

Document: 2021/DoA/5  
Date: 15 December 2021  
Distribution: Public

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Investing in rural people

**Report to the President**  
**Proposed additional financing to**  
**The Republic of Benin for the**  
**Regional Programme for the Integration of**  
**Agricultural Markets**

Project ID: 2000003066

**Note to Executive Board representatives**

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### Regional Programme delivery team

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## **Abbreviations and acronyms**

FIPS	Faster Implementation of Project Start-up
IFAD	International Fund for Agricultural Development
OFID	OPEC Fund for International Development
PoLG	Programme of loans and grants
PRIMA	Regional Program for Integration of Agricultural Markets
PMU	Programme Management Unit
RAAF	Regional Agency for Agriculture and Food
RLO	Regional Lending Operation
ROPPA	Network of Farmers' Organizations and Agricultural Producers of West Africa
SDG	Sustainable Development Goal
UniR-AT	Regional Technical Support Unit

## Financing summary

<b>Initiating institution:</b>	IFAD
<b>Borrower/recipient:</b>	Republic of Benin
<b>Executing agency:</b>	Ministries of Agriculture and Fisheries of Benin
<b>Recipient of original grant</b>	Regional Agency for Agriculture and Food
<b>Total programme cost:</b>	EUR 53,70 million (US\$62,83 million)
<b>Amount of original IFAD loan:</b>	EUR 18.72 million (equivalent to approximately US\$21.90 million)
<b>Amount of original Debt Sustainability Framework (DSF) grant:</b>	6.925 million (equivalent to approximately US\$8.10 million)
<b>Terms of original IFAD financing:</b>	73% - Highly Concessional loan 27% - DSF Grant
<b>Amount of additional IFAD loan:</b>	EUR 1.56 million (equivalent to approximately US\$1.83 million)
<b>Amount of additional DSF IFAD grant:</b>	EUR 0.58 million (equivalent to approximately US\$0.67 million )
<b>Terms of additional IFAD financing:</b>	73% - Highly Concessional loan 27% - DSF Grant
<b>Cofinancier(s):</b>	OPEC Fund for International Development (OFID); Government of Benin; Beneficiaries
<b>Amount of cofinancing:</b>	EUR 12.82 million OFID (equivalent to approximately US\$15 million)
<b>Terms of cofinancing:</b>	The Borrower shall pay interest at the rate of 1.75 per cent per annum on the principal amount of the loan withdrawn and outstanding. They shall also pay in Dollar to the OPEC Fund a commitment fee at the rate of 0.5 per cent per annum on the undisbursed amount of the Loan from the Date of Effectiveness.
<b>Contribution of borrower/recipient:</b>	EUR 7.53 million (equivalent to approximately US\$8.81 million)
<b>Contribution of beneficiaries:</b>	
<b>Financing gap</b>	EUR 3.43 million (US\$4.02 million equivalent) EUR 2.14 million (US\$2.5 million equivalent)
<b>Amount of original IFAD climate finance:</b>	EUR 16.69 million (US\$19.53 million equivalent)
<b>Amount of IFAD regional grant to the Regional Agency for Agriculture and Food</b>	EUR 1.71 million (US\$2 million equivalent)
<b>Cooperating institution:</b>	IFAD

## Recommendation for approval

According to the delegation of authority procedure approved by the Executive Board at its 126<sup>th</sup> session and detailed in document EB 2019/126/R.48/Rev.2 the President is invited to approve the recommendation contained in paragraph 56.

### I. Background and regional programme description

#### A. Background

1. The Regional Programme for Integration of Agricultural Markets (PRIMA) is the first regional lending operation designed in IFAD and was approved by the Executive Board in December 2020<sup>1</sup>. It is expected to be effective in January 2022.
2. PRIMA resources include: (a) a loan under highly concessional terms of US\$21.9 million for Benin and US\$14.6 million for Togo; (b) a debt sustainability grant of US\$8.1 million for Benin and US\$5.4 million for Togo; (c) a loan from OFID of US\$25 million (US\$15 million for Benin and US\$10 million for Togo); (d) US\$15.5 million from Government (US\$8.1 million for Benin and US\$7.4 million for Togo); (e) US\$5.05 million from beneficiaries (US\$4.02 million for Benin and US\$1.03 million for Togo); and (f) US\$2 million from a regional grant from IFAD to the Regional Agency for Agriculture and Food<sup>2</sup>. Due to the need to align PRIMA Togo with to government new roadmap, the project in Benin will start while waiting for the start of the project in Togo.
3. The additional financing for PRIMA-Benin is aligned with the national strategies of Benin. It is gender-sensitive, mainstreams youth and climate concerns, and directly contributes to meeting IFAD11 priorities. It complies with the 2019 revised IFAD targeting guidelines and Social, Environmental and Climate Assessment Procedures (SECAP) 2017, and contributes to the 2019–2021 Rural Youth Action Plan and IFAD’s Policy on Gender Equality and Women’s Empowerment.
4. A financing gap of US\$10 million was identified at design. The additional financing request from Benin of US\$2.5 million will cover part of the financing gap of US\$10 million identified at design and will be used for the implementation of the regional programme activities as approved by the Executive Board in December 2020.

#### B. Original programme description

5. PRIMA’s overall goal is to stimulate regional agricultural trade to create jobs for women and youth, increase income and improve food security and nutrition of rural poor people. The development objective is to support the sustainable transformation of family farming in Benin and Togo by improving the performance of sub-regional trade hubs and cross-border transport corridors, while fostering rural entrepreneurship among youth and women and fully integrate small-scale farmers into national and sub-regional markets.

### II. Rationale for additional financing

#### A. Rationale

6. Considering the critical and strategic importance of this regional operation, the additional resources represent an opportunity to secure a portion of the financing gap identified at design stage, which is needed to implement the planned activities in Benin.
7. It represents an opportunity for IFAD to enhance the delivery of planned activities in a timely manner and respond, inter alia, to the increased needs of the population

<sup>1</sup> [EB 2020/131\(R\)/R.11/Rev.1](#)

<sup>2</sup> The regional grant was approved by the EB in December 2020 together with the Regional Programme.

caused by the COVID-19 pandemic by preventing and mitigating its impact on agricultural markets and underscoring the importance of transnational policies and operational responses to halt the spread of the disease.

