



REPUBLIC OF BENIN



MINISTRY OF AGRICULTURE, LIVESTOCK AND FISHERIES

MINISTRY OF ECONOMY AND FINANCE

Supplementary Financing Request for the Plan

Global Agriculture and Food Security Program (GAFSP)

**Request from the Government of Benin for Financing of the
Food Production Support Project in Alibori, Borgou and
Collines Departments (PAPVI-ABC)**

June 2013

Acronyms and Abbreviations

BADEA	:	Arab Bank for Economic Development in Africa
AfDB	:	African Development Bank
ADF	:	African Development Fund
AFD	:	French Development Agency
DANA	:	Directorate for Food and Applied Nutrition
DGAE	:	General Directorate for Economic Affairs
DPP	:	Directorate of Programming and Forecasting
DRFM	:	Directorate for Financial and Material Resources
EMICoV	:	Integrated Modular Survey on Household Living Conditions
EU	:	European Union
FADEC	:	Support Fund for Communal Development
FAO	:	Food and Agricultural Organization
GAFSP	:	Global Agriculture and Food Security Program
GIZ	:	German Technical Cooperation
IFAD	:	International Fund for Agricultural Development
IFPRI	:	International Food Policy Research Institute
INSAE	:	National Institute of Statistics and Economic Analysis
IsDB	:	Islamic Development Bank
MAEP	:	Ministry of Agriculture, Livestock and Fisheries
MDG	:	Millennium Development Goals
NEPAD	:	New Partnership for Africa's Development
PASCIB	:	Platform of Civil Society Stakeholders in Benin
PIA	:	Agricultural Investment Plan
PNIA	:	National Agricultural Investment Programme
PNOPPA	:	National Platform of Farmers' Organisations and Farmers
PSRSA	:	Strategic Plan for Agricultural Sector Revival
PUASA	:	Emergency Food Security Support Programme
SCRP	:	National Growth Strategy for Poverty Reduction
UNDP	:	United Nations Development Programme
WADB	:	West African Development Bank

TABLE OF CONTENTS

Page

Acronyms and Abbreviations, Table of Contents, List of Annexes.....i-ii

PART 1 SUMMARY OF OVERALL AGRICULTURE AND FOOD SECURITY1

STRATEGY AND ASSOCIATED INVESTMENT PLAN1

1.1 Objectives, Indicators and past performance1

1.2 Key elements of the policy environment.....3

1.3 Plan components to achieve the objectives4

1.4 Planned composition and level of spending to implement the components.....5

1.5 Financing sources and gaps.....6

1.6 Process by which the strategy and investment plan were developed.....7

1.7 Implementation Arrangements and Capacity to implement.....7

PART 2 SPECIFIC PROPOSAL FOR GAFSP FINANCING.....9

2.1 Specific Objectives, Expected Results and Target Beneficiaries.....9

2.2 Activities to be Financed.....14

2.3 Implementation Arrangements18

2.4 Amount of Financing Requested.....19

2.5 Preferred supervising entity and Government team21

2.6 Time frame of proposed support21

2.7 Risks and risk Management21

2.8 Consultation with local stakeholders and development partners22

CONCLUSION.....23

ANNEXES

- Annex 1 : GAFSP-Benin Programme Logical Framework Matrix
- Annex 2 : Link Between CAADP Pillars and Agricultural Investment Plan (AIP) Programmes
- Annex 3 : Implementation Status of the Recommendations of the Independent Agricultural Investment Plan (AIP) 2011-2015 Technical Review
- Annex 4 : List of People Involved in the Preparation of the GAFSP Proposal

PART 1 SUMMARY OF OVERALL AGRICULTURE AND FOOD SECURITY STRATEGY AND ASSOCIATED INVESTMENT PLAN

1.1 Objectives, Indicators and past performance

1.1.1 Benin is one of the world's least developed countries and was ranked 166th out of 187 countries under the 2012 Human Development Index (HDI)¹. According to EMICoV 2010, its incidence of poverty as measured by the USD 1-per-day line (percentage of the population living on less than USD 1 per day), was 40.8% nation-wide in 2009. The level was higher in rural (51.8%) than urban areas (24%). According to the same source, the poverty gap in 2009 was 0.104 national-wide - 0.116 in rural areas and 0.085 in urban areas.

1.1.2 As regards its nutritional situation, more than 60% of women aged 15 to 49 years suffer from anaemia and 10% of them are underweight, according to the Global Analysis of Vulnerability, Food Security and Nutrition report (AGVSAN 2009). Over the last five years, an average 23% of children under-five have been underweight, meaning that progress towards attainment of the first millennium development goal is inadequate. Body mass index (BMI) analysis shows that 18.5% of women aged 15 to 49 are emaciated and 16% severely so. According to EMICoV 2010 Survey results, the proportion of the population that does not attain the daily minimum calorie intake of 2,400 kcal/day rose from 23.1% in 2007 to 26.5% in 2009.

1.1.3 The agricultural sector employs 48% of the labour force, contributes over 36% to gross domestic product (GDP) formation and generates over 80% of export earnings. Food crop production (sorghum, maize, rice, etc.) covers more than 80% of national food needs, but is still fraught with constraints that create food insecurity. Despite Benin's enormous hydro-agricultural potential (over 205,000 hectares of mud plains and 117,000 hectares of floodplains), the agricultural sector is plagued by low productivity that generates high poverty in rural areas.

1.1.4 With a view to achieving the Millennium Development Goals (MDGs), Benin adopted a Poverty Reduction Strategy in 2011 outlined in a document titled National Growth Strategy for Poverty Reduction (SCRIP 2011-2015).

1.1.5 In 2002, Benin joined the New Partnership for Africa's Development (NEPAD) with its Comprehensive Africa Agriculture Development Programme (CAADP) whose main objective is to speed up agricultural growth, reduce poverty and ensure food and nutritional security by 2015. To that end, a Strategic Plan for Agricultural Sector Revival (PSRSA) was adopted and served as a basis for the National Agricultural Investment Plan (PNIA). The PSRSA and PNIA were prepared with the participation of all agricultural sector stakeholders.

1.1.6 This request is submitted with the aim of improving food and nutritional security in Benin, and participating in the implementation of the priority Agricultural Investment Plan (PIA 2011-2015) that resulted from Benin's PNIA.

1.1.7 The PNIA, which is the PSRSA implementation instrument, was designed through a participatory approach and prepared with ECOWAS and NEPAD support. Its objective is to boost Benin's agricultural performance so that the country can ensure sustainable food security for the population and contribute to national economic and social development. This is equally the objective of the PIA. The PNIA is estimated to cost CFAF 1,808.9 billion and seeks to attain production targets with an agricultural growth rate of 9% by 2020.

¹ Human Development Index: 2012 rankings – 2013 Human Development Report (UNDP)

1.1.8 To execute its statutory functions of sector coordination, organisation, control and regulation, the Ministry of Agriculture, Livestock and Fisheries (MAEP) strengthened its staffing level in 2007 by recruiting 1,905 employees of all categories. Current human resources, including staff from other ministries involved in the agricultural sector, farmers' organisations, commercial private sector stakeholders and chambers of commerce and industry will provide the necessary capacity for PNIA implementation, in terms of quantity and quality. They will be supplemented by special staff tasked with the execution of PNIA projects.

1.1.9 PNIA retained the promotion of thirteen priority crop sectors, namely: rice, maize, cassava, yam, vegetables (tomato, onion, pepper, okro, carrot), pineapple, oil palm, cotton, cashew, meat, eggs, milk and fish/shrimps. The specific PNIA indicators are as follows:

- Reduce the proportion of Benin's population suffering from hunger and malnutrition from 33% in 2009 to 15% by 2015;
- Reduce the absolute number of poor people from 2,811,500 in 2009 to 1,278,000 in 2015;
- Increase annual agricultural growth from 4.17% in 2009 to 6% in 2015; and
- Raise the volume of agricultural exports by 50% from 490,476 tonnes in 2009 to 736,000 tonnes in 2015.

1.1.10 The PIA lays emphasis on priority productive structuring investments for the agricultural sector that inject a sustainable productive dynamism into Benin's agriculture and consolidate food and nutritional security. The performance indicators of Benin's PIA 2011-2015 are summed up in the table below:

Table 1
PIA 2011-2015 Performance Indicators

No.	Indicator	2010 Benchmarks	2015 Targets
1	Agricultural GDP in constant 1985 CFAF billion	438	550
2	Incidence of poverty	40.8%	30%
3	Percentage of the population living below the minimum energy consumption level	35%	15%
4	Percentage of the population living below the minimum protein consumption level	40%	20%
5	Percentage of <i>communes</i> with a positive food balance	57%	78%
6	Contribution of the main crop sectors (rice, maize, cashew, cotton, pineapple) to agricultural GDP	43%	68%

1.1.11 The main crops in Benin's agricultural sector experienced growth over the last two years. Cereals grew by 17% from 2010 to 2011, roots and tubers by 5% while total leguminous crop output surged by 53.6%. However, a few crops experienced a decline. Vegetables, for instance, fell by approximately 8% from 2010 to 2011, while total cash crop production dropped by 20%. Meanwhile, animal products (meat, milk and eggs) went up by 3% from 2010 to 2011 while fishery production declined by 2.4% compared to 2010.

1.1.12 As concerns food needs coverage, the plant products coverage ratio dropped by 1.6 points compared to 2010. The animal protein needs of the population inched up by 0.9 points, but a national supply deficit remains that is offset by various imports. The population's fish product coverage ratio increased by 1.13 points compared to 2010 with production generated essentially through inland fishing.

