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REPORT AND RECOMMENDATION OF THE PRESIDENT

TO THE EXECUTIVE BOARD ON A PROPOSED

TECHNICAL ASSISTANCE GRANT

TO THE

WEST AFRICAN ECONOMIC AND MONETARY UNION (UEMOA)

FOR

SUPPORT TO REGIONAL INTERGOVERNMENTAL ORGANIZATIONS



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ABBREVIATIONS AND ACRONYMS

AMTA	Agricultural Management Training for Africa
AWPB	Annual Work Programme and Budget
CCD	United Nations Convention to Combat Desertification
CGIAR	Consultative Group on International Agricultural Research
FIDAFRIQUE	Information Network Linking IFAD-Financed Projects in West and Central Africa
IGO	Intergovernmental organizations
M&E	Monitoring and evaluation
SC	Steering Committee
TA	Technical assistance
UEMOA	West African Economic and Monetary Union



**REPORT AND RECOMMENDATION OF THE PRESIDENT OF IFAD
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I submit the following Report and Recommendation on a proposed technical assistance (TA) grant to the West African Economic and Monetary Union (UEMOA) for Support to Regional Intergovernmental Organizations, in the amount of USD 500 000 for a three-year period.

I. BACKGROUND

1. The economies of the countries of West Africa are characterized by strong dependence on agriculture, persistent climatic risk, the threat of natural resource depletion, fragile socio-economic structures and institutions, and limited market opportunities. These constraints on economic development call for concerted action at the subregional and regional levels, particularly with regard to the agricultural sector and the rural areas. A number of regional and subregional intergovernmental organizations (IGOs) have been created for the purpose of promoting intra-regional collaboration, harmonizing policy approaches and strengthening economic links between member countries. While each such organization has a specific mandate and serves a well-defined geographic zone, their activities often overlap, particularly where similar target areas and groups are concerned. Frequently, this has led to a duplication of effort and inefficient allocation of Member States' and donors' contributions.

2. In recognizing the need for closer collaboration between IGOs in the region, IFAD provided support to selected IGOs¹ in organizing a coordination meeting to review their respective mandates, activities and future programmes. As a result, the IGOs concerned decided to prepare a common programme of work in, and related to, the agricultural sector and rural areas; aim at a division of tasks to avoid duplication of efforts; and harmonize contacts with the donor community.

II. RATIONALE/RELEVANCE TO IFAD

3. An inventory of the mandates, ongoing programmes and donor contacts of main IGOs involved in West Africa's agricultural sector (including livestock, fisheries, etc.) reveals a broad similarity of objectives, approaches and sources of funding. The main development objectives of the IGOs, and of their member states, include the fight against rural poverty; better food security; increased rural incomes; sustainable natural resources management; and improved competitiveness of agricultural

¹ Conference of Ministers of Agriculture in West and Central Africa
Permanent Interstate Committee for Drought Control in the Sahel
Economic Community of West African States
African Regional Centre for Technology
UEMOA



products. In order to realize those objectives, the regional organizations develop – independently from one another — individual action plans and specific project/programme proposals, which they submit to potential donors for financing. This process leads to constant overlaps, duplication and limited availability of resources. The only way effectively to overcome such constraints is through close coordination, both at the level of the organizations and with the donor community.

4. The present programme responds to the need for coordination and aims at assisting the IGOs concerned to establish an effective mechanism to launch such coordination, together with necessary conceptual, logistical and financial means. In supporting the programme, IFAD could benefit from a regional framework in terms of pursuing its own mandate of reducing rural poverty and increasing food production. The TA grant-related activities will strengthen the institutional and policy basis for IFAD's country-related investments and complement other grant activities financed by the Fund (e.g. support to the United Nations Convention to Combat Desertification (CCD)).