### **Special aspects relating to IFAD's corporate mainstreaming priorities**

8. In line with Eleventh Replenishment of IFAD's Resources (IFAD11) mainstreaming commitments, the regional programme has been validated as:
  - Including climate finance
  - Gender transformational
  - Nutrition-sensitive
  - Youth-sensitive
9. **Environment and climate change.** The programme will help to meet Sustainable Development Goal (SDG) 13 thanks to its inclusion of a climate resilience strategy that strengthens the capacities of rural populations. Climate change has had a negative impact on agriculture. Periodic droughts accelerate land degradation, and variations in temperature and precipitation patterns affect the agricultural calendar. The impacts on the agriculture sector include the proliferation of insect pests, lower yields, lower productivity resulting in a diminishing food supply, a reduction in the supply of crop and livestock products, lower income for producers and the degradation of land.
10. **Gender and women's empowerment.** Despite their heavy involvement in the sector, women in the country face more constraints than men in access to agricultural production factors, land, and water for agricultural use, natural resources, technical advice and financing. The agricultural tasks that they perform (rice harvesting, marketing, market garden production) are often the most burdensome and poorly paid and do not ensure their financial independence. This situation, exacerbated by a high illiteracy rate that is even higher in women, often results in critical food insecurity. Notwithstanding, women play a predominant role in the transmission of food and nutrition values to younger generations and, increasingly, in community activities, even those of a political nature.
11. **Rural youth inclusion and employment.** The majority of the Benin population is young<sup>3</sup> and the proportion of people aged 15-29 is 37 per cent<sup>4</sup>. Nonetheless, youth participation in producers' organizations is fairly low, mainly because of their limited access to land and very hierarchical relations between generations. Young people are generally forced to join the rural exodus due to the unattractiveness of agricultural activities, the lack of economic opportunities and generally difficult living conditions (limited access to education, health, cultural and sports activities, lack of physical and digital connectivity).
12. **Food and nutrition problems.** In Benin, food and nutrition insecurity is high (1.1 million people suffer from food insecurity<sup>5</sup>), especially in rural areas, due to the unavailability of certain staple food in several regions of the country. While the country has made progress in meeting national nutritional targets, overweight and obesity rates, particularly among women, are becoming alarming. Food insecurity is worse in rural areas (71 per cent) than in urban areas (38.4 per cent), due mainly to the lack of access to certain basic food groups in several regions and to lower incomes in households headed by women.

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<sup>3</sup> According to the African Youth Charter, youth (or young people) are defined as persons between the ages of 15 and 35 years. This definition is consistent with that of Benin's National Youth Policy. In Togo, however, the definition of youth varies with the context: in the area of demographic and social development, the young population consists of persons of either sex between the ages of 15 and 29, but in job promotion, entrepreneurship and socio-economic participation, as with the National Programme for the Promotion of Rural Entrepreneurship and the Support Project for Youth Employability and Integration in Growth Sectors, rural development policies and projects target individuals, male and female, aged 18 to 40 as youth. The PRIMA design team suggests retaining the 18-35 year age group for the two countries and recommends that PRIMA's Regional Technical Support Unit (UniR-AT) begin by finding a harmonized position for the two countries.

<sup>4</sup> The general population and housing census (RGPH 2013), Ministry Of Planning And Development and National Institute of Statistics and Economic Analysis of Benin;

<sup>5</sup> The State of Food Security and Nutrition in the World 2019 (SOFI 2019), "Safeguarding against Economic Slowdowns and Downturns", Rome, Food and Agriculture Organization of the United Nations (FAO).

13. **Persons with disabilities.** According to the World Health Organization, the number of persons with disabilities in Benin is estimated at 840,000, with 60 per cent having no schooling. Households with one disabled member are highly vulnerable because of their precarious situation, exclusion, stigmatization and poverty, which accentuate their difficulty in participating in the economy and obtaining access to basic social services.

## **B. Description of geographical area and target groups**

14. The programme will be implemented over a six-year period in the cross-border areas of Benin and Togo and in those with important regional trade hubs and corridors. This choice is justified by: (i) the anchoring of cross-border markets in sub-regional trade corridors; (ii) the need for nimble intervention in agricultural sub-watersheds to increase their potential; and (iii) the high rates of poverty and malnutrition in the most remote areas.
15. PRIMA will pay particular attention to targeting women, youth and persons with disabilities through their national associations. Programme interventions will benefit some 99,000 households in Benin. At least 40 per cent of the programme beneficiaries will be women and at least 40 per cent will be young people.

## **C. Components, outcomes and activities**

16. The programme will include the following components: (i) market integration and rural entrepreneurship; (ii) a shift towards climate-resilient family farming; and (iii) policy dialogue and civic engagement.
17. **Component 1: Market integration and rural entrepreneurship.** This will involve improving the marketing of family farm production in the sub-region by: (i) opening rehabilitated production areas to regional agricultural markets, ensuring coherent and permanent accessibility (rural roads); (ii) rehabilitating and improving the quality of existing semi-wholesale markets, especially by guaranteeing the efficiency of the services offered to users; (iii) sustainably managing and maintaining public economic infrastructure; and (iv) strengthening the entrepreneurial skills of youth, women and producers' organisations operating in the economic spheres of influence of these markets.
18. **Component 2: Shift towards climate-resilient family farming.** The objective is to enable family farmers to sustainably increase their production and resilience to external shocks, particularly climate shocks, through the diversification of their production and better nutritional practices. It has three subcomponents: (i) the development of sustainable, climate-resilient agriculture; (ii) sustainable irrigation management; and (iii) improvement of families' nutrition security and support to women's participation.
19. **Component 3: Policy dialogue and citizen engagement.** This component falls under PRIMA's regional coordination mechanism, with institutional anchoring in the RAAF. It will be cofinanced by a regional grant approved by IFAD's Executive Board in December 2020 together with the main regional programme document. It will help to: (i) mitigate trade policy constraints linked to interregional trade – in particular, non-customs barriers – to identify regulatory gaps (standards, quality of agricultural products); (ii) strengthen the capacity of PRIMA's target groups and strategic partners at all levels to lobby for public policies more favourable to regional market integration; and (iii) strengthen the capacity of organized rural civil society to monitor and evaluate PRIMA implementation (citizen engagement).