1.1.13 In general, however, Benin's agricultural production grew by approximately 5% compared to 0.6% in 2010 for all plant products. Nevertheless, the population's food needs remain unsatisfied. All the above shows that efforts made to ensure that the food needs coverage ratio rises in tandem with the population growth rate are still inadequate.

1.1.14 At the national level, agricultural sector contribution to GDP has grown steadily over the past five years and at a constant rate between 2009 and 2010. It rose from 31.3% in 2007 to 32.8% in 2011, representing a growth rate of 1.05% over the last five years. Despite this increase, substantial efforts should be made to ensure that Benin's population enjoys food security and a wholesome and balanced diet.

1.2 Key elements of the policy environment

1.2.1 For almost two decades, Benin has embarked on a comprehensive multiparty democratization process that guarantees individual and collective freedoms. In compliance with the constitution, political power has regularly changed hands and countervailing institutions such as the National Assembly, the Constitutional Court, the Supreme Audiovisual and Communication Authority, the Economic and Social Council and the High Court of Justice have been set up. Civil society organisations ensure the implementation of good governance. Emphasis has been laid on financial governance by ensuring capacity-building for the various corps and enforcing control actions through the creation of a Chamber of Accounts, a General Inspectorate of Finance, a General State Inspectorate and a Public Contracts Regulatory Authority.

1.2.2 The State is gradually divesting from production and marketing activities to focus on its statutory duties of organisation, regulation, coordination and control of socio-economic development actions. Efforts have been made to improve the business climate and create an enabling environment for private sector development in compliance with sub-regional (ECOWAS), regional (NEPAD) and international (WTO) agreements. To that end, the following regional and international trade measures were implemented: (i) streamlining domestic trade, while ensuring fair competition, updating legislative and statutory instruments governing trade and enhancing local and communal markets with a view to transforming them into growth poles; (ii) promoting metrology as well as product and service standards and quality to ensure better control of product traceability, further combat counterfeiting and build consumer confidence in products sold by enterprises; (iii) eliminating all hurdles and obstacles to the free movement of goods by reducing the number of roadblocks that do not contribute to security nationally or with neighbouring countries, in accordance with regional agreements; (iv) boosting corporate competitiveness to benefit from multilateral trade by developing basic infrastructure, promoting information and communication technologies (ICTs), and ensuring the construction of appropriate modern storage and conservation facilities; (v) adapting the corporate tax system to sub-regional and regional contexts and agreements to attract more investments; (vi) effective application of the Common External Tariff (CET) as a WAEMU member; and (vii) improving judicial system performance through far-ranging reforms to make it fair for all. These measures seek to ensure the quality and traceability of agricultural products and to promote the creation of small- and medium-size enterprises that process agricultural produce to create value-added and obtain more competitive products, thus ensuring the profitability of agricultural sector investments.

1.2.3 In addition to the law instituting the Rural Land Tenure Plan (PFR) as the main mechanism for rural land tenure security, the Government of Benin also had the National Assembly adopt the Lands Code on 14 January 2013, in a bid to protect agricultural sector investments. The growing land tenure insecurity stems from the lack of reliable and indefeasible title deeds, and the absence of graphs and registers containing an inventory of all landed property and landowners. From the institutional standpoint, this Code creates local land management organs that are the main decision-

making mechanisms for decentralized local councils in this domain. It provides a legislative means for addressing modern land and land tenure management challenges in Benin. The Lands Code, together with the Family Code, will facilitate access to farmland for disadvantaged groups, particularly women and the youth, and enable the private sector to invest on secured land.

1.2.4 The supply of inputs to farmers is the responsibility of private economic operators, with the State playing a control and regulatory role. Private input importers and distributors will receive technical and regulatory assistance from the State to organize the import and distribution of fertilizer and insecticides to project beneficiaries for food crop production. Hence, a consultative framework will be established between private stakeholders and the State for the importation and distribution of inputs. As concerns agricultural input procurement on credit by small food-crop farmers, it should be noted that the interesting warranty experiences of certain NGOs such as Care International and the International Fertiliser Development Center (IFDC) will be replicated.

1.2.5 Furthermore, Benin embarked on a decentralisation process from 1999 that led to the creation of regional and local authorities, including *communes*, and the effective delegation of certain powers.

1.3 Plan components to achieve the objectives

1.3.1 To achieve PIA objectives, four framework programmes were retained, namely: (i) the "Agricultural Development" Programme; (ii) the "Livestock Development" Programme; (iii) the "Fisheries and Fish Farming Development" Programme; and (iv) the "Agricultural Sector Administration and Management" Programme. The components and activities of these programmes are aligned on CAADP pillars as explained in Annex 2.

1.3.2 The harmonious implementation of these four programmes will lead to the achievement of two specific PIA objectives in Benin. Aligning technical and financial partners on national priorities and principles, harmonizing aid and establishing synergy between the various agricultural sector operations are the pending challenges for which a sector programme approach is envisaged in the long term. Nevertheless, a few obstacles remain. These include: (i) the effective implementation of institutional and organisational reforms at the Ministry of Agriculture, Livestock and Fisheries in keeping with PNIA requirements; (ii) elimination of bottlenecks in the public procurement process; (iii) mobilisation of appropriate resources for the financing of agriculture, limited technical capacity and management of farmers' organisations and farmers; and (iv) limited involvement of the commercial private sector in agricultural sector financing.

1.3.3 To address these obstacles, the Ministry of Agriculture, Livestock and Fisheries (MAEP) proposed a new organisational framework adapted to the efficient implementation of PNIA. This organizational framework is being reviewed by the Government for adoption. Similarly, the responsibility of ministries in procurement procedures was increased by expanding their powers in accordance with the type of contract and instituting *ex poste* control of budget spending to guarantee transparency in public finance management. Consultative frameworks for stepping up dialogue with technical and financial partners and the private sector have been established to raise external resources and ensure greater private sector involvement in agricultural sector financing.

PIA Framework Programmes

1.3.4 "*Agricultural Development*" Programme: This programme seeks to promote the development of crop sub-sectors through diversification and intensification of maize, rice, cassava, yam, vegetables, pineapple, cashew, cotton and oil palm production. Its general objective is to

ensure the population's food and nutritional security as regards foodcrops and boost export volume and earnings. This general objective is broken down into two specific objectives as follows: (i) increase food production levels by cutting production costs while adapting farming systems to the socio-economic context; and (ii) ensure the emergence of profitable food crop sub-sectors in increase the country's foreign exchange earnings. According to the PIA, cereal production (maize and rice) should gradually rise by an average of 150,000 tonnes per year to reach 2,285,000 tonnes in 2015, and vegetable production should increase by 31% from 2011 to 2015.

1.3.5 *"Livestock Development" Programme*: The programme seeks to enhance the adaptation of breeding techniques for short-cycle animals (poultry, rabbit, pigs and small ruminants), cattle, game in captive breeding and non-traditional small-scale stockbreeding to the socio-economic context, and raise meat production levels by cutting production costs.

1.3.6 *"Fishery and Fish Farming Development" Programme*: This programme entails improving the coverage of food and nutritional needs by fishery products.

1.3.7 *"Agricultural Sector Administration and Management" Programme*: The objective is to improve the institutional, financial, legal and political environments to create the necessary conditions that render agriculture, stockbreeding, fisheries and fish farming attractive and competitive.

1.4 Planned composition and level of spending to implement the components

1.4.1 The total cost of the Agricultural Investment Plan for 2011-2015 is estimated at CFAF 491.249 billion, representing an average of CFAF 81.875 billion per year. The sum of CFAF 432.3 billion, or 88% of this total cost, will be contributed by the State, meaning that public revenue averaging CFAF 72.05 billion will have to be raised each year. It should be noted that direct public budget allocations to the agricultural sector average CFAF 52 billion per year over the last six years. Financing mechanisms such as the Agricultural Bank and the National Agricultural Development Fund (FNDA) will be established and made operational. A summary of projected PIA programme investments is presented in the table below:

Table 2
Total Cost of the Agricultural Investment Plan

Programmes	Amount (in CFAF million)
I. Agricultural Development Programme	255.090
II. Livestock Development Programme	3.387
III. Fishery and Fish Farming Development Programme	13.324
IV. Cross-cutting Actions	219.448
TOTAL (in CFAF million)	491.249

1.4.2 *Public Spending Trends in Agriculture*: Public spending on the agricultural sector for 2006-2012 reached 9.5% (see Table 3 below), reflecting the priority the Government has given to this sector. To increase the consumption of agricultural sector allocations, the Government adopted several measures, including: (i) the effective involvement of local councils in the financing of agricultural investments; (ii) the application of *ex poste* expenditure control procedures that hold sector credit managers to greater accountability; and (iii) improvements in procurement procedures.

1.4.3 Public spending trends in the agricultural sector are summed up as follows:

Table 3
Trends in Public Spending on Agriculture

Year	2006 (Expenditure)	2007 (Expenditure)	2008 (Expenditure)	2009 (Expenditure)	2010 (Expenditure)	2011 (Expenditure)	2012 (Expenditure)	2013 (Budget allocation)
Total agricultural budget (CFAF million)	55 130.0	67 234.5	110 496.8	88 841.1	76 008.2	78 723	85 639	112 345.3
Share of the General State Budget allocated to the agricultural sector (as %)	9.52	8.71	11.24	10.16	8.77	8.84	9.53	10.76

Source: MDAEP/DGIFD/DIP – 2013

1.4.4 This situation covers direct financing of agricultural production (crop, livestock and fishery production), farm-to-market roads, forests, electrification and water supply for small-scale agricultural processing, farm credits and Government subsidies to the agricultural sector.

