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Investing in rural people

## **President's report**

### **Proposed loans and grants under the Debt Sustainability Framework**

#### **Republic of Benin and Togolese Republic**

#### **Regional Programme for the Integration of Agricultural Markets**

Project No.: 2000003066 - 2000003067

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**For: Approval**

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### Programme delivery team

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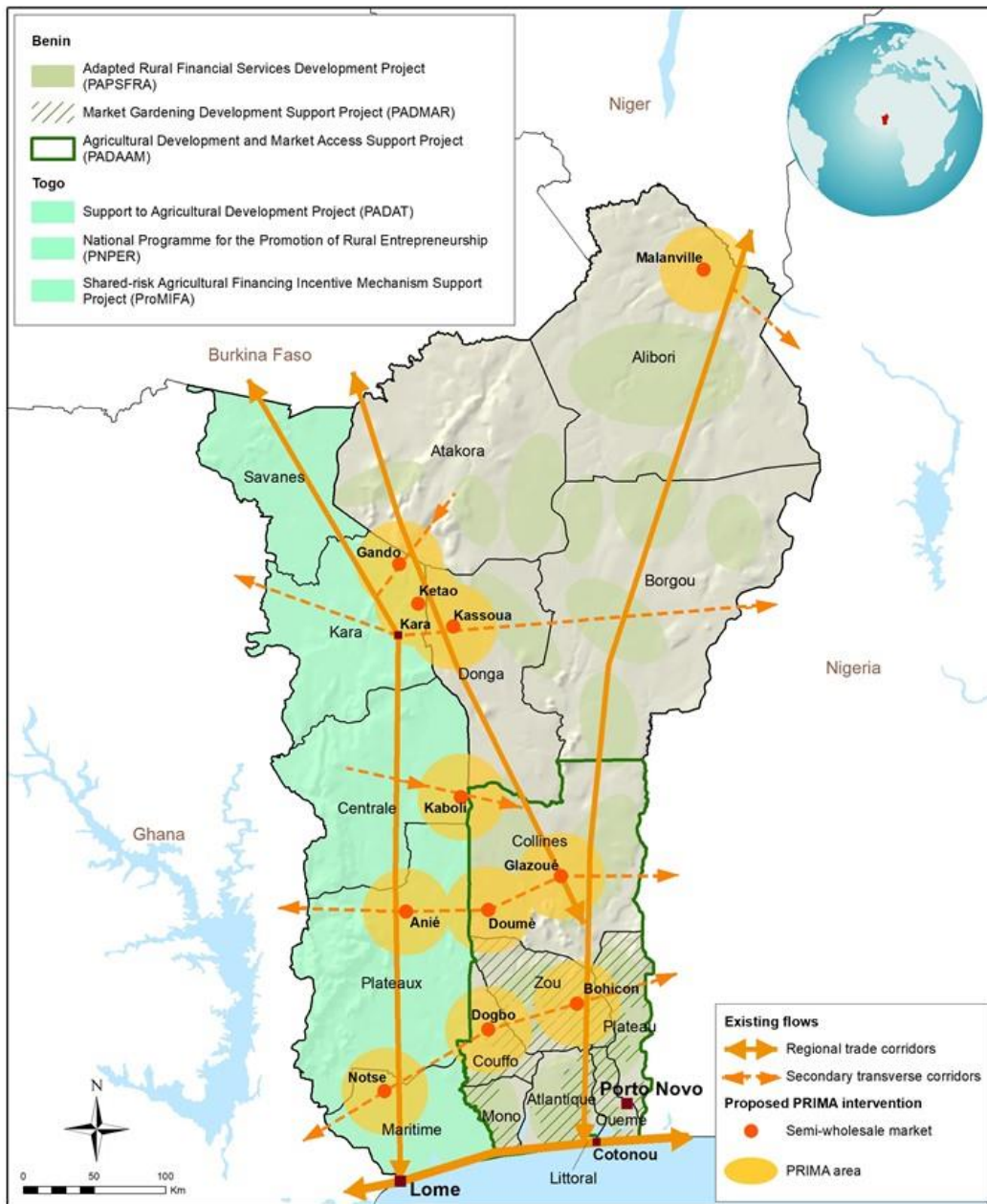
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## **Abbreviations and acronyms**

CILSS	Permanent Interstate Committee for Drought Control in the Sahel
ECOWAP	ECOWAS Regional Agricultural Policy
ECOWAS	Economic Community of West African States
FIPS	Faster Implementation of Project Start-up Instruments
OFID	OPEC Fund for International Development
PBAS	performance-based allocation system
PRIMA	Regional Programme for the Integration of Agricultural Markets
RAAF	Regional Agency for Agriculture and Food
ROPPA	Network of Farmers Organizations and Agricultural Producers of West Africa
SDG	Sustainable Development Goal
UniR-AT	Regional Technical Support Unit

# Map of the programme area



The designations employed and the presentation of the material in this map do not imply the expression of any opinion whatsoever on the part of IFAD concerning the delimitation of the frontiers or boundaries or the authorities thereof.  
 Source: IFAD | 29/11/2020

## Financing summary

<b>Initiating institution:</b>	IFAD
<b>Borrower/recipient:</b>	Ministries of Finance of Benin and Togo
<b>Executing agency:</b>	
<b>Benin:</b>	Ministry of Agriculture and Fisheries
<b>Togo:</b>	Ministry of Agriculture and Fisheries
<b>Total programme cost:</b>	US\$108.6 million
<b>Benin:</b>	US\$62,827,500
<b>Togo:</b>	US\$42,732,900
<b>Amount of IFAD loan:</b>	US\$36.5 million (or 33.6 per cent of the total cost)
<b>Benin:</b>	US\$21.9 million, 73 per cent in the form of a highly concessional loan (that is, under particularly favourable conditions)
<b>Togo:</b>	US\$14.6 million, 73 per cent in the form of a highly concessional loan
<b>Terms of IFAD loan:</b>	
<b>Benin:</b>	Highly concessional loan
<b>Togo:</b>	Highly concessional loan
<b>Amount of IFAD Debt Sustainability Framework grant:</b>	
<b>Benin:</b>	US\$8.1 million
<b>Togo:</b>	US\$5.4 million
<b>Cofinanciers:</b>	OPEC Fund for International Development (OFID); Government of Benin; Government of Togo; beneficiaries
<b>Amount of cofinancing:</b>	OFID, <sup>1</sup> in the amount of US\$26 million
<b>Terms of cofinancing:</b>	Parallel financing
<b>Contribution of borrower/recipient:</b>	Government of Benin and Government of Togo, <sup>2</sup> in the amount of around US\$15.5 million
<b>Benin:</b>	US\$8.81 million
<b>Togo:</b>	US\$6.69 million
<b>Contribution of beneficiaries:</b>	US\$5 million
<b>Benin:</b>	US\$4.02 million
<b>Togo:</b>	US\$1.34 million
<b>Financing gap:</b>	US\$10 million
<b>Amount of IFAD climate finance:</b>	Total amount: US\$19,529,000 Amount under the Eleventh Replenishment of IFAD's Resources: US\$6,964,500
<b>Amount of IFAD regional grant to the Regional Agency for Agriculture and Food:</b>	US\$2 million <sup>3</sup>
<b>Cooperating institutions:</b>	IFAD and the Regional Agency for Agriculture and Food

<sup>1</sup> Under negotiation following requests to OFID by the Governments of Benin and Togo. During the design mission, OFID expressed keen interest in contributing to the financing plan.

<sup>2</sup> Corresponding to duties, taxes, and the provision of offices for the programme management unit and land for setting up markets.

<sup>3</sup> In addition, an OFID grant is expected to be provided in the amount of US\$1 million to finance the PRIMA regional grant (coordination and regional activities).

## Recommendation for approval

The Executive Board is invited to approve the recommendation contained in paragraph 75.

### I. Context

#### A. Regional context and rationale for IFAD involvement

##### Political, economic and social context

1. IFAD and the Governments of the Republic of Benin and the Togolese Republic have agreed to establish a regional framework for increasing agricultural trade between the two countries, in the spirit of intensifying intraregional agricultural trade in the Economic Community of West African States (ECOWAS) and to move toward an African Continental Free Trade Area. On 12 November 2019, the respective ministers of agriculture signed a joint aide-memoire in Grand Popo, Benin, approving the principal strategic and operational elements spelled out in the concept note of the Regional Programme for the Integration of Agricultural Markets (PRIMA) and confirming the full political support and engagement of the two governments in this regional initiative.
2. Benin and Togo are bordering nations situated on the West African coast and have geographic, cultural and socio-economic complementarities. Classified among the low-income countries, their respective economic growth in 2018 was 4.9 per cent and 6.9 per cent.
3. In 2020, the two countries are suffering the consequences of the COVID-19 global health crisis, which requires a regional response. This pandemic calls for measures to prevent and mitigate its impact on agricultural markets and underscores the importance of transnational policies and operational responses to halt the spread of the disease.
4. **Poverty and food insecurity.** Benin and Togo have extremely high poverty rates in the vicinity of 45 per cent<sup>4</sup>. In Togo, more than three-quarters of poor people (77 per cent)<sup>5</sup> live in rural areas, where poverty is higher (68.7 per cent) than in Lomé (34.8 per cent) and urban areas (37.9 per cent). In Benin, there are sharp regional disparities in the poverty rate, which is clearly higher in rural areas than in urban centres.<sup>6</sup> According to the Global Hunger Index, Benin and Togo respectively rank 39<sup>th</sup> and 44<sup>th</sup> out of 105 countries, with very similar indices averaging 23 per cent.<sup>7</sup> However, according to the World Food Programme, food insecurity in the two countries differs: (i) in Togo, close to 50 per cent of the population is directly or indirectly threatened by food insecurity; (ii) in Benin, 9.6 per cent of households suffer from food insecurity.
5. **Family farming and rural development context.** The agriculture sectors of Benin and Togo are marked by similar and complementary potential and challenges, with a predominance of subsistence family farming. Agriculture in the two countries plays a major socio-economic role in employment (with the sector employing 60 per cent and 70 per cent, respectively, of the economically active population) and in the contribution to the GDP (in Togo, agriculture accounts for 41 per cent of GDP,<sup>8</sup> while in Benin it accounts for 23 per cent of GDP and 75 per cent of export earnings). The agriculture sector of the two countries is

<sup>4</sup> According to data from the World Poverty Clock. The national poverty line is US\$1 per person per day.

<sup>5</sup> Core Welfare Indicators Questionnaire (CWIQ), World Bank, 2015.

<sup>6</sup> Source: Strategic Plan for Agricultural Sector Development (PSDSA).

<sup>7</sup> With 24.4 per cent for Benin and 22.5 per cent for Togo.

<sup>8</sup> 2016 data.

characterized by small farms and dominated by subsistence crops – specifically, cassava, yams, maize, rice, sorghum, legumes and soybeans.

6. **Strategic position from a trade standpoint.** Benin and Togo are at the nerve centre of the region’s major economies – the Federal Republic of Nigeria to the east and the Republic of Ghana and the Republic of Côte d’Ivoire to the west – and are situated strategically between the mouth of the Gulf of Guinea (ports of Lomé and Cotonou) and the landlocked countries of the Sahel to take advantage of these expanding markets. According to the available statistics, subregional trade in ECOWAS accounts for 8 to 13 per cent of all trade in the area. On average, Benin and Togo contributed 2 per cent and 1.6 per cent, respectively, to ECOWAS trade with third countries in the period 2013-2017. Furthermore, despite community trade agreements and standards, this trade still appears to be dominated by the informal sector and largely eludes statistical and economic analysis.
  7. **Regional and national strategies and policies.** Benin and Togo are members of ECOWAS and the West African Economic and Monetary Union (WAEMU). Over the past 10 years, these economic organizations have developed, thanks to regional agricultural policies implemented with executing agencies accompanied by financial strategies and tools. The ECOWAS Regional Agricultural Policy (ECOWAP) aims to sustainably contribute to food and nutrition security, economic and social development and poverty reduction in its member states, as well as the fight against inequalities among territories, regions and countries. At the national level – particularly in Benin and Togo – it is manifested in the National Programmes for Agricultural Investment and Food and Nutritional Security.
  8. **Main actors and institutional mechanisms.** Regionally, there are several important economic institutions and networks of actors. The mission of the Regional Food and Agriculture Agency (RFAA), created in 2011 by ECOWAS, is to ensure the technical execution of ECOWAP regional investment programmes and projects. With 20 years of experience advocating for regional integration, the Network of Farmers Organizations and Agricultural Producers of West Africa (ROPPA) is active in all working groups and policy dialogues that ECOWAS has created to discuss the design, implementation and evaluation of ECOWAP, as well as the response to the COVID-19 health crisis. Finally, the Permanent Interstate Committee for Drought Control in the Sahel (CILSS) is a regional body whose purpose is to invest in research on food security and the negative impacts of climate change.
- Special aspects relating to IFAD’s corporate mainstreaming priorities**
9. In line with Eleventh Replenishment of IFAD’s Resources mainstreaming commitments, the programme has been validated as:
    - Climate-focused;
    - Gender transformational;
    - Nutrition-sensitive;
    - Youth-sensitive.
  10. **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. In both Benin and Togo, 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.
  11. **Gender and women’s empowerment.** Despite their heavy involvement in the sector, women in the two countries face more constraints than men in access to

agricultural production factors – land, 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,<sup>9</sup> 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.

12. **Rural youth inclusion and employment.** The majority of the Benin and Togo population is young<sup>10</sup> and the proportion of people aged 15-29 is 37 per cent and 32 per cent, respectively.<sup>11</sup> Nonetheless, youth participation in producers' organizations is fairly low, chiefly 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).
13. **Food and nutrition problems.** In Benin, food and nutrition insecurity is high (1.1 million people suffer from food insecurity<sup>12</sup>), especially in rural areas, due to the unavailability of certain food staples in several regions of the country; in Togo, in turn, the situation is classified as "grave," with 1.5 million people undernourished. While the two countries have made progress in meeting national nutritional targets, overweight and obesity rates, particularly among women, are becoming alarming. Generally speaking, 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.
14. **Persons with disabilities.** According to the World Health Organization, the number of persons with disabilities in Benin and Togo is estimated at close to 840,000 and 620,000, respectively,<sup>13</sup> with 60 per cent and 66 per cent having no schooling.<sup>14</sup> Households with one disabled member are highly vulnerable because of their precarious situation, exclusion, stigmatization and poverty, which accentuate their difficulty participating in the economy and obtaining access to basic social services.

#### **Rationale for IFAD involvement**

15. PRIMA is justified at several levels. At the cross-border level: one of the major obstacles to intraregional trade is the weakness of investments and the inadaptive nature of investments in rural trade infrastructure (markets, roads, logistics, electricity, etc.), limiting the potential of Benin and Togo agricultural collection centres and associated markets or hubs to export to the subregion. What is

<sup>9</sup> According to the United Nations Children's Fund, in the period 2008-2012, 72.7 per cent of women were literate, in contrast to 86.9 per cent of men (age group: 15-24 years).

<sup>10</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>11</sup> The general population and housing census (RGPH 2013), Ministry Of Planning And Development and National Institute of Statistics and Economic Analysis of Benin; School-to-Work Transition Survey (SWTS 2014) for young Togolese men and women.

<sup>12</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).

<sup>13</sup> Handicap International, Togo. However, the Togolese Federation of Associations of Persons with Disabilities (FETAPH) estimates that this number could be as high as 900,000, or 15 per cent of the population (2012).

<sup>14</sup> Living Conditions of Persons with Disabilities in Togo: Survey of 30 communities in Togo, June 2007.



needed, therefore, is: (i) to design cross-border agricultural hubs and infrastructure from an subregional perspective, with the support of national authorities and local communities, the private sector and producers' organizations; and (ii) to develop effective modern logistics for the operation of semi-wholesale agricultural markets that are well connected with the rural road network, which is passable year-round thanks to an efficient maintenance system.

16. **Regional policies and regulations.** The integration of regional markets is hindered by the ineffectiveness of certain regional policies and their limited translation into substantial public and private investments, as well by inadequate attention to environmental aspects and the potential of digital innovations.<sup>15</sup> Furthermore, agricultural trade, particularly along secondary cross-border corridors, is dominated by the informal sector and largely eludes the statistical and economic analysis essential for evaluating the sector's contribution. The placement of PRIMA under the Regional Agency for Agriculture and Food (RAAF) and its connection with the trade issues of ECOWAS offers it the possibility of concretely monitoring territorial policies, enriching discussions and producing the changes proposed by stakeholders (ministries of the countries involved, regional and national platforms of producers' organizations, etc.).
17. IFAD's comparative advantage lies, on the one hand, in its know-how in helping family farmers switch to more sustainable, market-driven productivity (through an inclusive territorial approach like those of other projects in West and Central Africa<sup>16</sup>) that complements the policy dialogues that bring producers' organizations together. On the other, IFAD has a significant advantage, since it already finances two grants that could create an environment favourable to PRIMA's implementation, namely: (i) the grant to support family farming, regional markets and cross-border trade corridors (FARM-TRAC)<sup>17</sup> in the Sahel, whose objective is to increase food security, economic growth, resilience and poverty reduction in the Sahel and West Africa through an integrated common market; and (ii) the regional grant to farmers' organizations in Africa, the Caribbean and the Pacific (2019-2023), implemented in the subregion by ROPPA (notably, the national platforms of producers' organizations in Benin and Togo), to boost their institutional, economic and advocacy capacity. The complementarity and synergy of the various interventions will increase IFAD's regional visibility and impact.

## B. Lessons learned

18. PRIMA will draw on lessons learned<sup>18</sup> from IFAD's experience in similar thematic areas in the two targeted countries and subregion, as well as its main partner organizations such as RAAF and ROPPA, whose capitalization strategies and approaches have already enabled lessons to be learned from their operations – for example, those from the territorial development approach, namely: (i) the effectiveness of involving producers' organizations in the dynamics of collecting and marketing products; (ii) the importance of offering users a healthy supply of economic services in semi-wholesale markets for the sustainable management of these markets; and (iii) the effectiveness of the multi-actor social engineering approach as a prelude to civil engineering activities to ensure ownership of the process. Concerning nutrition, PRIMA will build on the good nutrition improvement practices adopted by its United Nations partners, especially the WPF school canteen programmes. Concerning gender issues, the region's projects have shown that activities to strengthen the capacities of women's social and economic organizations and businesses, literacy, leadership development, the mitigation of

<sup>15</sup> For example, several non-material barriers to trade flows persist, such as the imposition of tariffs and non-tariff measures such as road harassment, informal taxation, red tape, etc.