III. THE PROPOSED PROGRAMME

5. Within the overall objective of promoting rural poverty reduction² by increasing the efficiency and effectiveness of programme development and resource mobilization, the proposed support will constitute a first step towards harmonizing and coordinating IGO and donor interventions at the regional level through allocating focal point responsibilities to participating IGOs, developing common subsector programmes and implementing selected activities at the field level. It will also serve to put in place and test a coordination mechanism and thus facilitate the participation of a progressively growing number of other interested donors in the process. In order to achieve these objectives, the programme will comprise the following activities at three main levels: (a) programme coordination activities at the level of the coordinating IGO (including organization of consultation meetings; management of TA grant funds; and monitoring and evaluation (M&E) of the overall programme); (b) planning and implementing activities at the level of individual IGOs (including programme and project development; administration; supervision and M&E activities in the specific field of regional responsibility); and (c) subproject and programme implementation activities at the field level (including training, research, communications, etc.). The latter will be related to areas of common interest for the IGOs and their member states, such as a common agricultural policy, regional integration, information systems, the fight against desertification, etc.

IV. EXPECTED OUTPUTS/BENEFITS

6. The main outputs of the programme are expected to be: (a) a clear distribution of focal point responsibilities and tasks among participating IGOs (a process of allocating responsibilities among the IGOs is ongoing and will be finalized prior to the launching of programme activities); (b) common subsector programmes (the planning and monitoring of common activities will be supported by annual consultations and regular contacts throughout the year to ensure that the interests of all concerned are taken into account and that all partners benefit from the regional programmes); and (c) a coordinated approach to donor assistance (to be brought about through a similar mechanism of focal point allocations and annual consultations among IGOs and donors). This will lead to immediate efficiency gains at the level of the IGOs and the donor community, and will facilitate both the flow of funds and M&E of regional development activities. More importantly, it will make it possible to rationalize the allocation of scarce resources to countries, projects/programmes and target groups and thus contribute to the overall objective of reducing rural poverty in the region.

7. IFAD's activities in West African member countries of the participating IGOs will benefit both directly and indirectly from the improved allocation of resources and harmonization of approaches to regional policies and investment strategies for the rural sector. Differences in these areas, often

² See Appendix.



encountered both at the country level and within the donor community, may severely jeopardize effective project implementation. As initiator and supporter of the proposed programme, IFAD could become a leading actor in (sub)regional fora dealing with agricultural policies and, as such, strengthen the basis for successful project implementation in the region. As to the direct impact on individual projects, IFAD will be in a better position to reflect training, research and information needs, identified by the Fund's projects, in the respective regional agenda and thus facilitate a demand-oriented and cost-effective response to the various needs. This will also benefit IFAD's ongoing regional research, training and information programmes (including crop research programmes involving Consultative Group on International Agricultural Research (CGIAR) and national research centres, the Agricultural Management Training for Africa (AMTA), the Information Network Linking IFAD-financed Projects in West and Central Africa (FIDAFRIQUE), etc., and strengthen its role as major supporter of the CCD and related follow-up action.

V. IMPLEMENTATION ARRANGEMENTS

8. The programme will be implemented over a period of three years by the participating IGOs, coordinated by UEMOA as lead IGO and grantee. This function will be entrusted to UEMOA in view of its central role in the subregion, the initiative it has shown in promoting IGO collaboration and the administrative infrastructure of which it disposes. TA grant funds will be channelled in annual tranches to an account with UEMOA and distributed from there to the individual IGOs in accordance with agreed annual work programmes and budgets (AWPBs); for Years 2 and 3, the submission of progress reports and justification of at least 70% of the preceding year's tranche will be conditions of disbursement of subsequent tranches. Auditing of the use of grant funds will fall under the general auditing activities of the respective organizations. Audit reports will be provided to IFAD on an annual basis, by 30 June of each year.

9. A Steering Committee (SC), comprising representatives of the participating IGOs, will provide policy guidance and approve AWPBs. The chairmanship of the SC will be rotated among the IGOs; representatives of IFAD (and other donors that join the programme in the future) will be invited to participate as observers.

10. **Monitoring, evaluation and technical back-up.** Funds will be made available to UEMOA for ensuring light monitoring of programme progress throughout the implementation period. In addition, a total of six person/months will be provided for to ensure close and regular technical support to programme activities and provide guidance to the partner IGOs in implementing the programme; IFAD will be in charge of these latter activities. An interim evaluation will be organized jointly by the IGOs and IFAD in the third year, in order to assess the impact of the programme and draw conclusions for future follow-up measures.

