



**CAADP Post Compact Review**  
**ECOWAS**

**Review Report**

**Dakar, June 2010**  
**Version date: 13 June 2010**

## CAADP Technical Review Panel

### Key findings for ECOWAP

Dakar, June 2010

This document reports the findings of the Comprehensive Africa Agricultural Programme (CAADP) Post-compact Technical Review for ECOWAP. The purpose of the review is to enhance the quality of agricultural development and increase effectiveness of domestic and foreign development assistance for agricultural growth, food security and reduction of hunger and poverty. The review is meant to ensure that every possible action is being taken to achieve the objectives and targets laid out in the plan and defined in the CAADP agenda will be met. The review should be seen and approached as an exercise to lay the groundwork for successful implementation of the strategy approved at the compact roundtable and reflected in the compact and Regional Agriculture Investment Plan (RAIP).

As part of the broader CAADP agenda, the Economic Community of West African States (ECOWAS) developed an Agricultural Policy (ECOWAP), which was later adopted as a regional Compact for the Regional Economic Community. The process developing the regional policy involved all stakeholders in the region to embrace the principle of inclusiveness in the development process. To translate this policy into action to implement CAADP in West Africa, strategies have been developed that lay the foundation for a regional investment plan and national agriculture and food security investment plans to implement the strategy.

CAADP represents a social transformation agenda with wide-reaching influence on development aid architecture and development planning. CAADP seeks to support African governments prepare quality strategies and investment plans, ensure enabling policy environments to implement the plans, and translate these plans into programmes that are efficient at stimulating growth and reducing poverty. The post compact technical review is a critical step in the operational implementation of the country compacts and investment plans.

The West Africa Regional Agriculture Investment Plan is a comprehensive medium-term strategic plan that outlines and costs the activities that if implemented, has the potential to lift a significant number of people out of poverty in West Africa by 2015. The RAIP has three main objectives:

- Objective 1:** Promotion of strategic products for food security and food sovereignty
- Objective 2:** Promote a global favorable environment for regional agricultural development
- Objective 3:** Reduce food insecurity and structural vulnerability of the population with social safety nets

The statement of the Technical Review Panel's findings and recommendations for improving implementation of ECOWAP Plan are outlined below. Implementing this agenda will require the necessary enabling environment, capacities, services and partnerships. This review provides insights and recommendations that can contribute to meeting this agenda.

#### **Component 1: Alignment with CAADP vision, principles and strategy elements**

The ECOWAP investment plan was developed through extensive consultation with member states, including endorsement of the priority issues by the Heads of State and other state and non-state players and stakeholders. Private sector and farmer organizations were involved in all the six thematic areas discussions in preparation of the plan. ECOWAS called a meeting with a broad representation of stakeholders including the ministers of agriculture, trade and finance

from member countries to present the final document (mobilizing program). The mobilized programs were submitted to international community during the regional roundtable in November 2009, in Abuja.

The plan offers opportunity for the region's development agenda to embrace and get active involvement of the largely well development private sector and industry in pursuing agriculture growth and development objectives.

**Recommendations:**

- A. To embrace the CAADP principles and values and at the same time ensure moving beyond the "business-as-usual" plans, the Regional Agriculture Investment Plan will need to give serious and evidence-based consideration to specific complementary value the regional programme will provide for enhanced and sustainable performance of the national plans;
- B. The plan could consider investing in areas, for example, specifically identified as part of the national level priorities and related to enhancing regional integration objectives – examples include standard and quality control mechanisms to promote trade; policy and trans-boundary infrastructure development support targeting expansion of the processing and storage industries for agricultural products; alignment and harmonization of external tariffs, etc.;
- C. The RAIP would have comparative advantage in information and knowledge support to support both national and trans-national initiatives and programmes. There is need for the Plan to articulate this aspect further with concrete and viable mechanisms for knowledge-information generation, processing and dissemination. This can and should network the various state and non-state knowledge institutions that can drive this aspect both in non-commercial and commercial forms;
- D. ECOWAS as a regional body has several both political and technical fora and instruments, which could serve to enhance regional and country-level peer mechanisms for transparency, mutual accountability and learning. The Plan does not address this aspect. It will be important that consideration is given to this aspect;
- E. The RAIP has given attention to the desired implementation arrangements. The consideration to link implementation to mandates in existing regional institutions is an important step, which should be strengthened. It is, however, important that the implementation goes beyond ECOWAS affiliated institutions to also embrace independently existing private sector and non-state institutions. The ultimate objective is that national and regional private sector and non-state institutions, e.g. Banking industry, are buying-in and investing in ECOWAS defined regional priorities;
- F. The Plan is also an opportunity to stimulate higher levels the region's collective strength and comparative advantage in addressing inter-regional and global trade and economies. This aspect will need to be considered and mainstreamed into the Plan.

**Component 2: Consistency with long term growth and poverty reduction options**

The ECOWAS regional investment plan does target a 50 per cent increase in production of staple food commodities in the region, and increased market integration as the primary means by which the proposed plan will contribute to agricultural growth, food security and poverty reduction. Regional targets for rates of change in agricultural growth, trade volume or efficiency levels and analysis that defines the type and rate of change needed at the regional level to achieve the MDGs on poverty and hunger have not been conducted for ECOWAS. However, eight ECOWAS countries (Benin, Nigeria, Ghana, Guinea, Ivory Coast, Sierra Leone and

Mali) can come close to reaching the CAADP 6% agricultural growth target by increasing production by 50%. Focusing on staple crops like cereals and root crops ensures that they contribute a large share of Agricultural GDP growth in the region. A regional focus on promoting the increased production of staple food products could decrease dependence on imports from outside the region and stimulate trade within the region. Regional integration can and does play a role in maintaining price stability in the region, while increasing food availability. This is especially important to ensure the profitability of agriculture investments.

The type of efforts being proposed by ECOWAS, as indicated above, can have a strong positive impact on trade, agricultural growth and poverty reduction. The issues that remain are whether the actions proposed can achieve the scale and rate of change needed for West Africa countries to meet the MDGs, what would it cost to achieve the rates and levels of change needed, does the absorptive capacity exist to operate at the scale proposed, and is this an efficient approach to achieve these results.

**Recommendation:**

- A. An assessment of the efficiency of these possible investments is not possible at this time, because insufficient information is available. It is recommended that further analysis and modeling be done to clarify the possible impacts and consistency of the plan with the poverty and hunger goals and targets for the region.

**Component 3: Adoption of best practices and inclusion of core program elements**

The ECOWAS RAIP demonstrates a strong political will and willingness to mobilize internal resources for regional agricultural growth. The leadership of ECOWAS on key relevant issues to facilitate regional responses, innovation and coordination are commendable. While subsidiarity is put forward as a key principle, any of the programmes set out need to focus on the core role and responsibility of ECOWAS as a regional facilitator, monitoring and enforcement mechanism rather than an implementer of programmes for which countries are responsible. The value adding of the REC needs to be focused on the facilitation of regional debates, fora and opportunities for capacity development and service provision at economies of scale not possible at the country level.

The plan should include a clarification of the key priorities in the region and how the REC will support the initiation and implementation of these in Member States. The ECOWAS plan outlines the extensive dialogue of the REC with the private sector but does not set out a clear plan for how this will continue through implementation. This extends to many functions that call for the establishment of regional coordination and implementation facilities that may be far more efficiently provided by the private sector.

The plan provides welcome emphasis on regional markets. It repeatedly emphasizes the efficiency gains attainable by opening borders and indeed the necessity of open borders given the strong complementarities across agro-ecological zones and countries that have historically favored major intra-regional trade flows. However, the plan's emphasis on import substitution points to key opportunities but at the same time raises alarm bells. Given current cost structures, regional food sovereignty (particularly in rice) could only be achieved behind massive protective tariffs, an unwelcome outcome for low-income net purchasers of rice. Many of the suggestions for improving regional trade flows, and coordinating responses to food crises, have merit. It may be necessary to de-couple these from the assumed presumption that import substitution is a major priority, and look more analytically at local and regional opportunities for achieving growth via productivity enhancement coupled with improved farmer access to markets and investments in improving market infrastructure and information (treated extensively and well in the strategy). There is also clear tension (recognized in the document)

between an agricultural strategy based on increasing production by protecting farmers from lower cost imports and providing food security for vulnerable populations.

There is need for rapid scaling up of capacity in many countries and at all levels of the agricultural economy (producers, marketers, smallholders, civil society, farmers organisations, Ministires etc.). Significant capacity development programmes are expensive and intensive and regional programmes could provide the most efficient mechanisms for this at this point in time.

ECOWAS could have a significant role to play in strengthening regional and country legal and institutional frameworks and harmonization in a number of areas that affect the implementation and efficiency of national programmes.

The region is commended for the action plan to establish a regional contingency plan. There is recognition that the current institutional arrangements for establishing a regional contingency plan are weak and need strengthening to support food reserve management. ECOWAS will encourage states and national stakeholders to develop social safety net programmes through financing of programs and encouraging collective learning in this emerging area of interest.