## **D. Costs, benefits and financing**

### **Programme costs**

20. The PRIMA will be implemented over a six-year period (2021-2026). The total programme cost for Benin, including contingencies, is an estimated at US\$62.8 million. Distribution by components is as follows: component 1, market

integration and rural entrepreneurship, US\$30.6 million (48.7 per cent); component 2, shift towards climate-resilient family farming, US\$ 24.8 million (39.5 per cent); component 3, policy dialogue and civic engagement, US\$2 million (3.2 per cent); and implementation costs US\$5.4 million (8.6 per cent).

Table 1  
**Original and additional financing summary**  
 (Thousands of United States dollars)

	<i>Original financing*</i>	<i>Additional financing</i>	<i>Total</i>
IFAD loan	21 900	1 825	23 725
IFAD grant	8 100	675	8 775
Other cofinanciers	15 000		15 000
Beneficiaries	4 016		4 016
Borrower/recipient	8 811		8 811
Financing gap	5 000		2 500
<b>Total</b>	<b>62 828</b>	<b>2 500</b>	<b>62 828</b>

\* See tables 1, 2, 3 and 4 in document EB 2020/131(R)/R.11/Rev.1 for detailed breakdown.



Table 2  
**Additional financing: programme costs by component (and subcomponent) and financier**  
 (Thousands of United States dollars)

Component/sub-component	Additional IFAD loan		Additional IFAD grant		Other cofinanciers		Additional						Total Amount	
	Amount	%	Amount	%	Amount	%	Beneficiaries			Borrower/recipient				
							Cash	In kind	%	Cash	In-kind	%		
<b>1. Market integration and rural entrepreneurship</b>														
1.1. Management of economic infrastructure and maintenance equipment	-	-	-	-	-	-	-	-	-	-	-	-	-	-
1.2. Rehabilitation of economic infrastructure	671	37	248	37	-	-	-	-	-	-	-	-	-	919
1.3. Entrepreneurship among women. Youth and cooperatives around markets	-	-	-	-	-	-	-	-	-	-	-	-	-	-
<b>Subtotal</b>	<b>671</b>		<b>248</b>	<b>27</b>	-	-	-	-	-	-	-	-	-	<b>919</b>
<b>2. Shift toward climate-resilient family farming</b>														
2.1. Development of sustainable climate-resilient agriculture	-	-	-	-	-	-	-	-	-	-	-	-	-	-
2.2. Sustainable irrigation management	1 154	63	427	63	-	-	-	-	-	-	-	-	-	1 581
2.3. Improving family nutritional security and support for women's integration	-	-	-	-	-	-	-	-	-	-	-	-	-	-
<b>Subtotal</b>	<b>1 154</b>		<b>427</b>		-	-	-	-	-	-	-	-	-	<b>1 581</b>
<b>3. Policy dialogue and citizen engagement</b>														
3.1. Policy dialogue	-	-	-	-	-	-	-	-	-	-	-	-	-	-
3.2. Citizen engagement	-	-	-	-	-	-	-	-	-	-	-	-	-	-
<b>Subtotal</b>	<b>-</b>		<b>-</b>		<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>
<b>Management and coordination, M&amp;E</b>														
Programme management and institutional support	-	-	-	-	-	-	-	-	-	-	-	-	-	-
M&E and knowledge management	-	-	-	-	-	-	-	-	-	-	-	-	-	-
<b>Subtotal</b>	<b>-</b>		<b>-</b>		<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>
<b>Total</b>	<b>1 825</b>	<b>73</b>	<b>675</b>	<b>27</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>2 500</b>

Table 3  
**Additional financing: programme costs by expenditure category and financier**  
 (Thousands of United States dollars)

Expenditure category	Additional IFAD loan		Additional IFAD grant		Additional									Total Amount
	Amount	%	Amount	%	Other cofinanciers		Beneficiaries			Borrower/recipient				
					Amount	%	Cash	In kind	%	Cash	In-kind	%		
1. Works	1 802	99	667	99	-	-	-	-	-	-	-	-	-	2 469
2. Equipment and material	-	-	-	-	-	-	-	-	-	-	-	-	-	-
3. Goods, services and inputs	-	-	-	-	-	-	-	-	-	-	-	-	-	-
4. Services	23	1	8	1	-	-	-	-	-	-	-	-	-	31
5. Grants and donations	-	-	-	-	-	-	-	-	-	-	-	-	-	-
6. UniRAT	-	-	-	-	-	-	-	-	-	-	-	-	-	-
7. Salaries and allowances	-	-	-	-	-	-	-	-	-	-	-	-	-	-
8. Functioning	-	-	-	-	-	-	-	-	-	-	-	-	-	-
<b>Total</b>	<b>1 825</b>	<b>73</b>	<b>675</b>	<b>27</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>2 500</b>

Table 4  
**Programme costs by component and programme year (PY)**  
 (Thousands of United States dollars)