<sup>16</sup> Agricultural Development Project of Matam in the Republic of Senegal; Family Farming Diversification, Integrated Markets, Nutrition and Climate Resilience Project in Guinea-Bissau; Family Farming, Resilience and Markets Project in Upper and Middle Guinea in Guinea.

<sup>17</sup> This project should be implemented by the CILSS and the International Food Policy Research Institute consortium.

<sup>18</sup> See exhaustive list of lessons learned in appendix V.

constraints (that limit access to land, credit, income, childcare, employment and health) and marketing support are the foundation of women's autonomy. Concerning youth participation, the lessons learned from youth entrepreneurship projects (in particular, the National Project for Rural Entrepreneurship Promotion in Togo and the Rural Youth Vocational Training, Employment and Entrepreneurship Support Project in the Republic of Mali, financed by IFAD) have shown that support for competencies, technical assistance and access to financing are three basic conditions for the emancipation of young people and their transformation into key actors in the rural sector. PRIMA will also draw on the regional operations of other partners, such as the African Development Bank and the World Bank, emphasizing the importance of policy dialogue, interest in regional institutional anchoring and the greater potential for impact and scaling up of these operations.

## II. Programme description

### A. Objectives, geographic area of intervention and target groups

19. PRIMA's overall goal is to stimulate regional agricultural trade to create jobs for women and youth, increase income and improve the 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 subregional trade hubs and cross-border transport corridors, while fostering rural entrepreneurship among youth and women and fully integrating small-scale farmers into national and subregional markets.
20. 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 subregional 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 (and food insecurity in Togo).
21. PRIMA will pay particular attention to targeting women, youth and persons with disabilities through their national associations. Programme interventions will benefit some 144,000 rural households (more than 833,000 people), 99,000 households in Benin and 45,000 in Togo. At least 40 per cent of the programme beneficiaries will be women and at least 40 per cent will be young people.<sup>19</sup>

### B. Components, outcomes and activities

22. The programme will include the following components: (i) market integration and rural entrepreneurship; (ii) a shift toward climate-resilient family farming; and (iii) policy dialogue and civic engagement.
23. **Component 1: Market integration and rural entrepreneurship.** This will involve improving the marketing of family farm production in the subregion 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' organizations operating in the economic spheres of influence of these markets.

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<sup>19</sup> The following method was used: the calculations were made using teledetection data. The units are the number of persons per pixel, with country totals adjusted to correspond to the official population estimates (prepared by the Population Division of the Department of Economic and Social Affairs of the United Nations Secretariat, World Population Prospects 2019). The data from NASA's SocioEconomic Data (SEDAC), the Center for International Earth Science Information Network (CIESIN 2018) and FAO's Global Administrative Unit Layers were cross-tabulated and compared with the data from the official statistics of each country. The average size of households is 5.3 persons in Togo and 6 persons in Benin.

24. **Component 2: Shift toward 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 the nutrition security of families and support for women's participation.
25. **Component 3: Policy dialogue and civic engagement.** This component falls under PRIMA's regional coordination mechanism, with institutional anchoring in the RAAF. It will be cofinanced by a regional grant to PRIMA, submitted, moreover, to IFAD's Executive Board (see annex). 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 (civic engagement).

### C. Theory of change

26. The programme will support the integration of more effective and better-performing cross-border territorial markets in regional trade corridors to promote structural change toward sustainable, market-driven family farming. It aims to increase the income of 144,000 vulnerable rural households (or 813,000 people), 40 per cent of them youth and women entrepreneurs assisted to invest in the improvement of local products destined for the market. Integrating regional trade will require considerable investment in the development of a coherent network of economic infrastructure, considered a regional public good, and will be accomplished by the rehabilitation and sustainable management of nine cross-border semi-wholesale markets, 18 territorial collection centres and 500 km of rural roads. The beneficiaries will participate in a needs survey, as well as infrastructure management and maintenance. The regional network of rehabilitated and invigorated markets will open up production basins, and the consequent growing demand will be met by a 30 per cent increase in agricultural production (rice, market garden products and associated crops). This increase will derive from boosting the productivity of diversified, climate-resilient production systems (16,000 h of sub-watershed land surrounding 4,000 h of lowlands and swamps). The regional network will also facilitate cross-border natural resource management.
27. Effective policy integrated into the sector's regional policy-making bodies and enriched with nimble inclusive civic monitoring and evaluation (M&E) mechanisms will make PRIMA more strategic, more systematic and more sustainable, by: (i) filling the gaps in current regional and national policies (that is, identifying and removing obstacles, physical or not, to effective cross-border regional trade between the two countries); and (ii) expanding the access of vulnerable small-scale producers, especially youth and women, to other major regional and intraregional markets.
28. The programme aims to include youth, women and persons with disabilities, offering them growing market opportunities. Activities to develop an entrepreneurial spirit and finance the business plans of 1,150 agripreneurs (youth, women and persons with disabilities) will therefore be carried out, and 90 initiatives will be implemented by rural youth and women's cooperatives.

### D. Alignment, ownership and partnerships

29. At the regional/continental level, PRIMA will directly contribute to the African Union's Agenda 2063, the African Agricultural Development Programme of the New Partnership for Africa's Development, ECOWAS and WAEMU agriculture and trade

policies and programmes and SDGs 1, 2, 5, 8, 10 and 13.<sup>20</sup> At the national level, it will support Benin's Strategic Plan for Agricultural Sector Development and the Togolese Republic's National Development Plan. The programme will follow the strategic orientations approved by the two Governments and IFAD.<sup>21</sup>

30. **Partnerships.** Anchored in RAAF, PRIMA will develop synergies with national and international partners already working with the main regional economic institutions in the programme's intervention domains to ensure the relevance and coherence of the targeting strategies and interventions to assist the beneficiaries. The programme will also forge strategic partnerships with the platforms of national and regional producers' organizations (Togolese Coordination of Peasant Organizations and Agricultural Producers, National Platform of Farmers' Organizations of Benin and ROPPA), and will also seek relations with other organizations involved in cross-border activities and information production (West African Cereal Network, for example). Since the programme involves policy review and data collection, it will partner with CILSS and the International Food Policy Research Institute (IFPRI), in close synergy with FARM-TRAC. In addition to the financial partnership with the OPEC Fund for International Development (OFID), other contacts have been made to expand partnerships.<sup>22</sup> As a United Nations agency, IFAD will maintain communication with the United Nations country team in the two countries to further motivate the other United Nations agencies to consider the potential of PRIMA synergies and complementarities with their current or future activities. At the national level, the programme will be implemented in partnership and synergy with the large strategic programmes of the two countries' respective Governments, primarily the development of agrohubs in Togo and agricultural development hubs in Benin. Concerning a potential partnership with the African Development Bank (AfDB) when exploring cofinancing possibilities, such a partnership could involve activities in knowledge sharing or policy dialogue.

## E. Cost, benefits and financing

31. According to the multilateral development banks methodologies for tracking climate finance, PRIMA includes climate finance from IFAD for a total amount of US\$19,529,000 (of which US\$6,964,500 from the Eleventh Replenishment of IFAD's Resources [IFAD11] programme of loans and grants). Climate change adaptation finance accounts for US\$14,231,000 (of which US\$5,115,500 under IFAD11) and climate change mitigation finance for US\$5,298,000 (of which US\$1,849,000 under IFAD11). Individual amounts of climate finance by country are as follows: US\$12,529,000 USD for Benin (of which US\$6,264,500 climate finance under IFAD11) and US\$7,000,000 for Togo (of which USA\$700,000 climate finance under IFAD11 ).

### Programme cost

32. PRIMA will be implemented over a six-year period (2021-2026) in Benin and Togo. Total programme cost, including contingencies, is an estimated US\$108.6 million, or approximately CFAF 63.5 billion. Distribution by components is as follows: component 1, market integration and rural entrepreneurship, US\$53.8 million, or CFAF 31.5 billion (49.5 per cent), component 2, shift towards climate-resilient family farming, US\$38.5 million, or CFAF 22.6 billion (35.5 per cent), component 3, policy dialogue and civic engagement, US\$5.9 million, or CFAF 3.4 billion (5.4 per cent), and implementation costs US\$10.4 million, or CFAF 6.0 billion (9.6 per cent).

<sup>20</sup> SDG 1: No poverty; SDG 2: Zero hunger; SDG 5: Gender equality; SDG 8: Decent work and economic growth; SDG 10: Reduced inequalities; SDG 13: Climate action.

<sup>21</sup> Country strategic opportunities programme (COSOP) 2018-2022 for the Republic of Benin and Country Strategy Note 2018-2020 for the Togolese Republic (results-based COSOP expected in 2020).

<sup>22</sup> World Bank, AfDB, Swiss Agency for Development and Cooperation, the Kingdom of the Netherlands, etc.

33. The PRIMA regional activities will be financed for a total amount of US\$5 million, distributed as follows: IFAD regional grant, US\$2 million, OFID regional grant, US\$1 million (both appear in the "Regional Technical Support Unit [UniR-AT] regional grants" column of the table below) and country onlending (drawn on the grants portion) of US\$2 million, of which US\$1.2 million by Benin and US\$0.8 million by Togo.

Table 1  
**Cost of PRIMA by component by country, including regional grants<sup>23</sup>**  
(Thousands of United States dollars)

<i>Component/subcomponent</i>	Benin		Togo		UniR-AT regional grants		Total	
	Amount	%	Amount	%	Amount	%	Amount	%
Market integration and rural entrepreneurship								
Management of economic infrastructure and maintenance equipment	1 339.4	52.3	1 222.9	47.7	-	-	2 562.3	2.4
Rehabilitation of economic infrastructure	22 946.4	56.9	17 381.1	43.1	-	-	40 327.5	37.1
Entrepreneurship among women, youth and cooperatives around markets	6 340.8	58.2	4 550.2	41.8	-	-	10 890.9	10.0
Subtotal	30 626.5	56.9	23 154.2	43.1	-	-	53 780.7	49.5
Transformation towards family farming adapted to climate change							-	-
Development of sustainable, climate-resilient agriculture	5 135.1	58.9	3 577.5	41.1	-	-	8 712.6	8.0
Sustainable irrigation management	18 096.9	67.5	8 726.8	32.5	-	-	26 823.6	24.7
Improving family nutritional security and support for women's integration	1 560.8	52.2	1 431.9	47.8	-	-	2 992.7	2.8
Subtotal	24 792.8	64.3	13 736.2	35.7	-	-	38 529.0	35.5
Policy dialogue and citizen engagement								
Policy dialogue	1 605.4	40.1	1 358.5	33.9	1 037.8	25.9	4 001.7	3.7
Citizen engagement	417.1	22.8	415.0	22.7	1 000.0	54.6	1 832.2	1.7
Subtotal	2 022.5	34.7	1 773.6	30.4	2 037.8	34.9	5 833.9	5.4
Management and coordination, M&E								-
Programme management and institutional support	4 588.6	52.8	3 355.1	38.6	740.6	8.5	8 684.3	8.0
M&E and knowledge management	797.0	46.0	713.9	41.2	221.6	12.8	1 732.6	1.6
Subtotal	5 385.6	51.7	4 069.0	39.1	962.3	9.2	10 416.9	9.6
<b>TOTAL</b>	<b>62 827.5</b>	<b>57.9</b>	<b>42 732.9</b>	<b>39.4</b>	<b>3 000.0</b>	<b>2.8</b>	<b>108 560</b>	<b>100.0</b>

<sup>23</sup> The UniR-AT regional grants column in the table refers to the IFAD grant and the OFID grant (in the process of validation).

Table 2

**Programme cost by component (and subcomponent) and financier**

(Thousands of United States dollars)

Component/subcomponent	IFAD grant		IFAD loan		IFAD regional grant		OFID loan		OFID regional grant		Financing gap		Contribution of governments in kind		Contribution of beneficiaries in cash		Contribution of beneficiaries in kind		Total		
	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	
<b>1. Market integration and rural entrepreneurship</b>																					
1.1. Management of economic infrastructure and maintenance equipment	2 275.4	88.8	-	-	-	-	-	-	-	-	-	-	286.9	11.2	-	-	-	-	2 562.3	2.4	
1.2. Rehabilitation of economic infrastructure	-	-	6 674.4	16.6	-	-	20 777.3	51.5	-	-	-3 675.5	9.1	9 200.2	22.8	-	-	-	-	40 327.5	37.1	
1.3. Entrepreneurship among women, youth and cooperatives around markets	-	-	9 725.5	89.3	-	-	-	-	-	-	-	-	193.2	1.8	512.6	4.7	459.6	4.2	10 890.9	10.0	
<b>Subtotal</b>	<b>2 275.4</b>	<b>4.2</b>	<b>16 400.0</b>	<b>30.5</b>	<b>-</b>	<b>-</b>	<b>20 777.3</b>	<b>38.6</b>	<b>-</b>	<b>-3 675.5</b>	<b>6.8</b>	<b>9 680.3</b>	<b>18.0</b>	<b>512.6</b>	<b>1.0</b>	<b>459.6</b>	<b>0.9</b>	<b>53 780.7</b>	<b>49.5</b>		
<b>2. Transformation towards family farming adapted to climate change</b>																					
2.1. Development of sustainable, climate-resilient agriculture	2 859.0	32.8	5 320.2	61.1	-	-	-	-	-	-	-	-	522.1	6.0	-	-	11.3	0.1	8 712.6	8.0	
2.2. Sustainable irrigation management	-	-	8 162.2	30.4	-	-	4 222.7	15.7	-	-	-6 324.6	23.6	4 046.6	15.1	-	-	-4 067.7	15.2	26 823.6	24.7	
2.3. Improving family nutritional security and support for women's integration	2 744.3	91.7	-	-	-	-	-	-	-	-	-	-	248.5	8.3	-	-	-	-	2 992.7	2.8	
<b>Subtotal</b>	<b>5 603.3</b>	<b>14.5</b>	<b>13 482.4</b>	<b>35.0</b>	<b>-</b>	<b>-</b>	<b>4 222.7</b>	<b>11.0</b>	<b>-</b>	<b>-6 324.6</b>	<b>16.4</b>	<b>4 817.1</b>	<b>12.5</b>	<b>-</b>	<b>-</b>	<b>-4 078.9</b>	<b>10.6</b>	<b>38 529.0</b>	<b>35.5</b>		
<b>3. Policy dialogue and citizen engagement</b>																					
3.1. Policy dialogue	2 820.2	70.5	-	-	1 037.8	25.9	-	-	-	-	-	-	143.7	3.6	-	-	-	-	4 001.7	3.7	
3.2. Citizen engagement	801.2	43.7	-	-	-	-	-	-	-1 000.0	54.6	-	-	31.0	1.7	-	-	-	-	1 832.2	1.7	
<b>Subtotal</b>	<b>3 621.4</b>	<b>62.1</b>	<b>-</b>	<b>-</b>	<b>-1 037.8</b>	<b>17.8</b>	<b>-</b>	<b>-1 000.0</b>	<b>17.1</b>	<b>-</b>	<b>-</b>	<b>174.7</b>	<b>3.0</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>5 833.9</b>	<b>5.4</b>		
<b>4. Management and coordination, M&amp;E</b>																					
4.1. Programme management and institutional support	1 000.0	11.5	6 244.2	71.9	740.6	8.5	-	-	-	-	-	-	699.5	8.1	-	-	-	-	8 684.3	8.0	
4.2. M&E and knowledge management	999.9	57.7	373.4	21.6	221.6	12.8	-	-	-	-	-	-	137.6	7.9	-	-	-	-	1 732.6	1.6	
<b>Subtotal</b>	<b>1 999.9</b>	<b>19.2</b>	<b>6 617.5</b>	<b>63.5</b>	<b>962.3</b>	<b>9.2</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>837.1</b>	<b>8.0</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>10 416.9</b>	<b>9.6</b>	
<b>TOTAL</b>	<b>13 500</b>	<b>12.4</b>	<b>36 500</b>	<b>33.6</b>	<b>2 000</b>	<b>1.8</b>	<b>25 000.0</b>	<b>23.0</b>	<b>1 000</b>	<b>0.9</b>	<b>10 000</b>	<b>9.2</b>	<b>15 509</b>	<b>14.3</b>	<b>512.6</b>	<b>0.5</b>	<b>4 539</b>	<b>4.2</b>	<b>108 560</b>	<b>100.0</b>	

Note: PRIMA has a financing gap of US\$10 million (9.2 per cent of total cost), which was not covered as of the submission date.

