenous knowledge that West African women use to maintain household food security in times of drought. Many rural women depend on non-timber products for income, traditional medicinal use, and nutritional supplements in times of food shortages. More research and understanding will be conducted to explore innovative ways to help women select seeds and or plants saved for cultivation that will ensure resistance to the variety of conditions that may arise in a given growing season.

Deforestation compounds these conditions. The loss of biodiversity challenges the nutrition, health, and livelihoods of women and their communities. Increased access to improved technologies has proven to decrease deforestation as fuel demands shift away from biomass.

One of the expected impacts of climate change is that it could exacerbate current gender inequalities by decreasing agricultural productivity. Women working on small farms provide up to 80% of the agricultural labor and produce 45 to 90% of domestically consumed food in the household. Climate-related disasters have been found to disproportionately impact female-headed households that have fewer assets. The challenge will be to find other sources of income to feed and meet family needs. As part of USAID/WA's gender strategy, research will be supported to more closely examine the impact of climate change and identify diversification strategies for reducing women's dependency on rain-fed agriculture.

USAID/WA has had a number of achievements with respect to gender including the following:

- On-farm demonstrations have led to the adoption of a high-yielding tomato variety by a women's group in the southern part of Mali increasing household income:

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available at  
<http://www.ifad.org/gender/pub/sourcebook/flyer.pdf>.

- Women in Kano State, Nigeria, are using an insecticide safe-handling post-harvest technology and reducing storage losses in cowpeas through practical demonstrations.
- Better product packaging has led to increased profit margins for a group of women agro-processors in Mali, Nigeria, and Senegal after participation in a training event.
- The president of a small woman-owned local seed company has increased her sales after receiving business management training.
- A woman-owned company in Burkina Faso was able to produce and sell dried onion chips in Côte d'Ivoire based on contacts with Burkinabè onion producers established by ATP.
- A young female sociology graduate in Ghana was able to launch her career as a commodity broker via her participation in an ATP-sponsored maize buyer-seller event, and has already supplied maize worth \$250,000 to buyers in Burkina Faso.

A comprehensive gender strategy will be implemented to ensure that women's participation in food crop production and marketing is increased during the implementation of the GHFSI. The program will assess the extent to which all ongoing activities adequately address gender concerns and modify those that do not already do so.

#### **4.8. RELATING INTERVENTIONS TO GHFSI OBJECTIVES**

ECOWAP/CAADP Mobilizing Programs and their components and sub-components relate to both the GHFSI and USAID/WA's current and future programming. For example, Sub-component 1.1.3, Structuring and organizing value chains, relates to GHFSI objectives 'linking small farmers to markets' and 'engaging women in rural economic growth.' USAID/WA's ATP and E-ATP are the current vehicles through which USAID/WA addresses both this ECOWAP/CAADP Sub-Component and these two GHFSI objectives.

Current USAID/WA programming does not address every ECOWAP/CAADP Sub-component. USAID/WA plans to carry out an evaluation of certain existing activities to ascertain their consistency with the ECOWAS Mobilizing Programs to guide its programming in future years.

## **5. FY 2010 RESULTS/INDICATORS/TARGETS**

The results presented below are those that the USG and USAID/WA expect to achieve via the implementation of activities and provide an idea of the magnitude of the expected impacts

### **5.1. INCREASING AGRICULTURAL PRODUCTIVITY**

Through WASA's Seeds Project, USAID will make available over 43 metric tons (MT) of foundation seed to further multiply and produce certified seed for farmers; and establish demonstration plots on 1,000 hectares of high yielding varieties of staple crops. It is expected that 500,000 farmers will be using improved seeds and planting material; 25 local seed companies will be providing improved seeds; and 800 agro-dealers will supply valuable agricultural inputs to farmers Burkina Faso, Ghana, Mali, Niger, and Nigeria.

Through support to sub-regional intergovernmental institutions, the following results are expected:

- Completion of three regional and eight national investment plans based on support provided by USAID/WA.
- Implementation of regional regulations that facilitate marketing of seeds by agricultural organizations.
- Assurance that the West Africa Seeds Committee is functioning and overseeing the regional regulatory framework on seeds for all ECOWAS member states.
- Approval and implementation of bio-safety regulations.