<i>Component/subcomponent</i>	<b>2021</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>Total</b>
<b>Market integration and rural entrepreneurship</b>							
1.1 Management of economic infrastructure and maintenance equipment	185,0	199,3	232,9	250,2	239,4	232,6	1 339,4
1.2 Rehabilitation of economic infrastructure	16,9	392,8	3 796,1	9 188,5	7 875,6	1 676,4	22 946,4
1.3 Entrepreneurship among women , youth and cooperatives around markets	<u>771,8</u>	<u>1 398,8</u>	<u>1 528,1</u>	<u>1 637,4</u>	<u>763,3</u>	<u>241,4</u>	<u>6 340,8</u>
<b>Subtotal</b>	973,8	1 990,9	5 557,1	11 076,1	8 878,3	2 150,4	30 626,5
<b>Transformation towards family farming adapted to climate change</b>							
2.1 Development of sustainable climate resilient agriculture	435,4	986,3	1 614,4	1 296,6	447,6	354,8	5 135,1
2.2 Sustainable irrigation management	69,9	353,3	5 493,6	7 259,6	4 887,1	33,5	18 096,9
2.3 Improving family nutritional security and support for women's integration	<u>122,7</u>	<u>323,4</u>	<u>312,0</u>	<u>342,0</u>	<u>246,6</u>	<u>214,2</u>	<u>1 560,8</u>
<b>Subtotal</b>	628,0	1 662,9	7 420,0	8 898,2	5 581,3	602,4	24 792,8
<b>Policy dialogue and citizen engagement</b>							
3.1 Policy dialogue	255,4	326,6	308,5	312,3	249,5	153,1	1 605,4
3.2 Citizen engagement	<u>41,4</u>	<u>61,0</u>	<u>88,1</u>	<u>69,6</u>	<u>70,5</u>	<u>86,7</u>	<u>417,1</u>
<b>Subtotal</b>	296,8	387,6	396,5	381,9	319,9	239,8	2 022,5
<b>Management and coordination, M&amp;E</b>							
4.1 Programme management and institutional support	1 377,6	617,0	621,5	702,1	634,9	635,5	4 588,6
4.2 M&E and knowledge management	<u>274,1</u>	<u>77,8</u>	<u>140,5</u>	<u>79,7</u>	<u>62,0</u>	<u>162,9</u>	<u>797,0</u>
<b>Subtotal</b>	<u>1 651,8</u>	<u>694,8</u>	<u>762,0</u>	<u>781,8</u>	<u>696,9</u>	<u>798,4</u>	<u>5 385,6</u>
<b>Total</b>	<b>3 550,3</b>	<b>4 736,2</b>	<b>14 135,6</b>	<b>21 138,0</b>	<b>15 476,4</b>	<b>3 790,9</b>	<b>62 827,5</b>

### **Financing and cofinancing strategy and plan**

21. Programme financing sources include: (i) IFAD, in the amount of US\$32.5 million (EUR27.79 million), or 51.7 per cent of total cost, including the IFAD's Debt Sustainability Framework amount of US\$8.1 million (EUR6.92 million) under the performance-based allocation system (PBAS) for Benin for the period 2019-2021. The present additional financing will increase IFAD funding by US\$2.5 million (EUR2.14 million) for a total amount of US\$62.8 million (EUR53.7 million). Remaining funds are: (ii) OFID, US\$15 million (EUR12.8 million), or 23.9 per cent of total cost; (iii) Government of Benin, for US\$8.8 million (EUR7.53 million), or 14 per cent of total cost; (iv) beneficiaries, US\$4.01 million (EUR3.43 million), or 6.4 per cent of total cost. The remaining financing gap is of US\$2.5 million (EUR2.14 million), or 4 per cent of total cost. This gap may be filled under future IFAD financing sources (on terms to be determined and subject to internal procedures and ultimate approval by the Executive Board) or by cofinancing to be determined during implementation.
22. The PRIMA Benin financing plan is part of the overall financing plan for the Programme that also include PRIMA Togo (with a separate bilateral financial agreement) and PRIMA regional activities that will be funded by a regional grant of US\$2 million (EUR 1.71 million) to RAAF.
23. The Faster Implementation of Project Start-up instruments (FIPS) for a total of US\$ 861,497 (EUR 736,000) was mobilized by the Government of Benin and approved by IFAD for a 12-month period to enable a rapid start-up of the programme.

### **Disbursement**

24. **Programme disbursement profile.** The expenditure categories used, consistent with the standardized IFAD expenditure categories, have been used for disbursement purposes as well.
25. Once the financing agreement has been signed and IFAD loans and grants have entered into effect following approval processes, Government's representative will open an external donor designated account.
26. Upon fulfilment of the conditions for first disbursement, as stipulated in the financing agreement and at Borrower's request, IFAD will make an advance payment into the designated account in an amount sufficient to cover the estimated average amount of authorized expenses under the financing for a period of six months. The designated account will be replenished following submission to IFAD of withdrawal applications prepared by the PMU and signed by the coordinator, the administrative and financial officer and an authorized representative of the borrower. The disbursements will be made through the IFAD Client Portal.
27. For the IFAD loan and grant proceeds, proposed thresholds for the statements of expenses and allocation of advances will be stipulated in the letter to the borrower.

### **Summary of benefits and economic analysis**

28. The financial and economic analysis was conducted on the basis of diagnostic assessments carried out in Benin as part of PRIMA design and validated by the Government of Benin besides national statistical data and exchanges held with Government representatives of the technical services and other partners. Seven operating models were developed for microenterprises and enterprises. Results of the economic analysis show that the programme is economically viable. The baseline economic internal rate of return is 12.2 per cent with an estimated net present value of CFAF 34.0 billion, or EUR 46.50 million, over a 20- year period for a total budget of EUR 92.84 million. The economic analysis included the impact of economic infrastructure, specifically tracks on family farms. The analysis performed for various scenarios confirms that the programme is robust.

### **Exit strategy and sustainability**

29. Sustainability will be multidimensional: (i) sustainability of investments, based on participatory identification and sustainable maintenance mechanisms; (ii) economic and financial sustainability based on the entrepreneurial approach promoted among rural producers' organizations and cooperatives, rural entrepreneurs and microenterprises, and financing tools adopted by existing national structures (National Agricultural Development Fund and the Agricultural Financing Incentive Mechanism); (iii) environmental sustainability achieved through strengthening users' associations of water and natural resources and their community infrastructure; and (iv) institutional sustainability, by involving producers' organization platforms in policy dialogue at both national and regional level, and through RAAF responsible for implementing ECOWAS sector policies and strategies.