#### **Recommendations:**

- A. Facilitate private sector development of strategic nodes along growth corridors and support rural infrastructure (water, electricity and TIC) development and delivery to support the development of downstream activities and services to agriculture;
- B. Facilitating virtual or physical platforms for common areas of interest, policy dialogue, sharing of best practices, and tested innovations in the region should be more defined;
- C. ECOWAS should play a key role in the facilitation and quality assurance of regional data systems and M&E with indicators drawn from national databases and in collaboration with ReSAKSS for analysis support is recommended;
- D. Develop regional centres of excellence with research and learning institutions;
- E. Build networks/pools of expertise that can be mobilised to support countries in a range of areas where in-country expertise is limited;
- F. Lead and facilitate legislative and policy reform on a range of topics (ideas are listed above) and establish an expert pool to support dialogue and negotiation of these issues;
- G. The ECOWAP needs to consider promote more development-orientated and sustainable approaches to food security and provide incentives for Member State adoption of these; and
- H. The safety nets programme should be adjusted to a co-funded facility for testing social protection programmes, embracing the broader elements of CAADP's FAFS and should consider proposing criteria for eligibility around innovation in social protection rather than safety nets alone.

#### **Component 4: Alignment with commitments**

Prioritization should be linked and defined and characterized according to the values and objectives of a regional program. The way and extent to which regional programmes add value to the national programmes and the comparative advantage of regional programmes compared to other alternatives should be important criteria. The ECOWAP was developed based on analysis of the key priorities facing the region. Further prioritization is likely needed – both at the detailed activity level and perhaps at a higher level among the major activities linked to each specific objective.

The investment plan describes an ambitious set of interventions and activities, although a link to existing programmes has been made, the interface between implementation of current programmes and new programmes remains somewhat unclear. This may be in part due the uncertain nature of the institutional arrangements for implementation. The plan did not

include an overview of the existing implementation capacity within ECOWAS and its affiliates for the proposed implementation options of the plan.

Policy reform and policy harmonization among ECOWAS member states is a core objective of ECOWAP and a primary focus of the investment plan. The plan is centered around supporting the capacity building and financing support needed at both the regional and national levels in order to foster adoption and implementation of key policy reforms. The key question is the realism in being able to achieve all of them and whether or not there should be greater prioritization and analysis of which are needed first.

The plan does not describe how it intends to continue on-going consultation with donors, civil society and private sector.

#### **Recommandations:**

- A. Re-assess prioritization and link with institutional assessments and economic and financial analysis exercise;
- B. Provide greater guidance in investment plan on how sub-activities will be prioritized;
- C. Undertake a re-assessment of policy priorities and timing for harmonization activities;
- D. Further elaborate on the linkages and implementation mechanisms with existing projects and programmes;
- E. The plan's section on overall monitoring and evaluation mechanisms needs to be strengthened. The plan should better describe how the M&E system will build upon existing capacity and how it intends to strengthen and utilize statistical information and geographical information systems to establish baselines from which progress will be tracked;
- F. The proposed results framework should be revisited and indicators chosen that will effectively track not only outputs but outcomes and higher level impacts. The REC should use the ReSAKSS manual to refine the plan's results framework and set of indicators;
- G. Describe in the plan how ECOWAS intends to continue collaboration with donors and other development partners to ensure alignment around the RAIP; and
- H. Conduct a detailed assessment of the existing implementation capacity within ECOWAS and its affiliates should be undertaken and recommendations for capacity building and implementation options integrated into the plan.

#### **Component 5: Operational Realism**

ECOWAP is unique among the regional economic communities in Africa and has proposed innovative implementation arrangement for its investment plan. The investment plan has attempted to incorporate implementation arrangements in a highly complex institutional environment that involves regional and national levels, each with multiple institutions - ECOWAS Secretariat, regional technical institutions, multi-national private sector bodies, and multiple national entities. There is an urgent need to develop a full implementation plan that maps out implementation of activities over time and identifies the key actors for implementation. This is necessary to assess the realism and viability of the investment plan and identify the institutional requirements for implementation. It is highly likely that once a detailed implementation plan is completed, the timing of many activities will need to be adjusted and selection of an initial sub-set of key activities to begin implementation will take place.

The costing does not provide enough detail to develop a financing plan and limits the ability to complete cost benefit analysis. Similarly, there is no financing plan presented. It is noted in the document that there are on-going projects that will be folded into the RAIP; a financing plan would/should highlight that budget stream against a program or project component. As well, it is noted that there will be some \$150 million allocated from the member governments.

**Recommendations:**

- A. ECOWAS should develop a full phased implementation plan for each of the three programmes that realistically identifies activities, timing and implementation mechanisms;
- B. The plan needs to present a detailed breakdown of incremental costs based on unit costs where available and estimates. The budgeting should link expenditures to outcome and outputs contained within a results or logical framework; and
- C. The plan needs to include a more exhaustive overview of incremental financing. A financing plan should present a breakdown of costs by capital and recurrent expenditure. The breakdown of existing expenditures and incremental expenditures should be as accurate as possible. The financing plan should be comprehensive and include traditional and non-traditional donors including potential private sector contributions. To the extent possible future commitments should be listed.

**A “Road Map” towards Investment Plan Refinement and Readiness for Effective Implementation**

Taking these recommendations forward will require a well coordinated effort between ECOWAS and the development community to help advance the plan. We are providing a road map that is intended to help bring clarity to the next steps including actions, timelines and responsibilities for addressing the key outstanding issues for the investment plan. We encourage ECOWAS to include specific actions to prepare for implementation, further project design and integration of best practices into project approaches, developing stronger donor and private sector partnerships, and a proactive financing strategy.

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# 1. Introduction

This report documents the findings of the AUC/NEPAD review of:

- ECOWAP Synthesis – Final Version 1
- ECOWAS Regional Agricultural Investment Plan

The report focuses on the degree of alignment with CAADP principles and frameworks (CAADP Framework and Guide, Pillar Frameworks and the proposed Measurement and Evaluation Framework), implementation modalities (institutions, implementation, policy), and suggests ways of strengthening elements that could contribute more strongly to attaining the CAADP goals and outcomes in the West Africa Region. The core questions asked in reviewing the plan are found in the inter-pillar guide for CAADP implementation that is informed by the more detailed Pillar Frameworks.

The West Africa Regional Agriculture Investment Plan (RAIP) is a comprehensive medium-term strategic plan that outlines and costs. The ECOWAS RAIP has three main programs and objectives:

**Objective 1:** Promotion of strategic products for food security and food sovereignty

**Objective 2:** Promote an enabling environment for regional agricultural development

**Objective 3:** Reduce food insecurity and structural vulnerability and promote sustainable access to food

The Comprehensive Africa Agricultural Programme (CAADP) was endorsed by the African Heads of State at the Maputo Summit in 2003 as a strategy to transform African agriculture and address poverty and food insecurity in sustainable ways. CAADP represents a new era in international development and is transforming not only the largely neglected agricultural sector but creating innovative and unique development partnerships. The comprehensive and inclusive agenda has seen an unprecedented involvement of:

- (i) Inter-Ministerial formulation of inter-sectoral strategies and investment plans that are country-driven and country-owned;
- (ii) The private sector, civil society, and farmers' organizations in identifying the priorities for agriculture-driven growth;
- (iii) Technical expertise across the continent in establishing policy frameworks, implementation guides and tools that provide a sound base and guide for evidence-based planning; and
- (iv) Development Partners and Bilateral Agencies in common dialogue and planning.

Today CAADP represents a social transformation agenda with wide-reaching influence on the transformation of development aid architecture and development planning. CAADP provides numerous opportunities for value addition, offering support in the development of comprehensive agriculture investment plans and monitoring and evaluation systems; independent political, technical and financial review of investment plans; peer review; and capacity development.

CAADP is gaining momentum, creating positive peer pressure among African governments to prepare quality strategies, translated into investment plans; ensure enabling policy environments to implement the plans; and translate these plans into programmes that are efficient at stimulating growth and reducing poverty. As a result of a process involving all stakeholders in the region, the Economic Community of West African States (ECOWAS) developed an Agricultural Policy (ECOWAP) as the means of implementing CAADP in West Africa. The ECOWAP was adopted on 19<sup>th</sup> January 2005 in Accra by the Heads of State and governments of the region. The ECOWAP is based on a vision to build "a modern and sustainable agriculture, founded on effective and efficient family farms and the promotion of agricultural enterprises through private sector involvement. It aims at ensuring that agriculture is not only productive and competitive within markets in the Community and internationally, but also guarantees food security and serves as a source of decent income for its operators".

ECOWAS's Regional Agricultural Investment Programme and National Agricultural Investment

Programmes focus on six thematic areas that combine three ECOWAP thematic areas and the four CAADP Pillars:

- (i) improved water management;
- (ii) sustainable farm development;
- (iii) improved management of the other natural resources;
- (iv) development of agricultural chains and market promotion;
- (v) institution building; and
- (vi) reduction of food insecurity.