1.5 Financing sources and gaps

1.5.1 Apart from financing from the State's domestic resources, the commitments of the various technical and financial partners to Benin's agricultural sector per programme for 2011-2015 are as follows:

Table 4
2011-2015 Commitments for Each PIA Framework Programme and by Financing Source(in CFAF million)

Sources of Financing	Agricultural Development Programme	Livestock Development Programme	Fishery and Fish Farming Development Programme	Agricultural Sector Administration and Management Programme	TOTAL
French Development Agency (AFD)	1278	-	-	-	1278
African Development Bank (AfDB)	16421	17565	4900	-	38886
Arab Bank for Economic Development in Africa (BADEA)	2684	-	-	-	2684
Islamic Development Bank (IsDB)	8416	-	-	-	8416
World Bank	22000	-	-	-	22000
West African Development Bank (WADB)	15500	-	-	-	15500
Belgian Technical Cooperation (CTB)	6500			8196	14696
Dutch Technical Cooperation	1194	-	-	-	1194
Japanese Technical Cooperation (JICA)	300	-	-	-	300
German Technical Cooperation (GIZ and KFW)	9869	-	-	-	9869
International Fund for Agricultural Development (IFAD).	8435	-	500	-	8935
European Union (EU)	5000	-	-	16900	21900
TOTAL	97597	17765	5400	25096	145658

1.5.2 The financial situation for each PIA 2011-2015 framework programme is summed up in the table below, which shows a gap of over CFAF 140 billion.

Table 5
PIA Breakdown per Component (in CFAF million)

Component	Total Needs	Available			Gap
		Domestic Resources	Private Sector	External Resources	
Agricultural Development Programme	255 090	81 726	38 350	97 597	37 417
Livestock Development Programme	3 387	550	16 235	17 565	-
Fishery and Fish Farming Development Programme	13 324	896	4 365	5 400	2 663
Agricultural Sector Administration and Management Programme	219 448	93 115	0	25 096	101 237
TOTAL	491 249	176 287	58 950	145 658	141 317

1.6 Process by which the strategy and investment plan were developed

1.6.1 In 2007, Benin started drafting its PNIA, which is inspired by agricultural policies designed at the continental level under the Comprehensive Africa Agriculture Development Programme (CAADP) implemented at the regional level under the ECOWAS Agricultural Policy (ECOWAP).

1.6.2 True to the principles of ownership and accountability, this process was iterative and largely participatory with the involvement of all agricultural sector stakeholders. It was conducted through the following stages: (i) agricultural sector assessment; (ii) simulation exercises based on PNIA quantitative objectives; (iii) organisation of a PNIA Roundtable on 15 and 16 October 2009 in Cotonou that led to a stakeholder consensus on the strategic options of agricultural development and their investment implications, reflected in the adoption of a pact signed by farmers' organisations, civil society, the private sector, development partners and the government regarding actions to be executed to ensure successful PNIA implementation.

1.6.3 The PIA was prepared in 2010 by a technical group composed of representatives appointed from each category of agricultural sector stakeholders (National Chamber of Agriculture in Benin (CNAB), Platform of Farmers' and Agricultural Producers' Organisations (PNOPPA), Chamber of Commerce and Industry of Benin (CCIB), Employers' Associations, Local Councils, Platform of Civil Society Organisations (PASCIB), through a participatory approach. This document, which was improved by the technical group with the support of ECOWAS experts, was disseminated to the various agricultural sector stakeholders. After finalization, it was subjected to an independent technical review in September 2010 and a high-level business meeting on 7 and 7 June 2011 in Cotonou. The implementation status of the technical review recommendations is presented in Annex 3.

1.7 Implementation Arrangements and Capacity to implement

1.7.1 From 2004, Benin's Ministry of Agriculture, Livestock and Fisheries joined the Poverty Reduction Support Credit (PRSC) programme and adopted the programme-budgets approach as its mode of programming. Budgeting is based on a triennial year-on-year Medium-Term Expenditure Framework (MTEF) and contingent on State revenue as well as national and sector priorities.

1.7.2 From the strategic standpoint, the institutional framework for PNIA and PIA implementation revolves around the National Guidance and Monitoring Council (CNOS), the organ that guides and regulates the national agricultural sector development policy. It is chaired by the

President of the Republic and composed of 25 members, including 10 ministries, the Benin Chamber of Agriculture, the Benin Chamber of Commerce and Industry, the National Employers' Council of Benin, the Union of Inter-departmental Trade Chambers (UCIMB), the Association of Banking and Financial Institution Experts (APBEF), the National Platform of Farmers and Agricultural Producers' Association (PNOPPA), the National Association of the Communes of Benin (ANCB) and the Platform of Civil Society Stakeholders in Benin (PASCIB). The decree setting up the above bodies was adopted by the Government on 29 February 2012. A public-private partnership formalised through a framework agreement, was specially established to encourage the private sector to invest and participate actively in the agricultural sector. This public-private partnership will be based on constant dialogue and consultation among different groups of institutional stakeholders and various categories of stakeholders. It is equally essential to ensure the involvement of each and everyone in the implementation of the PIA and even Benin's agricultural policy.

1.7.3 CNOS is supported at the decentralized level by the Regional Monitoring Councils (CRS) and Communal Monitoring Councils (CCS). These organs have decision-making autonomy and provide reasoned opinions on all issues related to agricultural sector policies and strategies.

PART 2 SPECIFIC PROPOSAL FOR GAFSP FINANCING

2.0 Background

2.0.1 According to the results of the EMICoV survey, in 2007, about 37.4% of the population of Benin live below the poverty line, with 39% in rural areas and to 35% in urban areas. Even if the gap between rural and urban areas is narrowing, rural areas continue to be the most affected by poverty in Benin. From 2009 to 2011, the situation of the poor has worsened. The proportion of the population with less than a dollar a day increased from 40.8% in 2009 to 53.9% in 2011. The income poverty incidence rate has increased from 35.2% in 2009 to 36.2% in 2011.

2.0.2 Almost 8 children under 5 years old out of 10 are anaemic. The nutritional situation of women is also worrying, because more than 6 women of 15-49 years out of 10 are anaemic. The coverage of the daily needs in energy does not exceed, for more than quarter of the Benin population, 1300 kilocalories instead of 2400, necessary minimum for an average adult of 65kg for an active life. The undernourishment and the malnutrition which result from this as well as their consequences of chronic or disabling diseases, lack of resistance to physical effort, high rate of maternal and infant-youth mortality reveal structural food and nutritional insecurity prevailing since several years.

2.0.3 This project is consistent with the Government's strategic agricultural sector priorities and falls under the implementation of priority activities of the agricultural development programme (crop production) and the crosscutting actions of Benin's priority agricultural investment plan for 2011-2015. It focuses on the development of food crop sub-sectors (rice, maize and vegetables) that drive the type of sector growth likely to promote food and nutritional security, and combat poverty. The project will develop specific activities for disadvantaged groups, namely women and the youth, in the areas of rice and vegetable production, as well as the processing and marketing of agricultural produce. Thanks to structuring investments in agriculture, project implementation will yield a sustainable improvement in food crop productivity, restore food and nutritional security to cotton-growing areas and improve household income. It will also enable Benin to reduce its food bill for rice and contribute to the regional cereal balance.

2.1 Specific Objectives, Expected Results and Target Beneficiaries

General Objective of PAPVI-ABC

2.1.1 The general objective of PAPVI-ABC is to help improve food and nutrition security, and reduce poverty at the national level and particularly in the project area.

Specific objective

2.1.2 The specific objective of the project is to stimulate sustainable food crop production in Alibori, Borgou and Collines Departments through improved productivity, climate change resilience, sustainable management of agricultural natural resources and reduction of gender imbalance to enhance food and nutritional security and improve the income of poor households in the project area.

Expected Results

2.1.3 The expected results are: (i) an increase in cereal and vegetable production in the project area; (ii) a significant reduction in post-harvest losses, thus improving food supply; (iii) dissemination and adoption of appropriate measures for sustainable management of agricultural natural resources (water and soils); (iv) improvement of the income of small farmers and rural women in the project area; and (v) consolidation of viable economic initiatives. While respecting environmental and social protection norms, the project will improve food supply and accessibility by: (a) developing and disseminating appropriate techniques for the sustainable management of soil fertility and agricultural water control; (b) improving storage/conservation and processing facilities, and opening-up access to farming areas; (c) increasing the yield and output of the various selected food crops; and (d) strengthening the food crop distribution and marketing system. The project's logical framework matrix is presented in Annex 1.

2.1.4 Additional production expected from the project for 2014-2018, in terms of surface area targeted by various forms of assistance and average yields in intensive farming, are estimated as follows:

Table 6
Additional Production Trends over 5 Years

No.	Crops	Description	Years				
			Year 1	Year 2	Year 3	Year 4	Year 5
1	Maize	Surface area (in hectares)	50 000	50 000	50 000	50 000	50 000
		Yield (in tonnes/ per hectare)	1.5	1.8	2	2.2	2.5
		Expected output (in tonnes)	75 000	90 000	100 000	110 000	125 000
2	Rice	Surface area (in hectares)	10 000	10 000	10 000	10 000	10 000
		Yield (in tonnes/ per hectare)	3.5	3.8	4.0	4.5	5.0
		Expected output (in tonnes)	35 000	38 000	40 000	45 000	50 000
3	Vegetables (pepper, onion, tomato and carrot)	Surface area (in hectares)	4 500	4 500	4 500	4 500	4 500
		Yield (in tonnes/ per hectare)	4.0	5.5	7.0	10.0	12.0
		Expected output (in tonnes)	18 000	24 750	31 500	45 000	54 000

2.1.5 The project lays special emphasis on the construction of community farming infrastructure such as irrigation schemes, roads and decentralized community storage facilities that fall within the framework of government support/assistance to grassroots farmers. It will make priority productive structuring investments under Benin's PIA 2011-2015 and ensure ecological sustainability and adaptation to climate change (floods, global warming, disruption of seasons). Moreover, it perfectly reflects the attainment of Benin's first specific PNIA objective, which is to "contribute to growth and food security through efficient production and sustainable farm management". That is why Benin has resorted to public financing under the GAFSP Fund to finance the programme.