## **III. Risk management**

### **A. Risks and mitigation measures**

30. The overall level of inherent and residual risk is considered moderate. The main inherent risks relate to: (i) the macroeconomic context and sector policies, particularly with respect to the impact of COVID-19 on the countries' economies – including closure of borders – and the risk that national priorities will change; (ii) PRIMA's institutional capacity given the complexity of the programme; and (iii) fiduciary and financial management that presents lacunae.
31. Important mitigation measures will be taken during implementation, such as, at the macroeconomic level, the promotion of mechanisms together with local authorities apt to develop strategies that take into account the evolution of national response. The programme will also benefit from: (i) the COVID-19 IFAD strategy for the agriculture sector; (ii) the regional mechanism of UniR-AT that will provide implementation support to PMUs; (iii) the FIPS instruments that will define roles and responsibilities of each party prior start-up; and (iv) the identification of fiduciary management risks - by theme and country - and development of mitigation measures to address them. Close follow-up of the implementation process will allow an early restructuration in order to insure the alignment with the national priority while maintaining the main objectives of the project.

### **B. Environment and social category**

32. PRIMA is not expected to have any significant adverse environmental or social impact. It will contribute to building the climate change resilience of farming systems and populations, creating jobs, diversifying incomes and opening up access to rural communities. At the environmental level, the survey of PRIMA intervention sites in Benin will ensure that no activity takes place in any protected area or Ramsar site designated as having international importance. The hydro-agricultural improvements will take place in flood recession areas of less than 100 ha and the stretches of rural tracks rehabilitated will be less than 10 km in length. On a social level, the main risk remains access to land by women and young people, particularly in the areas covered by the programme. Mitigation measures will be taken in line with PRIMA environmental and social management framework, specifically: (i) by performing diagnostic assessments of the land in the areas developed; and (ii) by supporting the creation of water and natural resource users associations that include women and youth PRIMA has been classified as a category B operation.

### **C. Climate risk classification**

33. Rural people living in the PRIMA intervention areas in Benin depend on farming systems based on rice growing and market gardening in flood recession and lowland areas, and on annual crops and non-timber forest products in the surrounding sub-watershed areas. Thus, their vulnerability to the effects of climate change and its impact on agriculture activities was assessed as high. The programme has therefore included mitigation measures seeking to build climate and environmental resilience.

Interventions are aimed at upgrading water management; promoting integrated sustainable soil fertility management; diversifying agricultural production; promoting sustainable natural resource management; sponsoring the use of short-cycle, climate-resilient crop varieties; enabling access to climate information while applying good practices in adaptation to climate change. An in-depth analysis of climate risks will be performed prior to programme launching.

## **IV. Implementation**

### **A. Compliance with IFAD policies**

34. No adjustment has been made to the original project design. PRIMA has retained its complementarity with other development partners' projects. Specifically, the programme contributes at the regional level to ECOWAS strategy. The programme is aligned with the priorities of IFAD11.

### **B. Organizational framework**

35. **Management and coordination.** Programme steering. The strategic direction and overall supervision of the programme will be provided by a joint steering committee co-chaired by the respective ministers of agriculture in Benin and Togo, and the ECOWAS Commissioner for Agriculture, Environment and Natural Resources. The steering committee will meet once a year in conjunction with the steering committee meetings for ECOWAP regional projects organized by RAAF.
36. At the regional level, the Regional Technical Support Unit (UniR-AT) hosted by RAAF will be tasked with: (i) strategic planning of the programme; (ii) ensuring consistency and harmonization of implementation approaches and modalities for programme activities in support of national PMUs; (iii) mobilizing technical assistance to conduct studies and analysis on cross-border and subregional aspects of the programme; (iv) reviewing the quality of deliverables for knowledge generation and management; (v) M&E of the consolidated joint annual workplan and budget (AWP/B) for the programme; and (vi) consolidation of activity reports, capitalization and knowledge management.
37. At the country level, technical oversight of the programme will be provided by the Ministry of Agriculture and Fisheries (MAEP) in Benin, with strategic steering and programme supervision provided by a national steering committee.
38. A Programme Management Unit (PMU) will be set up in each country. The Benin PMU will be hosted within ProCaR, the IFAD Rural Intervention Framework Programme within MAEP. The PMU will be responsible for fiduciary and operational management, specifically operational planning, administrative and financial management, implementation.
39. A national coordinator will be appointed and supported by a technical resource person.

#### **Financial management, procurement and governance**

40. **Financial management.** Budgeting: the programme staff will be trained on budget planning and financial management and participate in workshops that IFAD will organize at national/regional level for qualified staff and technical assistance.
41. Funds flow/disbursement arrangements: the PMU (Coordinator, RAF, and Accountants) will be intensively trained in administrative and financial matters.
42. Internal controls: in the PMU organigram and structure, the programme design includes an Internal Auditor Unit in charge of overseeing the regular adoption of procedures and processes assuring smooth implementation. Government's Auditors (Inspection Générale) of Ministry of Economy and Finance will carry out regular administrative and financial audits.

43. External audits: IFAD FMD will provide close supervision and oversight to the terms of reference of external auditors.
44. **Procurement.** Activities prior to start-up are planned for both projects before the financing agreements will enter into force. The project benefited from an advance under the FIPS instrument that is already disbursed. An analysis of the procurement systems shows that, overall, they are fully compliant with the principles and procedures stipulated by IFAD guidelines. National and IFAD procurement procedures will apply to purchases under the programme, including IFAD procurement thresholds, rapid selection of consulting firms and systematic selection of individual consultants on the basis of their qualifications. Given the critical nature of the infrastructure activities, a specific arrangement will be set up to eliminate the *ex ante* double checking of contracts transferring related responsibility to IFAD. This procedure will ensure efficiency and will be reflected in the financing agreements between the country and IFAD. In Togo, the FIPS instrument is already disbursed but no activity has started to date.
45. **Governance. Engagement and feedback from target group and handling of complaints.** PRIMA will engage all stakeholders in defining the targeted content, in matters concerning economic and commercial partnerships, regulatory constraints on the formalization of entrepreneurial initiatives, decentralized cooperation involving decentralized local authorities, etc. This will be covered by the citizen engagement subcomponent piloted by the regional level of PRIMA. The results of these consultations and feedback mechanisms will enrich the policy dialogue promoted at the national and regional levels.
46. **Complaints handling procedure.** PRIMA will set up a grievances and complaints mechanism in accordance with the IFAD complaints procedure in order to accept and facilitate the resolution of concerns and complaints about any alleged failure to comply with social and environmental policies or social, environmental and climate evaluation procedures. The mechanism will enable the complainants concerned to obtain an equitable and timely response to their concerns through an independent process