The outcomes of these plans have been validated and the modalities governing their implementation are contained in the Compact among technical and financial partners, civil society stakeholders and socio-professional farmers' organizations signed at national conferences on the financing of agriculture.

This report documents the findings of the AUC-NEPAD review of the ECOWAS 5-year Regional Agriculture Investment Plan. The report focuses on the degree of alignment with CAADP principles and frameworks as contained in the broader CAADP Guide and Pillar Framework documents. The review commends the efforts of ECOWAS for putting in place a comprehensive plan to respond to poverty, hunger and nutritional demands for the people in the West Africa Region in the context of CAADP. The review proposes areas for strengthening of the RAIP so as to contribute more strongly to attaining the CAADP goals and outcomes in the region. The core questions asked in reviewing the plan are found in the CAADP Implementation Guide, Post Compact review Guide, and Inter-pillar guide for CAADP implementation that is informed by the more detailed Pillar Frameworks and Companion Document on Livestock, Fisheries and Forestry, among others.

## **2. Review Context**

ECOWAS and its member countries have taken a strong leadership role in advancing the Comprehensive Africa Agriculture Development Program (CAADP), an initiative of the New Partnership for Africa's Development (NEPAD), which is a program of the African Union. Twelve of the fifteen ECOWAS member states, plus the ECOWAS regional economic community itself, have signed their compacts. Through these compacts, member States commit to scale up and work towards attaining or surpassing 10% of their national budget for agricultural development to establish an enabling environment to attain a minimum of 6% annual agricultural sector growth and reduce hunger and poverty.

Following the signing of their strategies, Regional Economic Commissions have developed their CAADP investment plans. The investment plans then undergo technical review led by the African Union Commission, the NEPAD Planning and Coordinating Agency (NPCA), REC and CAADP Pillar Institutions. This post-compact technical review is a critical step in the operational implementation of regional strategies and investment plans. The primary objective is collectively to evaluate for:

- (i) the likelihood for the investment programs to realize the growth and poverty reduction prospects laid out in the different strategy scenarios carried out for the roundtable and summarized in the different roundtable brochures;
- (ii) the use of best practices and other technical guidance in the pillar framework documents in designing the above investment programs to increase efficiency;
- (iii) the technical realism (alignment of resources with results) and adequacy of institutional arrangements of the programs;
- (iv) the integration of CAADP principles of inclusive review and dialogue;
- (v) the consistency with budgetary and development assistance commitments and principles agreed in the compact;
- (vi) adequacy of institutional arrangements for effective and efficient "delivery" including information and knowledge support, M&E and on-going evaluation and learning;
- (vii) coherence and/or consistency between policies, implementation arrangements and delivery mechanisms and investments areas, priorities or programme objectives;
- (viii) appropriateness and feasibility of the indicators for impact and system or capacity improvement and accountability; and

- (ix) extent and quality of dialogue, (peer) review and mutual accountability system potential to contribute and link to regional integration objectives.

The purpose of the technical review is to enhance the quality of agricultural development and increase effectiveness of domestic and foreign development assistance for agricultural growth, food security and reduction of hunger and poverty. It is to ensure that every possible action is being taken to achieve the objectives and targets laid out in the plan and defined in the CAADP agenda will be met. The review should be seen and approached as an exercise to lay the groundwork for successful implementation of the strategy approved at the compact roundtable and reflected in the compact and RAIP.

As key outcomes of the Business Meeting, there should be clear set of concrete implementable actions to:

- (i) immediately mobilize the required expertise, capacities, and partnerships for immediate on-the-ground implementation;
- (ii) establishing a mechanism to facilitate joint donor commitment to financing and thereby release the resources required to meet the funding needs of the plans within a reasonable time;
- (iii) streamlining of review and appraisal processes and standards to speed up individual donor processing; and
- (iv) establish the knowledge systems for an inclusive review, M&E, mutual accountability, learning and impact assessment including on-going consultations and dialogue to enhance implementation as well as development and design of new programmes.

Once reviewed and adjusted, the investment plans are presented to the international community at a Business Meeting for endorsement and mobilising of resources for financing the funding gaps. As CAADP is the continentally agreed-on benchmark for quality investment strategies, existing and new development partners, the private sector, and emerging funding architectures respect the recommendations and endorsements of CAADP.

Under the leadership of the Regional Team, the investment plans and related programmes will be implemented along with:

- (i) detailed project design and costing;
- (ii) establishment or strengthening of monitoring and evaluation systems;
- (iii) building the necessary capacity for implementation;
- (iv) policy change to ensure an enabling environment;
- (v) establishment or strengthening of the necessary institutional elements for an enabling environment; and
- (vi) alignment of long-term reforms in related other agricultural strategies related sector programmes.

### **3. The Components, Methodology, Criteria, and Tools of the Review**

The basic approach of the review consists of assessing proposed actions and outcomes in the programmes against CAADP principles and specific targets, objectives, practices, and approaches defined and agreed in the regional CAADP compact. The criteria are measures of the consistency or lack thereof of the programs with the above indicators. The main components and tools for the review include the following:

- (i) Alignment with the NEPAD-CAADP principles, values and targets: The CAADP Implementation Guide setting out the vision, principles, core strategy elements, and impact expectations;
- (ii) Coherence and consistency with long-term growth and poverty reduction objectives and targets: The roundtable brochures and technical background documents defining the long-term agricultural productivity, growth, and trade performance, and the related poverty outcomes;

- (iii) Embodiment of technical best practices and CAADP priority areas/issues: The Pillar Framework Documents laying out the key strategic issues, core program elements, and best practices;
- (iv) Operational quality and implementation readiness and alignment with compact commitments: The CAADP compact specifying the policy, budgetary, development assistance, review, and dialogue commitments;
- (v) Detailed investment programs showing inputs, outputs, outcomes, and institutional arrangements; and
- (vi) The donor coordination guidelines for CAADP support at a regional level outlining modalities for engagement between local development partner agencies, government and other stakeholders.

The review is conducted along five broader components, namely:

**Component 1** reviews alignment with CAADP vision, principles, and strategy elements to ensure that all key vision elements, principles, and strategy core elements, as defined in Annex I of the CAADP Post Compact Guide are reflected in the region's programs and, where there are gaps, to help identify these in order to ensure full alignment.

*Tool: CAADP Implementation Guide*

**Component 2** looks at the consistency of the investment plan and the potential impact on long term growth and poverty reduction options. This section evaluates whether:

- (i) the overall growth targets that are specified or implied in the plans; in general, and
- (ii) the changes in individual sub-sectors and related targets, in particular, diverge from the sector-wide performance and poverty reduction outcomes underlying the long term strategic scenarios. For instance, each of these scenarios is linked to required changes in sub-sector growth rates, trade performance, overall public expenditure levels, and assumptions about the efficiency of sector policies.

This component also presents a comparative regional profile, based on the nearly two dozen CAADP indicators being tracked by ReSAKSS for all African countries, to show the current standing of each region with respect to its peers, and thereby identify gaps to be bridged.

*Tools: Brochures, technical background documents, investment program documents*

**Component 3** seeks to establish whether the investment plan includes the adoption of best practices and inclusion of core program elements. The aim of this assessment is to find out where clearer definition and understanding of the strategic issues is required and where better integration of best practices can help improve the design of the plans and maximize benefits of growth. The CAADP Post Compact Guide Annexes II to IV present a set of specific guides and tools, prepared by the Pillar lead institutions as part of the Pillar framework documents, which provide criteria and step-by-step approaches to designing high quality plans.

*Tool: Pillar Framework Documents and Pillar Implementation Guides and Tools*

**Component 4** focuses on alignment with compact commitments and its objective is to agree on: (i) a joint action plan to meet the policy, budgetary, and assistance commitments and (ii) identify and confirm modalities for mutual review, including dialogue fora and supporting knowledge systems to track and report on such commitments.

*Tools: CAADP Compact, Brochure 5, and Donor Guidelines for CAADP support at regional level*

**Component 5** reviews the operational realism of investment programs and seeks to verify and confirm the adequacy of the content, cost and institutional arrangements, and where necessary, to identify the operational and design improvement to be carried out to ensure successful implementation. The task in this section is to verify the extent to which the key elements and features listed in Table 1 of the CAADP Post Compact Review Guide are reflected in the investment plans.

*Tools: Detailed investment programs*

## **4. AUC/NEPAD Review of the ECOWAS Investment Plan**

### **Component 1: Alignment with CAADP vision, principles and strategy elements**

#### **C1.1 Alignment with CAADP vision, principles and strategy**

Ownership and local responsibility and link to region's own human and institutional capacity:

- ✓ The Plan was developed through extensive consultation with member states, including endorsement of the priority issues by the Heads of State and other state and non-state players and stakeholders. However, one would have to pay attention that the consultations were also impacting on buy-in and as much technical as it was political.

