

“Agriculture: Turning promises into realities on the ground”

Levels of coordination amongst development partners in the agricultural sector in Niger, Burkina Faso and Ghana



November 2009

Economic Justice campaign

Favourable environmental framework: combating climate change

Favourable trade framework: CET and EPA

Policies

- ECOWAP
- National food and agricultural policies

Strengthening FO

- formulation, implementation, monitoring/evaluation of food and agricultural policies

Investments

- Public: Maputo 2003
- Private: promotion and regulation
- **DP: invest more, coordinated supporting policies**



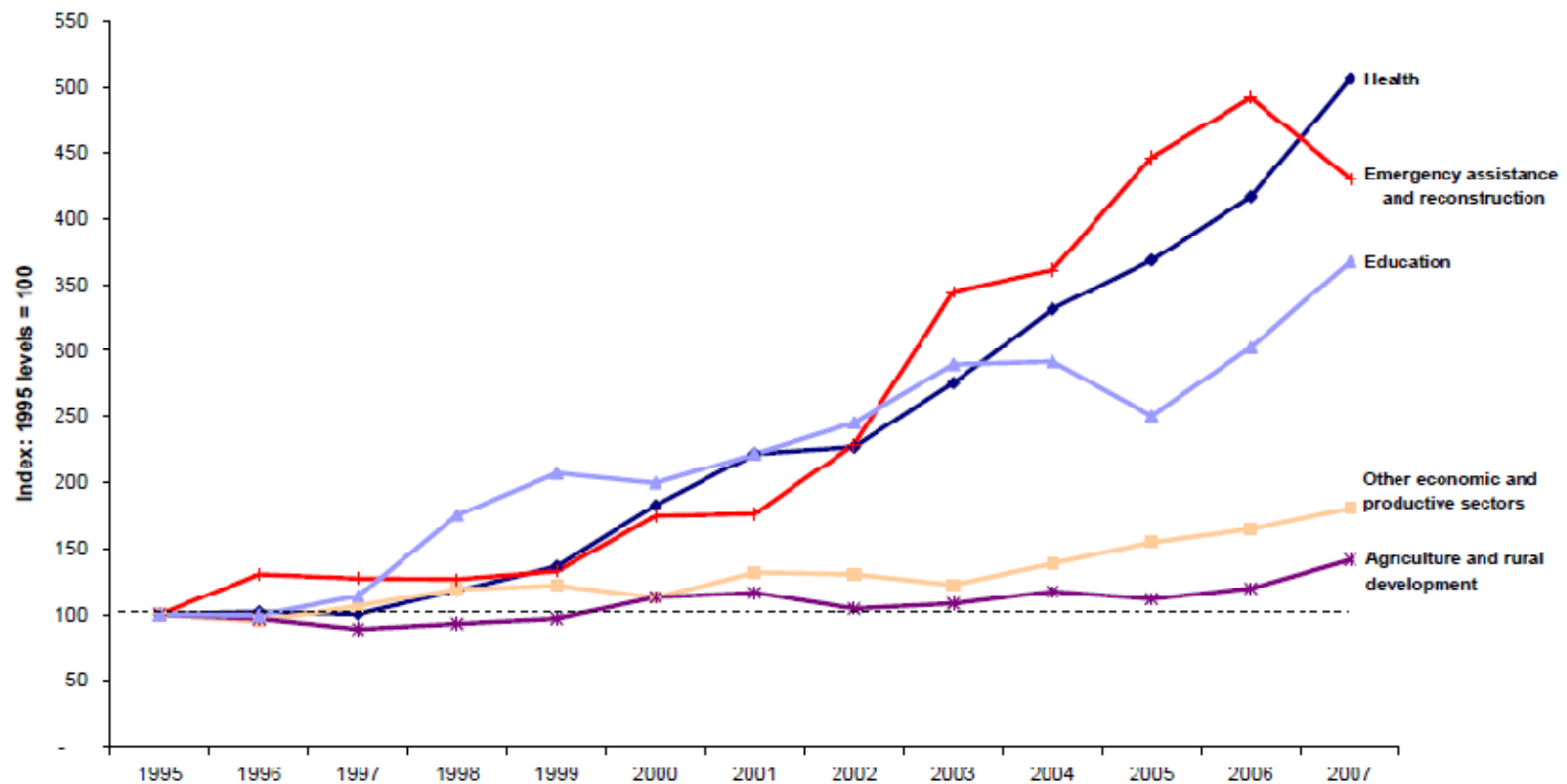
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Field Mission (June 2009)