Table 3

**Programme cost by category of expenditure and source of financing**

(Thousands of United States dollars)

Category of expenditure	IFAD grant		IFAD loan		IFAD regional grant		OFID loan		OFID regional grant		Financing gap		Contribution of governments in kind		Contribution of beneficiaries in cash		Contribution of beneficiaries in kind		Total		
	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	
<b>I. Investment costs</b>																					
<b>A. Works</b>																					
1. Work, civil engineering	-	-	8 746.9	16.4	-	-	25 000.0	47.0	-	-	9 878.0	18.6	9 576.2	18.0	-	-	-	-	53 201	49.0	
2. Works, land tenure	-	-	-	-	-	-	-	-	-	-	-	-	2 369.1	36.8	-	-	4 067.7	63.2	6 437	5.9	
<b>Subtotal</b>	<b>-</b>	<b>-</b>	<b>8 746.9</b>	<b>14.7</b>	<b>-</b>	<b>-</b>	<b>25 000.0</b>	<b>41.9</b>	<b>-</b>	<b>-</b>	<b>9 878.0</b>	<b>16.6</b>	<b>11 945.3</b>	<b>20.0</b>	<b>-</b>	<b>-</b>	<b>4 067.7</b>	<b>6.8</b>	<b>59 638</b>	<b>54.9</b>	
<b>B. Equipment and materials</b>																					
1. Vehicles	-	-	122.0	77.0	-	-	-	-	-	-	-	-	36.4	23.0	-	-	-	-	158	0.1	
2. Equipment and materials	254.0	12.2	1 327.9	63.9	25.2	1.2	-	-	-	-	-	-	472.5	22.7	-	-	-	-	2 080	1.9	
<b>Subtotal</b>	<b>254.0</b>	<b>11.3</b>	<b>1 449.9</b>	<b>64.8</b>	<b>25.2</b>	<b>1.1</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>508.9</b>	<b>22.7</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>2 238</b>	<b>2.1</b>	
<b>C. Goods, services and inputs</b>	1 061.0	44.8	1 027.0	43.4	198.5	8.4	-	-	79.7	3.4	-	-	0.0	0.0	-	-	-	-	2 366	2.2	
<b>D. Services</b>																					
1. Technical assistance	318.8	19.7	1 010.1	62.3	-	-	-	-	-	-	-	-	291.7	18.0	-	-	-	-	1 621	1.5	
2. National consulting services	3 091.7	38.0	3 446.0	42.4	8.7	0.1	-	-	-	-	122.1	1.5	1 461.9	18.0	-	-	-	-	8 130	7.5	
3. International consulting services	103.3	1.9	3 842.5	72.0	318.5	6.0	-	-	204.9	3.8	-	-	866.2	16.2	-	-	-	-	5 335	4.9	
4. Training, workshops and seminars	5 116.5	51.1	3 326.2	33.2	847.1	8.5	-	-	715.4	7.1	-	-	0.0	0.0	-	-	8.5	0.1	10 014	9.2	
<b>Subtotal</b>	<b>8 630.3</b>	<b>34.4</b>	<b>11 624.9</b>	<b>46.3</b>	<b>1 174.3</b>	<b>4.7</b>	<b>-</b>	<b>-</b>	<b>920.4</b>	<b>3.7</b>	<b>122.1</b>	<b>0.5</b>	<b>2 619.8</b>	<b>10.4</b>	<b>-</b>	<b>-</b>	<b>8.5</b>	<b>0.0</b>	<b>25 100</b>	<b>23.1</b>	
<b>E. Subsidies and grants</b>	1 425.1	13.4	8 206.9	77.4	-	-	-	-	-	-	-	-	-	-	512.6	4.8	462.4	4.4	10 607	9.8	
<b>F. UniR-AT</b>	2 000.0	100.0	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2 000	1.8	
<b>Total investment costs</b>	<b>13 370.3</b>	<b>13.1</b>	<b>31 055.6</b>	<b>30.5</b>	<b>1 398.0</b>	<b>1.4</b>	<b>25 000.0</b>	<b>24.5</b>	<b>1 000.0</b>	<b>1.0</b>	<b>10 000.1</b>	<b>9.8</b>	<b>15 074.0</b>	<b>14.8</b>	<b>512.6</b>	<b>0.5</b>	<b>4 538.6</b>	<b>4.5</b>	<b>101 949</b>	<b>93.9</b>	
<b>II. Operating expenses</b>																					
<b>A. Salaries and benefits</b>	129.7	2.5	4 541.2	89.0	434.0	8.5	-	-	-	-	-	-	-	-	-	-	-	-	5 105	4.7	
<b>B. Operating costs</b>	-	-	903.1	60.0	168.0	11.2	-	-	-	-	-	-	435.2	28.9	-	-	-	-	1 506	1.4	
<b>Total operating expenses</b>	<b>129.7</b>	<b>2.0</b>	<b>5 444.3</b>	<b>82.3</b>	<b>602.0</b>	<b>9.1</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>435.2</b>	<b>6.6</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>6 611</b>	<b>6.1</b>	
<b>TOTAL</b>	<b>13 500</b>	<b>12.4</b>	<b>36 500</b>	<b>33.6</b>	<b>2 000</b>	<b>1.8</b>	<b>25 000</b>	<b>23.0</b>	<b>1 000</b>	<b>0.9</b>	<b>10 000</b>	<b>9.2</b>	<b>15 509</b>	<b>14.3</b>	<b>513</b>	<b>0.5</b>	<b>4 539</b>	<b>4.2</b>	<b>108 560</b>	<b>100.0</b>	

Note: PRIMA has a financing gap of US\$10 million (9.2 per cent of total cost), which was not covered as of the submission date.



Table 4  
**Programme cost by component (and subcomponent) and by year**  
(Thousands of United States dollars)

<i>Component/subcomponent</i>	<i>2021</i>	<i>2022</i>	<i>2023</i>	<i>2024</i>	<i>2025</i>	<i>2026</i>	<i>Total</i>
<b>1. Market integration and rural entrepreneurship</b>							
1.1. Management of economic infrastructure and maintenance equipment	349.5	370.7	447.5	478.7	463.6	452.3	2 562.3
1.2. Rehabilitation of economic infrastructure	33.8	724.1	6 871.6	16 429.3	13 447.6	2 821.1	40 327.5
1.3. Entrepreneurship among women, youth and cooperatives around markets	1 315.2	2 198.0	2 710.8	2 791.5	1 422.7	452.8	10 890.9
<b>Subtotal</b>	<b>1 698.5</b>	<b>3 292.8</b>	<b>10 029.9</b>	<b>19 699.6</b>	<b>15 333.9</b>	<b>3 726.1</b>	<b>53 780.7</b>
<b>2. Transformation towards family farming adapted to climate change</b>	-	-	-	-	-	-	-
2.1. Development of sustainable, climate resilient agriculture	770.8	1 536.7	2 703.6	2 347.3	785.2	569.0	8 712.6
2.2. Sustainable irrigation management	141.9	445.3	7 433.5	11 261.2	7 477.6	64.2	26 823.6
2.3. Improving family nutritional security and support for women's integration	214.0	640.1	606.1	687.7	478.0	366.9	2 992.7
<b>Subtotal</b>	<b>1 126.7</b>	<b>2 622.0</b>	<b>10 743.3</b>	<b>14 296.2</b>	<b>8 740.8</b>	<b>1 000.1</b>	<b>38 529.0</b>
<b>3. Policy dialogue and citizen engagement</b>	-	-	-	-	-	-	-
3.1. Policy dialogue	460.3	626.9	602.6	1 019.8	744.5	480.8	3 934.8
3.2. Citizen engagement	168.9	212.0	423.2	364.3	340.4	323.3	1 832.2
<b>Subtotal</b>	<b>629.2</b>	<b>838.9</b>	<b>1 025.8</b>	<b>1 384.1</b>	<b>1 084.9</b>	<b>804.1</b>	<b>5 767.0</b>
<b>4. Management and coordination, M&amp;E</b>	-	-	-	-	-	-	-
4.1. Programme management and institutional support	2 517.2	1 067.7	1 072.7	1 479.2	1 352.1	1 222.4	8 711.3
4.2. M&E and knowledge management	544.4	142.9	255.8	233.3	184.9	411.1	1 772.5
<b>Subtotal</b>	<b>3 061.5</b>	<b>1 210.7</b>	<b>1 328.5</b>	<b>1 712.5</b>	<b>1 537.0</b>	<b>1 633.6</b>	<b>10 483.8</b>
<b>TOTAL</b>	<b>6 515.9</b>	<b>7 964.3</b>	<b>23 127.4</b>	<b>37 092.3</b>	<b>26 696.5</b>	<b>7 163.9</b>	<b>108 560</b>
<b>TOTAL (in %)</b>	<b>6%</b>	<b>7%</b>	<b>21%</b>	<b>34%</b>	<b>25%</b>	<b>7%</b>	<b>100%</b>

34. **Country contributions.** The contributions of the Governments of the Republic of Benin and the Republic of Togo will be essentially in kind, in the form of tax exemptions and by making land available for building market and collection centres and setting up programme management unit (PMU) premises.<sup>24</sup> The contributions of beneficiaries will be both in kind – making available farmland for hydro-agricultural improvements and farmer field schools, and mobilizing labour and goods to implement subprojects<sup>25</sup> – and in cash to finance consolidation and feasibility plans<sup>26</sup> for small and medium-sized agricultural enterprises.

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

35. Programme financing sources include: (i) IFAD, in the amount of US\$52 million, or 47.9 per cent of total cost, of which a regional grant for US\$2 million and allocations under the performance-based allocation system (PBAS) for Benin and Togo for the period 2019-2021; (ii) OFID,<sup>27</sup> US\$26 million, or 23.9 per cent of total cost, of which a regional grant for US\$1 million; (iii) the Governments of Benin and Togo,<sup>28</sup> for US\$15.5 million, or 14.3 per cent of total cost; (iv) beneficiaries, US\$5 million, or 4.7 per cent of total cost;<sup>29</sup> and (v) a financing gap of US\$10 million, or 9.2 per cent of total cost.<sup>30</sup>
36. This financing plan will be covered by two distinct bilateral financing agreements. The PRIMA regional activities, valued at US\$5 million, will be funded by the IFAD regional grant in the amount of US\$2 million, the OFID regional grant for US\$1 million and the PBAS allocations for Benin and Togo in the amount of US\$2 million (60 per cent and 40 per cent, respectively, in proportion to their respective PBAS allocations).<sup>31</sup>
37. The total financing gap could potentially be covered under subsequent PBAS cycles (on terms to be determined and subject to internal procedures and ultimate approval by the Executive Board) and by cofinancing to be determined during implementation.
38. The Faster Implementation of Project Start-up Instruments (FIPS) will be mobilized by both Governments<sup>32</sup> over a 12-month period (October 2020 to September 2021) to provide for the preparatory activities needed for rapid start-up of the programme.

#### **Disbursement**

39. **Programme disbursement profile.** The expenditure categories used, which are consistent with the standardized IFAD expenditure categories, have been used for disbursement purposes as well. They are presented in the table below, together with tax assumptions, average exchange rates and physical contingencies.
40. Once the financing agreements have been signed and the IFAD loans and grants have entered into effect following ratification by the respective parliaments of each

<sup>24</sup> For Benin, US\$8.8 million (14.0 per cent of total cost); for Togo, US\$6.7 million (15.7 per cent of total cost).

<sup>25</sup> For Benin, US\$3.7 million; for Togo, US\$0.8 million.

<sup>26</sup> For Benin, US\$0.3 million (6.4 per cent of total cost); for Togo, US\$0.2 million (2.4 per cent of total cost).

<sup>27</sup> Under negotiation following letters of request from the Governments of Benin and Togo to OFID. During the design mission, OFID expressed a keen interest in contributing to the financing plan.

<sup>28</sup> Corresponding to taxes and tariffs, and making available office premises for the PMU and land for market installations.

<sup>29</sup> This financing includes, first, a contribution in-kind by making available farmland for hydro-agricultural improvements and farmer field schools, and mobilizing labour and goods to implement subprojects in the amount of US\$4.5 million; and second, a contribution in cash to finance consolidation and feasibility plans in the amount of US\$0.5 million for small and medium-sized agricultural enterprises. PRIMA support under the Agricultural Financing Incentive Mechanism and the National Agricultural Development Fund will increase the contribution of the financial institutions for agricultural finance and market access. The expected leverage effect is more than CFAF 2 billion in commitments across the market segments promoted by the programme.

<sup>30</sup> This amount of financing will be mobilized to cover part of the market infrastructure (semi-wholesale markets, collection centres and rural tracks) and hydro-agricultural improvement sites.

<sup>31</sup> A memorandum of understanding will be undertaken by RAAF and each PMU setting up RAAF as implementation partner. RAAF will be required to produce its own AWP/B for approval by both Governments and IFAD (during sessions of the joint steering committee), identifying activities aligned with the collaboration agreement reached.

<sup>32</sup> In the amount of US\$861.497 for each country.

borrowing country, the representatives of the borrowers/recipients will open an external donor designated account.

41. Upon fulfillment of the conditions for first disbursement, as stipulated in the financing agreement and at the 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.
42. For the IFAD loan and grant proceeds, disbursement through the IFAD Client Portal, proposed thresholds for statements of expenses and allocation of advances will be stipulated in the letter to the borrower/recipient.

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

43. The financial and economic analysis was conducted on the basis of the diagnostic assessments done in Benin and Togo as part of PRIMA design and validated by both Governments, in addition to national statistical data and exchanges held with representatives of the technical services of the public authorities and other partners. For each country, seven operating models were developed for microenterprises and enterprises based on the activities supported by PRIMA. The results of the economic analysis show that the programme is economically viable. The baseline economic internal rate of return for PRIMA is 12.2 per cent with an estimated net present value of CFAF 34.0 billion, or US\$54.4 million, over a 20-year period for a total budget of US\$108.5 million. The economic analysis also took into account the impact of economic infrastructure, specifically tracks on family farms. The sensitivity analysis performed for various scenarios confirms that the programme is robust.

#### **Implementation strategy for PRIMA vis-à-vis the regional programme**

44. PRIMA is IFAD's first regional operation and includes cofinancing for the PRIMA grant in parallel to the PRIMA regional lending operations (RLOs).<sup>33</sup> This grant is intended to support RLO implementation through strengthened regional coordination<sup>34</sup> and support policy dialogue to improve regional market integration by ensuring that producers' organization networks are included in the discussions as stakeholders. The PRIMA grant will offer better institutional anchoring, better sustainability for interventions and an opportunity for scaling up PRIMA within the ECOWAS area.

#### **Exit strategy and sustainability**

45. The sustainability of PRIMA actions will be multidimensional:<sup>35</sup> (i) sustainability of investments, based in particular on participatory identification and sustainable maintenance mechanisms; (ii) economic and financial sustainability based on the entrepreneurial approach to be promoted among organizations and cooperatives of rural producers, entrepreneurs and microenterprises, as well as by embedding financing tools within existing national structures such as the National Agricultural Development Fund and the Agricultural Financing Incentive Mechanism; (iii) environmental sustainability, by strengthening water and natural resources users associations in maintaining community infrastructure; and (iv) institutional sustainability, with continuing involvement of producers' organization platforms in policy dialogue at both the national and regional levels, and by embedding the

<sup>33</sup> Including US\$2 million from the IFAD grant window. See annex.

<sup>34</sup> UniR-AT mission hosted at RAAF, i.e. steering, M&E and knowledge management.

<sup>35</sup> For further detail, see appendix to PRIMA Rural Development Programme.

regional dimension of PRIMA within RAAF as the public institution responsible for implementing sector policies and strategies.

## **F. Risks and mitigation measures**

46. The overall level of inherent and residual risk for PRIMA, taking into account mitigation measures, is considered high and moderate, respectively. 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 closed borders – and the risk that national priorities will change; (ii) PRIMA's institutional capacity given the complexity of the operational configuration for implementation; and (iii) fiduciary management, in connection with financial management arrangements for both portfolios, which currently present lacunae.
47. Important mitigation measures will be taken during implementation: (i) at the macroeconomic level, PRIMA will encourage the promoted mechanisms to take this issue into account and to propose, together with the local authorities, strategies that take into account the evolution of national response directives. The programme will also benefit from the IFAD strategy<sup>36</sup> to address the repercussions of COVID-19 on the agriculture sector; (ii) in terms of institutional capacities, the regional mechanism of UniR-AT will provide implementation support for PMUs; in addition, funding from the FIPS instruments will allow for a precise definition of the roles and responsibilities of each party prior to start-up; and (iii) in terms of fiduciary management, the risks have been identified very precisely by theme and by country and mitigation measures developed to address them.

## **G. Environmental and social category**

48. 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 and Togo will ensure that no work takes place in a 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 by women and young people to land, particularly in the areas being developed. Mitigation measures will be taken in accordance with the 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 young people. Overall, the mitigation measures described above will limit the consequences of these risks. As a result, it is proposed that PRIMA be classified as a category B operation.

## **H. Climate risk classification**

49. Rural people living in the PRIMA intervention areas in Benin and Togo depend on farming systems based on rice growing and market gardening in flood recession and lowland areas, and on annual crops and nontimber forest products in the surrounding sub-watershed areas. Thus, their vulnerability to the effects of climate change with respect to the expected impact on agriculture and other activities dependent on natural resource use is high. The programme will seek to build climate and environmental resilience with interventions for upgraded water management, particularly by making small-scale hydro-agricultural improvements, promoting integrated sustainable soil fertility management, diversifying agricultural production, promoting sustainable natural resources management and the use of

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<sup>36</sup> Repurposing of IFAD project activities by country, grants under the Rural Poor Stimulus Facility (RPSF) in both countries, RPSF regional grants.

short-cycle, climate-resilient crop varieties, access to climate information and applying good practices in adaptation to climate change, mainly based on sustainable management of land and water resources and compliance with climate-adapted construction standards. Thus, PRIMA incorporates climate risks into its design and proposes solutions to contribute to building the resilience of rural communities. Nevertheless, PRIMA is considered to pose a high climate risk, and an in-depth analysis of climate risks will be performed prior to programme launching.

## **I. Debt sustainability**

50. **Benin.** Benin remains exposed to a moderate risk of external debt distress, with a relatively high debt service burden and substantial contingent liabilities. Compared to the previous analysis, the margin for shock absorption has declined. In addition, Benin's spreads remain volatile and are above the market financing module's benchmark. Policy changes and vulnerabilities owing to COVID-19 and the shock caused by closure of the border with Nigeria are additional risk factors .
51. **Togo.** Togo remains exposed to a moderate risk of external debt distress. While the mechanical results point to a low risk of external debt distress, domestic debt vulnerabilities have been taken into account. The overall risk of debt distress is assessed as high considering that the present value breaches the debt distress benchmark through 2021 under the baseline scenario. This analysis highlights the need for sustained fiscal consolidation, improved debt management and strong macroeconomic policies to reduce the public debt to prudent levels over the medium term.

## **III. Implementation**

### **A. Organizational framework**

#### **Programme management and coordination**

52. **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.
53. At the regional level, the Regional Technical Support Unit (UniR-AT)<sup>37</sup> 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.
54. At the country level, technical oversight of the programme will be provided by the Ministry of Agriculture and Fisheries (MAPAH) in Togo and the Ministry of Agriculture and Fisheries (MAEP) in Benin, with strategic steering and programme supervision provided by a national steering committee.
55. A PMU will be set up in each country. The Togo PMU will be hosted at MAPAH, and the Benin PMU at 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

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<sup>37</sup> UniR-AT will be directed by a senior technical adviser supported by two assistants tasked respectively with: (i) M&E and knowledge production; (ii) marketing and trade of agricultural products; and (iii) a financial analyst responsible for fiduciary monitoring of PMUs. It will be hosted by RAAF, which is headquartered at Lomé (Togo).

and technical supervision. A national coordinator will be appointed by each PMU and supported by a technical resource person.<sup>38</sup> At the regional level, UniR-AT expertise<sup>39</sup> will provide support for both PMUs.

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

56. **Financial management.** PRIMA is IFAD's first regional operation in the West and Central Africa region. It will be implemented in two national projects, located in Benin and Togo respectively. A facilitation arrangement between the two national projects will be created by UniR-AT, hosted at ARAA, and will benefit from onlending of funds from both countries from an IFAD grant and an OFID grant under a separate financing agreement. IFAD will sign a separate financing agreement with each country on current lending terms.
57. Accounting systems will be documented in the management manual. The accounting method (accruals basis) and accounting standards applied – the Organization for the Harmonization of Business Law in Africa accounting system – will conform to the relevant IFAD requirements.
58. Activities prior to start-up are planned for both projects before the financing agreements enter into effect. Both projects will benefit from an advance under the FIPS instruments.<sup>40</sup>
59. An analysis of the procurement systems of both countries shows that, overall, they are fully compliant with the principles and procedures stipulated in IFAD guidelines. National procedures will apply to purchases under the programme, while taking into account certain specificities of IFAD procedures: procurement thresholds set on the basis of the assessed net risk score and, given the need for rapid action, selection of consulting firms without drawing up a short list and systematic selection of individual consultants on the basis of their qualifications. Given the critical nature of the infrastructure projects in programme implementation, a specific arrangement will be set up to eliminate the ex ante double checking of contracts and transfer the related responsibility to IFAD, which will ensure speed. This specific arrangement will be explicitly reflected in the financing agreements between each country and IFAD.