Evidence-based policy analysis :

- ✓ Analysis has been done to define program areas and interventions, but analysis needs to be completed to clarify the overall contribution from the regional plan and investments to poverty and hunger reduction in West Africa. This analysis should inform the priorities of the regional plan. This is essential to help clarify the expected contribution of the regional investments to the goals and targets for growth, poverty and hunger.

#### **C1.2 Inclusiveness**

In both the development and implementation of the plan there is need for practical engagement with national and regional private sector, producer organizations and civil society to explore and identify areas that the programmes could tap into and promote complementarity.

In developing the plan there has been active engagement of non state actors. And consultation with member states on the investment plan has been active and well organized. Critically outstanding is the issue of increased and systemic shift in responsibilities and drive of relevant growth and development issues from political and government "plate" to more private sector driven and managed activities and services.

#### **C1.3 Alignment with compact commitments**

Driven by and based on national and regional priorities:

- ✓ Programmes are elaborated under six thematic areas which area consistent with national and regional priorities are defined in the ECOWAP, regional and national compacts.
- ✓ The three programme areas pulled from the six thematic areas constitute the first generation of issues for immediate to medium term consideration.
- ✓ The thrust of the Investment Programme is well anchored in the ECOWAP.

While linking to and addressing the challenges arising from the recent food and financial crisis is critical, it is expected that the Regional Agriculture Investment Plan will support and provide for country and regional initiatives that takes a long term perspective and support "today's" decisions and policies that will not only reduce vulnerability of the countries and the region to such shocks, but also be able to fairly predict such. The regional investment plan could also ensure support to countries in building capacity including policies that will enable both country and regional level responses to related emergencies.

#### **C1.4 Programme balance**

ECOWAS held a wide range of consultations with stakeholders. The program was reviewed by a platform of stakeholders (government, private sector, civil society, farmer organizations, development partners, technical and financial). Consultations are also held through the ECOWAS parliament, Ministries of Agriculture from Member States and Heads of State conferences.

## **C1.5 Stakeholder consultation**

The ECOWAS managed process to develop the plan has demonstrated strong and genuine engagement of stakeholders including the private sector, farmers' organizations and civil society in the formulation of the plan. A milestone was the joint signing of the regional compact in March 2010 – signed at very high level with ECOWAS represented by the ECOWAS President and the current chair of ECOWAS Heads of State conference.

## **C1.6 Incorporation of Private Sector**

ECOWAS regularly organizes regional forum for private sector actors every two years to deal with issues related to the program and links this group to programme implementation. The modalities for co-responsibility with the private sector in implementation are less developed and the engagement with the private sector should be intensified.

## **C1.7 DWG coordination measures and Status of donor harmonization**

A donor working group has been established at the regional level to support coordination of support for the ECOWAS regional agricultural investment plan. The development of the RAIP was informed and linked to the ECOWAS Donor harmonization during the international conference in 2009 where the regional compact was signed by the donor group amongst other stakeholders. The Regional level donors have been intensively involved and consulted throughout the process of developing an investment plan. The ECOWAS regional investment programme correctly can be referred to as a joint programme between the ECOWAS secretariat, member states and the Development Partner community.

## **C1.8 Status of Donor Harmonization**

ECOWAP/CAADP donor working group in Abuja supporting ECOWAP has been set up and is chaired by Spain. The group meets monthly. A network of chairs of donor working group in each country has also been formed to facilitate communication among regional and national level donor groups. The plan should include an explanation of how the engagement with the development partner community will continue during RAIP implementation.

## **Component 2: Consistency with Long term growth and poverty reduction options.**

### **C2.1 Alignment of Investment Plan Targets with Long-term Growth and Poverty Benchmark**

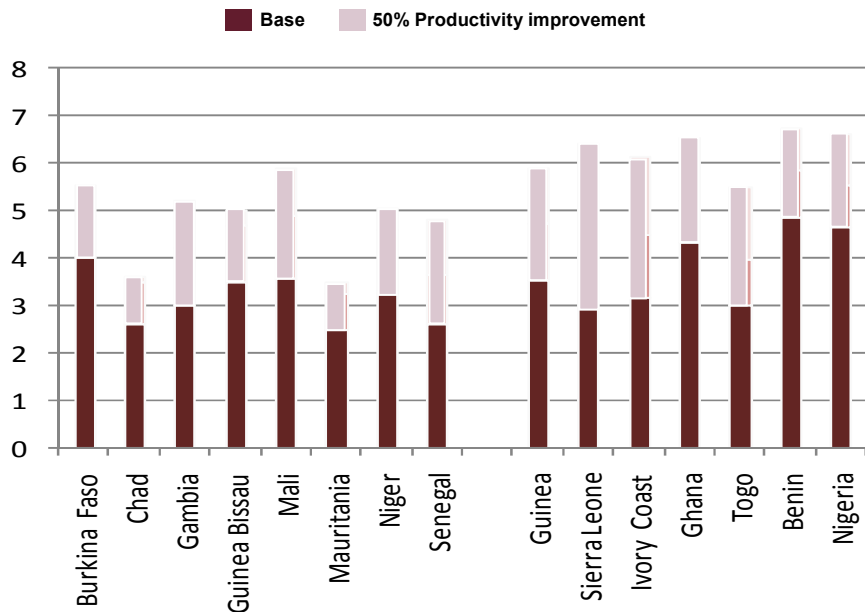
The ECOWAS RAIP is expected to add value to country programs by promoting regional integration (through more trade and market development), along with technical cooperation that speeds access to new technology and knowledge. In ECOWAS, a regional program is defined as one that includes at least three participating countries and all member countries must benefit, either directly or indirectly. Regional projects are expected to produce regional public goods, complimentary to and supportive of national public goods.

Fundamentally, regional targets for rates of change in agricultural growth, trade volume or efficiency levels, that link and clarify the contribution of regional actions to reduction in poverty have not been established, and analysis has not been completed by or for ECOWAS that defines the type and rate of change needed at the regional level to achieve the MDGs on poverty and hunger. As such, it is difficult to assess the consistency of the portfolio proposed by ECOWAS with goals and targets for poverty reduction.

That said, the ECOWAS plan does target a 50 per cent increase in production of staple food commodities in the region, and increased market integration as the primary means by which the proposed plan will contribute to agricultural growth, food security and poverty reduction. IFPRI modeled results to test the impact of the ECOWAS plan suggest that by increasing production by 50%, 8 of the 20 West African countries (Benin, Nigeria, Ghana, Guinea, Ivory Coast, Sierra Leone, Cameroon and Mali) can come close to reaching the CAADP 6% agricultural growth target. Among these 8 countries, 6 are located within the Coastal region, while Mali is in the Sahel and Cameroon is in the Central region. Focusing on staple crops

like cereals and root crops ensures that they contribute a large share of Agricultural GDP growth in the region.

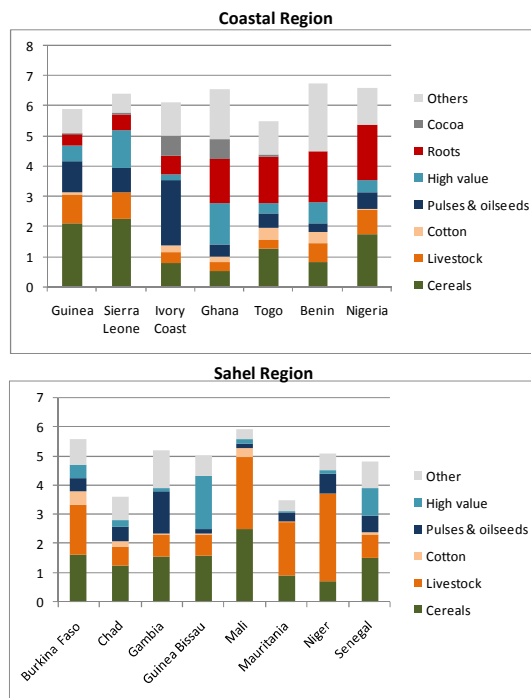
**Projected average annual growth rate of AgGDP in different scenarios (2006-2015)**



The analysis suggests that a regional focus on promoting the increased production of staple food products could decrease dependence on imports from outside the region and stimulate trade within the region.

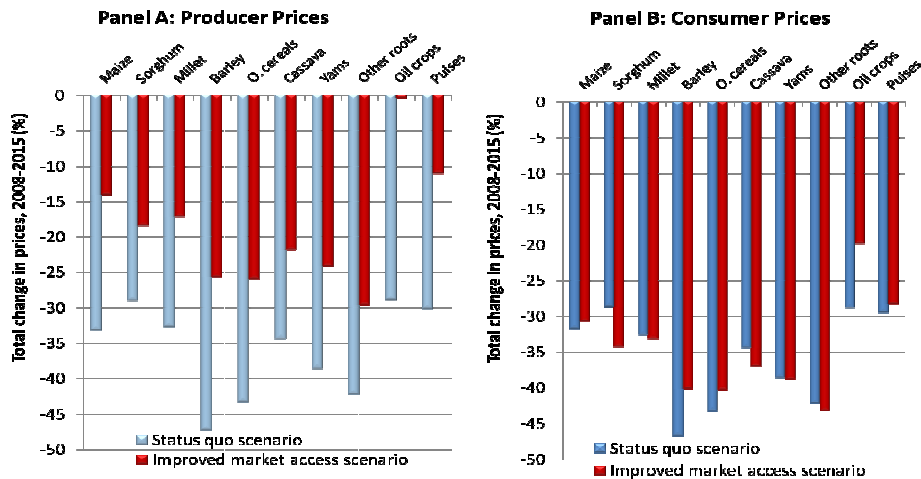
However, the importance of different commodities to agricultural growth varies by countries, and especially among the different ecologies in West Africa.