## **5.2. REDUCING TRADE AND TRANSPORT BARRIERS**

The following results will be achieved:

- 20-33% increases in the value and volume of intra-regional exports of targeted agricultural commodities.
- 17 policy reforms presented for legislation/decision.
- 24% reduction in the number of transport obstacles per 100 kilometers.
- \$10 million in private financing mobilized or leveraged.
- 23 institutions offering improved services to their clients.
- 22,000 users are using market information systems.
- 27% reduction in transportation costs for key exports using priority West African trucking corridors.
- \$50 million in sales from seeds and fertilizers through smallholder linkages to output markets.

## **5.3. REINFORCING SOUND MARKET-BASED PRINCIPLES**

Results planned are as follows:

- Twelve thousand (12,000) users of cell phone-based market information systems, which help reduce distortions in markets as the variation in prices across markets is reduced.
- Eight new countries (out of 17) will be supported to develop their early warning food security monitoring systems and the food security strategy.
- USAID's Office of Food for Peace (FFP) will develop contingency plans for three countries (Niger, Burkina Faso and Mauritania)

- Six public-private partnerships will have improved the business environment under which agriculture is conducted; and
- Four private-sector organizations advocating policy changes for improved regulatory and legal systems.

## **5.4. ADDRESSING THE NEEDS OF THE VULNERABLE**

Focused on the definition of a regional approach to safety nets, the main expected results are the following:

- The region has a coordinated approach to the use of social safety nets for urban poor populations, included in the poverty reduction strategies.
- The region has a coordinated approach to the use of social safety nets for rural populations included in the policy for the modernization of agriculture and the poverty reduction strategy.
- The region has a harmonized methodology for analyzing food vulnerability.
- The region has national and regional systems of information on the major dimensions of reliable food and nutrition security,
- The capacity of national institutions is increased to develop safety nets for urban areas.
- Member states are supported by ECOWAS in working with urban communities to develop safety nets;
- The region has established a regional strategic reserve (food security stock) to support national strategies for physical and financial storage, and a transparent mechanism for mobilizing this reserve.

**Table 1. Performance Indicators and Targets for Global Food Security Response**

Indicator	2010 Targets
<b>Agricultural Enabling Environment</b>	
Number of countries targeted for national seed law reforms to facilitate seed trade	2
Number of policy reforms presented for legislation/government decree	6
Number of policy reform processes reaching dialogue milestone after significant advocacy by private-sector and other non-governmental actors.	5
Number of institutions/organizations making significant improvements to their ability to offer services to their clients.	4
Number of users of regional market information systems.	12,000
<b>Agricultural Productivity</b>	
Technology Adoption for selected staple food crops* <ul style="list-style-type: none"> <li>Area under new technology/improved seed in maize (ha)</li> <li>Area under new technology/improved seed in rice (ha)</li> <li>Number of farmers/processors adopting/benefitting</li> <li>Amount of foundation seed produced in rice (tons)</li> <li>Amount of foundation seed produced in maize (tons)</li> <li>Amount of certified seed produced in rice (tons)</li> <li>Amount of certified seed produced in maize (tons)</li> </ul>	320 230 5,493 3.0 10.0 9.0 0
Gross Margin for selected staples * <ul style="list-style-type: none"> <li>Rice by seed producers (US\$ per ton)</li> <li>Maize by seed producers (US\$ per ton)</li> <li>Rice by agrodealers (US\$ per ton)</li> <li>Maize by agrodealers (US\$ per ton)</li> </ul>	Tbd Tbd Tbd Tbd
Increase in the aggregate value of intra-regional exports of targeted agricultural commodities (as % increase over the baseline).	10%
Amount of private financing mobilized or leveraged (million US\$)	3
Percentage reduction in transport obstacles per 100 km (as % decrease over baseline).	10.5%
Percentage reduction in average transportation and logistics costs for target products using trucking corridors (as % decrease over the baseline).	5%

\* Data cover only the seed producers and agrodealers that the Seeds Project under WASA is supporting, and are not at the farm production level (a matter for bilateral missions).



## 6. KEY ISSUES AND ANALYTICAL ACTIVITIES LOOKING TOWARD FY 2011

### 6.1. KEY ISSUES

One major constraint on sustainable increases in agricultural growth and food security improvements has been slow progress in regional policy harmonization and implementation by national governments in critical areas related to agriculture and regional trade. Even in cases where a harmonized regional policy regime exists (on seeds or bio-safety for example), the willingness and ability at the national level to implement those regimes has often been lacking. USAID/WA is tackling this through improving coordination with bilateral missions and identifying Common Program Areas for joint planning and implementation.