2.1.6 The Project seeks to create the conditions needed to stimulate food production in Benin and ensure its stability through rational and optimal development of the country's potential to cover its food needs, while taking account of cereal exports to hinterland countries (Niger, Burkina Faso,

Mali, etc.) in compliance with regional and sub-regional agreements and conventions that lay emphasis on the free movement of goods and persons. Hence, it is very important to bear in mind that food crises in these countries have a direct impact on Benin's food situation because of the high volume of informal crossborder trade in food products. A significant increase in food production in Benin will obviously improve the sub-region's general food situation.

Crop Sectors Retained

2.1.7 Given the possibility of obtaining short-term results, the Government's development policies and on-going actions, the project will support the development of priority food crops retained under the PIA's Agricultural Development Programme (crop production). Hence, priority food crop sectors, namely cereals (maize, rice) and vegetables have been selected. .

2.1.8 This choice stems from the Government's stated resolve to offset the fairly large deficit in the coverage of national consumption needs for rice – estimated at 53% or over 100,000 tonnes (c.f National Strategy Paper for Rice-farming Development in Benin) – and vegetable products that swell Benin's food bill. Similarly, it is necessary to make up the deficit generated by informal exports of maize (a major food staple in Benin) to neighbouring countries like Niger, Burkina Faso and Nigeria.

2.1.9 It should be noted that rice farming is supported by a National Rice-farming Development Strategy discussed and adopted by various partners. Its objective is to achieve an annual output of 385,000 tonnes of white rice from 2015 to satisfy domestic needs and generate a surplus for trade. Specifically, this will entail: (i) adopting rice varieties that are better adapted to local conditions by capitalizing on the achievements of the Nerica Rice Distribution Project promoted by the Africa Rice Center; (ii) facilitating access to quality inputs; (iii) supporting farmers in the development of rice-farming sites; and (iv) creating the required post-harvest conditions to ensure availability of more good quality local rice on the various markets.

2.1.10 The activities in these crop sectors will facilitate outreach to the greatest number of poor households, especially disadvantaged groups such as women, children under five and the youth; strengthen food and nutritional security; reduce the national food bill; and raise the income of poor farm households.

2.1.11 Given the food habits in Benin and the energy and protein content of foods consumed by high-risk households, grain legumes will also be retained to improve the soil regeneration and conservation system.

2.1.12 Considering the surface area to be planted with improved seeds, enhanced with fertilizer and supported through agricultural guidance (agricultural extension), the crops to be developed will cover a total of 64,500 hectares. In all, 70,000 small farmers will benefit from the initiative. The spatial distribution will be as follows:

- Maize development will affect 33,000 farmers on 50,000 ha of land in 3 departments of the project area, representing an average of 1.5 hectares per farmer who is a direct beneficiary;
- Rice farming will be intensified through 19,000 farmers on 10,000 ha; over 50% of the project's rice farmers will be women and the youth who will also be engaged in parboiling, hulling and primary marketing of the crop, representing an average of 0.5 hectares per farmer who is a direct beneficiary;

- Vegetable farming will be promoted for 18,000 farmers over 4,500 ha; over 50% of vegetable farmers supported will be women, representing on average 0.25 hectares per farmer who is a direct beneficiary. Vegetable gardens will be created using various development options (wells, ponds, mini-elevated water tanks, mini-boreholes with PVC tubing, motor pumps, etc.), depending on the configuration of the various sites.

Project Area

2.1.13 Benin currently has 12 (twelve) Departments, namely: Atacora, Donga, Atlantique, Littoral, Alibori, Borgou, Collines, Zou, Couffo, Mono, Ouémé and Plateaux. According to the report of the global analysis of vulnerability, food security and nutrition (AGVSAN 2009), household food insecurity represent 12% or 972.000 persons at the national level. In addition, 1.048.000 individuals are considered at risk of food insecurity or 13.2% of the population. The proportion of people estimated to be food insecure in rural areas (710,000) is two times greater than that of cities (262,000). Considering the selected food crops and taking into account the fact that the departments of Atacora, Donga, Mono and the Couffo were already benefiting from the interventions of the Belgian Cooperation, it was decided to focus on the departments of Borgou and Collines. The Department of Alibori is also targeted as it represents the gateway to the sahel region due to its border with Niger and as one of the Department with the highest number of households whose members migrated (93%). Thus, the project will focus its activities on the cotton-growing departments of Alibori, Borgou and Collines, tapping their potential to the fullest to grow food crops alongside cotton and halt the deterioration in the nutritional status of households and the decline in their purchasing power.

2.1.14 These three departments have high agricultural potential but are undermined by food insecurity and poverty generated by food deficit caused by cotton production, informal food exports to neighbouring countries and the impact of climate change. The Directorate of Programming and Forecasting (DPP) will develop synergy between this project and Benin's Agricultural Productivity and Diversification Project (PADA) supported by the World Bank on maize and rice. It will also draw on the experience of other projects such as the Crop Sector Support Facility in Mono and Couffo Departments (FAFA) financed by Belgian Cooperation; the Rural Economic Growth Support Project (PACER) financed by the International Fund for Agricultural Development (IFAD) and the West African Development Bank (WADB) on vegetable and rice farming; ProAgri in the Departments of Atacora and Donga financed by GIZ; and the Emergency Food Security Support Programme (PUASA) and the Valley Development for Agricultural Diversification Project (PDAVV) financed by the Government of Benin.

Target Beneficiaries

2.1.15 Project beneficiaries are about 70,000 small farmers with farm sizes of 1 to 5 hectares out of which 29,000 are women (more than 40%). The project will support them on maize farms of 0.5 to 2 ha, rice farms of 0.25 to 0.5 ha and vegetable farms that will all serve as demonstration farms for disseminating improved and innovative farming techniques. Special attention will be paid to disadvantaged groups (women and the youth) in terms of food security and poverty.

2.1.16 The producers supported by the project (70,000 persons) will benefit from agricultural guidance and close supervision. Taking into account the PIA production targets, observed yields in rural areas and the surface areas to be covered, their distribution by food crop sector and by department is as follows:

Table 7
Number of Direct Beneficiaries per Food Crop

Departments	Alibori			Borgou			Collines			Total		
	M	W	T	M	W	T	M	W	T	M	W	T
Food crop												
Maize	7000	3000	10000	8000	5000	13000	6000	4000	10000	21000	12000	33000
Rice	5000	2000	7000	4000	2000	6000	4000	2000	6000	13000	6000	19000
Vegetables	3000	4000	7000	2000	4000	6000	2000	3000	5000	7000	11000	18000
Total	15000	9000	24000	14000	11000	25000	12000	9000	21000	41000	29000	70000

M = Men W = Women T = Total

2.1.17 Project beneficiaries will be selected in close consultation with the Network of Chambers of Agriculture of Benin and the National Platform of Farmers' and Agricultural Producers' Organisations of Benin, focusing on small farmers, especially women and the youth. The project will primarily target the most disadvantaged of the "new poor" by helping them to raise food security levels for themselves and their families. These will be: female family heads (widows, divorced women, etc.) capable and ready to engage in small-scale family farming, small farmers who have suffered complete or partial loss of assets, and long-term unemployed persons interested in small-scale family farming. The beneficiaries will be selected based on socio-economic criteria which include family composition (number of dependents, children, school-goers, disabled persons, patients with chronic diseases or aged persons), income, assets, etc. Attention will also be paid to the beneficiary's suitability for a specific production activity, depending on acquired experience, potential and ability to appropriately manage the retained production activity. This system will lead to the establishment of a table showing the vulnerability level of each potential beneficiary, taking into account their recuperation potential. Ultimately, this will facilitate the objective selection of final beneficiaries, taking into account the location of the community infrastructure to be constructed.

2.1.18 **Gender:** The Government's determination to address women's concerns was translated into Benin's policy and macroeconomic guidelines. The Strategic Plan for Agricultural Sector Revival (PSRSA) and the Agricultural Sector Gender Action Plan for 2012-2015 consider the gender dimension as a major cross-cutting pillar in MAEP activities. Under this framework, the project will use targeted training sessions to build the capacity of MAEP and its decentralized services on gender issues.

2.1.19 The project will focus on potential income-generating rural activities generally preferred by women and for which they have recognised know-how (vegetable farming, rice farming, processing activities, marketing, etc.). On the whole, the project will create enabling conditions for the employment of the women and youth who will be trained on nutrition. It will also initiate affirmative action in favour of women and disadvantaged groups wherever local traditions tend to exclude them from decision-making mechanisms or certain benefits. The project will especially ensure that women are included in initiatives promoting access to developed land, the organisation and management of new infrastructure, training and new production tools. Specific support will be provided to farmers' organisations in the areas of collective marketing, bulk purchase of inputs, how to operate within an association and the financial management of organisations. Close monitoring will be conducted to ensure their equal participation in the management and in benefits that include access to developed lands. Therefore, the project will empower women in terms of economic autonomy and decision-making powers, thereby giving them greater social visibility and enhancing their socio-economic status. Furthermore, by opening up access to the project area, it will contribute to water management actions, help establish processing units, and reduce the duration

and hardship of domestic chores. Other project benefits include the curbing rural exodus, especially for young boys and girls, and greater access to credit, thanks to intermediation.