**However, The contribution of different sub-sectors to total Ag growth from attaining yield potential varies across countries due to social and economic conditions, agro-ecological potential and different agricultural production structures**



To assess the impact of regional integration analysis was completed to determine what the impact on prices would be for food stuffs, if a 25 per cent reduction in regional transaction costs. The findings indicate that important role that regional integration can and does play in maintaining price stability in the region, while increasing food availability. This is especially important to ensure the profitability of agriculture investments.

**ECOWAS's efforts to promote regional market integration are key to maintaining price stability**



The type of efforts being proposed by ECOWAS, as indicated above, can have a strong positive impact on trade, agricultural growth and poverty reduction. The issues that remains are whether the actions proposed can achieve the scale and rate of change needed for West Africa countries to meet the MDGs, what would it cost to achieve the rates and levels of change needed, does the absorptive capacity exist to operate at the scale proposed and is this an efficient approach to achieve these results.

To set priorities three fundamental principles are used by ECOWAS:

- Subsidiarity,
- Complimentarity
- Co-responsibility.



## The ECOWAS Investment plan

Estimation of Costs, ECOWAS Regional Investment Plan

| Specific Objectives                                                               | Expected Results                                                                                          | \$US Million |
|-----------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------|--------------|
| No. 1. Promotion of Strategic Products for Food Sovereignty                       | 1.1 Production Systems and Rice, Maize, and Manioc Industry Networks                                      | 247          |
|                                                                                   | 1.2 Livestock Systems and Cattle, Meat, and Dairy Industry Networks                                       | 92           |
|                                                                                   | 1.3 Sustainable Management Policy and Strategies for Aquatic Resources                                    | 60           |
|                                                                                   | <b>Total</b>                                                                                              | <b>399</b>   |
| No. 2. Promotion of a Favorable Environment for Regional Agricultural Development | 2.1 Commercial Environment for Agro-Food Industry Networks                                                | 95.4         |
|                                                                                   | 2.2 Mechanisms of Adaptation to Variability and Climate Change; Integrated Management of Shared Resources | 64.5         |
|                                                                                   | 2.3 Information and Decision-making System (AGRIS)                                                        | 63.9         |
|                                                                                   | 2.4 Capacity Reinforcement                                                                                | 59           |
| <b>Total</b>                                                                      | <b>282.8</b>                                                                                              |              |
| No. 3. Reductions of Food Insecurity and Promotion of Sustainable Access to Food  | 3.1 Framework for Coordination of Food Security Analysis                                                  | 12.3         |
|                                                                                   | 3.2 System to Track Food Security and Prevent Food Crises                                                 | 53.5         |
|                                                                                   | 3.3 Regional Instruments for the Prevention and Management of Food Crises and the Reduction of Insecurity | 113.4        |
|                                                                                   | <b>Total</b>                                                                                              | <b>179.2</b> |
| <b>Total Costs of Objectives</b>                                                  |                                                                                                           | <b>861</b>   |
| Planning, Financing, and Monitoring and Evaluation System                         |                                                                                                           | 40           |
| <b>Total Costs of Regional Investment Plan</b>                                    |                                                                                                           | <b>901</b>   |

The estimated cost of the ECOWAS Regional Investment Plan is \$901 million over five years. The estimated annual cost as described in the plan is:

|              |         |         |
|--------------|---------|---------|
| Year one =   | \$71.9  | million |
| Year two =   | \$165.1 | million |
| Year three = | \$213.1 | million |
| Year four =  | \$208.6 | million |
| Year five =  | \$199.3 | million |

While there are existing institutions, ongoing programs and capacity (the plan presents a good overview of capacity) to support and implement the regional plan in West Africa, no historical data or analysis has been completed to gain as sense of realism. And, it is not clear if the above funds would include the ongoing programs that are now being implemented, consistent with and as part of the plan. (These issues are dealt with further in the operational realism section of the report).

A preliminary *ex ante* economic internal rate of return assessment was completed for the proposed fertilizer subsidy program, suggesting that the propose ECOWAS program could generate and IRR of 15%. (For assumptions, which include a 30% subsidy on fertilizer prices, 1.3 million tons of fertilizer subsidized per year, and fertilizer use concentrated on cassava, rice and maize. See the text box in summary document on the economic and financial analysis of actions).

An assessment of the efficiency of these possible investments is not possible at this time, because insufficient information is available. It is recommended that further analysis and modeling be done to clarify the possible impacts and consistency of the plan with the poverty and hunger goals and targets for the region.

An issue of concern is whether the capacity to lead, manage, and implement such an ambitious plan exists. New structures are proposed to address this challenge. The realism of this approach needs to be examined closely.

## Component 3: Adoption of best practices and inclusion of core programme elements

### Technical viability of major programmes

The Regional Partnership Compact for the Implementation of ECOWAP/CAADP exhibits many virtues. It provides a clear and convincing rationale for a regional approach to accelerating agricultural growth and improving food security. Its priority programs focus tightly on three major themes:

- staple foods;
- an environment favorable to regional agricultural development; and
- reduction of food insecurity and vulnerability.

It demonstrates a strong political will as well as the willingness to mobilize internal resources for regional agricultural growth. While research for technology advancement and innovation is set out in the plan, priority research areas are not highlighted. These could be organized around the three themes set out above and draw from country priorities to leverage value addition from regional research programmes.

The three priority “mobilizing programs” in the regional compact emerged in June 2008, three years after completion of the ECOWAP/CAADP document, when the regional Heads of State reacted to the world food crisis by launching a Regional Initiative for Food Production and the Fight Against Hunger (RIFPFAH). In the process, they telescoped the original seven ECOWAP/CAADP intervention priorities and its six priority themes into three strategic “mobilizing programs” covering the period from 2008 to 2014. These three mobilizing programs provide critical focus to the regional West Africa CAADP program. Because this condensing of priorities occurred quickly, several years after preparation of the initial CAADP document, much of the analysis and background material documenting the regional compact’s priority “mobilizing” programs remains scattered across a series of background papers, policy documents, and conference proceedings.

The leadership of ECOWAS on key relevant issues to facilitate regional responses, innovation and coordination are commendable. While subsidiarity is put forward as a key principle, any of the programmes set out need to focus on the core role and responsibility of ECOWAS as a regional facilitator, monitoring and enforcement mechanism rather than an implementer of programmes that countries should be responsible for. The value adding of the REC needs to be focused on the facilitation of regional debates, fora and opportunities for capacity development and service provision at economies of scale not possible at the country level. Numerous laudable examples can be expanded and adjusted from the programmes provided. Ideas and recommendations of how this can be achieved is set out below.

The plan should include a clarification of the key priorities in the region and how the REC will support the initiation and implementation of these in Member States. With 13 of the 15 ECOWAS countries having developed country investment plans, the REC has the opportunity of consolidating the common interest and concerns across these countries and focusing on the support to countries for the application of best practices in these areas. Regional dialogues and platforms to discuss such issues as climate change, desertification, water management, trade facilitation, food reserves, social protection, technology innovations, measuring and monitoring etc. could very efficiently move the development dialogue forward, speed up adoption, build capacity and foster beneficial dialogue and learning. The key areas around these elements, sourced from the ECOWAS plan, are set out in the recommendations below and provide a suggested organization of the various technical elements into a more comprehensive and integrative set of priorities to be considered by ECOWAS in refinement of the plan and developing the implementation roadmap.

The ECOWAS plan outlines the extensive dialogue of the REC with the private sector but does not set out a clear plan for how this will continue not implementation. This extends to many functions that call for the establishment of regional coordination and implementation facilities that may be far more efficiently provided by the private sector. Many of the programmes recommended could be led and/or delivered by the private sectors and ECOWAS needs to play a strong role in initiating and sustaining such partnerships in implementation.

The plan provides welcome emphasis on regional markets. It repeatedly emphasizes the efficiency gains attainable by opening borders and indeed the necessity of open borders given the strong complementarities across agro-ecological zones and countries that have historically favored major intra-regional trade flows.