Another challenge will be for West African governments and ECOWAS to meet their financial obligations under the national and regional CAADP compacts. In the national case, this refers to the commitment under CAADP for at least 10% of budget expenditures to be devoted to the agricultural sector—a standard that only four or five of ECOWAS' 15 member states have met thus far.

A key milestone in the CAADP process will be the Investment Plans and the third party review. USAID/WA will be working closely with other donors involved with the RECs to assist ECOWAS with this process. It will also be important to increase donor coordination as the Investment Plan moves forward toward donor pledging and financing of Compact programs.

A final issue is the fact that donor- (especially, USG-) supported programming to increase trade has focused largely on increasing exports to the US under the African Growth and Opportunity Act (AGOA), or more recently, on intra-regional trade in agricultural commodities between rural producers and large

urban markets (generally coastal). The emphasis under the GHFSI on facilitating trade in food staples between typically surplus and chronically deficit areas is a novel one and will no doubt require some rethinking of our approach to trade facilitation, as well as additional sources and types of trade data.

### 6.2. TRANSITION TO 2011

The key action that the USG through USAID/WA will undertake in FY 2010 is to establish a sound basis for larger-scale programming in FY 2011 and beyond. USAID/WA will develop a five-year (2011-2015) regional agricultural and food security strategy that will fully align with African and USG sectoral initiatives. The programs will strategically address the cross-cutting issues of gender, nutrition, the very poor, and institutional development across the portfolio.

Beyond 2011 (the end of the current Strategic Objective Agreement), USAID/WA will consolidate its agriculture, trade, and natural resources programs into the five core investment areas: Increasing agricultural productivity; Reducing barriers to trade and transport; Reinforcing sound market principles; Addressing the needs of the vulnerable; and Improving nutrition. We will also address the two cross-cutting themes of climate change and gender.

In order to transition to 2011, USAID/WA will develop new analytical information and launch new activities designed in 2010. The GHFSI program will:

- Strengthen the WASA partnership, focusing on promoting a sustainable commercial seed industry.
- Provide long-term technical assistance to sub-regional intergovernmental organizations involved in the implementation of CAADP.
- Invest in priority value chains to increase the trade and market development areas under ATP/E-ATP. ATP/E-ATP are mapping transport corridors to inform investments that will improve staple food movement

through the region. Since the impediments to such movement occur largely at the national level, USAID/WA will collaborate with USAID bilateral missions, who are usually better positioned to work with national governments on removing those impediments. However, USAID/WA will continue supporting advocacy at the national level through regional producer associations. The program will strengthen existing regional trade associations, and where necessary, facilitate the creation of new ones for key staple food commodities. Such organizations will play a key role in advocating for improved policies to ECOWAS, national, and international policymakers.

- Increase the availability of finance all along the targeted value chains, paying particular attention to the roles women play and their specific financial constraints and needs.
- Subject to the results of an assessment, begin to integrate into ongoing programming interventions related to gender and the very poor.
- Launch the West Africa Fertilizer Alliance.
- Design and build capacity for a Knowledge Management function for USAID/WA.
- Increase coordination with bilateral missions on common program areas, and with other shared activities such as value chain studies, trade corridor development, and the seed sector improvement activities under WASA.
- Design an office-level monitoring and evaluation (M&E) plan.

### **6.3. ANALYTICAL GAPS**

In 2010, USAID/WA will commission a number of analytical studies as a precursor to launching its 2011-2015 Agricultural Strategy. Studies on the following topics are planned:

- An examination of the prospects for integrating interventions addressing gender and the very poor into regional agricultural development programming.
- An examination of the relative effectiveness of corridor and border post-related

programming in increasing intra-regional trade of agricultural products. USAID/WA programming has focused heavily on improving the functioning of major transport corridors, especially through capacity-building and advocacy efforts for truckers and traders and collaboration with the RECs (ECOWAS and WAEMU). The assumption is that improvements to the governance of transport corridors will benefit agricultural trade and poverty reduction more than improvements to the functioning of border posts. ECOWAS has recently begun to emphasize the latter (especially the creation of one-stop border posts), which has received considerable emphasis among donors in Eastern and Southern Africa.

- A comprehensive needs assessment and mapping of nutrition interventions in the region. This assessment will include the status of nutrition activities including the policies, budget allocation, and so on. It will also look at the efforts and activities of other stakeholders and donors, including all USG agencies, UNICEF, WHO, and CILSS. The assessment will focus on the following:
  - country/regional program performance to date;
  - commitment of host government and stakeholders;
  - organizational and management capacity needs to improve program performance;
  - community partnership/ ownership and access to nutrition services;
  - communication and social mobilization strategies;
  - a mapping of donor assistance; (g) existing M&E systems;
  - current promising and successful practices;
  - capacity-building;
  - coordination of nutrition and food security activities.