Project Monitoring/Evaluation Mechanism

2.1.20 The project monitoring/evaluation mechanism will focus on project results and work in synergy with the mechanism piloted by the MAEP Monitoring/Evaluation Unit and with the national SAKSS (Strategic Analysis and Knowledge Support System) node that is being set up in Benin with the support of IFPRI as part of CAADP monitoring/evaluation process. Prior to project launching, a monitoring and evaluation manual will be prepared and project performance indicators will be disaggregated by gender. A baseline situation study will measure their initial values to make an objective determination of the target values. Monitoring will be conducted by a small three-member monitoring/evaluation unit headed by an official at the central level, and that has two branches. The project monitoring and evaluation unit will benefit from SAKSS support when measuring project effects/impact and its contribution to agricultural growth and improvement of living conditions of rural households in the project area.

2.1.21 The National Guidance and Monitoring Council (CNOS) and its various branches, responsible for coordinating and monitoring PNIA which is being instituted, will be tasked with project guidance, analysis and validation of operational planning documents and monitoring/evaluation reports. Periodic monitoring and appraisal missions will measure project effects/impact and identify constraints to the attainment of objectives. These tasks will be carried out by both the CNOS of PNIA and the monitoring/evaluation unit of the Agricultural Development Programme of PIA provided for under the PNIA programme framework.

2.2 Activities to be Financed

2.2.1 As designed, the project can be broken down into three components: (i) Component A: Support to production and marketing infrastructure and equipment; (ii) Component B: Support to production and to technical and organizational capacity-building; and (iii) Component C: Project management.

2.2.2. The project addresses the four CAADP pillars, namely: (i) ***Pillar 1: "Extend the area under sustainable land management and reliable water control systems"***, thanks to actions such as fertilization, soil regeneration and development of small farms with partial water control, that can be easily farmed and managed by small farmers; (ii) ***Pillar 2: "Increase market access through improved rural infrastructure and other trade-related interventions"*** by building decentralized storage facilities to reduce post-harvest losses, building marketing infrastructure and farm-to-market roads to facilitate produce marketing and opening up access to farming areas; (iii) ***Pillar 3: "Increase food supply and reduce hunger"*** by facilitating access to good quality agricultural inputs and consultancy support to improve yields and food crop production; and (iv) ***Pillar 4: "Improve agricultural research and the dissemination and adoption of technologies"*** by strengthening agricultural research and extension services for farmers, processing entities and traders of agricultural produce.

Component A: Support to Production and Marketing Infrastructure and Equipment

2.2.3. **Diversified structuring investments within the reach of beneficiaries:** This entails making priority structuring investments under the PIA that would modernize production, processing and marketing facilities. Such investments will focus on: (i) irrigation schemes (mud plains, small and medium-sized irrigated farms); (ii) processing, storage/conservation, marketing and transport infrastructure; and (iii) processing equipment.

2.2.4. Accordingly, there are plans to develop: (i) schemes of 300 hectares of mud plains and small irrigated farms with total water control for rice (250 ha) and vegetable (50 ha) cultivation; (ii)

summary schemes of 4000 ha mud plains for small farmers growing rice and 1000 ha with partial water control for women's vegetable gardens, irrigated with water from wells or streams.

2.2.5. The types of schemes selected have a basic design, proven their worth and yielded satisfactory results, as demonstrated in the Malanville Irrigated Farm Project and other small-scale irrigation and land development schemes developed in Benin through projects financed by Belgian Cooperation, German Cooperation and the World Bank. It should be noted that since the characterization of mud plains and flood plains has already been done by WADB, supplementary in-depth socio-economic and technical studies are underway, financed by Benin with own resources. Aspects related to land tenure security for the lands to be developed will be systematically considered, in accordance with the provisions of rural land tenure laws. Special provisions will be adopted to ensure access to land for women and the youth.

2.2.6. In accordance with the Agricultural Sector Revival Strategy, an Agency for Land Development Promotion has been created. This agency will be responsible for executing all irrigation scheme projects in Benin, as delegated project supervisor. Since most of these schemes are located in rural areas, a multi-stakeholder framework will be created to ensure the management, maintenance and monitoring of schemes in each of the communes concerned. This framework will comprise: a representative of women beneficiaries, a representative of male beneficiaries, a representative of youth beneficiaries, a representative of the Departmental Chamber of Agriculture, a representative of the civil society operating in the agricultural sector, a representative of the Ministry of Agriculture and a representative of the Mayor of the Commune. Members of this management framework will be trained and supported by the project to successfully carry out their responsibilities.

2.2.7. The project will also finance the rehabilitation of 150 km of farm-to-market roads to facilitate access to farming areas, construction of 50 storage warehouses, and building of 40 food crop marketing stalls in 4 markets (10 stalls per market). The storage warehouses and market stalls will be leased to users and the proceeds from such lease budgeted by the communal councils for warehouse/stall maintenance and extension in accordance with the instruments governing decentralisation in Benin.

2.2.8. In a bid to give value-added to products and promote income-generating activities for women, especially by reducing post-harvest losses and processing produce, the project will support 20 women's groups by setting up pilot rice processing and vegetable conservation units. By developing partnerships, it will also encourage the creation of private firms engaged in the industrial processing and marketing of rice and vegetable products.

2.2.9. **Sustainability and efficient management of infrastructure:** The roads and markets will be built in close consultation with the local councils that will also manage and maintain them in collaboration with beneficiaries. The State will provide its technical and financial support through FADEC's agricultural window. The management mechanisms and modalities for this infrastructure will be explained in detail during project formulation, taking into account the respective roles and duties of stakeholders (State structures, local councils, farmers' organisations, commercial private sector and civil society organisations).

2.2.10. The management and maintenance of community infrastructure -, excluding infrastructure managed by local councils for which compliance with existing regulations will be ensured-, will be entrusted to management committees composed of beneficiaries guided by decentralized structures of the Ministry of Agriculture and umbrella farmers' organisations, and supervised by local elected representatives (mayors, district heads and village chiefs). Agreed upon fees will be charged for usage of such infrastructure, based on a fee mechanism that guarantees infrastructure sustainability and management transparency. A management and maintenance manual will be prepared to that end

and the project will provide all the training necessary for the structuring and smooth running of the management committees (cf. component B).

2.2.11. In accordance with strategic Government guidelines, labour-intensive works will be encouraged under this project. This will make it possible to provide temporary employment to the population while increasing their involvement in the development of their territory. This procedure is also likely to streamline the procurement process by applying simpler procurement arrangements that often rely on local service providers. Involving the beneficiaries in non-complex development works will not only give them the necessary support and guidance, but will also make it possible to execute works within a reasonable time-limit and produce better results in terms of ownership and sustainability. The structures to be developed through labour-intensive works are road segments to be rehabilitated and partial water-management irrigation scheme works. A manual of community works procedures, specifying project implementation arrangements, will be prepared in this regard.

Component B: Support to Farms and Capacity-building for Farmers

2.2.12. The activities of this component will help to improve food crop productivity, output and distribution to facilitate access to food and improve the income of agricultural households as part of the drive to combat monetary poverty. These activities also target nutritional education and the consolidation of food surveillance to enhance the prevention and management of food and nutritional crises such as those that occurred in 2008 and 2010 in Benin.

2.2.13. **Well-targeted agricultural guidance and extension actions:** This component covers agricultural extension and guidance activities aimed at training farmers. Agricultural extension will be based on an integrated approach that includes the constituent elements of the agricultural production system and not only those related to the specific food crops retained. The success stories of farmers' and agricultural professionals' organisations (OPAs) in this area will be capitalized upon and consolidated. Similarly, viable economic initiatives of individual producers and farmers' organizations will also be supported. A component will be devoted to capacity-building for the management organs that will be set up for the various types of infrastructure. The idea is to train and empower local stakeholders to ensure the efficient and sustainable management of various project facilities.

2.2.14. Specifically, the project provides for agricultural guidance on: (i) management of family farms; (ii) agricultural production and post-harvest loss reduction techniques; (iii) local organisation and planning; (iv) food security and nutrition training; and (v) storage, conservation and marketing of farm produce. Appropriate technologies tested by farmers will be scaled up.

2.2.15. The project will support 300 agricultural guidance officers distributed in two Regional Agricultural Centres for Rural Development (CARDER) and working with the OPAs as well as NGOs involved in the agricultural sector. The project will also finance technology review workshops on research and agricultural extension to facilitate the dissemination and transfer of efficient innovations to farmers.

2.2.16. **Specific Attention to Good Quality Inputs:** With a strong involvement of the private sector through competitive bidding processes, the project will ensure the procurement and distribution of certified seeds and facilitate access to good quality fertilizer and pesticides to beneficiaries at a subsidized rate and in compliance with the existing government guidelines on agricultural inputs subsidies in the country. The provision of inputs will be supplemented by capacity building activities on use of technological packages relating to sustainable farming and efficient input management developed by agricultural research. To ensure sustainability of the input distribution system under the project, the money recovered from input credit to farmers will be used to set up a revolving fund which aims at ensuring future input provisions.