### **Engagement and feedback from target group and handling of complaints**

60. 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.

### **Complaints handling procedure**

61. 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.

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<sup>38</sup> (i) A technical unit composed of officers responsible for components and specialists in the competency areas (civil and rural infrastructure, agroecology, gender, social engineering, M&E and knowledge management); (ii) an administrative and financial unit (administrative and financial officer, procurement officer, accountant and support personnel).

<sup>39</sup> The programme management team, e.g. the regional coordinator and both national project leaders.

<sup>40</sup> Both Governments submitted a letter of request to IFAD in June 2020, and effective mobilization of the FIPS instruments is expected by October 2020.

## **B. Planning, M&E, learning, knowledge management and communication**

62. **M&E.** Based on the IFAD M&E procedures already up and running in the IFAD projects under way in each country, a results-based M&E system will be set up within each PMU. These systems will be harmonized and standardized to provide regional reporting on the key indicators identified. At the regional level, the M&E team hosted at ARAA will monitor the broader impact of PRIMA at the subregional level<sup>41</sup> 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 will be guided by a management plan to be developed at programme start-up.
63. **Knowledge management and capitalization.** The project will capitalize on experience acquired. PRIMA will incorporate lessons learned from the successes of IFAD projects under way and those of other donors operating in Benin, Togo and the subregion. UniR-AT will enter into a strategic partnership with ROPPA, which is responsible for documenting, communicating and sharing experiences between the countries and the major stakeholders, as well as developing key knowledge products, capitalization workshops and information sharing.

### **Innovation and scaling up**

64. The scaling up of PRIMA successes will be based on two pillars: national and regional policy dialogue, and South-South cooperation at the subregional level and beyond.
65. **Policy dialogue.** PRIMA will pay special attention to policy dialogue, which will be improved and 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, specifically by using consultative platforms already in place, such as the national platform promoting family farming in Togo [Plateforme nationale de promotion de l'agriculture familiale au Togo] (PNAFAT). Other themes may also be considered, such as the development of subregional corridors and administrative streamlining.
66. **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 – the Southern African Development Community and the Economic Community of Central African States. Exchanges will take place with the agricultural and trade commissions of the Southern Cone Common Market and the Specialized Meeting on Family Farming.

## **C. Implementation plans**

### **Preparatory plans for start-up and implementation**

67. The FIPS instruments will be mobilized by both Governments over a 12-month period (October 2020 to September 2021) so that the preparatory activities needed to launch the programme can start up rapidly. At the time of programme formulation, the AWP/Bs for the first 18 months will be developed and updated rapidly to expedite the start-up of activities.
68. UniR-AT, hosted at ARAA and benefiting from a regional grant, will provide coordination and technical support to the national PMUs. The main objective of this

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<sup>41</sup> Using specific high-level indicators reflecting regional results.

grant is to support activities such as policy dialogue, coordination, harmonization, M&E and knowledge management in connection with the RLO under PRIMA.

#### **Supervision, midterm review and completion plans**

69. Programme supervision will be done directly by IFAD, together with the regional and national steering committees and officials from the ministries of economy and finance on behalf of the Governments of Benin and Togo and ARAA/ECOWAS via UniR-AT, to maintain the regional logic of the programme while ensuring administrative and fiduciary supervision.
70. A midterm review will take place at the end of year 3 of the programme to measure progress and make any adjustments needed. A completion mission will be held upon conclusion of the programme. This mission will report on the status of implementation of the regional approach and synergy with ECOWAS provisions around regional integration.

### **IV. Legal instruments and authority**

71. Two financing agreements between IFAD and the Republic of Benin and the Republic of Togo, respectively, will constitute the legal agreements for extending the proposed financing to each borrower/recipient. Each financing agreement will enter into effect upon communication to IFAD of the instrument of ratification adopted by the parliament of each borrowing State.
72. A copy of each negotiated financing agreement will be made available prior to the session.
73. The Republic of Benin and the Republic of Togo are empowered under their laws to receive financing from IFAD.
74. I am satisfied that the proposed financing will comply with the Agreement Establishing IFAD and the Policies and Criteria for IFAD Financing.

### **V. Recommendation**

75. I recommend that the Executive Board 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 twenty-one million nine hundred thousand United States dollars (US\$21,900,000) and a Debt Sustainability Framework grant in an amount of eight million one hundred thousand United States dollars (US\$8,100,000), and upon such terms and conditions as shall be substantially in accordance with the terms and conditions presented herein;

RESOLVED FURTHER: that the Fund shall provide a loan on highly concessional terms to the Republic of Togo in an amount of fourteen million six hundred thousand United States dollars (US\$14,600,000) and a Debt Sustainability Framework grant in an amount of five million four hundred thousand United States dollars (US\$5,400,000), and upon such terms and conditions as shall be substantially in accordance with the terms and conditions presented herein.



RESOLVED FURTHER: that the Fund, in order to finance the Regional Programme for the Integration of Agricultural Markets in part, shall provide a regional grant to the Regional Agency for Agriculture and Food for a six-year programme in an amount of two million United States dollars (US\$2,000,000), upon such terms and conditions as shall be substantially in accordance with the terms and conditions presented herein.

Gilbert F. Houngbo  
President

## **Proposed global/regional grant under the Regional Agency for Agriculture and Food for the Regional Programme for the Integration of Agricultural Markets**

### **I. Background and compliance with the IFAD Policy for Grant Financing**

1. The Regional Programme for the Integration of Agricultural Markets (PRIMA) grant complements PRIMA in Benin and Togo. It is consistent with the goal and objectives set forth in the IFAD Policy for Grant Financing (2015),<sup>42</sup> especially in terms of its contribution to the production and sharing of regional knowledge and its participation in regional policies and activities in the area of country programming. This grant will be used to strengthen the engagement of regional lending operations (RLO) in regional policy processes and knowledge management in key themes for decision-making (study on commercial transactions, barriers to free trade, etc.).
2. The recipient of the PRIMA grant is the Regional Agency for Agriculture and Food (RAAF), identified through direct selection and approved by the President of IFAD. The rationale for this choice is as follows: (i) the beneficiary's mandate is to coordinate and execute regional projects and programmes to operationalize the Economic Community of West African States' (ECOWAS) policy; (ii) it therefore permits direct links with current policies and initiatives related to regional integration and cross-border trade; (iii) RAAF has demonstrated its capacity to manage and implement projects and programmes, has the confidence of multiple donors and is based in Togo, facilitating coordination logistics; and (iv) it has already forged numerous partnerships with both regional organizations (the Permanent Interstate Committee for Drought Control in the Sahel, the Network of Farmers Organizations and Agricultural Producers of West Africa [ROPPA]) and donors who can help find cofinancing for the PRIMA RLO.

### **II. Proposed programme**

3. The general purpose of the grant, pursuant to the objectives of the PRIMA regional lending operation, is to help stimulate regional agricultural trade along Benin-Togo cross-border corridors and beyond, to create jobs for Beninese and Togolese women and young people and to increase income and improve food security and nutrition for the rural poor in Benin and Togo. Its development objectives are to support implementation of the RLO through strengthened regional coordination (piloting, monitoring and evaluation [M&E], and knowledge management), and to support the political dialogue necessary for better regional integration of markets, ensuring the involvement of networks of farmers' organizations in discussions and the civic engagement of stakeholders.
4. The programme will be implemented over six years and will have the following three components: (i) regional trade integration – including the monitoring of trade corridors, support to regional policies on the marketing of agricultural products and participation of farmers' organizations networks in policy dialogue; (ii) civic engagement - including stakeholder participation in the planning process, M&E of programme impact and the creation of forums for information exchange; and (iii) regional coordination, M&E, and knowledge management.

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<sup>42</sup> See document EB 2015/114/R.2/Rev.1.

### III. Expected outcomes and outputs

5. The main programme outputs will be: (i) the provision of information and factual technical data on the operations of semi-wholesale markets and their integration into subregional trade corridors spanning cross-border areas between Benin and Togo, in keeping with priority regional policies and strategies. (Particular attention will be paid to monitoring and evaluating the impact of COVID-19 on agropastoral production, trade and cross-border agro-food markets); (ii) improved programme efficiency and effectiveness in economic, environmental and social terms as a result of civic engagement and the empowerment of regional producers' organizations to participate in regional policy dialogue; and (iii) coherent and effective implementation of the technical and operational instruments (planning, implementation, coordination, management, M&E, knowledge management) necessary for the PRIMA programme to apply a comprehensive and appropriate regional approach.

### IV. Implementation arrangements

6. The RAAF will coordinate the activities of the PRIMA grant through a Regional Technical Support Unit (UniR-AT), in close collaboration with the two national Project Management Units (PMUs) (Beninese and Togolese) responsible for implementing activities funded under the PRIMA regional operation. The UniR-AT team will ensure the alignment of overall PRIMA activities with regional agricultural policy priorities through the mobilization of international and national expertise. More specifically, the team of experts will be in charge of: (i) strategic planning of the programme; (ii) supporting national PMUs in ensuring the coherence and harmonization of the approaches and modalities used to implement programme activities; (iii) mobilizing technical assistance for studies and analysis of cross-border and subregional aspects of the programme; (iv) a quality review of deliverables resulting from knowledge production and knowledge management; (v) M&E of the joint consolidated programme under the annual workplan and budget; and (vi) the consolidation of activities reports, capitalization and knowledge management.
7. At the regional level, RAAF will work with ROPPA, a key partner of both IFAD and ECOWAS. ROPPA will intervene in very specific functions where the network has expertise and proven experience,<sup>43</sup> such as advocacy, capitalization of a wide range of farmers' organizations experiences and citizen engagement through self-assessment. PRIMA will draw on ROPPA and its national members' platforms in the two countries (the National Platform of Farmers' Organizations of Benin and the Togolese Coordination of Peasant Organizations and Agricultural Producers).
8. The M&E system will be at the heart of the regional coordination mechanism. UniR-AT will participate in the steering committee and heavily emphasize communication and knowledge management at the regional level. M&E at the regional level will be responsible for: (i) monitoring and analyzing data by comparing and combining the two countries' data; (ii) consolidating Results Management Framework data for each country in the logical framework; (iii) monitoring and collecting indicator and regional activity data in connection with the PRIMA grant; (iv) producing regional progress reports and recommendations; and (v) supporting the identification of studies – especially those related to policy dialogue, civic engagement and regional trade corridors. The regional mechanism will be actively involved in all midterm reviews and evaluations conducted in the two countries. As part of these evaluations, it will also conduct an internal evaluation of the physical progress and effectiveness of the activities implemented. UniR-AT will participate in PRIMA midterm reviews, the final evaluation and supervision missions, together with IFAD.

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<sup>43</sup> In particular, through capacity-building programs for regional and national African farmer's organizations.

9. UniR-AT will coordinate and support PRIMA teams in the development of a knowledge management and communication strategy. The promotion of learning will first take place at the organizational, site/corridor and central levels and then proceed to the regional level. UniR-AT will be the main facilitator and will work in strategic partnership with ROPPA. The latter will be responsible for documenting, communicating and sharing experiences among countries and key stakeholders, as well as developing key knowledge products and organizing workshops and information sharing. UniR-AT and ROPPA will develop an external and internal communication strategy, which will include the generation of information and the sharing of experiences among countries and regions. The strategy will be implemented during the first year through a knowledge management plan.
10. Procedures for financial and auditing reporting will follow the standard practice.

## V. Indicative programme costs and financing

11. The total cost of the activities is estimated at US\$5.0 million. Project costs by component are as follows: (i) component 1, US\$2.01 million, or 40.2 per cent of the total cost; (ii) component 2, US\$1.0 million, or 20 per cent of the total cost; and component 3, US\$1.99 million, or 39.8 per cent of the total cost. The IFAD grant will be disbursed during the first three years, while the other sources of funding will cover the costs over the remaining three years.

Table 1  
**Costs by component and financier**  
(Thousands of United States dollars)

<i>Grant component</i>	<i>Funds from RLO</i>	<i>IFAD regional grant</i>	<i>OFID regional grant</i>	<i>Total</i>
1. Component 1: Regional trade integration	970.8	1037.8	0	2008.6
2. Component 2: Civic engagement	0	0	1000.0	1000.0
3. Component 3: Regional coordination, M&E and knowledge management				
A. Project management and institutional support	767.6	740.6		1508.2
B. Regional coordination, M&E and knowledge management	261.5	221.6		483.2
<b>Total</b>	<b>2 000.0</b>	<b>2 000.0</b>	<b>1 000.0</b>	<b>5 000.0</b>

12. The breakdown by expenditure category is as follows: US\$0.03 million for equipment and materials (0.6 per cent); US\$0.59 million for goods, services and inputs (11.9 per cent); US\$3.14 million for services, including technical assistance, national and international consulting services, training, workshops and seminars (62.8 per cent); US\$0.90 million for salaries and allowances (17.9 per cent); and US\$0.34 million for operating costs (6.8 per cent).

Table 2  
**Costs by expenditure category and financier**  
(Thousands of United States dollars)

<i>Expenditure category</i>	<i>Funds from RLO</i>	<i>IFAD regional grant</i>	<i>OFID regional grant</i>	<i>Total</i>
1. Works	0	0	0	0
2. Equipment and goods	4.9	25.2	0	30
3. Goods, services and inputs	316.6	198.5	79.7	594.8
4. Services	1044.0	1174.3	920.4	3138.7
5. Salaries and allowances	462.0	434.0	0	896.0
6. Overheads	172.5	168.0	0	340.5
<b>Total</b>	<b>2 000.0</b>	<b>2 000.0</b>	<b>1 000.0</b>	<b>5 000.0</b>

## **Accords de financement négociés**

(Les documents seront mis à disposition avant la séance.)

## Cadre logique

Hiérarchie des résultats	Indicateurs clés <sup>44</sup>				Moyens 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 par le projet	0	15 400	245 000	SSE	Annuelle	UGP Nationales UniR-AT & FIDA	Bonne capacité de mise en œuvre ; tailles du ménage = 5,3 pers/ménage (Togo) et 6 pers/ménage (Bénin)
	1.a Nombre correspondant de ménages touchés	0	9 000	144 000				
	1.b. Estimation du nombre total correspondant de membres des ménages	0	52 000	833 000				
<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	UGP Nationales & FIDA	Cadre réglementaire et institutionnel national favorable
<b>Objectif de 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>45</sup>	0	30%	80%	SSE Enquêtes des effets annuels	Annuelle à partir d'année 2	UGP Nationales UniR-AT	Bonnes capacité de mise en œuvre
<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 annuels	Année 4, 5, 6	UGP Nationales UniR-AT	Utilisation équitable des ressources et répartition des prestations au sein des ménages
	5. Pourcentage d'augmentation des volumes de produits agricoles commercialisés sur les marchés réhabilités du Bénin et du Togo	0	0%	30%	SSE et rapports des marchés	Annuelle à partir d'année 3	UGP Nationales UniR-AT	
<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	UGP Nationales	Les OP s'engagent dans des activités de services économiques pour leurs

<sup>44</sup> Indicateurs de base de FIDA sont inclus.

<sup>45</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>44</sup>				Moyens 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>46</sup>	0	200	500	SSE	semestrielle	UGP Nationales	membres aux côtés du secteur privé
	8. Nombre d'installations de marché construites ou remises en état (2.1.6)	0	14	28	SSE	semestrielle	UGP Nationales	
<u>Produit 1.2:</u> Les groupements de producteurs/trices, les jeunes et les femmes sont engagés dans des activités entrepreneuriales rémunératrices, dont celles impliquées dans les filières à haute valeur nutritionnelle	9. Nombre d'initiatives entrepreneuriales viables après 3 ans (AGR, MER, Agro-PME, coop)	0	277	694	SSE	Annuelle	UGP Nationales	
	- Dont investi dans des filières à haute valeur nutritionnelle (30%)	0	98	208				
	- Dont organisations de producteurs ruraux (coopératives, groupements)	0	111	278				
<b>Effet 2:</b> Les agriculteurs familiaux, femmes et jeunes inclus, augmentent durablement leurs productions et leurs capacités d'adaptation aux chocs externes, notamment climatiques, par la diversification de leurs productions et de meilleures pratiques nutritionnelles	10. Pourcentage des individus présentant une amélioration de l'autonomisation (EI 2.1) <sup>134</sup>	0	30%	80%	Enquêtes effets annuels	Annuelle à partir d'année 2	UGP Nationales UniR-AT	Les variations climatiques ne sont pas extrêmes
	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 effets annuels	Annuelle à partir d'année 2	UGP Nationales UniR-AT	
	12. Pourcentage de femmes entre 15 et 49 ans consommant au moins 5 des 10 groupes alimentaires (MDD-W)	0	30%	60%	Enquêtes effets annuels	Annuelle à partir d'année 2	UGP Nationales UniR-AT	
<u>Produit 2.1:</u> Les agriculteurs ont diversifié leur production avec des pratiques agricoles climato- résilients et agro-écologiques	13. Nombre d'hectares de terres soumises à une gestion résiliente au climat (3.1.4)	0	12 400	20 000	SSE	Annuelle	UGP Nationales	
	14. Nombre d'AUE appuyées pour gérer de manière durable les surfaces aménagées	0	30	30	SSE	Annuelle	UGP Nationales	
	15. Nombre de personnes formées aux pratiques et/ou techniques de production (1.1.4)	0	7 300	20 000	SSE	Annuelle	UGP Nationales	