A final analytical topic that USAID/WA will endeavor to examine concerns the identification of winners and losers from policy reform and of

strategies based on that analysis to facilitate the implementation of such reform.

## 7. PARTNERSHIP PLAN

USAID/WA's food security programs are implemented largely at the 17-country regional level (ECOWAS plus CILSS), in six USAID-presence countries (Benin, Ghana, Liberia, Mali, Nigeria, and Senegal), and in four limited-presence countries (Burkina Faso, Chad, Côte d'Ivoire, and Niger). The programs that USAID/WA implements at the regional level have region-wide implications. Examples include harmonization and enhanced implementation of policy and regulatory regimes; development and dissemination of more cost effective technology; provision of agro-climatological and market information; combating desertification; and promoting food security. Those at the bilateral level – including ones in non-presence countries – generally have trans-boundary or regional trade implications.

In implementing these programs, USAID/WA works with a wide range of West African sub-regional intergovernmental institutions, public international organizations, regional public-private alliances, and private sector traders' and producers' associations. USAID/WA coordinates closely on an ongoing basis with USAID's bilateral missions in West Africa.

Ensuring USG interagency coordination in West Africa poses special challenges due to the nature of regional programs, which are planned and managed by a roving regional staff. USAID is the only federal agency that operates such an ambitious platform, and much work remains to be done to create a mechanism for coordination with other federal agencies across West Africa. Those agencies include primarily the US Department of Agriculture (USDA) Foreign Agricultural Service (FAS), and Animal and Plant Health Inspection Service (APHIS) (all based in Dakar), and the Peace Corps (regional office is in Cotonou). In addition, closer collaboration must be established between the USAID Food for Peace Office in Washington,

which determines priorities and directions for PL480 Programs in the region, as well as with the Office of Foreign Disaster Assistance in Dakar.

USAID/WA coordinates its interventions with bilateral missions through site visits and periodic meetings and joint funding of some programs (e.g., with USAID/Ghana and USAID/Mali). However, there is opportunity for improving USAID/WA's coordination with bilateral missions in the region and other USG agencies operating at the regional level. Discussions were initiated at the West Africa Regional GHFSI meetings in February 2010. USAID/WA will follow up with bilateral missions in countries that share a common border to facilitate the cross-border trade regime and the operations of the trade corridors for the benefit of particular value chains. Places to begin this effort may include the Mali/Senegal and Ghana/Burkina Faso.

Early in FY 2010, USAID/WA will establish a USG regional inter-agency coordinating process on the GHFSI. The USAID /WA Front Office will take the lead in coordinating the "whole of government" approach. Some of the concepts that USAID/WA intends to explore with USAID bilateral missions include designation of a liaison person at each mission where USAID/WA programs are being implemented; establishment of a West African GHFSI Program Managers Forum and schedule biannual coordination meetings with USG-GHFSI managers in USAID/WA focus countries; and identification of ways for increasing collaboration among implementing partners on the ground.

### 7.1. CONSULTATION AND COORDINATION WITH USAID/WA BILATERAL MISSIONS

USAID/WA's regional programs and implementing partners operate at the country level under individual programs. These include ATP (agricultural commodity value chain development, trade corridors, financial innovation, market information systems); WASA (commercial seed industry

development); and CORAF (agricultural technology development).

One role of the regional mission is helping cross-border transfer of technologies and best practices developed and tested in West Africa for adoption and dissemination at the national level. For example, WASA's on-farm demonstrations of high-yielding varieties of maize are transferred to the national level for adoption and dissemination.

## **7.2. CONSULTATION AND COORDINATION WITH REGIONAL INTER-GOVERNMENTAL ORGANIZATIONS**

USAID/WA has a long history of providing support to West African inter-governmental organizations. Program managers from USAID/WA's Agriculture and Natural Resources Office (ANRO) meet regularly with these institutions to monitor program implementation and to coordinate with other donors and bilateral missions. In the last two years this coordination has intensified, with USAID/WA's increased support to ECOWAS for CAADP implementation and CILSS's participation in implementing new activities. USAID/WA will continue to consult and be an active participant in CILSS coordination; OECD/Club du Sahel Governing Body meetings; the CORAF General Assembly and global coordination meetings, which include representatives of 13 NARS.