2.2.17. Furthermore, land conservation and regeneration techniques (fertilization and protection) as well as climate change adaptation and natural resource management measures for small farmers will be promoted, especially the inclusion of grain legumes and soil improvement plants into the crop rotation system and consideration of the confirmed experiences of Terra Africa and German Cooperation (GIZ and KfW). The problems to be resolved here essentially relate to the availability and accessibility of specific food crop inputs (seeds, fertilizer and phyto-sanitary products) to raise the low level of fertiliser usage and significantly curb farmers' propensity to use cotton-growing inputs on food crops. Hence, while research steps up efforts to satisfy demand for specific formulae, private operators who already have proven experience in input distribution will be encouraged to set up specific food crop input distribution points closer to farmers. Agricultural input shops will be set up by farmers' organisations and run by management committees endowed with working capital. The State will provide its guarantee for the establishment of these shops through a guarantee fund. To ensure sustainable access to inputs for farmers, the project will strive to implement warranty systems such as those experimented by IFD and the NGO CARE International, which have proven their worth. It will also draw on the on-going experience of the World Bank's Agricultural Productivity and Diversification Project (PADA) in Benin to build the trust of private stakeholders with regard to the award of food crop credit to farmers. As concerns seeds, IFAD, FAO and the European Union are currently working on the installation of a network of private seed producers for maize, rice and cassava. The project will join this drive to provide certified seeds to beneficiaries.

2.2.18. **Food and nutritional security:** Improved farm produce conservation and storage methods will also be disseminated among farmers, processing entities and vendors to reduce post-harvest losses and avoid the cases of pesticide food poisoning recorded each year in Benin. Food risk prevention will start with the improvement of food crop distribution channels. In this regard project interventions will focus on the operation of warehouses and storage facilities constructed through the implementation of Component A, to promote decentralised storage with a view to building food security buffer stocks in the communes. Food safety control will be reinforced in close consultation with the Benin Food Safety Agency (ABSSA). Information and awareness-raising campaigns on nutrition and food safety will also be conducted among households, focusing mainly on vegetable products.

2.2.19. The national food crop market information system will be strengthened through the Markets, Prices and Produce Flows Observatory. This system will be reinforced by a decentralized early-warning and surveillance mechanism to be set up by Benin's National Food Security Authority (ONASA). This mechanism will be based on prepared communal crises prevention and management plans and will be set up in collaboration with the World Food Programme (WFP), which has already capitalised on such experiences in Benin.

2.2.20. A baseline situation study will be initiated for the project. A mid-term review will be conducted after two years of implementation and a final project appraisal will be done to close the project. Similarly, studies will be conducted to ensure a better appraisal of the vulnerability status of the villages and the preparation of communal food security maps that will guide the constitution of food security buffer stocks from the food surplus generated by the project.

2.2.21. Support to women's groups for rice processing and conservation of vegetable crops such as pepper, onion and tomato will take account of food safety aspects and storage methods that make it possible to preserve the nutritional value of these foods. Nutritional education will be needed as an accompaniment to the programme within the community and for women's and small farmers' groups. Nutritional education will mainly focus on food diversification, improved knowledge of

local foods and their nutritional value, the development of vegetable products and knowledge of their nutritional content. This will make it possible, *inter alia*, to support efforts aimed at combating micro-nutrient deficiency; especially for iron and vitamin A. Nutritional education will be conducted through awareness-raising sessions, informal chats and culinary demonstrations. The project will ensure that rice and vegetable production benefits households by guaranteeing that they have the recommended dietary and nutritional intake, and by increasing their income through marketing. This will provide households with better food diversification, including protein-rich foods that will supplement the cereals, vegetables and fruits produced under the programme. Furthermore, it will also facilitate access to basic social services that will improve household living conditions and enhance their nutritional status. As concerns the marketing of targeted agricultural products, innovative sales techniques will be used based on the promotion of nutritional quality. Inter-sector collaboration with the nutrition/health sector at the community level will be essential for the improvement of nutritional security through this programme. This will facilitate the supervision of awareness-raising activities by the competent services.

Component C: Project Management

2.2.22. This component covers the technical and financial management of the project. It focuses on the planning and coordination of project implementation; management of human, financial and material resources; procurements; project monitoring/evaluation; account audit; mid-term review; and drafting of the completion report. Project activities will start with advance preparation of a manual of accounting and financial procedures, the introduction of a computerized accounting and financial management system, a monitoring/evaluation system and selection of an audit firm.

2.2.23. **Environmental risks and ecological viability:** Overall, the project will have positive effects on the environment and on natural resource preservation. Its negative effects are not substantial and mitigation measures will be implemented in accordance with the environmental and social management plan (ESMP) to be prepared during project preparation. The environmental component will be mainstreamed into all stages of the project cycle, and especially the terms of reference for project works. The management committees of the various schemes and infrastructure will be involved in the implementation of recommended measures. The increase in agricultural production will be achieved mainly through improved output following the adoption of agricultural best practices, the reduction of post-harvest losses, better water management, and moderate use of fertilisers and phyto-sanitary products.

2.3 Implementation Arrangements

2.3.1 The project will come under the supervisory authority of the Ministry of Agriculture, Livestock and Fisheries (MAEP), and managed through the Directorate of Programming and Forecasting.

2.3.2 Under MAEP's supervisory authority, project activities will be implemented by a small coordination team (Project Management Unit) comprising a coordinator, a procurements expert, a monitoring/evaluation expert, an administrative and financial manager and an accountant. The technical departments of MAEP such as DGR, DICAF, DAGRI and DPLR will be responsible for the technical implementation and monitoring of the activities that fall within their field of action. The MAEP Environmental and Gender Units will monitor ESMP implementation and mainstream gender and equity into all aspects of the project. They will work in close collaboration with the CARDERS of the project area. The project management unit will establish a partnership agreement with each of these structures that will benefit from capacity-building. Protocols will also be established with specialized structures and services, namely: INRAB for research and development, ONASA for procurement monitoring, ABSSA for food safety, DANA for food and applied nutrition, and ABE for project environmental monitoring.

2.3.3 Monitoring and guidance of project activities will be the responsibility of the Project Steering Committee (CPP), composed of representatives of the Ministry of Development, Ministry of Agriculture, Ministry of Finance, Ministry of Environment, Ministry of Decentralisation and Local Governance, Ministry of Health as well as representatives of the National Platform of Farmers' and Agricultural Producers Organisations (PNOPPA), the Network of Benin Chambers of Agriculture, the commercial private sector (input distributors, equipment suppliers, partners, employers, etc.) and civil society. The CPP will be chaired by the Minister of Development or his/her appointed representative, while secretarial duties will be provided by the Secretary General of the Ministry of Agriculture. The duties of the CPP will be to: (i) validate the project's annual work programme; (ii) review the progress of activities based on annual reports; (iii) reinforce the harmonization and alignment of project operations; and (iv) formulate recommendations to improve the efficiency of operations.

2.3.4 To ensure good governance as well as efficient and effective implementation, the project will rely on the existing institutional framework, reinforced by a small team responsible for coordination and execution. This team will be based in Parakou and have two branches, one in Kandi for the Alibori Department and the other in Glazoué for the Collines Department. Members of the project execution team will be appointed by order of the Minister of Agriculture, Livestock and Fisheries through a selection process following a call for applications.

2.3.5 External monitoring of the project will be conducted by the Directorate of Programming and Forecasting in the Ministry of Agriculture. Similarly, the programme will benefit from two joint supervisions to be conducted by AfDB in collaboration with the Ministries of Agriculture, Finance and Development. Furthermore, AfDB will provide close technical and methodological assistance during project implementation.

2.4 Amount of Financing Requested

2.4.1 The total amount needed for the successful implementation of the above programme activities is approximately CFAF 23.16 billion, or USD 46,309,000 (forty-six million three hundred and nine thousand dollars) to be financed by the State, the commercial private sector, beneficiaries and the GAFSP Fund. The expected contributions are estimated at USD 5.622 million (12%) for the State, USD 9.457 million (20%) for the commercial private sector, and USD 0.858 (2%) for beneficiaries. The sum of USD 31,152,000 (thirty-one million one hundred and fifty-two thousand dollars) or 67% of the total amount has been requested from GAFSP.

2.4.2 The private sector will finance the supply of inputs to beneficiaries. It will benefit from the technical support of the State to set up an appropriate framework for distribution of inputs. It will also be responsible for marketing project produce in conjunction with farmers' organisations. Local financing institutions will participate with own resources to private sector financing through an adapted and sustainable mechanism to be set up.

2.4.3 The project will establish a business relationship between farmers and input distributors to facilitate bulk purchases. The organisation of the project's farmers as well as their administrative and accounting management capacity will be strengthened to make them credible partners of the commercial private sector. Consensual credit recovery mechanisms will be set up with the agreement of various stakeholders. To that end, the project will work in synergy with the Agricultural Productivity and Diversification Project (PADA) financed by the World Bank and learn from the experiences of the Agricultural Sector Support Facility (FAFA) project financed by Belgian Cooperation in Mono and Couffo Departments, as well as in Atacora and Donga for agricultural credit in Benin. The Credit Guarantee Window of the National Agricultural Development Fund (FNDA) will also contribute as soon as it becomes operational.