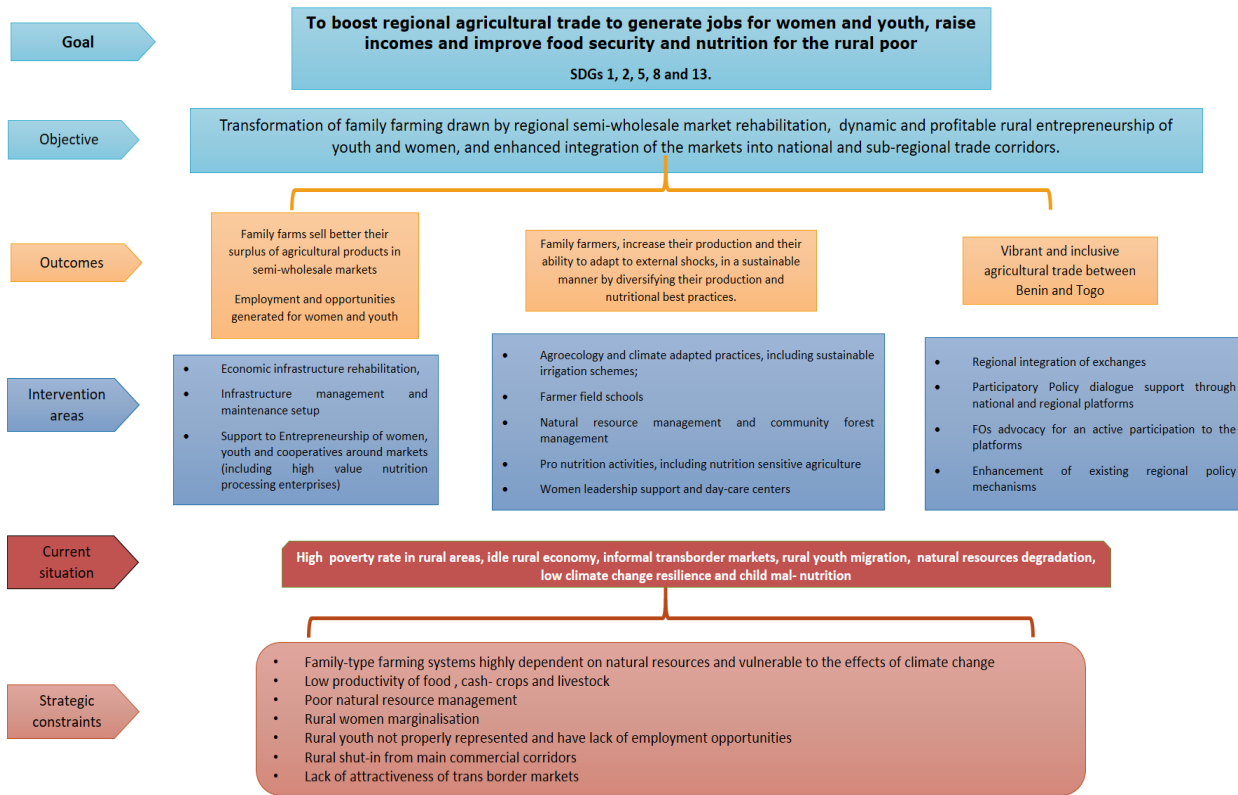
Hiérarchie des résultats	Indicateurs clés <sup>44</sup>				Moyens de vérification			Hypothèses
	Nom	Référence (B.T.R)	Mi-parcours (B.T.R)	Fin (B.T.R)	Source	Fréquence	Responsabilité	
	16 .Tonnes d'émissions de gaz à effet de serre (CO2e) évitées ou de carbone fixé (3.2.1)	0	tbc	- 2,100,00 0	EX-ACT	Ligne de base, ligne médiane et ligne de fin	tbc	Les activités liées à l'atténuation seront implementées
<u>Produit 2.3:</u> De meilleures pratiques liées à la nutrition sont adoptées dans l'alimentation des enfants, femmes et hommes au sein des ménages	17. Nombre de personnes amélioration des rapports les connaissances, les attitudes et les pratiques en matière de nutrition (KAP) (1.2.9)*.	0	1 565	3 635	SSE	Annuelle	UGPs Nationales	
	18. Ménages recevant un soutien ciblé pour améliorer leur nutrition (1.1.8) <sup>134</sup>	0	1 565	3 635	SSE	Annuelle	UGPs Nationales	
<b>Effet 3:</b> Un commerce agricole plus performant entre le Bénin et le Togo avec une participation active des instances de décision de la CEDEAO et d'autres organismes régionaux et nationaux pilotant les stratégies de commerce agricole à l'échelle transfrontalière.	19. Augmentation des volumes d'échanges de produits agricoles entre les deux pays (%)	0	10 %	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	20. Cadres de concertation par corridor créés	0	2	9		Annuelle à partir d'année 2	UGP 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	21. Nombre de produits de savoirs pertinents en matière de politiques réalisés (Politique 1) <sup>47</sup>	0	4	10	SSE			
	22. Nombre # processus / comités / cadre de concertation de politique sectorielle dans lesquelles les OP participent	0	20	30	SSE			

<sup>47</sup> Les études et les produits de connaissance générés sont pertinents pour le dialogue sur la politique régionale



## Théorie du changement

Problème	Causes	Effets	Intervention	Impact	Objectif
<p>L'agriculture familiale dans les régions frontalières du Bénin et du Togo ne peut subvenir ni aux besoins alimentaires et nutritionnels des populations des femmes et des jeunes enfants, ni à répondre à la demande intérieure pourtant croissante des zones urbaines et des marchés sous-régionaux en productions agricoles de qualité (céréales, produits maraichers, légumineuses, tubercules).</p>	<p><b>i) une agriculture familiale pas assez bien connectée aux corridors commerciaux assurant des débouchés.</b></p> <ul style="list-style-type: none"> <li>- un enclavement des zones de production avec <u>des coûts de transactions très élevés pour accéder aux marchés urbains et sous-régionaux induisant de faibles marges pour les producteurs/trices;</u></li> <li>- un manque de dialogue interprofessionnel entre producteurs et commerçants;</li> <li>- des possibilités réduites d'investissements pour produire des aliments à haute valeur nutritionnelle à prix compétitif et abordable.</li> </ul> <p><b>ii) faible productivité des surfaces cultivées</b></p> <ul style="list-style-type: none"> <li>- des terres sous exploitées ne permettant pas de gros surplus commercialisables</li> <li>- Des possibilités d'investissements limitées pour mieux exploiter les zones agricoles (bas-fonds, terres amont);</li> <li>- Un accès limité au "paquet technologique raisonné" et à l'appui-conseil de qualité;</li> <li>- Un manque de capacités techniques et financières des femmes et des jeunes limitant leur implication dans les activités rémunératrices;</li> <li>- <u>De trop faibles volumes produits par exploitation pour être commercialisés;</u></li> <li>- <u>des traditions alimentaires ne valorisant pas la diversification d'un régime alimentaire.</u></li> </ul>	<p><b>Sur l'agriculture</b></p> <ul style="list-style-type: none"> <li>- Une production insuffisante et une faible productivité des exploitations agricoles familiales ;</li> <li>- Des terres arables mal ou peu exploitées en bas-fond ou en amont des sous-bassins versants;</li> </ul> <p><b>Sur l'économie</b></p> <ul style="list-style-type: none"> <li>- Le manque d'offre de produits agricoles locaux sur les marchés tant ruraux qu'urbains encourage le recours aux importations de céréales (riz) et produits agricoles rendant les productions locales de moins en moins compétitives ;</li> <li>- un exode des jeunes ruraux qui ne trouvent pas d'activités économiquement viables dans le secteur agricole;</li> </ul> <p><b>Sur la sécurité alimentaire et nutritionnelle</b></p> <ul style="list-style-type: none"> <li>- une disponibilité alimentaire en quantité et/ou en prix contribuant à une insécurité alimentaire et nutritionnelle</li> <li>- le taux de malnutrition chronique élevé des enfants de moins de deux ans (30-35%);</li> </ul> <p><b>Sur l'environnement</b></p> <ul style="list-style-type: none"> <li>- Une augmentation de la pression anthropique négative: érosion et baisse de la fertilité des bassins versants ;</li> </ul>	<p>(i) <b>Connecter et renforcer</b> les acteurs économiques, dont les jeunes et les femmes impliqués dans des microentreprises rurales dont celles à haute valeur nutritionnelle, autour des marchés de demi-gros transfrontaliers de produits agricoles pour accéder aux marchés urbains et sous-régionaux, par des infrastructures économiques favorisant le regroupement de l'offre, de manière équitable, inclusive et durable (information sur les prix et les volumes, normes et qualité, taxes).</p> <p>(i) <b>augmenter</b> la productivité de l'agriculture familiale, de manière inclusive et par des techniques résilientes au changement climatique, afin d'améliorer la sécurité nutritionnelle tout en apportant les surplus sur les marchés hebdomadaires.</p>	<ul style="list-style-type: none"> <li>- augmentation de la demande en produits agricoles sur des marchés de demi-gros intégrés aux corridors sous-régionaux</li> <li>- augmentation des taxes locales prélevées pour une meilleure capacité d'investissement dans les biens publics communs.</li> <li>- augmentation des revenus des exploitations familiales et baisse des couts de transactions;</li> <li>- création d'emploi (jeunes, femmes) par l'augmentation de la rentabilité de l'agriculture familiale orientée vers le marché et par des microentreprises rurales rentables ;</li> <li>- augmentation de la disponibilité en produits vivriers et à haute valeur nutritionnelle sur les marchés hebdomadaires;</li> <li>- amélioration de la sécurité alimentaire et nutritionnelle des exploitations familiales;</li> <li>- risques environnementaux mieux maîtrisés et une plus grande résilience aux chocs climatiques.</li> </ul>	<p>Accroître durablement les revenus et la diversité alimentaire des ménages ruraux des régions frontalières du Bénin et du Togo</p>



## Justification d'une approche régionale dans le PRIMA et aperçu de l'articulation opérationnelle entre les niveaux régional et nationaux

### I Vue d'ensemble des enjeux sous régionaux et approches du PRIMA

#### A) Un positionnement stratégique du Bénin et du Togo au sein de l'espace CEDEAO

Le Bénin et le Togo sont deux Pays faisant partie de la Communauté Economique des États de l'Afrique de l'Ouest (CEDEAO), de l'Union Monétaire Ouest Afrique (UEMOA) et du Comité Inter-Etats de Lutte contre la Sécheresse au Sahel (CILSS). Les pays de l'espace CEDEAO et CILSS ont été subdivisés en trois grands bassins de production et de commercialisation<sup>48</sup>. Le bassin ouest, le bassin central et le bassin est (cf carte ci-dessous).

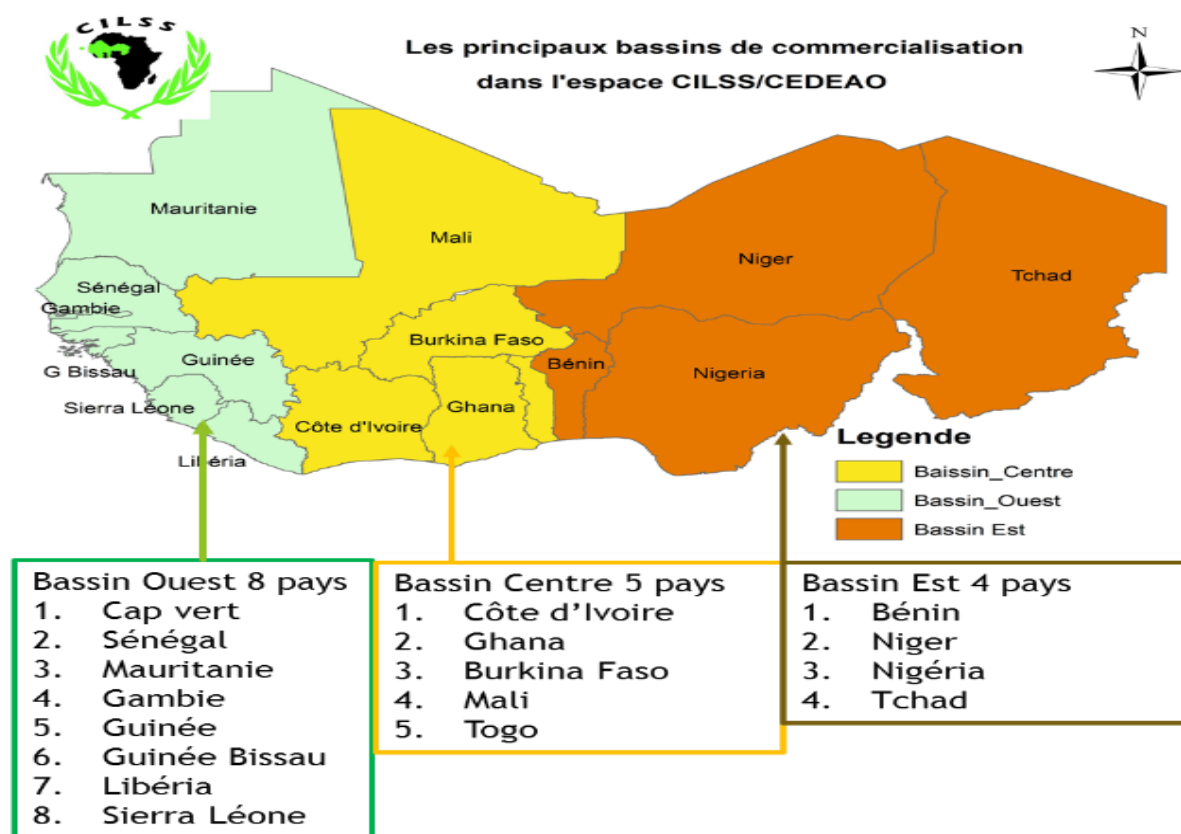


Figure: Carte des principaux bassins de production et de commercialisation dans l'espace CEDEAO/CILSS

Ces bassins constituent des systèmes commerciaux au sein desquels se développent des dynamiques porteuses d'opportunités pour le devenir de la sécurité alimentaire au niveau sous régional.

La zone d'intervention du PRIMA se situe stratégiquement à l'articulation des bassins Est, auquel appartient le Bénin et Centre auquel appartient le Togo. Les deux pays se situent ainsi au croisement névralgique entre les grandes économies sous-régionales à l'est (Nigéria) et au Centre: Ghana et Côte d'Ivoire).

Au niveau de la CEDEAO, les produits alimentaires officiellement exportés par la CEDEAO ne représentent que 10 % de l'ensemble des exportations et les échanges intra régionaux

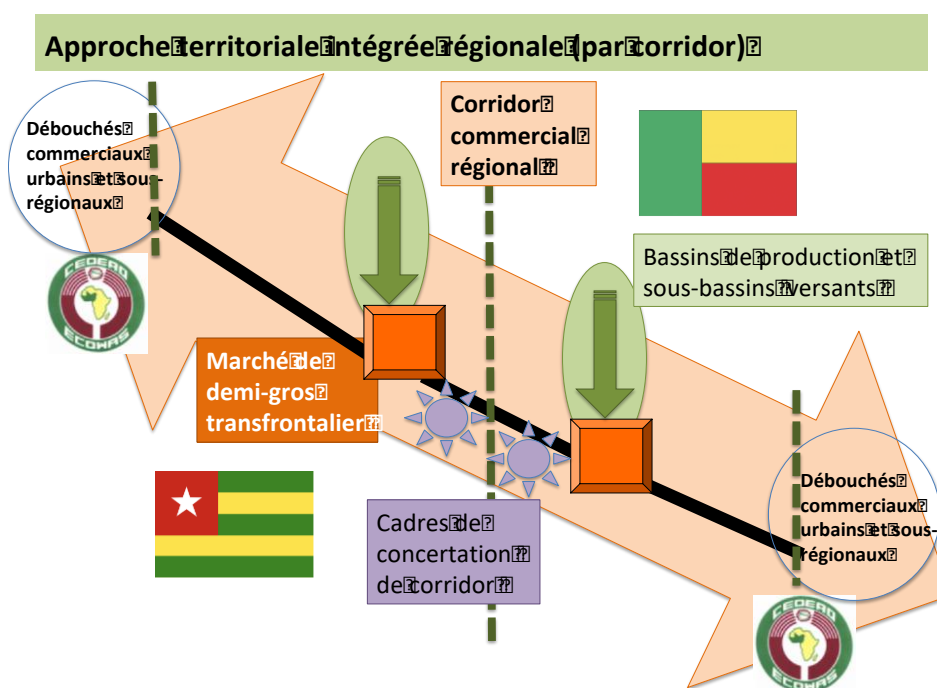
<sup>48</sup> Lors de la réunion des Experts en Sécurité Alimentaire des pays membre de la CEDAO/CILSS à Lomé, 1989

représenteraient entre 8 et 13 % de l'ensemble du commerce de la CEDEAO. Les chiffres du commerce varient grandement d'un pays ouest-africain à l'autre. **Pour le Bénin et le Togo**, en moyenne, sur les périodes 2013 à 2017, les deux pays contribuent respectivement à hauteur de 2% et 1,6% pour le commerce de la CEDEAO avec ses pays tiers.

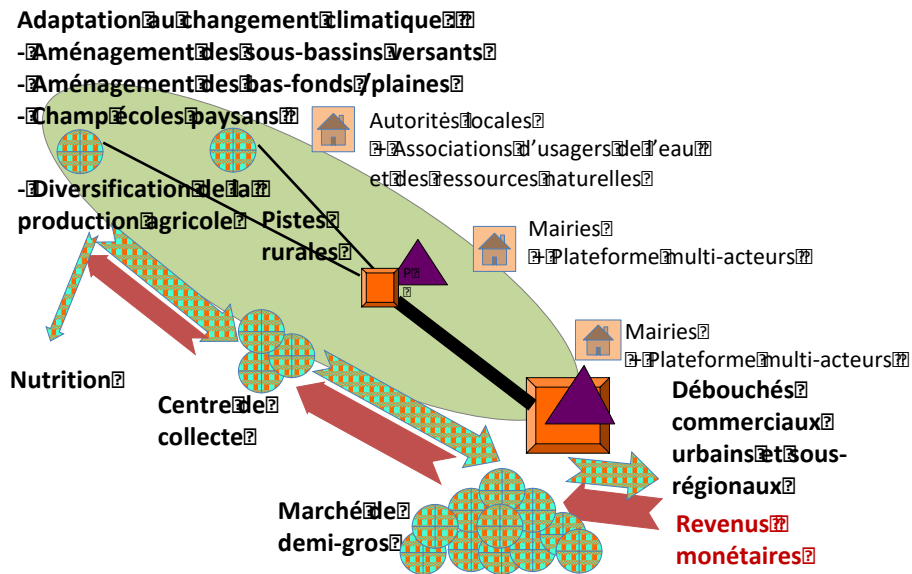
### B) De la pertinence de l'approche PRIMA: dynamisation du commerce transfrontalier et des marchés territoriaux

L'analyse des échanges intracommunautaire montre que les Pays de la zone CEDEAO ne **s'échangent en majorité que des produits alimentaires sans grand processus de valeur ajoutée**. Aussi, il s'agit des échanges formels enregistrés aux cordons douaniers, ces statistiques n'intègrent pas le commerce informel transfrontalier. La CEDEAO estime que trois-quarts des échanges intra-régionaux s'effectuent sur une base informelle et ne sont pas comptabilisés dans les statistiques officielles.