- 3 West African countries: **Niger, Burkina Faso, Ghana**
- Interviews:
 - **Bilateral cooperation agencies** (sector leads for rural development, agriculture, food security etc.)
 - **Multilaterals** (FAO, WFP, UNDP, World Bank, EU, etc.)
 - **Ministries** of Agriculture, Economics and Finance; Food Crisis Management bodies
- **Partner Organisations:**
 - Farmers' platform of Niger (PFPN);
 - Farmers' confederation of Burkina Faso (CPF);
 - Farmers' Organisation Network of Ghana (FONG)

Agriculture: sector neglected by ODA

Figure 3. Growth in ODA Commitments to Selected Sectors in Sub-Saharan Africa
(Indexed based on two year moving averages: 1995 = 100)

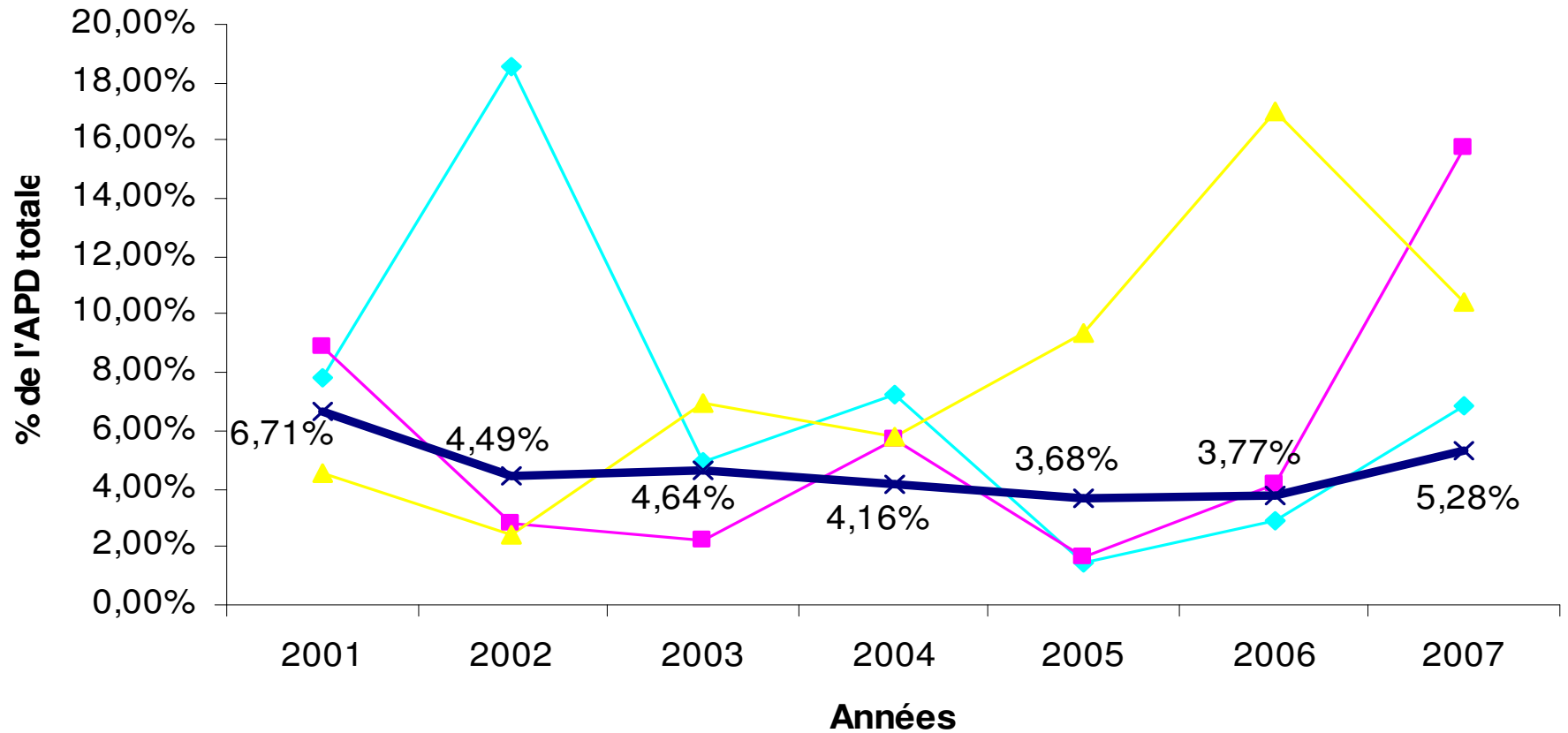


Source: OECD

Agriculture: sector neglected by ODA

ODA share allocated to agriculture of total ODA

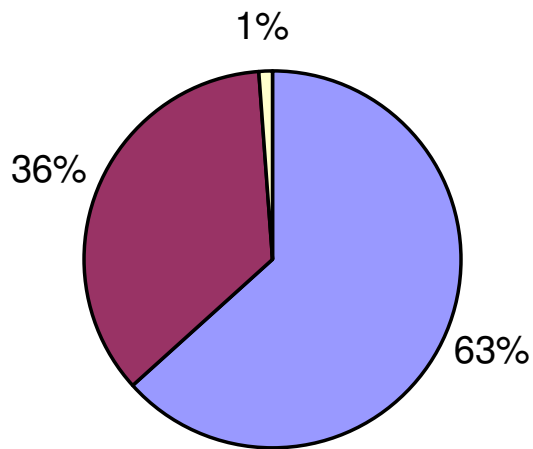
Secteur 310. III. 1. Agriculture, forestry, fishing; classification CAD, OCDE



—◆— Niger —■— Ghana —▲— Burkina Faso —×— CEDEAO

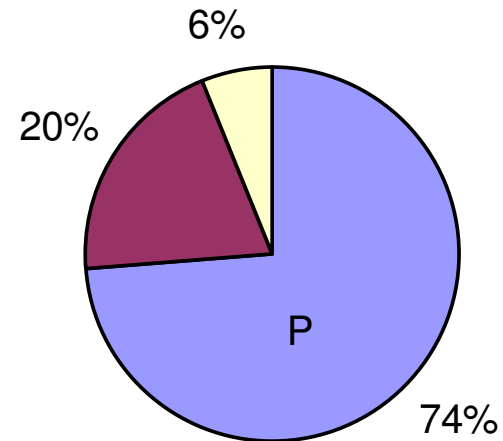
Neglected by national investments

Ghana: 2008 MoFA budget



■ Development partners ■ Government ■ IGF

Niger: 2008 rural sector budget



■ PTF ■ Gouvernement ■ PPTE

Domination of the project approach

Burkina Faso	N° DP	N° Projets	Domain
2007	27	131	Agro-forestry-pastoral
2009		80	MAHRH