## **7.3. DONOR CONSULTATION AND COORDINATION**

Multilateral donors active in the agriculture sector in West Africa include the World Bank, African Development Bank, the Food and Agriculture Organization (FAO), and EU. France, Canada, and the UK are major bilateral donors that support and fund projects with regional partners. These donors also provide support for the CAADP process and for coordination of regional agricultural research. Over the next three months, a series of meetings will be held where ECOWAS and

donors will discuss how to ensure that priority activities within the Mobilizing Programs receive support either from ECOWAS or donors. At the February Meeting in Lomé, ECOWAS agreed to provide donors with an even more detailed version of the investment plan. After this is received, the donor working group (led by the Spanish Ambassador to Nigeria) and ECOWAS will undertake a joint programming design and appraisal assessment with a view to identifying the contributions of the various parties. ECOWAS has committed to providing 15% of the budget of the ECOWAP/CAADP Investment Plan. Based on the outcome of these upcoming meetings, USAID/WA may need to make some adjustments to its program.

USAID/WA has been funding the Club du Sahel to complement the latter's assistance to ECOWAS and CILSS. USAID/WA's interactions with multilateral donors take place mainly through support provided to West African sub-regional inter-governmental institutions. Such support inevitably involves a degree of program coordination with such multilateral donors as the EU and United Nations agencies.

USAID/WA plans to initiate collaboration with the World Bank's Foreign Investment Advisory Service (FIAS) on investment climate and business reform process, with a view to increasing the depth of GHFSI investments in regional trade promotion, development of private sector led agro-enterprises to promote production, and distribution and sale of agro-inputs. This collaboration with FIAS will complement USAID/WA's policy-regulatory harmonization work with ECOWAS and WAEMU. Mechanisms such as the Global World Bank Trust Fund will be explored to streamline coordination and implementation. USAID/WA will also seek other multilateral partnerships (e.g., with FAO and WFP) for furthering the implementation of the GHFSI.

#### **7.4. CIVIL SOCIETY AND PRIVATE SECTOR CONSULTATION AND COORDINATION**

Because USAID/WA and ECOWAS both operate on a regional scale, their approach to working with civil society is distinct from the approaches employed by bilateral missions and governments. In the West Africa regional context, ECOWAS and USAID collaborate with such regional entities as regional farmer associations (ROPPA), and the Africa Seed Trade Association. ROPPA was a signatory to the regional ECOWAP compact as was WANEJ, a regional civil society network.

The consultative processes that culminated in the drafting of the ECOWAP Investment Plan benefitted from considerable input from major private agribusiness companies, such as Olam. This was in addition to the discussions held with representatives from smallholder associations. The West African Network of Chambers of Agriculture (RECAO) was a signatory to ECOWAP compact as the official representative of the private sector in the region.

WASA is an example of effective coordination between both the profit and not-for-profit private sectors including; AGRA, an entity supported by the Rockefeller Foundation and the Bill and Melinda Gates Foundation; private seed companies (including Pioneer and Monsanto), and AFSTA.

As the main resource partner of WASA, USAID/WA plays a leadership role in organizing bi-annual Steering Committee meetings. WASA's objective is to establish a sustainable commercial seed industry capable of the following: (a) ensuring that both subsistence and small-scale commercial farmers have affordable, timely, and reliable access to adapted genetics and traits in high quality seeds and planting materials; (b) playing a leading role in the growth and development of viable agricultural input systems; and (c) supporting the development of West African agro-industry. Once WAFA is operational, it is expected to

play a similar function vis-à-vis the West African fertilizer industry.

In addition, some of the work under ATP to improve the functioning of selected value chains is taking place through public-private partnerships, under which grants, technical assistance, and agreements on input supply take place. USAID/WA expects more partnerships with the establishment of commodity associations that bring together the many different players in the value chain in order to move the chain toward increased competitiveness and to enable key value chain actors to become advocates for change.

All these various relationships are depicted in the Partnership Framework diagram.

## **8. FY 2010 CAPACITY-BUILDING PLAN**

### **8.1. POTENTIAL PARTNERS**

Building the capacity of regional institutions is a key component of the ECOWAP framework. USAID/WA is currently working with regional partners to address these needs. These partners include sub-regional intergovernmental organizations (CILSS, CORAF, ECOWAS, and WAEMU), West African non-governmental and private sector associations (e.g., WASA), regional producers associations (e.g., ROPPA), commercial banks with a regional scope, and regional private sector associations. Other partners – for example, WAFA – will be included in the capacity-building plan in FY 2010.