However, the plan’s emphasis on import substitution points to key opportunities but at the same time raises alarm bells. Given current cost structures, regional food sovereignty (particularly in rice) could

only be achieved behind massive protective tariffs, an unwelcome outcome for low-income net purchasers of rice. The plan implicitly recognizes this by calling for only a partial, rather than complete, reduction in food imports. An approach that give attention to reduce import dependence through productivity gains and improved regional competitiveness of food production and trade would be would be more balanced

There is also clear tension (recognized in the document) between an agricultural strategy based on increasing production by protecting farmers from lower cost imports and providing food security for vulnerable populations. Lower cost imports clearly benefit poorer consumers, particularly in urban areas that are currently difficult to serve from local production areas. However, because many countries obtain tax revenue from import barriers, eliminating them in 2008 to make imported food more affordable was costly to governments (a point stressed repeatedly in the document).

Many of the suggestions for improving regional trade flows, and coordinating responses to food crises, have merit. It may be necessary to de-couple these from the assumed presumption that import substitution is a major priority, and look more analytically at local and regional opportunities for achieving growth via productivity enhancement coupled with improved farmer access to markets and investments in improving market infrastructure and information (treated extensively and well in the strategy).

There is need for rapid scaling up of capacity in many countries and at all levels of the agricultural economy (producers, marketers, smallholders, civil society, farmers organisations, Ministries etc.). Significant capacity development programmes are expensive and intensive and regional programmes could provide the most efficient mechanisms for this at this point in time. Most country investment plans identify limited capacity as a constraint to implementation. The REC could play a significant role in attracting and investing funds in large scale, tailored programmes to deliver the required capacity and facilitate the exchange of information to support innovation, sharing best practice and adoption of new ideas.

Capacity development is required at scale at national and regional levels for contingency planning, early warning systems, measuring and monitoring of food security, management and maintenance of food reserves, post-harvest processing, mobilising stocks and social protection programming and policy. When conducted at scale, investment in national and regional capacity is efficient and allows for sharing of ideas, development of best practice and innovation. Regional support for management capacity strengthening of producer organizations and the private agri-industrial sector for a better management of value chains is another area of potential investment.

ECOWAS could have a significant role to play in strengthening regional and country legal and institutional frameworks and harmonization in a number of areas that affect the implementation and efficiency of national programmes, such as:

- a) Quality assurance standards, regulations and policies, accreditation of certification services providers, and strengthening quality monitoring and enforcement capacities; and
- b) Watershed management to avoid conflicts with increased demographic pressure and demand for land and water resources.

The region is commended for the action plan to establish a regional contingency plan. There is recognition that the current institutional arrangements for establishing a regional contingency plan are weak and need strengthening. National contingency plans, typology of crises and national capacity to respond will be analysed. The plan lists the range of implementations including: cash and in-kind transfers, nutrition, support to cereal banks and input subsidies, but these are not well linked to the safety-nets component of the plan. No mention is made of a regional early warning system to inform the contingency plans and monitor the food security situation in the region. This is an area where substantial national and regional capacity is required. The details of the contingency plan and evidence of adoption of best practices are not presented and these programme ideas could be more closely linked to the ideas on safety nets and broadening safety nets to social protection programmes that promote sustainable livelihoods.

The first priority of the programme to strengthen food stocks is to support countries in establishing and managing their own stocks and strengthening the national capacity for this (including building capacity with regard to food safety, policy and storage management creation, maintenance, mobilization, renewal, management methods). West African national emergency stocks were established in the 1980's, mostly in landlocked Sahelian countries and Nigeria. The plan seeks to lay the foundations for the establishment of a regional stock and develop regional tools for prevention and crisis management. This will be carried out through development of a regional partnership between Member States. The plan identifies the need to mobilise such stocks ahead of food aid and to ensure the eating habits of local populations is considered. Management and mobilization of food stores requires considerable maintenance, for which capacity development is required.

The principle of subsidiarity demands that social protection policies, including safety nets, remain the exclusive domain of states. However, ECOWAS states have expressed interest in the establishment of regional support for national initiatives to address vulnerability to food insecurity. ECOWAS is to develop a proposal for discussion with Member States even though there are very few examples of operational food security safety nets in West Africa. Through the proposed programme, ECOWAS will encourage states and national stakeholders to develop social safety net programmes through financing of programs and encouraging collective learning in this emerging area of interest. This is, in itself, an innovative venture. The programme proposal will include considerations for eligibility and co-financing of innovative programmes to boost resilience for the poor and in post-crisis situations. A list of programme ideas is provided. Eligible operations must not affect other types of social protection instruments. The programme will include measuring and monitoring, vulnerability assessment, impact assessment and an exchange of experiences and lessons learnt for best practice and refining policy and programmes related to safety nets.

#### **Recommendations:**

- a) Facilitate private sector development of strategic nodes along growth corridors and support rural infrastructure (water, electricity and TIC) development and delivery to support the development of downstream activities and services to agriculture;
- b) Facilitating virtual or physical platforms to:
  - i. Address the adverse effects of climate variability and change with special attention to the scope and opportunities for diversification of production in vulnerable ecosystems to assist in country strategy. Strong emphasis must be put on the concept of resilience in all elements of the environment, production and marketing systems and livelihoods;
  - ii. Better link supply to demand across countries and reduce the cost of transactions across regional staple markets by building on the efforts under way in East Africa, such as under the Eastern Africa Grain Council (EAGC), to develop a regional commodity exchange in that region. This would create a platform for West African Entrepreneurs to build cooperation, interaction, partnerships, alliances, trading networks and market linkages with importing countries;
  - iii. Initiate the creation of a regional commodity exchange for agricultural products;
  - iv. Monitor and disseminate information on regional trade flows, commodity markets and trade policy surveillance to effectively monitor and address bottlenecks and barriers to trans-border commodity movement and provide information for corridor development foci; and
  - v. To facilitate private sector engagement and investment in regional markets for agricultural inputs (e.g. seeds, fertilizers, phyto-sanitary products and veterinary inputs) that lead to economies of scale and efficiency.
- c) ECOWAS should play a key role in the facilitation and quality assurance of regional data systems and M&E for key indicators for mitigating crises, monitoring trade, early warning and emergency

responses, water resources, production levels, migration and climate change. The data should be drawn from complementary country systems delivered on a regular basis. Close collaboration with ReSAKSS for analysis support is recommended;

- d) Develop regional centres of excellence with research and learning institutions (including Universities, Agricultural Colleges and Farmer Vocational Schools) are necessary for efficient resource use and covering the wide range of issues related to research and development of capacity and services to scale up and support development, marketing and food security in the region. The training areas are suggested above;
- e) Build networks/pools of expertise that can be mobilised to support countries in a range of areas where in-country expertise is limited;
- f) Lead and facilitate legislative and policy reform on a range of topics (ideas are listed above) and establish an expert pool to support dialogue and negotiation of these issues;
- g) The ECOWAP needs to consider promote more development-orientated and sustainable approaches to food security and provide incentives for Member State adoption of these. The regional contingency plan, food reserves and safety net programmes are all sound investments in themselves and helpful in mitigating and responding to crises. However, the contingency plan and food reserves system need to be strongly linked to a regional early warning system and a food security and nutrition measuring and monitoring system that draws on national data that also serve as the basis for national and regional accountability for the reduction of hunger and poverty in West Africa; and
- h) The safety nets programme should be adjusted to a co-funded facility for testing social protection programmes, embracing the broader elements of CAADP's FAFS and should consider proposing criteria for eligibility around innovation in social protection rather than safety nets alone.

### **C3.5 Monitoring and Evaluation Framework**

#### **C3.5.1 Implementation arrangements, operations, best practices, M&E**

The ECOWAP investment plan outlines a series of steps upon which the regional actions will be implemented. It describes how ECOWAS/CAADP is key to putting in place mechanisms for ensure effective implementation of the plan. However, the plan does not pride a sufficient institutional assessment of the current implementation mechanisms to draw lessons for improvement. The very good proposals made for effective implementation of the plan are not well and clearly informed by the assessment of the current institutional framework. The questions on whether the current implementation arrangements are adequate is not raised and answered. It is not clear which level of implementation strengths or gaps, the current proposals are being drawn from. The current capacity levels both in terms of human resources and other forms of institutions exist at ECOWAS. The proposals for implementation are however sound and they provide a convincing approach to implement regional actions.

In relation to monitoring and evaluation mechanisms, the ECOWAP investment plan is structured around higher level impact targets and a series of specific objectives. An initial general logical framework has been developed linking expected outcomes and results for each of the three mobilizing programmes and their sub-activities.

The logical framework or results framework exercise is not yet compete in the investment plan. Detailed quantitative and qualitative indicators and targets have not yet been identified and should be developed where possible. Current expected outcomes are stated in relatively general terms and could benefit from greater detail in order to better capture the expected results.

Although the logical framework is comprehensive, it still requires some adjustment to reflect changes in timing since it is likely that there will be a phased implementation of the activities within the ECOWAP investment plan and therefore adjustment to the results framework. It will also be necessary to re-define indicators to capture discrete implementation periods (the first five years, the second five years, etc.)

Indicators to be defined should reflect the value addition of the regional programs to the national program. How regional programs will facilitate the implementation of the national programs and promote an enabling environment.

Further recommendation is the operationalization of the CAADP M&E Framework adopted at continental level. Define links with national M&E Systems and particular role of AGRIS and ReSAKSS and roles and responsibilities of each component.