### **C. Monitoring and evaluation, learning, knowledge management and strategic communication**

47. Based on the IFAD M&E procedures already up and running in the IFAD projects under way in Benin, a results-based M&E system will be set up within the PMU. This system will be harmonized and standardized to provide regional reporting on key indicators identified in the regional programme logframe. At the sub-regional level, the M&E team hosted by RAAF will monitor the broader impact of PRIMA within the context of ECOWAS. The regional M&E system will be strengthened by the Programme in Rural M&E. Capitalization, knowledge management and communication activities will be guided by a management plan to be developed at programme start-up.
48. **Knowledge management and capitalization.** The regional programme will capitalize on experience acquired by incorporating lessons learned from on-going IFAD and other donors' projects implemented in Benin and in the sub-region.
49. **Innovation and scaling up.** The scaling up of PRIMA successes will be based on two pillars: national and regional policy dialogue, and South-South cooperation at the sub-regional level and beyond.
50. **Policy dialogue.** PRIMA will pay special attention to policy dialogue, which will be facilitated by the regional mechanism in support of knowledge generated by the programme. This exercise will help guide discussions on the role of family farming in national development. Other approaches may also be considered, such as the development of sub-regional corridors and administrative streamlining.

51. **South-South cooperation.** Opportunities for South-South cooperation will focus on subjects relating to regional integration and cross-border agricultural trade. The aim is to create a platform for communication and exchange with all the projects in West and Central Africa adopting the same approach (Guinea, Guinea-Bissau and Niger) and, making use of the FARM-TRAC regional grant (implemented by the consortium CILSS-IFPRI), set up a continental exchange with other regional economic institutions like the Southern African Development Community and the Economic Community of Central African States.

#### **D. Proposed amendments to the financing agreement**

52. The Financing Agreement will be amended in order to reflect the additional financing. This additional financing will fill the financing gap in Benin and complement the financing plan initially agreed at design stage.

#### **V. Legal instruments and authority**

53. A letter of amendment between the Republic of Benin and IFAD will constitute the legal instrument for extending the proposed financing to the borrower/recipient.
54. The Republic of Benin is empowered under its laws to receive financing from IFAD.
55. I am satisfied that the proposed additional financing will comply with the Agreement Establishing IFAD and the Policies and Criteria for IFAD Financing.

#### **VI. Recommendation**

56. According to the delegation of authority procedure approved by the Executive Board at its 126<sup>th</sup> session and detailed in document EB 2019/126/R.48/Rev.2, the President is invited to approve the proposed financing in terms of the following resolution:

RESOLVED: that the Fund shall provide a loan on highly concessional terms to the Republic of Benin in an amount of one million five hundred sixty thousand euros (EUR 1,560,000).

FURTHER RESOLVED: that the Fund shall provide a Debt Sustainability Framework grant of five hundred seventy six thousand nine hundred and eighty six euros (EUR 576,986) upon such terms and conditions as shall be substantially in accordance with the terms and conditions presented herein.

Donald F. Brown  
Associate Vice-President  
Programme Management Department



## I. Logical framework Benin incorporating the additional financing

Hiérarchie des résultats	Indicateurs clés <sup>6</sup>				Moyenne de vérification			Hypothèses
	Nom	Référence (B.T.R)	Mi-parcours (B.T.R)	Fin (B.T.R)	Source	Fréquence	Responsabilité	
Portée	1. Nombre de personnes recevant des services promus ou soutenus par le projet		15 400	245 000	SSE	Annuelle	UGPs Nationales UniR-AT & FIDA	Bonne capacité de mise en œuvre. La taille du ménage est de 5.3 personnes / ménage pour le Togo et 6 personnes / ménage pour le Bénin
	Bénin	0	9 800	168 000				
	Togo	0	5 600	77 000				
	1.a Nombre correspondant de ménages touchés		9 000	144 000				
	Bénin	0	5 700	99 000				
	Togo	0	3 300	45 000				
1.b. Estimation du nombre total correspondant de membres des ménages		52 000	833 000					
Bénin	0	35 000	593 000					
Togo	0	17 000	240 000					
<b>But du projet:</b> Accroître durablement les revenus et la diversité alimentaire des ménages ruraux	2. Incidence de la pauvreté et de la vulnérabilité (moyenne)	47.5%	-	42.5%	Enquêtes SMART	Année 6	UGPs Nationales & FIDA	Un cadre réglementaire, stratégique et institutionnel national favorable
	Bénin	40%		35%				
	Togo	55.1%		50%				

<sup>6</sup> Indicateurs de base de FIDA sont inclus.