The idea is to institutionally strengthen organizations that will play key roles in realizing the objectives of ECOWAP/CAADP. Such organizations may be public/inter-governmental, either leading the overall process (ECOWAS), coordinating research throughout the region (CORAF), or formulating food security strategies (CILSS). They may also be private, for example, engaging in advocacy for improved policy formulation and implementation (e.g.,



ROPFA), or increasing access to finance (e.g., a major commercial bank).

USAID missions in East, West, and Southern Africa have agreed with USAID/WA on the joint development of a Scope of Work for a capacity needs assessment. Once a team is identified, USAID/WA will carry out a capacity-building assessment of our partner organizations. The assessment will identify the technical, managerial and leadership skills gaps, and will become the basis for developing a budgeted capacity-building plan consisting of long and short-term training. The plan will include a concerted effort to identify women in the selected organizations with a view to building their technical, leadership, and management skills.

To continue to build agricultural research, development, and analytical capacities in the region, USAID/WA will collaborate with several current and future partners. For instance, AGRA is involved in promoting WASA. It is also finalizing its development strategy, which includes a major effort in capacity building for enhancing food security. An element of the AGRA strategy calls for training agricultural researchers in plant breeding and soil science. USAID/WA will collaborate with such entities as WASA's private sector partners to build such capacity. To ensure African commitment and sustainability, USAID will co-fund these activities with partners and host country institutions.

Priorities for capacity building are identified in the ECOWAP/CAADP Mobilizing Programs and include:

- Gender sensitization across programs;
- Increased capacity for and efficiency in policy planning and implementation;
- The need to build networks of technical expertise;
- Strategic planning;
- Steering and coordination; and
- Monitoring and evaluation (M&E).

## **8.2. FY 2010 TRAINING PARTNERS AND PROGRAMS**

The Mission will select participants for short-term training heavily from private-sector entities, such as regional traders' and producers' organizations (whether at the apex level or specializing in particular commodity value chains such as ruminant livestock); and from commercial banks that operate on a regional scale. We will consider sponsoring participants for already existing short-term courses on regionally relevant topics – such as regional policy-making and the role of advocacy in improving such policy-making – from both regional public sector institutions and these private-sector bodies.

## **8.3. POTENTIAL TRAINING MECHANISMS**

Training will focus on building the critical skills needed to accomplish ECOWAP/CAADP and GHFSI objectives over 2011-2015. To the extent feasible, USAID/WA will work with African institutions, such as CILSS's AGRHYMET Regional Center, for this purpose.

The AWARD program is a specific mechanism for mentoring and building women's capacity in agricultural research that can be tapped.

## **8.4. LONGER-TERM INSTITUTIONAL STRENGTHENING**

Once an assessment has determined the institutional capacity needs of USAID/WA's key public sector partners, the Mission will consider adding key personnel to these bodies to perform such critical functions as promotion of gender mainstreaming or M&E. This approach, which has a precedent in East Africa, is more sensible than sending these organizations' small professional staffs on repeated short-term training exercises.

A specific idea is that, beyond FY 2010, USAID/WA through its implementing partners work with ECOWAS to map ecological zones with comparative advantages in specific agricultural production, initiatives, and services.