The other critical issue for implementation is the level of prioritization of the actions within the investment plan. A series of regional actions have been presented. Most of these actions are carefully selected and respond to regional challenges facing the agricultural sector. Some of the proposed actions and outcomes, however, seem to be country level actions. For example, the proposal for ECOWAS to invest in promotion of key staples of rice, maize and cassava and associated activities are more country actions rather than regional related. Some activities for ECOWAS, for example relate to development and distribution of new seeds and these actions have also been prioritized in national plans. The boundary between regional and nations actions seem not have been well appreciated by ECOWAS. So the set of priorities and balancing of programs and actions for the regional plan need to be refocused to areas where there will be immediate impact at regional level.

The other critical element is the identification of policy issues that are likely to inhibit the effective implementation of the regional investment plan. The ECOWAS plan clearly recognizes that a series of regional policies will be required to enhance country efforts in the agricultural development agenda. Such issues are the regional trade policies, the policies for effective implementation of trans-boundary resources and ecosystems; and regional infrastructure policies for regional agricultural trade as well as regional standards and certification.

The regional plan is however limited in elaborating on some of these policies to be strengthen. Only policies and strategies for sustainable management of fisheries resources have been elaborated.

#### **Recommendations:**

- a) Development of a full results framework with indicators, baselines and targets is required that draws from national data and includes, at a minimum, the CAADP measuring and monitoring framework indicators for regular reporting of national and regional progress towards CAADP goals;
- b) Elaborate on the role of ECOWAS in providing a policy environment for regional agricultural trade; and
- c) The ECOWAS plan should also elaborate how implementation of the various actions takes advantage of the private sector actions and supports them beyond what countries are doing.

## **Component 4: Alignment with other commitments**

### **C4.1 Prioritisation within the investment plan**

Prioritization should be linked and defined and characterized according to the values and objectives of a regional program (see component 2). The way and extent to which regional programmes add value to the national programmes and the comparative of regional programmes compared to other alternatives should be important criteria.

The ECOWAP was developed based on analysis of the key priorities facing the region. The three mobilizing programmes are closely tied to this prioritization process. The investment plan has been developed within the principle of subsidiarity and tries to focus on interventions that are primarily regional in nature.

Despite the focus used in developing ECOWAP, the investment plan does present a massive program of activities and a large budget request. Further prioritization is likely needed – both at the detailed activity level and perhaps at a higher level among the major activities linked to each specific objective.

Further prioritization at the detailed activity will be needed since the current summary activity is broadly defined. Definition of detailed investments required within each activity area will take place as the investment plan is refined. Although the process for prioritization at the lower level may not be possible until the detailed development of sub-activities the process of how such prioritization takes place should be captured in the revision to the investment plan.

In general overall prioritization within the investment plan may be needed and will need to be closely linked to re-assessment of the institutional arrangements and their viability and to the planned economic and financial analysis.

**Recommendations:**

- a) Re-assess prioritization and link with institutional assessments and economic and financial analysis exercise;
- b) Provide greater guidance in investment plan on how sub-activities will be prioritized.

#### **C.4.2 Links with existing sector programmes/projects**

Although the investment plan presents a new framework for regional activities the investment plan's proposed programmes and activities are framed within the context of existing programmes and projects and the regional institutions implementing them. Activities within the investment plan are presented as building on current programmes and implementation arrangements are in some limited cases based on expanding or building current implementation arrangements with regional institutions.

The investment plan describes an ambitious set of interventions and activities, although a link to existing programmes has been made, the interface between implementation of current programmes and new programmes remains somewhat unclear. This may be in part due the uncertain nature of the institutional arrangements for implementation.

There may also be some gaps in determining how implementation will take place and link to programmes at the national level.

**Recommendations:**

- a) Further elaboration of linkage and implementation mechanisms with existing projects and programmes.

#### **C4.3 Links to regional agriculture sector development**

The three program areas are drawn from the ECOWAP six thematic areas.

#### **C4.4 Identification of policy issues and steps required to resolve them**

Policy reform and policy harmonization among ECOWAS member states is a core objective of ECOWAP and a primary focus of the investment plan. The plan is centered around supporting the capacity building and financing support needed at both the regional and national levels in order to foster adoption and implementation of key policy reforms.

The policy reform agenda of ECOWAP is extensive– within the three mobilizing programmes there are a large number of policy reforms or policy harmonization exercises. The key question is the realism in being able to achieve all of them and whether or not there should be greater prioritization and analysis of which are needed first. Additionally, it may be necessary to assess which are easier to implement – and those which require much more dialogue and advocacy to implement. Harmonization of policies can be quite time consuming and decision making is largely outside the control of the regional body.

**Recommendations:**

- a) Re-assessment of policy priorities and timing for harmonization activities

## **Component 5: Operational realism**

### **C5.1 Viability of implementation arrangements**

ECOWAP is unique among the regional economic communities in Africa and has proposed innovative implementation arrangement for its investment plan. The investment plan has attempted to incorporate implementation arrangements in a highly complex institutional environment that involves regional and national levels, each with multiple institutions - ECOWAS Secretariat, regional technical institutions, multi-national private sector bodies, and multiple national entities. ECOWAP and the investment plan clearly acknowledge the institutional constraints that exist to implement the proposed investment plan and propose a core set of activities investment plan be largely implemented through a new regional agency that will be linked to ECOWAS but autonomous in its operation to allow for greater flexibility and effectiveness. Linked to the new agency will be a new investment fund (ECOWADF) will operate as the primary financing mechanisms for the regional programme.

The investment plans acknowledges that detailed implementation arrangements for many aspects of the programme are outstanding, particularly as they relate to establishment of the new agency and the ECOWADF. Some programmes may present unique implementation challenges – such as program three – in the attempt to establish regional food security interventions and social protection measures.

There is an urgent need to develop a full implementation plan that maps out implementation of activities over time and identifies the key actors for implementation. This is necessary to assess the realism and viability of the investment plan and identify the institutional requirements for implementation. It is highly likely that once a detailed implementation plan is completed, the timing of many activities will need to be adjusted and selection of an initial sub-set of key activities to begin implementation will take place.

#### **Recommendations:**

- a) Develop a full-phased implementation plan for each of the three programmes that realistically identifies activities, timing and implementation mechanisms;
- b) Re-assess prioritization and link with institutional assessments and economic and financial analysis exercise;
- c) Further elaborate on the linkages and implementation mechanisms with existing projects and programmes; The plan's section on overall monitoring and evaluation mechanisms needs to be strengthened. The plan should better describe how the M&E system will build upon existing capacity and how it intends to strengthen and utilize statistical information and geographical information systems to establish baselines from which progress will be tracked;
- d) The proposed results framework should be revisited and indicators chosen that will effectively track not only outputs but outcomes and higher level impacts. ECOWAS should use the ReSAKSS manual to refine the plan's results framework and set of indicators.

### **C5.2 Institutional assessment**

Investment plan acknowledges the need for further institutional assessment is realistic in its diagnostic about institutional constraints that would impede implementation within current institutional structures such as the ECOWAS Secretariat.

Although the implementation of the ECOWAP investment plan is linked to existing institutional structures it represents, fundamentally, an entirely new institutional arrangement in many respects. Because it calls for the establishment of many new structures and coordination arrangements there is an urgent need to identify the full set of institutional requirements in order to make the investment plan operational. It is not possible at this stage fully assess the realism or adequacy of the institutional capacity for implementation because such structures simply do not exist. A realistic assessment of the timing required to put in place the human resources and institutional structure of a new agency should also be seriously undertaken as suggested above.



An interim or transitional institutional arrangement will need to be defined as a bridge to the establishment of the new institutions. It is not realistic to assume that implementation will be able to take place within new structures immediately – there will be a need for gradual build-up and if there is a desire to begin implementation immediately, the support of other regional institutions in an interim or transitional arrangement.

The relationship with and institutional linkages to private sector entities and financial institutions may also deserve special analysis as a core assumption in the investment plan is the viability of managing funds through financial institutions.

**Recommendations:**

- a) Conduct a detailed assessment of the existing implementation capacity within ECOWAS and its affiliates should be undertaken and recommendations for capacity building and implementation options integrated into the plan.

### **C5.3 Costing and detail budget estimates (by expenditure category) – Recurrent vs. Development Expenditure; existing Government vs. Donor commitments; financing gaps**

The costing does not provide enough detail to develop a financing plan and limits the ability to complete cost benefit analysis. Similarly, there is no financing plan presented. It is noted in document that there are on-going projects that will be folded into the RAIP; a financing plan would/should highlight that budget stream against a program or project component. As well, it is noted that there will be some \$150 million allocated from the member governments. This funding should be reflected into a financing plan and clarify what programs it would be allocated to.

The document contains quantitative funding targets for each portion of the strategy. There is no discussion of how these figures were developed, nor was there much economic detail in the document. Serious attention to how these funding requirements were determined is needed.