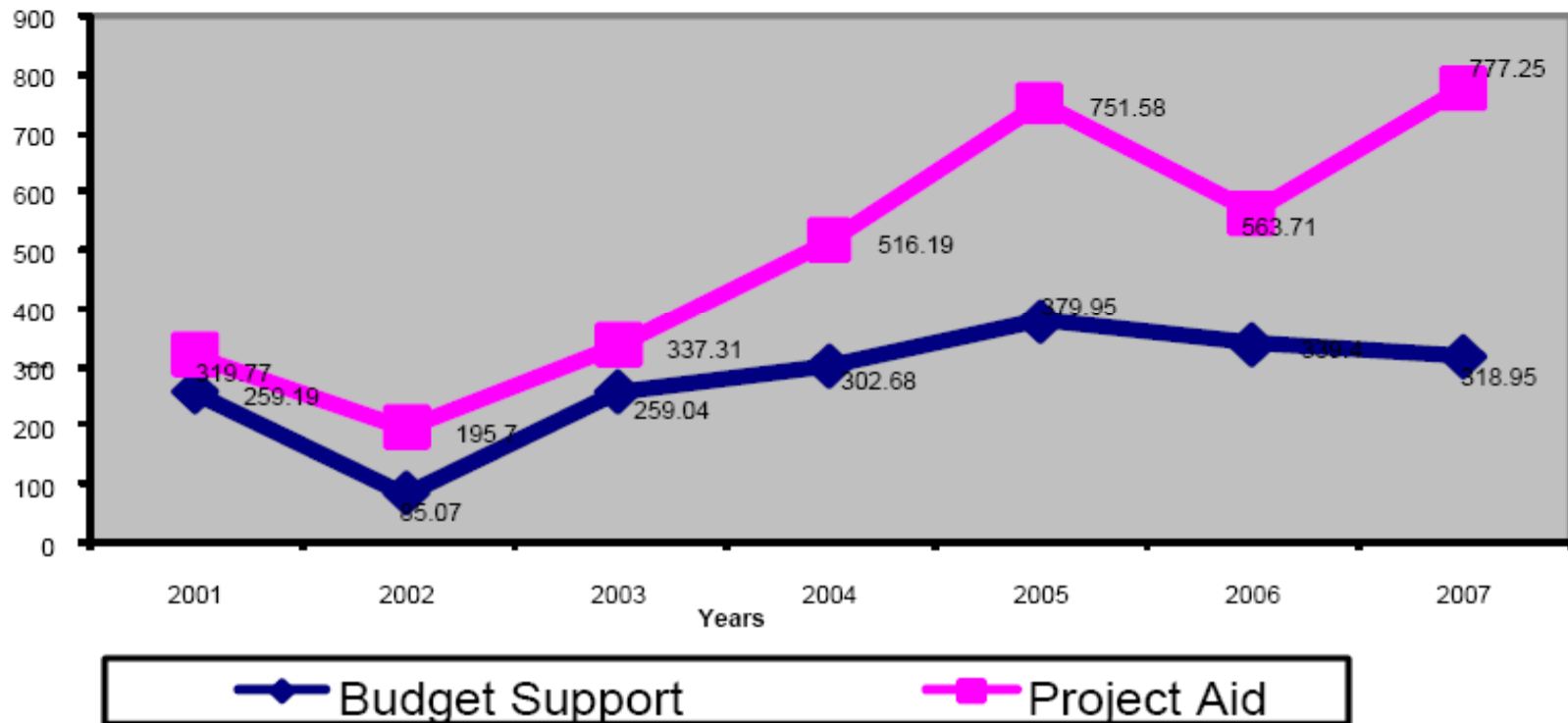
Niger	N° DP	N° Projects	Domain
2007	24	69	Budget rural sect.
2008	28	67	Budget rural sect.

Ghana	N° DP	N° Projects	Domain
2009	13	63	MoFA



Domination of the project approach

Ghana: Aid flows (2001-2007) Million \$



Adverse effects of project aid

- **Low funding predictability, sustainability and efficiency**
 - **Short term**, low guarantee of renewal, **poorly aligned** with budgetary calendars
 - Funding dedicated to **Project Management Units (PMU): 15% to 60% of total funding** in projects in Niger
- **Undermining of local capacities**
 - **PMU competing** with Government's technical services
 - **Low contribution to capacity building** in financial and administrative management
 - **Hijacking of human resources**: daily project monitoring, evaluation missions, employed by the projects
 - **'Specialisation' of the administrative authorities** to meet the procedures specific to each DP

Poorly coordinated interventions

Example of projects in Ghana's rice sector

- A **priority value chain**:
 - Going from 22% self-sufficiency in 2009 to 75% by 2015
- **13 projects** supported by DP, **not coordinated**
 - Support to the whole chain vs. production, distribution of seeds
 - Different varieties of rice promoted by the projects in the same intervention zones, mixed together during the drying process thus lowering the quality of the rice
- **Lack of a 'focal point'** within the government

Poorly coordinated interventions

Example of project support for value chains in Burkina Faso

- Government strategy: **Value chain approach**
 - Around 20 'value chains action plans', sub-financed by DPs
- **6 DP programmes** supporting value chains **with no links** between them:
 - **Poor distribution across the supported value chains** (maize and rice chains receive very little support)
 - Poor geographical distribution of value chains
 - **Different intervention strategies** in the field
 - **Poor alignment of existing strategies, coordination bodies,** etc.

Ineffective dialogue bodies

The example of Niger

Rural development / Agriculture		Food security / Nutrition	
State-DP	DP	State-DP	DP
<ul style="list-style-type: none">- State-DP dialogue bodies for rural development-14 sub-sectorial dialogue bodies- 8 dialogue bodies for each region	<ul style="list-style-type: none">- Informal meetings between the DPs and the head of rural development (DCE)	<ul style="list-style-type: none">-Dialogue framework for the national body for the prevention and management of food crises (DNPGCA)	<ul style="list-style-type: none">- UN coordination group for each theme- Sector-wide group for emergency and rehabilitation, led by FAO

Dialogue limits

- **Internal decision-making processes** by DPs are restrictive: little flexibility necessary to align interventions and procedures
- Lack of effective **thematic groups**: impede alignment and harmonisation of practices
- Limited **participation** by TFPs or is reliant on individual commitment
- Low level of **openness to civil society**, which is poorly integrated into decision making bodies
- A '**sectorised**' dialogue between rural development, agriculture, food security, nutrition, etc.