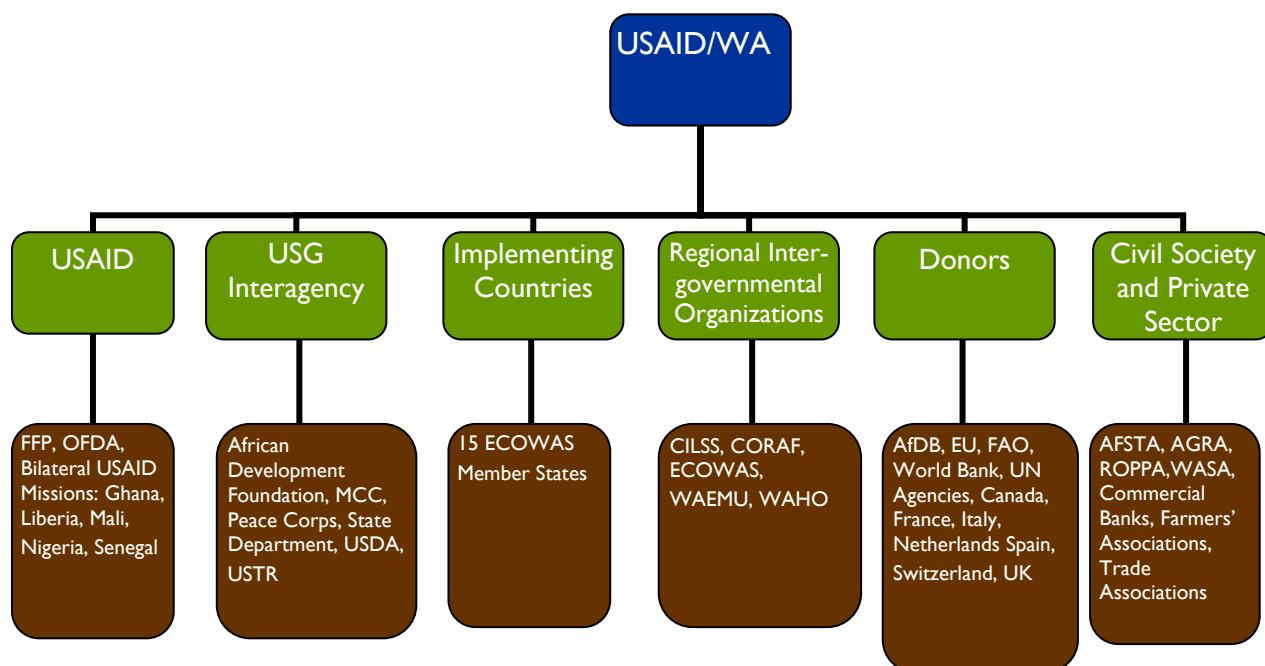
This will form the basis for strategically specialized institutional strengthening and capacity-building interventions in the various ecological zones, in a manner similar to that the US has followed with respect to its Land Grant Universities.

In the past, agricultural activities in the region have been insufficiently tied to regional comparative advantages. CORAF has initiated activity along these lines as part of its work to establish networks of NARS from selected member states for conducting research on given crop-specific topics. USAID/WA will support

an assessment of progress made to date in this direction and opportunities to strengthen such regional research specialization.

Just as the GHFSI interventions seek to move food from surplus to deficit areas, it is expected that this approach to institutional strengthening and capacity building will develop a cadre of regional technical expertise to lead the agricultural activities in the niche areas from research through production to the markets. These experts will be available to provide technical assistance to other parts of the region on an as needed basis.

**Figure 1: Partnership Framework**





## 9. MANAGEMENT PLAN

### 9.1. WHOLE OF GOVERNMENT COORDINATION STRUCTURE

USAID/WA is a member of the US Ghana Mission's Inter-agency Food Security Committee. The committee is chaired by the US Ambassador and comprised of representatives of the State Department, USAID/Ghana, Millennium Challenge Corporation (MCC) and Peace Corps. By mid-FY 2010, USAID/WA will establish a USG regional inter-agency coordinating process on the GHFSI. Coordination and support of regional development activities, however, pose special challenges for USAID/WA. Certain US Government regional operations for West Africa (e.g., USDA/APHIS, and USDA/FAS) are based in Dakar. USAID/Senegal houses a regional USDA/Participating Agency Service Agreement (PASA) position focusing on sanitary and phyto-sanitary (SPS) issues in the West African region. The Peace Corps' West Africa regional office is in Cotonou. A high level "Whole of Government" coordination meeting was held during the February GHFSI workshop, where it was agreed that USAID/WA would take the lead on regional GHFSI coordination.

More specifically, USAID/WA provides leadership for:

- Engaging bilateral missions at the concept paper/design stage;
- Organizing annual IP meetings; developing a policy matrix identifying key policies that need to be adopted and or implemented in various West African countries;
- Examining the possibility of placing USAID/WA staff in bilateral missions;
- Organizing meetings with concerned bilateral missions in the region on activities under the ATP and E-ATP programs;
- Keeping bilateral missions and partners informed on activities on the ground; and
- Examining opportunities for developing joint regional programs, e.g. regional fertilizer alliance.

Most USAID bilateral missions have well established USG-wide coordinating structures that serve as the main forum for coordinating across USG agencies. All USG agencies at the country level are represented in this structure. USAID bilateral missions have established steering committees with key counterpart ministries that meet at regular intervals. These bilateral structures offer the regional program opportunities to coordinate and to exchange information via direct participation, as well as via electronic exchanges of information.<sup>20</sup>

In FY 2010 and beyond, USAID/WA will explore possible engagement and coordination with other agencies, notably the USDA and perhaps the Millennium Challenge Corporation.