Le Bénin et le Togo souffrent d'un manque de diversification de leurs exportations et avec une **prédominance du caractère informel du commerce transfrontalier des produits agropastoraux**, notamment à travers les marchés ruraux, qui sont pour l'essentiel des marchés hebdomadaires. Le PRIMA par son approche de corridor transfrontalier contribuera à une meilleure comptabilisation de ces échanges informels en modernisant les marchés de demi-gros.



**Approche du PRIMA pôle de développement territorial intégré**

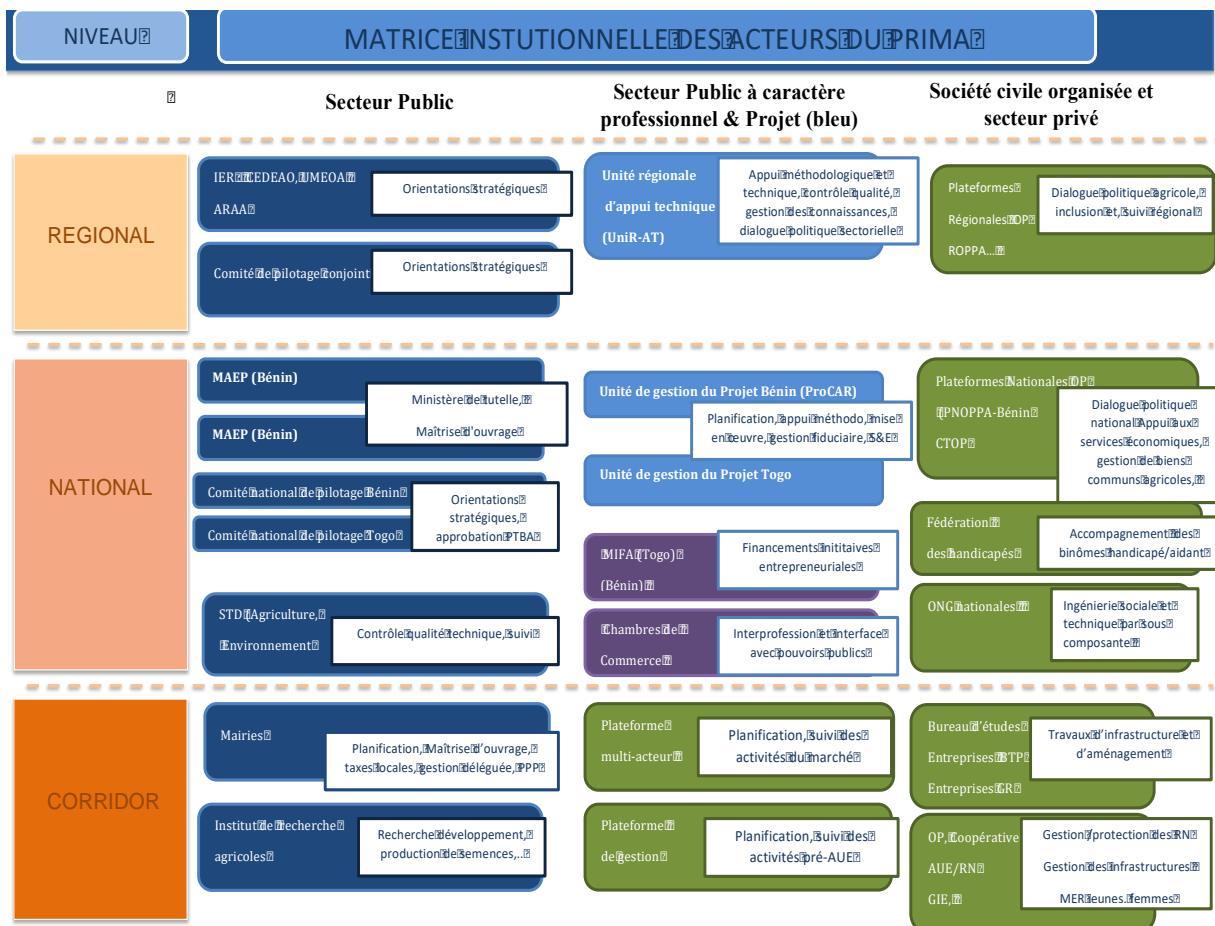


**II Articulation stratégique et opérationnelle du PRIMA entre la coordination régionale et les fonctions nationales**

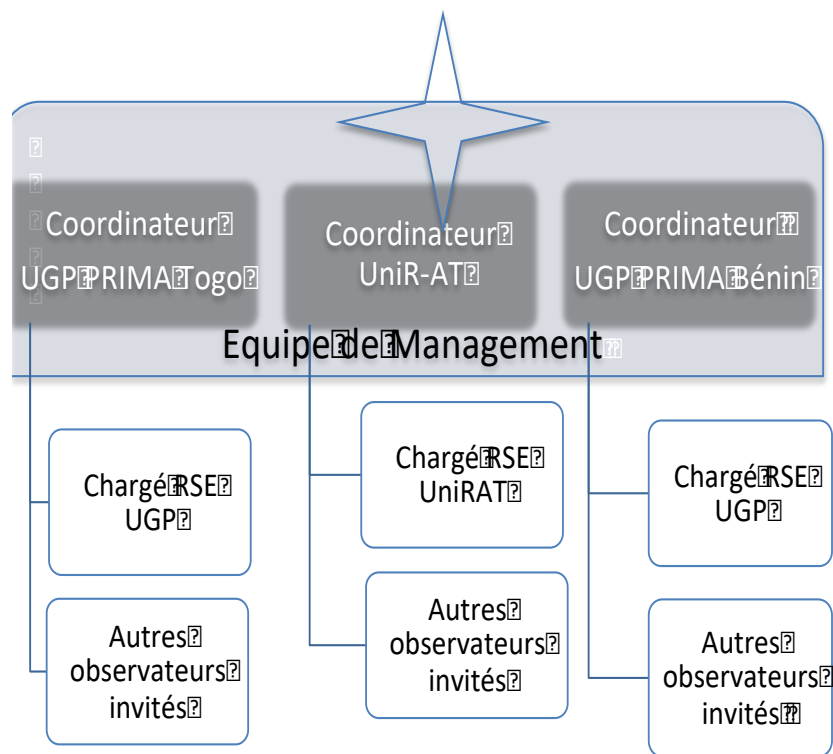
**A) Matrice schématique de mise en œuvre de PRIMA**

Niveau	Régional	National		Corridor
Acteurs	Unité Régionale d'Appui Technique (UnIR-AT/ARAA) Plateforme Régionale (OP)	Unité de Gestion de Projet (UGP) Congo (MAPAH) Plateforme Nationales (OP, Interprofessions)	Unité de Gestion de Projet (UGP) Bénin (ProCAR/MAEP) Plateforme Nationales (OP, Interprofessions)	Partenaires prestataires (OP, Entreprises, ONG, consultants)
Rôles	Appui technique, Base arrière, Plaidoyer Dialogue politique régional et partenariats stratégiques Contrôle qualité interne Appuis méthodologiques et harmonisation Renforcement des capacités Réalisation d'études thématiques Gestion des savoirs (capitalisation, diffusion des bonnes pratiques, communication)	Coordination permanente de la mise en œuvre, plaidoyer, engagement citoyen Programmation et gestion de la mise en œuvre des activités (PTBA) synergie entre les composantes du projet Opérationnalisation de la stratégie de ciblage (femme, jeune et vulnérable) Gestion fiduciaire et passage des marchés Partenariat de mise en œuvre et synergie avec les autres projets Suivi, évaluation et gestion des savoirs		Contrat d'objectif évalué selon l'IDR Mise en œuvre des activités Renforcement des capacités de la société civile rurale organisée et des bénéficiaires

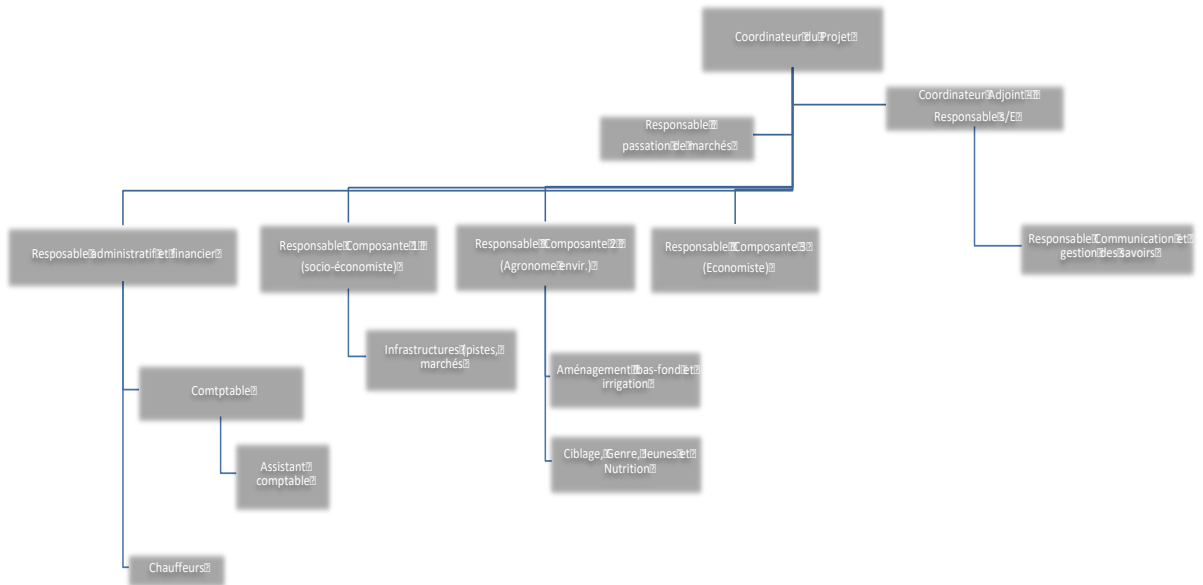
**B) Matrice institutionnelle des acteurs de PRIMA**



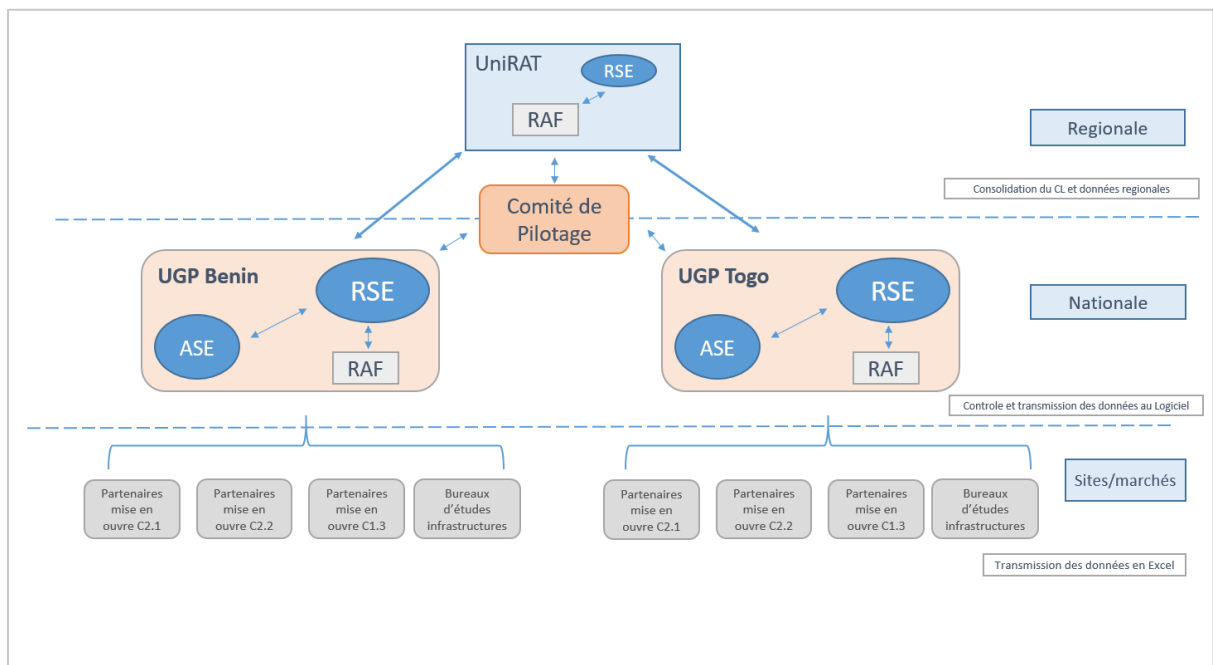
**C) Equipe de management de PRIMA**



**D) Modèle d'Organigramme des UGP du Bénin et du Togo**



**E) Système de Suivi Evaluation du Prima**



## Enseignements tirés

### ***Expériences en matière de formulation d'opérations régionales***

Le PRIMA est l'une des deux premières opérations régionales avec le S3DC/G5 Sahel+Senegal et ne dispose pas de lignes directrices finalisées. Cela dit, grâce aux échanges permanents internes entre les deux équipes de formulation et à l'inspiration issues de l'expérience des autres partenaires, des leçons seront rapidement tirées. Il s'agira notamment de tirer les enseignements de projets BAD qui montrent l'importance de la dimension politique et de l'ancrage dans les institutions régionales en place et le fort potentiel d'impact et de mise à échelle des résultats des projets nationaux.

### ***Aspects techniques sur les approches de mise en oeuvre***

En ce qui concerne l'approche de développement territorial (par Pôle de Développement Economique), qui se concentre sur une intégration cohérente des bassins de production agricole avec la commercialisation en gros des produits agricoles et les corridors commerciaux transfrontaliers, le Programme tirera parti des enseignements de l'expérience acquise auprès: (i) du FIDA, dans des projets similaires dans la région<sup>49</sup>; (ii) d'autres partenaires techniques et financiers (Agropoles / Zone de développement Economique de la BAD); et (iii) de l'organisation paysanne MVIWATA en Tanzanie financée par l'agence française de développement et l'Union européenne. Les principaux enseignements de ces expériences sont: (i) l'efficacité de l'implication des OP dans les dynamiques de collecte et de commercialisation des produits; (ii) la pertinence de l'accompagnement d'une offre solide de services économiques des marchés de demi-gros à ses usagers pour sa gestion durable; (iii) l'efficacité de l'approche d'ingénierie sociale multi-acteurs (incluant des actions permettant de promouvoir la participation des femmes dans les discussions) en préambule des actions d'ingénierie civile pour s'assurer de l'appropriation du processus.

En ce qui concerne l'amélioration durable de la productivité agricole, les acteurs du Bénin et du Togo ont démontré la pertinence des approches utilisées et qui ont fait leurs preuves et méritent d'être répliqués voire mises à l'échelle: il s'agit notamment de la gestion intégrée des sols (Projet PROSOL financé par la GIZ au Bénin), de la promotion de modes de production agro-écologique (AVSF et RAFIA au Togo), de l'animation de champs école paysan (CEP en agro-écologie dans la région des Savanes au Togo) et de l'utilisation de méthodes de zonage et de cartographie participative comme moyens de promotion de mode de gestion concertée et durable des ressources naturelles (AVSF et RAFIA au Togo). Ainsi dans le cadre de la sous-composante 2.1, le PRIMA valorisera ces expériences dans une logique de mise à l'échelle et de divulgation des savoir-faire et bonnes pratiques dans le domaine de l'agriculture durable et climato-résiliente comme la gestion intégrée de la fertilité des sols, l'agriculture de conservation, la conservation des eaux et des sols, la gestion intégrée de l'agriculture et de l'élevage, l'agroforesterie et les mesures d'adaptation au changement climatique.

Les connaissances générées et les meilleures pratiques apprises par les projets achevés et en cours du FIDA au Togo (PADAT sur les champs écoles paysans et PNPER sur la planification des activités des petites entreprises et partenariats avec les IF) et au Bénin (PADMAR sur les productions maraîchères en petite irrigation, PADAAM sur les partenariats avec les OP entre autres) seront pleinement intégrées lors de la mise en oeuvre du PRIMA.

### ***Sur l'intégration des thématiques transversales prioritaires***

Concernant la nutrition: l'objectif des deux pays est de fournir des pratiques alimentaires plus saines et plus équilibrées à leur population respective, mais cela est entravé par un

<sup>49</sup> ProDAF: Programme de développement de l'agriculture familiale au Niger; AgriFARM: Projet Agriculture familiale, Résilience et Marchés en Guinée; REDE: Projet de diversification de l'agriculture familiale, d'intégration des marchés et de nutrition face au changement climatique en Guinée Bissau.



accès encore difficile à la transformation, à la conservation et à la commercialisation des produits agricoles (PAM, 2016). Le poids des traditions, y compris le manque d'intégration des femmes dans la prise de décision des ménages, limite encore l'amélioration des pratiques alimentaires. Le PRIMA s'inspirera des bonnes pratiques de renforcement de la nutrition adoptées par les partenaires des Nations Unies (notamment les programmes de cantines scolaires du PAM) mais aussi des expériences financées par l'ARAA dans le cadre de son programme de filets sociaux financé par la Coopération espagnole.

En ce qui concerne le genre: les autres projets du FIDA similaires dans la région ont démontré que les activités de renforcement des capacités des organisations sociales et économiques et des entreprises féminines - l'alphabétisation, le développement du leadership, les compétences techniques et de management, et la professionnalisation - ainsi que la réduction des contraintes limitantes (accès à la terre, au crédit, aux revenus, à la garde d'enfants, à l'emploi, à la santé) et le soutien à la commercialisation sont trois piliers essentiels pour permettre aux femmes de s'autonomiser et d'influencer la conduite des activités liées à l'agriculture tant au sein des familles qu'au sein des communautés rurales.

Concernant la participation des jeunes: les enseignements tirés des projets d'entrepreneuriat des jeunes (FIDA/PNPER Togo, FIDA/FIER Mali, Banque mondiale, UE) ont démontré que le soutien aux compétences, le soutien technique et l'accès au financement sont trois conditions essentielles qui permettent aux jeunes de s'émanciper et de devenir des acteurs clés du secteur rural, grâce aux activités d'une agro-industrie innovante, liées au développement rural.

### ***Travailler en synergie avec les organisations de producteurs***

Les récentes évaluations des programmes pays du FIDA dans la sous-région ont conclu que les programmes financés par le FIDA devraient promouvoir la participation active d'organisations et d'institutions rurales structurées pour faire progresser un développement économique territoriale local inclusif et durable, et devraient pour ce faire fournir un soutien solide et continu aux agriculteurs et à leurs organisations économiques notamment les coopératives. Les organisations de producteurs (OP) ont également la capacité de gérer les connaissances et de contribuer à partir des activités et des pratiques locales au dialogue politique et aux processus d'élaboration et mise en œuvre des politiques publiques et stratégie sectorielle nationales et régionales.