2.4.4 The distribution of financing by component and by source of financing is presented in the table below:

Table 8
Distribution of Project Costs by Source and by Component (USD thousand)

Components	Source of Financing (in USD thousand)					%
	Total Cost	GAFSP	STATE	Commercial Private Sector	Beneficiaries	
Component A	23 246	20 475	2 221	0	540	50.2%
Irrigation schemes of 300 ha with complete water control	5 120	4500	500	0	120	
Irrigation schemes of 5,000 ha with partial water control	12097	10597	1275	0	225	
Irrigation equipment for 1,050 ha	2099	1900	110	0	89	
Construction of 150 km of farm-to-market roads	1500	1350	120	0	30	
Establishment of 40 processing units for women	160	140	6		4	
Construction of 50 storage/conservation warehouses for food products	1000	900	80	0	20	
Construction of 40 stalls for foodstuff marketing	400	300	60	0	40	
Soil restoration and/or conservation on 1,000 ha of farmland	870	788	70	0	12	
Component B	17 044	5 702	2 754	8 369	219	36.8%
Procurement of improved seeds	2 219	1500	500	0	219	
Procurement of fertilizer and pesticides	7 210	0	1 000	6 210	0	
Procurement and supply of herbicides	2 159			2 159	0	
Agriculture consultancy services	3 177	2 502	675	0	0	
Education and nutritional monitoring of the population	1500	1200	300	0	0	
Strengthening of the operational capacity of MAEP support structures and of the umbrella structures of farmers' organisations, the private sector and civil society.	779	500	279	0	0	
Component C	692	1 391	0	0	0	1.5%
Capacity-building for the project	250	500	0	0	0	
Operation	260.6	529	0	0	0	
Project monitoring/evaluation	181	362	0	0	0	
Base Cost	40 982	27 568	4 975	8 369	759	88.5%
Physical contingencies (10 %)	4 098.16	2 756.80	497.50	836.90	75.90	8.8%
Financial contingencies (3%)	1 229.45	827.04	149.25	251.07	22.77	2.7%
TOTAL	46 309	31 152	5 622	9 457	858	100%
<i>Contribution to the project (as %)</i>	100%	67%	12%	20%	2%	

2.4.5 It has been proposed that if the fiduciary funds turn out to be insufficient, the surface area for the rice and vegetable schemes will be reduced (4,000 ha of summary developments instead of 5,000 ha, and 200 ha with total water control instead of 300 ha). This will lead to a total GAFSP request of USD 26.7 million instead of USD 31.15 million.

2.5 Preferred supervising entity and Government team

2.5.1 For more than three decades, Benin has benefitted from African Development Bank (AfDB) support for the financing of various agricultural sector projects. Its Ministry of Agriculture, Livestock and Fisheries currently cooperates with the Bank on three on-going projects in the areas of rice production, cotton production, stockbreeding and agricultural research. AfDB support has also been requested for the implementation of the PIA “agricultural development” programme.

2.5.2 Given the targeted objectives of the project and considering AfDB’s experience in the preparation and implementation of development projects for the rural/agricultural sector and its knowledge of the country’s agricultural sector, the Government of Benin, conversant with the Bank’s procedures, sent it a request to support this initiative by acting as the supervisory structure for designing and executing the Food Crop Production Support Project in Alibori, Borgou and Collines Departments (PAPVI-ABC) under the Comprehensive Africa Agriculture Development Programme.

2.5.3 Selection of AfDB as the supervisory body is also aimed at ensuring synergy with on-going operations and those financed by the ADF in this sector.

2.5.4 By Ministerial Order No. 103/MAEP/D-CAB/SGM/DRH/DRFM/DPP/SA of 23 April 2010, the Ministry of Agriculture, Livestock and Fisheries set up a technical committee on 14 September 2010, to define the crop sectors and priority operations for which financing will be sought from the GAFSP Fund, and put together a drafting team to prepare the request. The technical sub-committee comprises representatives of farmers’ organisations, the commercial private sector, civil society organisations and technical advisers of Technical and Financial Partners (TFPs). MAEP will closely monitor the project through its Directorate of Programming and Forecasting. It will also raise domestic resources from the national budget to finance State counterpart contributions to the project.

2.6 Time frame of proposed support

As a guide, a projected implementation schedule for the project is provided in the table below in the form of a time chart. Project preparation by AfDB should start as soon as it is approved by GAFSP. The GAFSP programme for Benin should last five years (2014-2018). It falls within the extension period for implementation of the PIA, of which it forms an integral part.

Activities	2013	2014	2015	2016	2017	2018
1 Approval of request by GAFSP	■					
2 Project preparation/appraisal		■				
3 Launching of project			■			
4 Procurement process			■			
5 Construction of infrastructure			■	■	■	■
6 Capacity-building			■	■	■	■
7 Supervision, Audit			■	■	■	■

2.7 Risks and risk Management

2.7.1 The main risks that could obstruct attainment of the expected project results are summed up as follows:

- Aggravation of extreme climate change, which could have negative consequences on resource availability and infrastructure sustainability. *Mitigation measures:* (i) factoring climate change into the design of the facilities and schemes will mitigate

this risk and guarantee enough water supply for the normal completion of the crop cycle; (ii) sowing short-cycle seeds as a resilience strategy will also mitigate this risk.

- Delays in execution and development resulting from delays in the conduct of works. The low technical and organizational capacity of farmers in the mud plains could translate into low output and a shorter life span for facilities constructed under the project. *Mitigation measures:* (i) recourse to labour-intensive works, the positive experience of PUASA and the involvement of the Irrigation Schemes Promotion Agency will mitigate the risk of implementation delays; (ii) the demand-based approach of the project and the involvement of beneficiaries in the construction of the facilities as “entrepreneurs” in their own farms will not only mitigate this risk but also guarantee the success and sustainability of the project; (iii) technical and organizational capacity-building for beneficiaries organized into management committees to ensure the management and maintenance of the facilities will also mitigate this risk.
- Insufficient land tenure security, which risks discouraging beneficiaries from investing in long-term activities. *Mitigation measures:* The project intends to support landowners in the villages. Lands will be managed in close consultation with local councils pursuant to a new rural land tenure law that provides for the issuance of a "certificate of usage" to farmers that will ultimately be followed by a title deed.
- Food price fluctuations and lack of profitable marketing opportunities for the additional food production induced by project interventions constitute a potential market risk as farmers could be left with considerable volume of unsold farm products. *Mitigation measures:* strengthening of storage capacity at community level, increase in quantity of food processed and training of producer organizations in the area of marketing, negotiations and term contracting.
- Poor mastery of administrative and financial procedures could delay the disbursement of funds. *Mitigation measures:* (i) during project preparation and appraisal, special measures will be identified to avoid administrative bottlenecks related to the application of SIGFIP, while maintaining good governance in the management of funds; (ii) the application of procurement procedures to community participation projects will also help to reduce procurement and payment deadlines; (iii) the budget reform measures recently implemented in Benin and which focus on *ex poste* controls will be instrumental in mitigating this risk; (iv) biannual supervision by AfDB as well as the political and administrative measures envisaged under the PSRSA will also help to mitigate this risk.

2.8 Consultation with local stakeholders and development partners

2.8.1 The proposal to be submitted to GAFSP for financing was prepared through a consultative process that involved all agricultural sector stakeholders at the national level. The involvement of all stakeholders was done through a request preparation process that went as follows:

- Consultation of stakeholders represented within the technical sub-committee set up on 14 September 2010 by Ministerial Order No. 103/MAEP/D-CAB/SGM/DRH/DRFM/DPP/SA of 23 April 2010 to define the crop sectors and priority operations for which financing will be sought from the GAFSP Fund and constitution of a drafting team to prepare the request. The technical sub-committee comprises representatives of farmers’ organisations, the commercial private sector,

civil society organisations and technical advisers of Technical and Financial Partners (TFPs) in the Ministry.

- Consultative meetings with non-State stakeholders on 3, 10 and 14 February 2012.
- Support in the formulation of the request by an AfDB mission to Cotonou from 9 to 24 February 2012.
- Meetings for validation of the request document by non-State actors in Cotonou on 15 February 2012.
- Transmission of the request document by Belgian Technical Cooperation – TFP lead agency – to resident technical and financial partners on 16 February 2012.
- Workshop for validation of the document by TFPs on 22 February 2012.
- Dissemination of the final version of the request to representatives of all stakeholders on 2 March 2012.
- Support in updating the request by an AfDB mission to Cotonou from 25 February to 13 March 2013.
- Multi-stakeholder committee meetings for updating Benin’s request to the GAFSP Fund on 5 March 2013 and 10 April 2013 to update the Benin GAFSP Proposal. There were representatives of the National Platform of Producers’ Organizations (PNOPPA), National Chamber of Agriculture of Benin (CNAB), Platform of Civil Society Organizations (PASCIB), a representative of the Ministry of Economy and Finance (MEF) and 06 representatives of the Ministry of Agriculture, Livestock and Fisheries.
- Working session with the representative of Belgian Cooperation, the lead agency of agricultural sector Technical and Financial Partners (TFPs) in Benin, on Wednesday 24 April 2013 to review TFP observations on updating the request.

2.8.2 This document was prepared in close collaboration with representatives of various agricultural sector stakeholders. Both men and women were involved in the preparation process, including one female expert on the gender approach in agricultural and rural development. Small farmers were also consulted on the identification of actions and project management. The gender-disaggregated list of stakeholders is presented in Annex 4.

CONCLUSION

Despite its potential, Benin is one of the poorest countries on the planet. More than one-third of its population faces food risk, of which 43% children under the age of 5. More than 12% of the population faces food insecurity despite efforts by the Government. The food balance over the past five years has revealed a substantial rice and vegetable deficit. The informal export of food stuff, especially maize, to neighbouring countries creates short-term shortages that must be addressed to boost national food security. Similarly, cyclical floods due to climate change, pockets of drought and erratic rainfall increasingly disrupt the crop year and pose serious water management problems to Benin’s agricultural sector.