VI. INDICATIVE PROGRAMME COSTS AND FINANCING

11. The total cost of the programme is estimated at USD 620 000, including contingencies. Of this amount, 35.5% will be allocated to "Support to Regional Collaboration", i.e. the use and administration of funds, common programme development and coordination meetings. The larger part of the budget (64.5%) will be used to put regional collaboration into practice by executing specific projects. The IFAD grant will provide the bulk of the resources needed (equivalent to USD 500 000), while participating IGOs will contribute human resources, logistics and administrative infrastructure equivalent to USD 120 000 (see table below).



**Programme Cost and Financing
(USD)**

PURPOSE	IFADGRANT	IGO CONTRIBUTION*	TOTAL
I. Support to Regional Collaboration			
Administration of funds and M&E	15 000	15 000	30 000
Interim evaluation	10 000	5 000	15 000
Preparation of follow-up programme	10 000	5 000	15 000
IFAD technical support	90 000	–	90 000
Annual coordination meetings	45 000	25 000	70 000
Subtotal	170 000	50 000	220 000
II. Subproject Implementation			
Common agricultural policy	20 000	5 000	25 000
Regional markets	75 000	15 000	90 000
Research and training	130 000	30 000	160 000
CCD follow-up	50 000	10 000	60 000
Agricultural information systems	55 000	10 000	65 000
Subtotal	330 000	70 000	400 000
TOTAL	500 000	120 000	620 000

* in kind

12. It is expected that, once the process of collaboration has been launched and the proposed mechanism put in place, other donors will have the possibility of participating, in an efficient manner, in regional development in West Africa and thus redirect resources to the regional programmes and projects proposed by the group of IGOs. Any IFAD support to follow-up activities after the initial three-year period will be, inter alia, contingent upon there being a positive impact on donor coordination and resource allocation under the new mechanism.



VII. RECOMMENDATION

13. I recommend that the Executive Board approve the proposed technical assistance grant in terms of the following resolution:

RESOLVED: that the Fund, in order to finance, in part, the programme of Support to Regional Intergovernmental Organizations for three years commencing in July 2000, shall make a grant not exceeding five hundred thousand United States dollars (USD 500 000) to the West African Economic and Monetary Union (UEMOA) upon such terms and conditions as shall be substantially in accordance with the terms and conditions presented to the Executive Board in this Report and Recommendation of the President.

Fawzi H. Al-Sultan
President

LOGICAL FRAMEWORK

NARRATIVE SUMMARY	PERFORMANCE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Project Goals</p> <p>1. To reduce rural poverty in West Africa</p>	<p>1. Income in rural areas increased</p>	<p>1. (Sub)regional statistics</p>	<p>Goals to Supergoal</p> <p>1. Regional programmes address poor rural population</p>
<p>Project Purpose</p> <p>Close IGO collaboration in programme development and resource mobilization</p>	<p>1. Synergetic interventions at the (sub)regional level, with increased positive impact on rural populations</p>	<p>1. IGOs' progress reports</p> <p>2. Evaluation mission reports</p>	<p>Purpose to Goal</p> <p>Other donors join the common effort</p>
<p>Project Outputs</p> <p>1. Allocation of focal point responsibilities among IGOs</p> <p>2. Development of common subsector programmes</p> <p>3. Coordinated approach to donor assistance</p> <p>4. Implementation of selected (sub)regional activities</p>	<p>1. Agreement confirmed by mid-2000</p> <p>2. Agreement reached annually on common programme development</p> <p>3. Annual harmonization of budgetary requirements</p> <p>4. Completion of activities</p>	<p>1. Report of coordination meetings</p> <p>2. Programme Documents</p> <p>3. Budget documents and proposed financing plans</p> <p>4. Progress reports</p>	<p>Output to Purpose</p> <p>1. IGOs collaborate with coordinating IGO (UEMOA)</p> <p>2. Human resources available in IGOs for programme and budget preparation</p> <p>3. Donor interest in principle confirmed</p>
<p>Project Activities</p> <p>1. Coordination meetings</p> <p>2. Programme design</p> <p>3. Training and research</p> <p>4. Communication</p>	<p>Inputs</p> <p>1. IGO staff resources Consultants Travel Communication Report production</p>	<p>1. Follow up by IFAD</p>	<p>Activity to Output</p> <p>1. No delays in flow of funds</p>