Le Programme d'appui aux organisations paysannes en Afrique (SFOAP)<sup>50</sup> cofinancé par le FIDA a démontré en 2 phases (2009-2019) la pertinence de la collaboration avec les plateformes régionales d'organisations de producteurs (OP). Le renforcement des capacités des OP à tous les niveaux leur a permis de devenir des acteurs impliqués dans les grands défis qui touchent l'agriculture familiale africaine. L'effet de levier recherché dans la promotion des activités économiques impliquant les OP locales et nationales a permis d'amplifier les impacts. L'impact des programmes de renforcement des OP est visible en ce qui concerne le ROPPA en Afrique de l'Ouest ; les réseaux sont devenus des sources de propositions (contribution aux politiques), des réservoirs de connaissances (appui aux plateformes nationales) et des organisations capables de superviser les projets mis en œuvre par les OP membres au niveau local (sélection, suivi et financement de projets pilotes économiques). La maturité des plateformes régionales s'est également accrue car elles ont acquis de grandes capacités de mobilisation de ressources pour contribuer à renforcer la durabilité des actions menées avec elles. Le programme OPenACP qui prend la suite du PAOPA en particulier en appui au ROPPA et plateformes nationales est une occasion renouvelée de favoriser une montée en puissance de l'appropriation des projets d'investissements par les organisations représentatives du public cible du FIDA.

La collecte de données primaires sur la situation des petits producteurs permet un dialogue politique pour soutenir les processus de défense de leurs intérêts. Le travail conduit par le

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<sup>50</sup> Ce programme s'est achevé en 2019 et le OPenACP a pris le relais, toujours en appui au ROPPA et ses plateformes nationales pour la région d'Afrique de l'Ouest

ROPFA et certaines plateformes membres (y compris la CTOP au Togo et la PNOPPA au Bénin) sur son **Observatoire des exploitations familiales** montre l'importance de la collecte de données pour mieux comprendre les dynamiques et les défis auxquels sont confrontés les petits producteurs et aussi leur donner les informations pertinentes pour mener des processus de plaidoyer aux niveaux national et régional.

### ***Sur les aspects de performance des projets du FIDA***

*Concernant la performance des programmes pays du FIDA au Bénin et au Togo:* La performance du portefeuille du FIDA au Togo et au Bénin a été problématique du fait de la faiblesse des capacités de mise œuvre et de gestion axée sur les résultats des parties prenantes. La complexité des procédures de passation des marchés, la planification, la gestion financière, le S&E ont souvent conduit à des performances mitigées et insuffisantes. Les leçons de l'expérience des PADAT, PNPER, PAPSFRA, PADMAR sont pleinement prises en compte dans le PRIMA. Des mesures particulières seront prises pour la passation des marchés relative à la réalisation des infrastructures ainsi que pour la gouvernance et le contrôle citoyen. Une attention renforcée aux aspects fiduciaires sera assurée, notamment par un renforcement continu des capacités et un suivi rapproché par les tutelles (déjà en cours dans les deux pays) et l'équipe pays de proximité du FIDA basée à Accra.

Concernant l'appropriation nationale: au Togo, la création d'un mécanisme d'appui affirmant le leadership national et le suivi gouvernemental de la mise en œuvre des projets financés (Delivery unit) a très rapidement permis une amélioration des performances du PNPER et le démarrage du ProMIFA. L'engagement plus prononcé du ministère de l'Agriculture au Bénin démontre l'importance du leadership national dans l'amélioration de la performance du programme pays. La combinaison d'un leadership national et d'un soutien efficace et rapproché du FIDA stimule les performances des projets.

## Soutenabilité de la Dette dans les différents pays du Programme

### Bénin

Le dernier rapport pays du Fonds Monétaire International daté de mai 2020<sup>51</sup> montre que le Bénin reste exposé à un risque modéré de surendettement extérieur. Tous les indicateurs projetés de la dette extérieure sont inférieurs à leurs seuils sous le scénario de référence, mais le ratio service de la dette / recettes dépasse son seuil en cas de choc de dépréciation extrême. Par rapport à l'analyse précédente de viabilité de la dette, la marge de manœuvre pour absorber les chocs a été réduite de « un certain espace » à un « espace limité ». En outre, les spreads du Bénin restent volatils et sont supérieurs à l'indice de référence du module de financement de marché. Les dérapages politiques et les vulnérabilités dus au COVID-19 et aux chocs de fermeture de la frontière avec le Nigéria sont des risques à la baisse pour le scénario de référence. En ce qui concerne la dette publique et garantie par l'État (PPG) (extérieure et intérieure), le risque global de surendettement reste également modéré en raison de la notation de la dette extérieure. Néanmoins, la valeur actuelle du ratio dette publique / PIB reste en deçà de son repère prudent dans les scénarios de référence et de choc.

### Togo

La dernière analyse de soutenabilité de la dette réalisée par la Banque mondiale et le FMI et datant d'avril 2020<sup>52</sup> a confirmé le risque modéré de surendettement extérieur du Togo et le risque élevé de surendettement public global, inchangé par rapport à la précédente mise à jour de l'AVD publiée en octobre 2019. Si les résultats mécaniques indiquent un faible risque de surendettement extérieure, le jugement a été appliqué compte tenu des vulnérabilités de la dette intérieure; le surendettement extérieur est donc considéré comme modéré. Le risque global de surendettement est évalué comme élevé étant donné que la valeur actuelle du ratio dette publique totale et garantie publique / PIB dépasse le seuil de surendettement jusqu'en 2021 dans le scénario de référence. Cette analyse met en évidence la nécessité d'un assainissement budgétaire soutenu, d'une meilleure gestion de la dette et de politiques macroéconomiques fortes pour ramener la dette publique à des niveaux prudents à moyen terme.

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<sup>51</sup> <https://www.imf.org/en/Publications/CR/Issues/2020/05/20/Benin-Sixth-Review-under-the-Extended-Credit-Facility-Arrangement-and-Request-for-49450>

<sup>52</sup> <https://www.imf.org/en/Publications/CR/Issues/2020/04/16/Togo-Sixth-Review-under-the-Extended-Credit-Facility-Arrangement-and-Request-for-49334>

## Matrice intégrée des risques de projet

Le niveau de risque du programme en tenant compte des mesures d'atténuation est qualifié de **modéré**. Le tableau ci-dessous résume les risques identifiés ainsi que les mesures d'atténuation proposées.

<b>Risk Categories and Subcategories</b>	<b>Inherent</b>	<b>Residual</b>
<b>Country Context</b>		
Political Commitment		
<b>Risk:</b> No major risk identified	<b>L</b>	<b>L</b>
<b>Mitigations:</b> The intervention logic, the development approaches and objectives adopted by the Program are fully aligned with regional and national development and sector public policies and priorities (including the African Union 2063 Agenda). Furthermore, improve food and nutrition security by targeting the most vulnerable groups (women and youth) through structural transformation of family agriculture, mitigation of climate change impact are at the core of national development and sector policies.		
Governance		
<b>Risk:</b> Insufficient governance of programme's resources, leading to fraud and corruption in violation of IFAD zero tolerance policy could affect the programme delivery.	<b>M</b>	<b>L</b>
<b>Mitigations:</b> The training and awareness rising of the program's teams and members of the procurement commissions with proactive joint supervision missions by IFAD and the Government of Togo and Bénin will help monitoring the application of agreed fiduciary standards through bi-annual supervision, bi-annual audits as well as audit committees and online financial reporting systems.		
Macroeconomic		
<b>Risk:</b> The highly-possible social and economic effects and impacts of COVID-19 pandemic in the region and specifically in the countries concerned are concrete, taking also in consideration the global /regional /national recession, and its effects on the international/regional/national agri-food value chains. Togo and Bénin are recorded a low inflation rate with a public deficit in line with the WAEMU regional deficit norm (3%) in 2019. The quoted forecasts and estimates from the IMF for 2020 and 2021 on-projected economic growth, unemployment for both countries will be changed by COVID19 pandemic. That could lead to the re-purposing of the national priorities and reducing significantly countries financial contribution to the program. There is also expectation that agricultural prices will raise substantially, due to decrease in global supply, disruption of international/regional national transport sectors. All these risk to contribute to the increase in poverty and unemployment, worsening livelihoods of vulnerable groups.	<b>H</b>	<b>S</b>
<b>Mitigations:</b> The program will benefit from IFAD's strategy to address COVID19 impacts on agriculture sectors		
Fragility and security		
<b>Risk:</b> Spillover of insecurity and armed conflicts from the Sahel region (Burkina, Niger, Mali) due to terrorism and para-militias can affect the program implementation and performance. Northern cross-border areas and rural markets are the most exposed geographic and economic targets.	<b>M</b>	<b>M</b>
<b>Mitigations:</b> The involvement of local leadership within the community, involvement of local economic and farmer organizations in the project implementation will reduce this risk in case of extreme situation. In addition, the program will avoid high risk areas		
<b>Sector Strategies and Policies</b>		
Policy alignment		
<b>Risk:</b> The program is fully aligned on the national and regional policies. However, due to uncertainties related to COVID19 and possible world economic recession in the future, the countries policy directions might change during the program implementation.	<b>L</b>	<b>L</b>
<b>Mitigations:</b> The program will adopt an adaptive management approach to adjust and align priorities.		

Policy development & implementation		
<b>Risk:</b> Several policies have been developed in both countries including agriculture policies but lacked of implementation. Some implementation problems are due to corruption, lack of continuity in government policies, inadequate human and material resources, all of which often lead to implementation gap, i.e. the widening of the distance between stated policy goals and the realization of such planned goals.	<b>M</b>	<b>L</b>
<b>Mitigations:</b> The program will engage dialogue in and with two countries to remove barriers.		
<b>Environment and Climate Context</b>		
Project vulnerability to environmental conditions		
<b>Risk:</b> 1. Unsustainable resources management and environmental degradation 2. Over-exploitation of water resources for agricultural production in large scale hydro-agricultural developments 3. Use of more agrochemicals with the associated risks for human health and pollution of the environment	<b>M</b>	<b>L</b>
<b>Mitigations:</b> Environmental risks will be mitigated through the implementation of measures to promote (i) sustainable management of water and soil; (ii) the rational use of phytosanitary products and chemical fertilizers; (iii) compliance with environmental standards in hydro-agricultural development, rural roads and market infrastructure, and (iv) sustainable management of natural resources on land in sub-watersheds (16,000 ha). This last measure will result in major investments in the sustainable management of community forests, erosion control and agroforestry development.		
Project vulnerability to climate change impacts		
<b>Risk:</b> 1. Climatic change event (drought, floods) could affect smallholder agricultural production capacity, productivity and competitiveness and also markets infrastructures (including markets and rural roads). 2. Risks and potential impact of climate change could be different from the Northern areas (more drylands) exposed to droughts and to the spill-over effect of climatic events in the Sahel countries; in the southern areas, agricultural lowlands and rural infrastructures are more exposed to severe floods. 3. Extensive shifting cultivation of slash and burn contributes to the degradation and loss of vegetation cover, 4. Degradation of forest habitats contributes to the drying up of springs and watercourses and causes soil degradation due to erosion; 5. The most vulnerable groups including women and youth have less access to land and decision-making instances	<b>M</b>	<b>M</b>
<b>Mitigations:</b> 1. The program will consider adaptation options (water control and promotion of short cycle varieties) 2. Adaptation and management plan for social, environmental and climatic risks. 3. The program will invest in agricultural intensification and diversification: this will reduce the slash & burning practice and clearing of forest habitats. 4. The Program will support the creation and regeneration of community forests that will play a key role in reforesting source heads and stream banks and limiting erosion by increasing soil infiltration capacity and limiting in fact runoff. 5. The Program has set quotas for all its activities, the attainment of which will be facilitated by prior social engineering, allowing access to a consensus on the selection of beneficiaries. Functional literacy activities for women and training for youth will improve their chances of access and success.		
<b>Project Scope</b>		
Project relevance		
<b>Risk:</b> No major risk identified The Program is fully aligned with continental, regional and national public policies on rural and agricultural development. IFAD's strategic priorities are also duly taken into account into the logic of intervention and operational approaches.	<b>L</b>	<b>L</b>

<b>Mitigations:</b> Active participation of organized economic organizations of farmers and producers associations in Project design and Implementation at strategic (Steering Committee) and operational level (implementation partners) will assure the full integration of small-holders and vulnerable groups ( women and youth cooperatives, Unions, associations) into project implementation		
Technical soundness		
<b>Risk:</b> The Program rationale and intervention logic area have been designed within a very complex and articulated environmental, socio-economic and political context (cross-border geographical and economic geographical target, fragility and instability due to extension/spill-over proximity of social tensions, armed groups activities, and violent conflicts due to spill-over of terrorism groups and para-military militias from Sahel to the northern areas of Bénin and Togo) and issues (sub-regional agricultural trade and markets transport corridors). Furthermore, IFAD has no experience and knowledge in designing and implementing regional operations (core business based on country-projects and programs).	L	L
<b>Mitigations:</b> Exchange of experience and knowledge with other IFIs (in particular the World Bank and African Development Bank) in design and implementation of regional programs will be established (including training and South-South technical assistance, workshops and seminars, KM web-based platforms etc.)		
<b>Institutional Capacity for Implementation &amp; Sustainability</b>		
Implementation arrangements		
<b>Risk:</b> At regional level, the establishment - and competitive recruitment - of a small Regional Technical Unit and two National Project Management Units will present challenges for ensuring adequate and efficient technical, administrative and financial planning, management and M&E-KM.	S	M
<b>Mitigations:</b> In Togo and Bénin, the MoAG has long experience and knowledge of IFAD's project management procedures as well as of others IFIs (World Bank, AfDB, OFID, GEF). The Program will adopt the TOM2PRO software for financial planning, management and monitoring. Nevertheless, the planning, management of a regional program is (due to the multi-country institutions involved) require a well-coordinated, flexible and efficient multi-stakeholders coordination mechanism		
M&E arrangements		
<b>Risk:</b> The project may have problems coordinating and harmonizing data and indicators at regional level. At National level there may be difficulties in collecting data due to lower capacity on M&E and problems in timely collection and processing of data.	S	M
<b>Mitigations:</b> Based on IFAD's M&E modalities and the already operational system of IFAD's ongoing projects in each country, a results-based M&E (RBM) system will be established and managed by the National Project Management Units and will be coordinated by the regional technical assistance unit (UniRAT) with support from IFAD and in accordance with established IFAD procedures. It will be built around the set of selected indicators outlined in the logical framework taking into account key IFAD corporate indicators and project specific indicators. These will be harmonized and standardized in order to monitor and report on the identified key indicators to be reported at the regional level. The project will do capacity building on M&E during the first year in order to level different implementers on data collection and processing. IFAD is launching the AVANTI initiative in Togo in the last quarter of 2020 with the support of HELVETAS, which will strengthen national M&E capacities. Ongoing projects will benefit from this initiative and it may be extended to Benin in order to build expertise in both countries.		
<b>Procurement (Togo)</b>		
Legal and regulatory framework		
<b>Risk:</b> <b>Existence in the country of laws, regulations and a manual on procurement:</b> there is no manual of procurement procedures yet <b>Procurement methods:</b> Competitive contracts represented in value only 64% of all public contracts awarded in 2014 <b>Public access to information on procurement:</b> Information on contracts awarded is not exhaustive	M	M
<b>Mitigations: Existence in the country of laws, regulations and a manual on procurement:</b> The project procurement procedures will be specified in a Procedures Manual for use by stakeholders		

<p><b>Procurement methods:</b> The project procurement plan agreed with IFAD prior to any procurement operation helps mitigate this risk</p> <p><b>Public access to information on procurement:</b> IFAD will work with other development partners to strengthen the computerization of procedures, which can help improve the collection and publication of statistics</p>		
Accountability and transparency		
<p><b>Risk:</b> The Procurement Perception Index published by TRANSPARENCY INTERNATIONAL for 2019 is 29 points / 1000</p>	H	H
<p><b>Mitigations:</b> As part of the project, the procurement execution procedures that will be recorded in the Procedures Manual will take into account the need to prohibit the execution of incompatible tasks and conflicts of interest, among others</p>		
Capability in public procurement		
<p><b>Risk: Experience of government officials in donor-funded public procurement:</b> National regulations only allow civil servants a maximum period of six years in the public procurement chain. Even if this position is not always respected by some officials, it remains difficult to have staff with 7 years of experience or more</p> <p><b>Separation of procurement and financial management functions:</b> Financial managers are often associated with the meetings of the procurement committee</p>	M	M
<p><b>Mitigations: Experience of government officials in donor-funded public procurement:</b> The system as organized will ultimately make it possible to provide a large number of qualified specialists</p> <p><b>Separation of procurement and financial management functions:</b> The project should avoid appointing the RAF and the SPM in the CPMPs and technical tender evaluation sub-committees</p>		
Public procurement processes		
<p><b>Risk: Bid opening to take place for advertised contracts and within one hour of receipt of bids:</b> It is recommended that the opening take place 30 minutes after deposit of the envelopes. However, given the flow of files to manage, certain opening dates may be postponed. This requires a new convocation of all bidders on the new date scheduled</p> <p><b>Sending of the bid opening report to the tenderers:</b> The independent review report of the compliance of public procurement procedures, concluded by the Ministry of Agriculture, Livestock and Water (MAEH) under Management 2015 (Report by Grant Thornton) notes "the failure to publish the minutes for the opening of tenders, in violation of article 54 paragraph 4 of Decree No. 2009-277 of 11 November 2009, on the Code of public contracts and public service delegations"</p> <p><b>Completion of evaluations during the validity period of the bids:</b> The flow of files, the complexity and the diversity of fields make it difficult to meet the 30-day deadline for all procurement files</p> <p><b>Availability of a complete file of the process:</b> Under the terms of the independent review report of the compliance of public procurement procedures, concluded by the Ministry of Agriculture, Livestock and Water (MAEH) under Management 2015 (Report by Grant Thornton ): "The archiving and filing system put in place by the MAEH for files relating to public contracts is insufficient. The contracts examined do not always contain all the required documents. In addition, the contract files are kept. by the beneficiary structures, which do not systematically refer to the Person responsible for contracts, in violation of the provisions of Article 1 paragraph 9 of Decree 2009-297 / PR relating to the attributions, organization and functioning of procurement and control bodies. In addition, the supporting documents available are compiled in a document, without the help of dividers or a summary which indicates the list of existing documents "</p> <p><b>Public announcement of all awarded contracts:</b> Under the terms of the independent review report of the compliance of public procurement procedures, concluded by the Ministry of Agriculture, Livestock and Water (MAEH) under Management 2015 (Report by Grant Thornton ): "The results of allotments relating to quotation requests have not been published, in violation of the provisions of Article 15 of Decree No. 2011-059 of May 4, 2011 defining the thresholds for award, publication, control and approval of public contracts "</p>	M	M
<p><b>Mitigations: Bid opening to take place for advertised contracts and within one hour of receipt of bids:</b> The Procurement Specialist will ensure the rigorous application of this provision (30 minutes after receipt of tenders)</p> <p><b>Sending of the bid opening report to the tenderers:</b> The SPM will ensure the systematic transmission of the bid opening report to the bidders by the PRMP</p> <p><b>Completion of evaluations during the validity period of the bids:</b> The project will ensure the implementation of this activity on time</p> <p><b>Availability of a complete file of the process:</b> The SPM will set up an archiving system for procurement files and will use IFAD's NOTUS system for NO</p>		