Hiérarchie des résultats	Indicateurs clés <sup>6</sup>				Moyenne de vérification			Hypothèses
	Nom	Référence (B.T.R)	Mi-parcours (B.T.R)	Fin (B.T.R)	Source	Fréquence	Responsabilité	
<b>Objective du Développement :</b> Accompagner la transformation durable de l'agriculture familiale tirée par les marchés de demi-gros des produits agricoles, en favorisant l'entrepreneuriat rural des jeunes et des femmes, et l'intégration des marchés dans les corridors commerciaux nationaux et sous-régionaux.	3. % producteurs/trices déclarant avoir augmenté leurs revenus d'au moins 30% (de la marge nette de leurs activités agricoles) <sup>7</sup>	0	30%	80%	SSE Enquêtes des effets annuelles	Annuelle à partir d'année 2	UGPs Nationales UniR-AT	Bonnes capacité de mise en œuvre  Utilisation équitable des ressources et répartition des prestations au sein des ménages
	Bénin Togo	0 0	30% 30%	80% 80%				
<b>Effet 1:</b> Les exploitations agricoles familiales commercialisent mieux leurs surplus de productions agricoles dans la sous région	4. Pourcentage de personnes faisant état d'une amélioration de leur accès physique aux marchés ainsi qu'aux installations de transformation et de stockage (2.2.6) <sup>2</sup>	0%	15%	60%	SSE Enquêtes des effets annuelles	Année 4, 5, 6	UGPs Nationales UniR-AT	
	Bénin Togo	0% 0%	15% 15%	60% 60%				
<b>Produit 1.1:</b> Les infrastructures économiques sont utilisées et maintenues de manière durable et sont reliés aux zones de production par des routes praticables	5. Pourcentage d'augmentation des volumes de produits agricoles commercialisés sur les marchés réhabilités au du Bénin et Togo	0%	0%	30%	SSE et rapports des marchés	Annuelle à partir d'année 3	UGPs Nationales UniR-AT	
	Bénin Togo	0% 0%	0% 0%	30% 30%				
<b>Produit 1.1:</b> Les infrastructures économiques sont utilisées et maintenues de manière durable et sont reliés aux zones de production par des routes praticables	6. Les organisations formelles de gestion, d'exploitation et d'entretien des infrastructures réhabilitées sont fonctionnelles après deux ans	0	44	109	SSE	Annuelle à partir de l'année 3	UGPs Nationales	Les OP s'engagent dans des activités de services économiques pour leurs membres aux côtés du secteur privé
	Bénin Togo	0 0	27 17	65 44				

<sup>7</sup> (=) Indicateurs à ventiler par sexe : homme adulte (HA), femme adulte (FA) jeune homme (JH) et jeune femme (JF) et personnes en situation d'handicap (binôme personne handicapé plus son accompagnant) avec un ciblage croisé d'au moins 40 % FA et 30 % jeunes (70 %) JH + 30 % JF ; Tous les indicateurs se référant à des groupes devront compter le nombre de membres par sexe, et le nombre de groupes ayant des femmes dans leurs organes directeurs

Hiérarchie des résultats	Indicateurs clés <sup>6</sup>				Moyenne de vérification			Hypothèses
	Nom	Référence (B.T.R)	Mi-parcours (B.T.R)	Fin (B.T.R)	Source	Fréquence	Responsabilité	
	7. Nombre de kilomètres de routes construites, remises en état ou améliorées (2.1.5) <sup>8</sup> Bénin Togo	0 0 0	200 120 80	500 300 200	SSE	semestrielle	UGPs Nationales	
	8. Nombre d'installations de marché construites ou remises en état (2.1.6) Bénin Togo	0 0 0	14 8 6	28 15 13	SSE	semestrielle	UGPs Nationales	
ω Produit 1.2 Les groupements de producteurs/trices, les jeunes et les femmes sont engagés dans des activités entrepreneuriales rémunératrices, dont celles produisant des compléments alimentaires pour de meilleurs états nutritionnels chez les enfants	9. Nombre d'initiatives entrepreneuriales viables après 3 ans (AGR, MER, Agro-PME) Bénin Togo	0 0 0	328 197 131	694 392 302	SSE	Annuelle	UGPs Nationales	
	Dont investies dans des filières à haute valeur nutritionnelle (30%) Bénin Togo	0 0 0	98 59 39	208 118 90				
Effet 2: Les agriculteurs familiaux, femmes et jeunes inclus, augmentent durablement leurs productions et leurs capacités d'adaptation aux chocs externes, notamment climatiques, par	Dont nombre d'organisations de producteurs ruraux Bénin Togo	0 0 0	131 79 52	278 157 121	Enquêtes des effets annuelles	Annuelle à partir d'année 2	UGPs Nationales UniR-AT	Les variabilités climatiques ne sont pas extrêmes
	10. Pourcentage de personnes formées aux pratiques et/ou techniques de production (1.2.4) <sup>2</sup> Bénin Togo	0 0 0	30% 30% 30%	80% 80% 80%				

<sup>8</sup> Dont 9 marchés demi-gros et 19 centres de collecte.

Hiérarchie des résultats	Indicateurs clés <sup>6</sup>				Moyenne de vérification			Hypothèses
	Nom	Référence (B.T.R)	Mi-parcours (B.T.R)	Fin (B.T.R)	Source	Fréquence	Responsabilité	
la diversification de leurs productions et de meilleures pratiques nutritionnels	11. pourcentage de personnes/ménages déclarant l'adoption de pratiques et technologies durables durable pour l'environnement et résilientes au changement climatique (3.2.2) <sup>2</sup>	0	25%	80%	Enquêtes des effets annuelles	Annuelle à partir d'année 2	UGPs Nationales UniR-AT	
	Bénin Togo	0 0	25% 25%	80% 80%				
	12. Pourcentage de femmes entre 15 et 49 ans consommant au moins 5 des 10 groupes alimentaires (MDD-W)	0	30%	60%	Enquêtes des effets annuelles	Annuelle à partir d'année 2	UGPs Nationales UniR-AT	
Bénin Togo	0 0	30% 30%	60% 60%					
Produit 2.1: Les agriculteurs ont diversifié leur production avec des pratiques agricoles climato- résilients et agroécologiques	13. Nombre d'hectares de terres soumises à une gestion résiliente au climat (3.1.4)	0	12 400	20 000	SSE	Annuelle	UGPs Nationales	
	Bénin Togo	0 0	6 760 5 640	12 000 8 000				
	14. Nombre d'AUE appuyées pour gérer de manière durable les surfaces aménagées	0	30	30	SSE	Annuelle	UGPs Nationales	
Bénin Togo	0 0	15 15	15 15					
	15. Nombre de personnes formées aux pratiques et/ou techniques de production (1.1.4)	0	7 300	20 000	SSE	Annuelle	UGPs Nationales	
Bénin Togo	0 0	4 700 2 600	12 000 8 000					