USAID/WA staff traveling in the region currently routinely brief USAID and U.S. Embassy staff. USAID/WA will move toward formalizing these relationships by committing itself to participating in meetings at bilateral missions at least once per quarter.

### 9.2. MONITORING AND EVALUATION PLAN

In FY 2010, ANRO will strengthen its program oversight, monitoring, review, and assessment and evaluation. Extensive performance monitoring against Operational Plan, IEHA and GFSR Results Framework indicators will take place during the Annual Mission Portfolio Implementation Review (PIR) in November each year, preceding the preparation of the annual Performance and Planning Report.

USAID/WA will monitor the quality of the data provided by implementing partners through periodic data quality assessments. Contracting Officer's Technical Representatives (COTRs) and Agreement Officer's Technical Representatives (AOTRs) will pay special

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<sup>20</sup> In the area of natural resource management/environment. USAID/WA is engaged with the U.S. Forest Service and U.S. Geological Survey.

attention to this aspect during their site visits. Finally, USAID/WA will consider promoting the peer review of its programs by bilateral Missions and other donors.

During FY 2010, ANRO is planning to develop an office-level performance and monitoring plan, which will employ a systematic approach to tracking program performance and generate high-quality data to satisfy GHFSI accountability requirements.

Findings from the assessment will be used in developing a comprehensive plan that

- Tracks our GHFSI core investment areas and progress towards achieving the CAADP objectives;
- Explains in detail how USAID/WA will monitor the various projects to determine whether they are achieving their intended results and measure their impacts over time;
- Serves as a guide for program implementation and management, so that all regional stakeholders will understand the objectives and targets to be achieved, and can monitor progress towards those objectives and targets during implementation; and
- Establishes a data collection, analysis, and reporting process by which USAID and ECOWAS can be alerted to any problems

in program implementation and provide the basis for making program adjustments.

A working group between ECOWAS and USAID/WA will be constituted to synchronize the two bodies' M&E plans. This working group will form the basis for coordinated ECOWAP/CAADP and GHFSI results monitoring with ECOWAS, and will set-up a regional mechanism to adjust targets and refine regional strategies. Performance clauses in the M&E plan will be a key component of future program designs and will be incorporated into all facets of existing programs in a coherent manner. Two standard sections of performance reports will be required from partners at regular intervals: (i) a section that tracks progress against indicators in the ECOWAP/CAADP M&E Plan with an accompanying narrative report; and (ii) a section that tracks progress against GHFSI indicators with an accompanying narrative that captures how results being achieved in this section align with CAADP. The M&E plan will track indicators in all core investment areas, as well as indicators currently being developed by ECOWAS.

Baselines and targets for the five core investment areas will be set prior to initiation of the corresponding Project Activities. Deadlines for setting the outstanding baselines and targets are shown in the following table.

**Table 2: Timeline and Partners for Baselines and Targets**

Core Investment Area	Baselines and / or Targets Determined by	Collaborating Institution(s)
Increasing Sustainable Agricultural productivity	December 2010	CORAF, WASA, IFDC
Reducing Trade and Transportation Barriers	July 2010	Trade Hub, ATP
Promoting Sound Market-Based Principles for Agriculture	November 2010	ECOWAS, CILSS, OECD
Addressing the needs of the Vulnerable	October 2010	CILSS, FEWS NET, WAHO
Improving Nutrition	October 2010	WAHO FEWSNET

### **9.3. STAFFING REQUIREMENTS**

Currently, the ANRO Team has nine team members, including one US direct hire. A Regional Environmental Officer and an Environmental Advisor manage USAID/WA's Natural Resource Management (NRM) activities and provide technical assistance to the missions in the region regarding USAID environmental regulations.

In order to effectively manage its portfolio under the GHFSI, USAID/WA will strengthen the program management skills of the existing staff and recruit new staff to cover expanded programs and new technical areas. To better

address the unique challenges that the GHFSI poses, the mission has now divided ANRO into four core groups: Food Security and Regional Organizations; Agricultural Policy and Market Development; Environment and Natural Resources; and Program Design and Analysis.

The addition of four professional positions is recommended:

- A Knowledge Management Specialist;
- An NRM or food security specialist;
- An M&E specialist;
- A Nutrition Specialist to be located in the Health Office.