<b>Public announcement of all awarded contracts:</b> The SPM will ensure the systematic publication of the attributions		
<b>Procurement (Benin)</b>		
Legal and regulatory framework		
<b>Risk:</b> <b>Procurement methods:</b> Over the period from 2011 to 2013, the amount of private contracts was greater than 10% of the total amount of public contracts awarded, which contravenes the provisions of article 51 of the public procurement code, in particular by 2013 with a rate of 29% <b>Public access to information on procurement:</b> Information on contracts awarded is not exhaustive	<b>M</b>	<b>M</b>
<b>Mitigations: Procurement methods:</b> Over The Project Procurement Plan agreed with IFAD prior to any procurement operation helps mitigate this risk <b>Public access to information on procurement:</b> IFAD will work with other development partners to strengthen the computerization of procedures, in particular by systematizing the use of the Integrated Public Procurement Management System (SIGMAP) by contracting authorities, which can help improve the collection and publication of statistics		
Accountability and transparency		
<b>Risk:</b> The Procurement Perception Index published by TRANSPARENCY INTERNATIONAL for 2019 is 41 points / 100	<b>M</b>	<b>M</b>
<b>Mitigations:</b> A new state institution has just been set up to strengthen the fight against corruption (High Commission for the Prevention of Corruption, created by law in April 2020)		
Capability in public procurement		
<b>Risk: General quality of documents produced by the procurement department:</b> If we refer to the summary report of the Audit of public contracts carried out by the ARMP under the 2011 to 2014 management, with regard to the Ministry in charge of Agriculture, the contracts for which the tender documents are incomplete or poorly prepared represent 66.67% of the sample examined. <b>Separation of procurement and financial management functions:</b> The financial functions are generally performed by the Administrative and Financial Director (DAF), while the contracts are prepared by the technical services and the PRMP. However, among the staff making up the PRMP (Annex 3 of the 2019 activity report of the PRMP), a member of the DAF is a member of the Procurement Unit of the Ministry, which constitutes a function incompatible with that of a member of the DAF. In addition, the decree relating to the PRMP and the CPMP provides that, for each procurement procedure, the Financial Director of the structure concerned or his representative, and a lawyer or the SPM are members of the CPMP.	<b>M</b>	<b>M</b>
<b>Mitigations: General quality of documents produced by the procurement department:</b> The recruitment of a Procurement Specialist at the Project Coordination Unit level will improve the quality of the files to be submitted to the PRMP <b>Separation of procurement and financial management functions:</b> The project will mitigate the consequences of the provisions of the regulatory texts relating to the Procurement Unit of the Ministry by i) appointing a representative of the RAF rather than the RAF itself, and ii) by avoiding appointing the SPM.		
Public procurement processes		
<b>Risk: Bid opening to take place for advertised contracts and within one hour of receipt of bids:</b> The opening takes place systematically 30 minutes after receipt of tenders. But for Consultant contracts, this is still not observed <b>Sending of the bid opening report to the tenderers:</b> The regulations clearly prescribe the sending of the minutes to the tenderers. In practice, instead of the shipment, bidders are asked to come and collect it, which they do not all do <b>Bid evaluations carried out by a suitably qualified ad hoc evaluation committee:</b> the summary report of the contract audit carried out by the ARMP under the 2011 to 2014 managements, indicates, with regard to the the Ministry in charge of Agriculture, that the contracts for which irregularities were noted in the appointment of members of the tender analysis subcommittee represent 28% of the markets examined <b>Responsiveness based on the criteria set out in the tender dossier for the evaluation of tenders:</b> The summary report of the contract audit carried out by the ARMP for the 2011 to 2014 management, indicates, with regard to the Ministry in charge of Agriculture, that 44% of the contracts examined were badly awarded	<b>M</b>	<b>M</b>



<p><b>Mitigations: Bid opening to take place for advertised contracts and within one hour of receipt of bids:</b> The Procurement Specialist will ensure the rigorous application of this provision (30 minutes after receipt of tenders)</p> <p><b>Sending of the bid opening report to the tenderers:</b> The Procurement Specialist will ensure the systematic transmission of the bid opening minutes to the bidders by the PRMP</p> <p><b>Bid evaluations carried out by a suitably qualified ad hoc evaluation committee:</b> The support of the competent government technical services for the procurement of infrastructure contracts can help mitigate this finding</p> <p><b>Responsiveness based on the criteria set out in the tender dossier for the evaluation of tenders:</b> The recruitment by the project of a qualified Procurement Specialist who will support the evaluation commissions will help mitigate the risk.</p>		
<p><b>Financial Management</b></p>		
<p>Overall</p>		
<p><b>Risk:</b></p> <ol style="list-style-type: none"> <li><b>1. Organisation and staffing :</b> Staff in the 3 PMUs is not sufficient in number or qualifications to ensure an efficient financial management of the Program</li> <li><b>2. Budgeting:</b> The weak financial supervision of the program by the relevant technical departments and poor understanding of IFAD’s procedures could potentially affect the program implementation.</li> <li><b>3. Funds flow/disbursement arrangements:</b> The weak financial supervision of the program and poor understanding of IFAD’s procedures could potentially affect the program implementation.</li> <li><b>4. Internal controls:</b> The weak financial supervision of the program and poor understanding of IFAD’s procedures could potentially affect the program implementation.</li> <li><b>5. Accounting and Financial Reporting:</b> the reporting needs may not be met by the program and accounting standards are not in line line with IFAD requirements;</li> <li><b>6. External audit:</b> An external audit will be carried out timely by an External Auditors (folliwng IFAD’s proceduers).</li> </ol>	<p>H</p> <p>H</p> <p>H</p> <p>H</p> <p>H</p> <p>H</p>	<p>S</p> <p>S</p> <p>S</p> <p>S</p> <p>S</p> <p>S</p>
<p><b>Mitigations:</b></p> <ol style="list-style-type: none"> <li><b>1. Organisation and staffing:</b> The regional unit will be reinforced with the recruitment of a financial analyst and will be base21.d in an organisation that has a great experience of delaing with development projects and meeting the needs of international development partners. In Togo a full PMU will be recruited on a competitive bases while in Benin the ProCAR PMU, which has a gret experience with IFAD requirements and procedures will be reinforced to better manage Program activities.</li> <li><b>2. Budgeting:</b> The program staff in both two countries will be trained on budget planning and financial management and participating in workshops that IFAD will organize at national / regional level qualified staff; technical assistance</li> <li><b>3. Funds flow/disbursement arrangements:</b> The Project Management Units (Coordinators, RAF, Accounting) will be intensively trained in administrative and financial training. During the first 2 years of project implementation, the Regional Technical Unit will facilitate and provide International Technical Assistance on financial planning and management periodically. A designated account will opened for each financier and the project will perform account reconciliations on a monthly basis. Disbursement arrangements will be in line with IFAD manuals and procedures.</li> <li><b>4. Internal controls:</b> in the PMU organigram and structure, the Project design will include PMUs an Internal Auditors Unit who will be in charge to oversight the regular adoption of procedures and process assuring implementation. Government Auditors (Inspection Generale) of Ministry of Economy and Finance will carry out regular administrative and financial audits.</li> <li><b>5. Accounting and Financial Reporting:</b> All PMUs will prepare interim and annual reports directly throught their accounting software which will be purchased and set up in order to meet all IFAD reporting requirement. PMU staff will be trained to the use of this software and financial reports will be reviewed at IFAD level to ensure their quality. Both countries use SYSCOHADA accounting standards which will aso apply to this program and are acceptable to IFAD.</li> <li><b>6. External audits:</b> IFAD’s FMD will provide close supervision and oversight of the ToR and of the (international) selection recruitment process of external auditors:</li> </ol>		
<p><b>Environment, Social and Climate Impact</b></p>		
<p>Biodiversity conservation</p>		

<b>Risk:</b> Togo and Benin experience environmental degradation and fragile ecosystems. Activities especially related to the agriculture production could lead to degradation of forest habitats contributes to the drying up of springs and watercourses and causes soil degradation due to erosion.	<b>M</b>	<b>M</b>
<b>Mitigations:</b> The programme has developed a comprehensive SECAP note and an ESMF that propose some mitigation measures. For example, the Program will support the creation and regeneration of community forests that will play a key role in reforesting source heads and stream banks and limiting erosion by increasing soil infiltration capacity and limiting in fact runoff. From an environmental perspective, the identification of PRIMA intervention sites in Benin and Togo confirms that no action will be carried out in a protected area or in a Ramsar site.		
Resource efficiency and pollution prevention		
<b>Risk:</b> Incitation to intensification in agriculture may lead to an inconsiderate use of chemical products having negative impacts on soils and water reserves. Current use of such chemicals are not satisfactory with a lot of loopholes in terms of protection, dosage and procedures to use chemicals by producers.	<b>L</b>	<b>L</b>
<b>Mitigations:</b> The program will promote sustainable management of on-farm and markets wastes and reduce an abusive use of chemicals such as pesticides and fertilizers that could potentially degrade water quality in rural areas.		
Cultural heritage		
<b>Risk: N/A</b>		
<b>Mitigations:</b>		
Indigenous Peoples		
<b>Risk: N/A</b>		
<b>Mitigations:</b>		
Community health and safety		
<b>Risk:</b> The COVID- 19 is a real threat for human health and people in the region. Unsafe and non-healthy working conditions Infectious and parasitic diseases may limit the nutritional status of children.	<b>H</b>	<b>M</b>
<b>Mitigations:</b> The program has included activities in the Social Management Plan of the ESMF to address community health and safety issues. Activities to be considered are: remote sensing tools to better understand immediate impacts of COVID 19 on food security and agricultural productivity, trainings on safe labor practices, access to more protective equipment such as masks and gloves, restrictions on workers on producer's field. Rural day cares will allow for interaction with community health services for early detection. Latrines and canteens will be built on the markets sites.		
Labour and working conditions		
<b>Risk:</b> No major risk identified	<b>L</b>	<b>L</b>
<b>Mitigations:</b> The Program has set quotas for all its activities, the attainment of which will be facilitated by prior social engineering, allowing access to a consensus on the selection of beneficiaries. Functional literacy activities for women and training for youth will improve their chances of access and success.		
Physical and economic resettlement		
<b>Risk: N/A</b>		
<b>Mitigations:</b>		
Greenhouse gas emissions		
<b>Risk:</b> CO2 emission from the investment is limited and would contribute to the climate change	<b>M</b>	<b>M</b>
<b>Mitigations:</b> FAO Exact tool will help to assess the volume of CO2 reduced or avoided and adaptation activities under this program so appropriate actions can be taken.		
Vulnerability of target populations and ecosystems to climate variability and hazards		
<b>Risk:</b> In the PRIMA regions of intervention in both countries, the rural populations rely on farming systems based on rice growing and horticulture in lowlands, annual crops on the lands of surrounding sub-watersheds and the use of non-timber forest products, hence their vulnerability to the effects of climate change with regard to the expected impacts on agriculture and other activities dependent on the exploitation of natural resources, is high.	<b>H</b>	<b>M</b>

<b>Mitigations:</b> PRIMA will seek to increase climate and environmental resilience through interventions allowing better water management, in particular through hydro-agricultural developments, the promotion of integrated and sustainable management of soil fertility, the diversification of agricultural production, the promotion of sustainable management methods for natural resources and the use of short-cycle and climate-resilient varieties, access to climate information, as well as the promotion of good practices for adapting to climate change mainly focused on sustainable management of land and water resources and compliance with climate-appropriate construction standards.		
<b>Stakeholders</b>		
Stakeholder engagement/coordination		
<b>Risk:</b> No major risk identified	<b>L</b>	<b>L</b>
<b>Mitigations:</b> During the design all involved economic and social stakeholders (public and private) will fully permanently associated: this inclusive process is one of the main development pillar of the program (based on the successful experience of social engineering adopted by other similar IFAD's projects in WCA , Niger, Guinea, Guinea Bissau) The program will act as facilitator and mediator between the divergent/different institutional, political, social and economic interests, mainly thanks to permanent dialogue the structured and organized Civil Society Institutions and Organisations (including public central and local administrations, Farmers and Producers Organizations, Unions of Traders/Transport, IMF, NGOs, CBOs, Women and Youth Cooperatives, Water Users Associations)		
Stakeholder grievances		
<b>Risk:</b> Possible exclusion of certain groups within communities due to the monopolization of program benefits by certain categories of beneficiaries that will lead to stakeholder grievances.	<b>M</b>	<b>L</b>
<b>Mitigations:</b> The program will pay particular attention of targeting strategy to make it more inclusive and ensure that stakeholder grievance is well reflected in SECAPE note and monitored. Rating moderate		
<b>OVERALL</b>	<b>M</b>	<b>M</b>

## Stratégie détaillée de retrait

La stratégie de retrait du PRIMA se précise par composantes

### Composante 1

L'ingénierie sociale rassemblera tous les acteurs et intervenants des marchés et de leurs zones d'influence au sein des corridors régionaux pour convenir des différentes problématiques pour s'assurer que les infrastructures appropriées seront conçues et réalisées afin d'améliorer les conditions de développement économique de chaque entité avec le marché en son centre. C'est aussi à travers cette ingénierie sociale que des structures autonomes de gestion des infrastructures émergeront en collaboration avec les autorités locales dans un cadre de partenariat public-privé. L'émergence d'une société civile organisée en milieu rural composée de tous les acteurs de marchés, des producteurs, commerçants, entrepreneurs (jeunes et femmes) etc...est un gage de durabilité.

Le projet réhabilitera les infrastructures économiques rurales afin de faciliter les transactions commerciales et donc améliorer les flux des produits agricoles vers les marchés de demi-gros et marchés hebdomadaires existants au sein de corridors sous-régionaux. La maintenance des pistes de désenclavement en lien avec les marchés reposera sur les groupes d'entretien des pistes qui sont partie intégrante des plateformes multiacteurs de marché. La gestion de ces marchés prévoit les coûts de maintenance des installations économiques et d'entretien courant des pistes pour garantir la durabilité des investissements. L'approche participative au sein des corridors régionaux dans le processus d'identification des sites, des axes de provenance des produits agricoles, de conception des plans d'infrastructures économiques, d'implication des services techniques déconcentrés dans la mise en œuvre, est gage de durabilité.

### Composante 2

Les actions d'aménagement durable des sous-bassinsversants et des bas-fonds/plaines bénéficieront d'une forte appropriation communautaire étant donné que les producteurs et productrices participeront directement à l'identification des problèmes et aux prises de décisions relatives aux options d'aménagement et aux types de pratiques agricoles à promouvoir. Cette participation des producteurs et productrices constitue un gage de durabilité pour que les bonnes pratiques perdurent au delà de la fin du Projet d'autant plus que l'accompagnement de ces processus sera renforcé par les Association d'usagers de l'Eau et des Ressources Naturelles qui seront créées et renforcées dans le cadre du Programme.

Le développement de modèles agricoles axés sur une meilleure maîtrise de l'eau et plus résilients au risque climatique (agroforesterie, maraichage, riziculture) apporteront des bénéfices économiques sur le long terme aux producteurs/rices grâce aux arbres plantés sur les terres de plateaux qui produiront des fruits et contribueront à la fertilité des sols (légumineuses) pendant de nombreuses années au delà de la fin du Programme.

La diffusion des bonnes pratiques agricoles résilientes au changement climatique s'appuiera sur le dispositif de réplification et diffusion des améliorations techniques, de pair à pair entre producteurs (Champs Ecole Paysan), appuyé par les ONG, les Services Techniques de l'Agriculture et les plateformes d'organisations de producteurs (nationaux et régionaux) ; ce qui permettra une adoption large des innovations indépendamment et au delà du cadre du PRIMA.

Le renforcement des capacités en matière de nutrition des partenaires de mise en œuvre, dont les plateformes d'organisations de producteurs, ainsi que les services techniques centraux et déconcentrés, est crucial pour assurer une continuité des actions, une valorisation et une mise à l'échelle des acquis et expériences. Les progrès nutritionnels couplés aux efforts d'autonomisation des femmes et égalité de genre seront un important facteur dans les stratégies de transition et sortie du projet. Les actions nutrition étant mises en œuvre dans une logique d'intervention durable (création de marchés, renforcement des connaissances, production plus diversifiée et production pilote de farines

infantiles) devront être à même de s'auto-générer et poursuivre, en contribuant à l'économie réelle des deux pays.

### **Composante 3**

Les deux autorités de haut niveau (ministères) se réuniront régulièrement pour suivre les progrès et éventuellement identifier les principaux problèmes de politique sectorielle qui peuvent être résolus conjointement dans le cadre régional de la CEDEAO. Les OP nationales des deux pays (PNOPPA et CTOP) ainsi que le ROPPA auront également l'occasion de formuler des positions communes pour alimenter ce dialogue politique multipartite. En outre, l'Agence régionale pour l'agriculture et l'alimentation (ARAA), dont le mandat est de remplir ce rôle au sein de la CEDEAO, a été identifiée comme partenaire de mise en œuvre clé qui fournira à l'organisme régional les résultats, les enseignements et les notes d'orientation.

L'Agence régionale pour l'agriculture et l'alimentation (ARAA), dont le mandat est de faciliter la mise en œuvre des projets et programmes qui concourent à l'opérationnalisation de l'ECOWAP assurera la coordination des activités de cette sous-composante en étroite collaboration avec les 2 UGP. L'équipe de l'Unité Régionale d'Appui Technique régionale (ARAT) assurera la mise en œuvre des activités et de leur arrimage du programme aux priorités de la politique agricole régionale.