Hiérarchie des résultats	Indicateurs clés <sup>6</sup>				Moyenne de vérification			Hypothèses
	Nom	Référence (B.T.R)	Mi-parcours (B.T.R)	Fin (B.T.R)	Source	Fréquence	Responsabilité	
<u>Produit 2.3:</u> Des meilleures pratiques liées à la nutrition sont adoptées dans l'alimentation des enfants, femmes et hommes au sein des ménages	16. Nombre de personnes améliorées des rapports les connaissances, les attitudes et les pratiques en matière de nutrition(KAP)*. Bénin Togo	0 0 0	1 565 940 625	3 635 1 882 1 753	SSE	Annuelle	UGPs Nationales	
<b>Effet 3 :</b> Le commerce agricole plus performant entre le Bénin et le Togo (et avec un impact direct dans les pays voisins) - Des échanges agricoles plus performants entre le Bénin et le Togo (et ayant un impact direct dans les pays voisins) ont une participation active et des relations avec les organes de décision de la CEDEAO et d'autres organismes régionaux et nationaux pour le pilotage des stratégies de marché agricole à l'échelle transfrontalière.	17. Augmentation des volumes d'échanges de produits agricoles entre les deux pays (%) Bénin Togo	0 0 0	10 % 10% 10%	30% 30% 30%	SSE	Année, 4, 5 et 6	ARAA UniR-AT	Bon déroulement du dialogue politique entre les pays
<u>Product 3.1:</u> Les mécanismes de surveillance des flux commerciaux de produits agricoles dans les couloirs régionaux améliorent le commerce	18. Cadres de concertation par corridor sont créés/dynamisés Bénin Togo	0 0 0	2 1 1	9 5 4		Annuelle à partir d'année 2	UGPs Nationales ARAA UniR-AT	
<u>Produit 3.2:</u> Les acteurs économiques et sociaux sont bien représentés et participent activement au dialogue politique avec les IER et les organismes nationaux	19. Nombre de produits de savoirs pertinents en matière de politiques réalisés (Politique 1) <sup>9</sup> Bénin Togo	0 0 0	4 2 2	10 5 5	SSE	Annuelle à partir d'année 2	UGPs Nationales ARAA UniR-AT	

<sup>9</sup> Les études et les produits de connaissance générés sont pertinents pour le dialogue sur la politique régionale

Hiérarchie des résultats	Indicateurs clés <sup>6</sup>				Moyenne de vérification			Hypothèses
	Nom	Référence (B.T.R)	Mi-parcours (B.T.R)	Fin (B.T.R)	Source	Fréquence	Responsabilité	
	20. Nombre # processus / comités / cadre de concertation de politique sectorielle dans lesquelles les OP participent ations agricoles nationales et régionales	0	20	30	SSE	Annuelle à partir d'année 2	UGPs Nationales ARAA UniR-AT	
	Bénin	0	10	15				
	Togo	0	10	15				

## Summary of the economic and financial analysis

### Résultats économiques et analyse de sensibilité PRIMA

1. **Résultats économiques.** Les résultats de l'analyse économique montrent que les avantages du projet sont tout à fait positifs. Le taux de rentabilité interne économique (TRIE) de base, du PRIMA s'établit à 12,2%. La valeur actuelle nette (VAN) est estimée à 34,0 milliards de FCFA soit 54,4 millions d'USD sur une période de 20 ans et pour un budget total de 108,5 millions d'USD. Ce taux devra être plus élevé si l'on prend en compte les externalités positives grâce aux mesures d'atténuation des émissions de GES, les avantages liés à la l'éducation nutritionnelle et les bénéficiés indirects des activités économiques développées autour des marchés, centre de collectes et pistes rurales.

**Tableau 4: Résultats économiques du programme**

	Total	Bénin	Togo
Budget (Millions USD)	108,5*	62,8	42,7
VAN BNA (FCFA, @6%, 20 ans)	34 024 957 593	21 278 402 816	14 325 357 044
VAN BNA (USD, @6%, 20 ans)	54 378 059	34 117 188	22 968 872
TRIE	12,2%	13,0%	12,1%
Y compris les dons régionaux de 3 millions USD			

2. **Analyse de sensibilité.** L'analyse de sensibilité basée sur les augmentations de 10%, 20% et de 30% des coûts du projet montre des taux de rentabilité respectivement de 11,3%, 10,4% et 9,6%, ce qui dénote de la solidité des résultats face au risque d'augmentation des coûts des activités qui seront promues dans le cadre du programme. Les VAN correspondantes à ces niveaux de hausse des coûts seraient respectivement de 48,1 millions d'USD, 41,7 millions d'USD et 35,4 millions d'USD.

3. L'analyse de sensibilité fondée sur des diminutions de 10%, 20% et 30% des revenus dues au programme soit par une baisse du niveau des prix, ou des rendements ou même du taux d'adoption indique des taux de rentabilité économique respectivement de 11,2%, 10% et 7,7%. Les VAN correspondantes à ces niveaux de baisse de marges s'établissent à 42,6 millions d'USD, 30,9 millions d'USD et 12,2 millions d'USD. Si les avantages économiques étaient retardés d'un an ou de trois ans, le TRIE se situerait respectivement à 10,7% et 7,9% avec des VAN respectives de 40,9 millions d'USD et 16,2 millions d'USD. Ci-dessous-présentés la synthèse des résultats de l'analyse de sensibilité. Ces niveaux de TRIE confirment la solidité des effets et impacts économiques du programme au sein des différents corridors.

**Tableau 5 : Résumé des analyses de sensibilité**

ANALYSE DE SENSIBILITE		TRIE	VAN (6,0%)		
			Million FCFA	MillionUSD	
Cas de base		12,2%	34 025,0	54,4	
Coûts	+	10%	11,3%	30 069,8	48,1
Coûts	+	20%	10,4%	26 114,7	41,7
Coûts	+	30%	9,6%	22 159,6	35,4
Revenus	-	10%	11,2%	26 667,3	42,6
Revenus	-	20%	10,0%	19 309,7	30,9
Revenus	-	30%	7,7%	7 997,0	12,8
Revenus retardés d'un an		10,7%	25 597,8	40,9	
Revenus retardés de 2 ans		9,3%	17 647,7	28,2	
Revenus retardés de 3 ans		7,9%	10 147,2	16,2	