2008: an opportunity for change?

Announcements by the international community

- June 08 - July 09: **4 summits on global food security:**
 - Financial recommitment: 40 billion \$
 - Coordination of interventions in the field
 - Support for national programmes and strategies
- **Support for the CAADP process** (G8 Aquila, July 09):
 - *–“In Africa, NEPAD’s Comprehensive Africa Agriculture Development Program (CAADP) is an effective vehicle for ensuring that resources are targeted to a country’s plans and priorities.”*
 - *“We commit to provide resources – whether financial, in-kind or technical assistance – in support of CAADP and other similar regional and national plans in Africa.”*

Response to crisis

3 kinds of DP support since 2008

- Exceptional budgetary aid
- Emergency interventions
- Mid-term investments (distribution of inputs, food security projects)

Criteria for analysis:

- Support for/ Integration of national policies and programmes
- Coordination of interventions
- Sustainability and topping up of funds

Response to crisis

Exceptional budgetary support

- **Support the States** in the implementation of budgetary and fiscal measures
 - Burkina Faso: reduction of customs duties, VAT exemption (rice, oils, fuel, etc.)
 - Ghana: subsidy programme for fertilizers
- Funds **integrated into national strategies** but insufficient to cover costs
- Low **sustainability** of funds:
 - Emergency measures ... set to last
 - Ghana: disagreement between CIDA and the government on the durability of the subsidy programme for fertilizers

Response to crisis

Emergency interventions

- Implemented through:
 - **United National specialised agencies**: WFP received 10 million \$ for Niger (covers 70% of the nutrition programmes)
 - **Food aid** managed by the governments: donation equivalent to 7 million \$ by USAID in Ghana
 - **Plans** for the prevention and management of food crises: funding of 5.2 billion FCFA to the common donors' fund in Niger
 - International or national **NGOs**
- **Additional but temporary** funding

Response to crisis

Poorly coordinated investments in the medium term

- Return of agriculture to the DPs' agenda:
 - **Supporting production**: distribution of fertilizers and seeds (EU, WB, FAO, ADB, FIDA, etc.)
 - Improving people's **food security**
 - **Agricultural development** projects (e.g.: WB in Burkina)
- But:
 - Financed by **reallocating funds**
 - Emergency to the **detriment of coordination**
 - **Little connection** with national programmes
 - A '**funding race**' amongst specialised agencies

Challenge: strengthening national policies

Investing concretely in programmes

- Necessitates a change in approach by the TFPs:
 - **Specific skills**: prior capacity building
 - Specific **human and financial investment**
 - **Flexibility** and particular rhythm necessary for any learning process
 - **Repositioning** by the TFPs
 - Effective participation of the **civil society**
- From **words to actions**:
 - A waiting strategy adopted by the TFPs in countries
 - Few TFPs are actually adopting a support approach

Challenge: strengthening national policies

2 processes within country

National level

Rural development strategy (Niger, Burkina Faso)

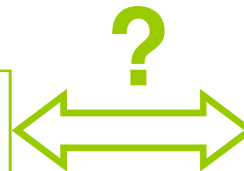
Agricultural policy (Ghana)

Sector-wide programmes SWAp

Regional level

ECOWAP/
CAADP

National agricultural investment programmes (PNIA)



Main recommendations

TFPs should:

- Move away from **implementing projects** towards concrete support for developing and implementing **sector-wide programmes**;
- Move on from the dialogue stage to **real coordination of interventions**;
- Transform financial pledges made at international level into **additional, long term, predictable funding** to strengthen ongoing national and regional processes.



Main recommendations

States should:

- Ensure active **supervision in the development and implementation of sector-wide agricultural programmes**, to be consistent with the **regional trade policy** creating a favourable environment
- Demonstrate proper **leadership in coordinating** TFP interventions
- Make agriculture and food security **real budgetary priorities**



Main recommendations

Civil society organisations should:

- **Invest in coordination**, decision-making and policy-drafting bodies for agriculture and food security;
- Ensure that **international NGOs**, as governments, deliver or commit to deliver **quality aid**.



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International

Thank you for your attention

The full study is available in English and French

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