### **C5.4 Cost/Benefit Analysis and Beneficiary Analysis**

There is a total lack of information regarding cost benefit analysis or beneficiary analysis. Without this information, it is unclear how ECOWAS has set any priorities on sequencing the package of investments given less than 100% level of financing.

The methodology for the financial and economic assessment should be well developed prior to the review. A draft of the analysis should also be undertaken but can be refined following more detailed development of the program. Failure to develop a methodology may indicate a lack of understanding about the scope of project benefits.

- ✓ The activities are well developed;
- ✓ The stakeholders are well identified
  
- The investments are not spread over time;
- The assessment basis of the activities' cost does not give useful information (quantities and unit costs)
- Part II of the budget entitled "Piloting, funding mechanisms and monitoring and evaluation" is not detailed enough;
- The recurrent expenditures are not clearly identified.
- The costs of the different activities of the specific objective 3 are not stated (pages 123 to 146)
- The costs of the activities 2311; 2321; 2322; 2324 and 2331 are not indicated. In other respects, some of these activities are not developed (2321; 2322; 2324).
- The combination of the component 2.1.1 activities (55.8 millions) do not correspond to the cost announced in table 10 (\$ 59.8 millions P 151)

**Recommendations:**

- a) To provide a distribution of the investments over time

- b) To present the budget in an enough detailed manner by bringing out for each activity the assessment elements (quantities and unit costs)
- c) Indicate the recurrent expenditures
- d) To integrate the costs detail per activity for the SO 3.
- e) To complete the information related to the above mentioned activities.
- f) To review the consistency of the costs per activity

## **C5.5 Indicative Financing Plan**

The funding instruments and mechanisms are well identified, and the financing method and the cost are defined for each activity. The financing plan is not presented even if the funding sources and mechanisms have been dealt with and no information on the level of the resources mobilization and the gap which remains to be funded

### **Recommendations:**

- D. The plan needs to present a detailed breakdown of incremental costs based on unit costs where available and estimates. The budgeting should link expenditures to outcome and outputs contained within a results or logical framework;
- E. The plan needs to include a more exhaustive overview of incremental financing. A financing plan should present a breakdown of costs by capital and recurrent expenditure. The breakdown of existing expenditures and incremental expenditures should be as accurate as possible. The financing plan should be comprehensive and include traditional and non-traditional donors including potential private sector contributions. To the extent possible future commitments should be listed.

## **C5.6 Public financial management capacity**

ECOWAS plans to conduct a comprehensive diagnosis of the capacity of the technical cooperation intergovernmental institutions in order to implement the ECOWAP programs and build the capacities of the department in charge of agriculture within the ECOWAS Commission.

The budgeting relating to capacity building is not very visible in the investment program.

### **Recommendations:**

- a) The actions targeting the capacity building component must be evaluated and integrated because reaching the objectives heavily depends on them.

## **C5.7 Risk Assessment**

Risk assessment is not dealt with.

### **Recommendations:**

- a) The risk elements which can impact on the project must be clearly apprehended and the measures must be identified in order to eliminate or reduce their effects on reaching the objectives.

## **C5.8 Financial and economic assessment**

Studies were conducted to evaluate the level of resources required for each component; and evaluate the technical and financial feasibility of the funding mechanism. However, economic and financial analysis is not dealt with.

### **Recommendations:**

- a) It would be interesting to complete the document with an impact analysis at the regional level in order to evaluate the PRIA implementation on the economic growth of the sub region and poverty reduction.

### **C5.10 Estimate of the investment to be provided by the private sector**

The private sector role does not appear in the investment plan.

#### **Recommendations:**

- a) It is important to evaluate the private sector contributions, to study their impact on reaching the objectives, and to establish incentive systems in order to encourage their commitment.

## **Annexure 1: CAADP Post-Compact Guide – see attachment**

## **Annexure 2: ECOWAS's 13 points from Cotonou for investment plans**

RAIPS are to be set out to present:

1. Origins of the investment plan (history)
2. Areas to be covered
3. Detailed description of the Programs and how they relate to ECOWAP
4. Overview of the intervention strategy
5. Evaluation of costs and financing
6. Economic and financial analysis
7. Implementation strategy
8. Synergies between Programs
9. Implications for regional public Programs
10. Safeguard for monitoring
11. Institutional evaluation
12. Monitoring and evaluation
13. Risk assessment

**Annexure 3: Post Review Road Map Template**

| National Agriculture Investment Plans                                                   | Activities and Benchmarks                                                       | Point                     | June 2010          | July 2010 | August 2010 | Sept. 2010 | Oct. 2010 | Nov. 2010 | Dec. 2010 | Follow-on Comments |
|-----------------------------------------------------------------------------------------|---------------------------------------------------------------------------------|---------------------------|--------------------|-----------|-------------|------------|-----------|-----------|-----------|--------------------|
| <u>Component 1: Alignment with CAADP vision, principles and strategy elements</u>       |                                                                                 |                           |                    |           |             |            |           |           |           |                    |
| [Identify issue]                                                                        | <ul style="list-style-type: none"> <li>[bullet out specific actions]</li> </ul> | [list who is responsible] | [insert due dates] |           |             |            |           |           |           |                    |
|                                                                                         | <ul style="list-style-type: none"> <li></li> </ul>                              |                           |                    |           |             |            |           |           |           |                    |
| <u>Component 2: Consistency with long terms growth and poverty reduction options</u>    |                                                                                 |                           |                    |           |             |            |           |           |           |                    |
|                                                                                         | <ul style="list-style-type: none"> <li></li> </ul>                              |                           |                    |           |             |            |           |           |           |                    |
|                                                                                         | <ul style="list-style-type: none"> <li></li> </ul>                              |                           |                    |           |             |            |           |           |           |                    |
| <u>Component 3: Adoption of best practices and inclusion of core programme elements</u> |                                                                                 |                           |                    |           |             |            |           |           |           |                    |
|                                                                                         | <ul style="list-style-type: none"> <li></li> </ul>                              |                           |                    |           |             |            |           |           |           |                    |
|                                                                                         | <ul style="list-style-type: none"> <li></li> </ul>                              |                           |                    |           |             |            |           |           |           |                    |
| <u>Component 4: Alignment with commitments</u>                                          |                                                                                 |                           |                    |           |             |            |           |           |           |                    |
|                                                                                         | <ul style="list-style-type: none"> <li></li> </ul>                              |                           |                    |           |             |            |           |           |           |                    |

|                                                                                         |        |  |  |  |  |
|-----------------------------------------------------------------------------------------|--------|--|--|--|--|
|                                                                                         | •<br>• |  |  |  |  |
| <b>Component 5: Operational realism (including institutional and capacity building)</b> |        |  |  |  |  |
|                                                                                         | •<br>• |  |  |  |  |
|                                                                                         | •<br>• |  |  |  |  |
| <b>ACCOUNTABILITY</b>                                                                   |        |  |  |  |  |
| <b>Monitoring and Evaluation/Policy Analysis</b>                                        | •<br>• |  |  |  |  |
|                                                                                         | •<br>• |  |  |  |  |
| <b>IMPLEMENTATION ARRANGEMENTS</b>                                                      |        |  |  |  |  |
| <b>GAFSP (Global Hunger &amp; Food Security Program)</b>                                | •<br>• |  |  |  |  |
|                                                                                         | •<br>• |  |  |  |  |
| <b>OUTSTANDING COSTING ISSUES</b>                                                       |        |  |  |  |  |
| <b>Costing of Program areas</b>                                                         | •<br>• |  |  |  |  |
| <b>Financing Plan Presentation</b>                                                      | •<br>• |  |  |  |  |
| <b>GAFSP CONCEPT PAPER</b>                                                              |        |  |  |  |  |
| <b>Concept Paper Development</b>                                                        | •<br>• |  |  |  |  |
| <b>ANALYSIS NEEDS</b>                                                                   |        |  |  |  |  |

|                                                                  |        |  |  |  |  |
|------------------------------------------------------------------|--------|--|--|--|--|
| <b>Beneficiary Analysis</b>                                      | •<br>• |  |  |  |  |
| <b>Cost Benefit Analysis</b>                                     | •<br>• |  |  |  |  |
| <b>Prioritizing Programs</b>                                     | •<br>• |  |  |  |  |
| <b>Alignment with other Agricultural strategies and programs</b> | •      |  |  |  |  |
| <b>Policy Analysis</b>                                           | •<br>• |  |  |  |  |
| <b>Environmental Assessments as Needed</b>                       | •<br>• |  |  |  |  |
| <b>Gender Analysis</b>                                           | •<br>• |  |  |  |  |
| <b>ACCOUNTABILITY</b>                                            |        |  |  |  |  |
| <b>Monitoring and Evaluation/Policy Analysis</b>                 | •<br>• |  |  |  |  |
| <b>IMPLEMENTATION ARRANGEMENTS</b>                               |        |  |  |  |  |
| <b>GAFSP</b>                                                     | •<br>• |  |  |  |  |
| <b>Implementation Needs</b>                                      | •<br>• |  |  |  |  |