Owing to its crucial and productive investments and drawing on the experience and best practices of on-going projects, this project will sustainably build the country’s capacity to ensure appropriate food and nutritional security in accordance with the objectives of the Strategic Plan for Agricultural Sector Revival (PSRSA) and its resulting Agricultural Investment Plan (PIA). It will generate an additional yield of almost 230,000 tons and directly affect over 70,000 farmers, most of whom are small farmers and women. It will fuel the emergence of a dynamic local private sector that will intervene at every stage of the product value chain. It will enable Benin to reduce its food bill generated by rice and vegetable imports.

ANNEXES

- Annex 1** : GAFSP-Benin Programme Logical Framework Matrix
- Annex 2** : Link Between CAADP Pillars and Agricultural Investment Plan (AIP) Programmes
- Annex 3** : Implementation Status of the Recommendations of the Independent Agricultural Investment Plan (AIP) 2011-2015 Technical Review
- Annex 4** : List of People Involved in the Preparation of the GAFSP Proposal

GAFSP-Benin Programme Logical Framework Matrix

OBJECTIVES/ OUTCOMES	INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
<p>Goal: To improve Benin’s agricultural performance so as to ensure sustainable food self-sufficiency for the population and contribute to the economic and social development of the country, the achievement of the Millennium Development Goals (MDGs) and poverty reduction.</p>	<ul style="list-style-type: none"> • Agricultural GDP growth rate • Incidence of poverty disaggregated by department and gender (men and women) • Rate of increase in average rural household incomes disaggregated by department and gender (men and women) • Rate of malnutrition among children under five years old (weight / height indicator) 	<p>INSAE INSAE, EMICOV</p>	<p>Sustained and effective commitment of CAADP donors to financing; Upsurge in oil prices</p>
<p>General objective: To improve the population’s access to food products by minimizing production and distribution costs, while adapting production systems to the environmental and socio-economic context</p>	<ul style="list-style-type: none"> • Rate of reduction of production costs for women and men • Incidence of food poverty disaggregated by department and gender 	<p>Surveys, INSAE reports</p>	<p>Natural disaster</p>
<p>Component A: Support for Agricultural Infrastructure and Equipment</p>			
<p>Specific objective 1: To improve access by beneficiaries to water and appropriate agricultural infrastructure and equipment</p>	<ul style="list-style-type: none"> • Percentage of area under cultivation irrigated for men and women • Rate of satisfaction of beneficiaries' needs in infrastructure and equipment for men and women 	<p>Progress reports, surveys</p>	<p>Favourable budgeting</p>
<p>Outcome 1.1: access by farmers under the programme to water for agricultural purposes is increased</p>	<p>Rate of use of developed areas by women and by men</p>	<p>Progress reports, surveys</p>	<p>Favourable budgeting</p>
<p>Outcome 1.2: access by farmers to agricultural equipment is increased</p>	<p>Percentage of beneficiaries covered by gender</p>	<p>Progress reports, surveys</p>	<p>Favourable budgeting</p>
<p>Outcome 1.3: access by farmers under the programme to processing and storage facilities is improved</p>	<p>Rate of satisfaction of beneficiary processing and storage facility needs by gender</p>	<p>Progress reports, surveys</p>	<p>Favourable budgeting</p>
<p>Outcome 1.4: rational management of agricultural natural resources</p>	<p>Percentage of areas under cultivation covered by soil conservation and restoration techniques disaggregated by gender</p>	<p>Progress and monitoring reports</p>	<p>Favourable budgeting</p>

Component B: Support for Production and Capacity Building			
Specific objective 2: To improve productivity, production and distribution of food products	Rate of increase in the volume of products sold by sector under promotion	Progress reports, surveys	Favourable budgeting
Outcome 2.1: project beneficiaries implement efficient production practices	<ul style="list-style-type: none"> • Rate of adoption of innovations introduced by the project disaggregated by gender • Yields of crops developed by the project disaggregated by gender 	Progress reports, surveys	Favourable budgeting
Outcome 2.2: the organizational and managerial capabilities of beneficiaries are strengthened	<ul style="list-style-type: none"> • Level of structuring of beneficiaries disaggregated by gender • Level of functionality of beneficiary entities/organizations disaggregated by gender 	Progress reports, surveys	Favourable budgeting
Outcome 2.3: the people have access to quality food products all year round	Rate of coverage of food and nutrition needs by the production of project beneficiaries		
Outcome 2.4: the management of food risks is improved	Strategic food security stock/food needs ratio		
Component C: Project Management			
Specific objective 3: to ensure project good governance	Project efficiency	Project performance reports Evaluation reports	Favourable budgeting
Outcome 3.1: project activities are properly planned and coordinated	Rate of project physical implementation	Project progress and performance reports	Favourable budgeting
Outcome 3.2: project resources are properly managed	Rate of project financial implementation Percentage of expenditure validated	Project progress and performance reports Audit reports	Favourable budgeting
Outcome 3.3: the project has an operational results-based monitoring and evaluation system	Staff/days of internal monitoring and evaluation Staff/days of external monitoring and evaluation	Project monitoring and evaluation reports	Favourable budgeting
	-		

Link between CAADP Pillars and Agricultural Investment Plan (AIP) Programmes

CAADP Pillars	Agricultural Investment Plan (AIP) Programmes
Extension of irrigated areas and sustainable land and water management	<p>Sustainable land and water management is included in the AIP through the agricultural, livestock, fisheries and aquaculture development programmes.</p> <p>The Agricultural Development Programme includes infrastructure, particularly irrigation schemes with full water control (5 000 ha), minimal irrigation schemes (50 000 ha), small-scale irrigation schemes (1 500 ha) and livestock and fisheries infrastructure.</p> <p>The control of water in irrigation schemes is managed through the Agricultural Development Programme (irrigation schemes, small-scale irrigation schemes, minimal irrigation schemes) and activities relating to the management of natural resources, including wetlands. The plan includes the effects of climate change.</p>
Increasing market access by improving rural infrastructure and other trade activities	<p>The AIP planned activities which fall under this pillar are:</p> <ul style="list-style-type: none"> - Strengthening of agricultural product markets, flows and prices information system - Capacity building for actors in negotiation, the marketing of agricultural products and the marketing concept. - Construction of infrastructure and installation of appropriate facilities for the storage, processing and preservation of agricultural products. - Capacity building for the competent authority in quality assurance. - Construction of piers and extension of compulsory control bases and transfer platforms for fishery products - Construction and maintenance of secondary and rural roads.
Increasing food supply and reducing hunger	<p>Food and nutrition security, as well as food self-sufficiency, are considered at a very high level of national decision-making and reflected particularly in PSRSA, PNIA and AIP objectives. The selection of priority sectors takes into account the objective of achieving the food and nutrition security of the population by promoting eight food sectors, namely maize, rice, yams, cassava, truck crops, meat, milk and eggs out of the thirteen priority sectors of the Strategic Plan for Agricultural Sector Recovery (PSRSA).</p>
Agricultural research and technology dissemination	<p>The Government of Benin considers research as a tool for boosting agricultural productivity. Research is addressed in Programme 4 "administration, agricultural sector and food security management and prevention of food hazards."</p> <p>Benin's AIP took into account aspects related to Pillar 4, which are handled in component 1 (improving agricultural productivity) of Programme 4. The research, training and extension component focuses on the following operations: (i) development of appropriate technologies; (ii) improving the effectiveness of technology dissemination/transfer mechanisms; (iii) capacity building of producer support services; (iv) capacity building for producers and their organizations in technical, organizational, management and marketing domains.</p> <p>The AIP identified three thrust areas that are consistent with Pillar 4 (agricultural research, adoption and dissemination of technologies). These are: (i) Technology Development; (ii) Dissemination/Transfer of Technologies; (iii) Capacity Building for Producer Support Services.</p> <p>The key research actions are: (i) Capacity building for agricultural research and advisory entities; (ii) Development and dissemination of improved and adapted varieties; (iii) Construction of a pilot aquaculture/fish farming research-development and training centre.</p>

Implementation Status of the Recommendations of the Independent Agricultural Investment Plan (AIP) 2011-2015 Technical Review

No.	Recommendation	Implementation Measure	Remark
1.	Restructure the fourth programme (administration and management of the agriculture sector) to include the four pillars in the sub-programmes	Implemented under the AIP	
2.	Determine an agricultural growth rate to help attain agricultural GDP of 14.3%	The growth rate is expected to be 2.02% per year	
3.	Define the optimum State budget allocation rate that will help to achieve the objectives of food security and halving poverty by 2015.	Optimum rate set at 18%	
4.	It is necessary to define in each programme the level of participation in the achievement of set objectives which are consistent with those of the CAADP.	Implemented under the updated AIP document.	
5	Formalize the establishment of private stakeholder and civil society organizations directly involved in implementation activities	The Government has adopted an institutional framework for the implementation of the plan. It lays down the composition of the PNIA implementation steering organs with the involvement of private and civil society stakeholders at the national, departmental and community levels	
6.	The proper management of documents and the programme framework should help to ensure better distribution of sectoral and regional activities. Besides their organization into thematic groups, TFPs should also establish other forms of collaboration between partners (joint designing of programmes and/or joint financing) to better predict their support.	In this respect, current actions include the drawing up in 2011 of an inventory of TFP operations to be followed in 2012 by the mapping of the operations. The principle of designing multi-donor projects has been accepted and the PSRSA/PNIA programme framework has defined the projects to be implemented under the PSRSA and AIP.	
7.	Define operations in the plan that will help to create a conducive environment for the development of agricultural markets.	Included in the AIP document.	See column on access to markets in the AIP financial evaluation table
8.	To enhance the efficiency of support, there is need to ensure the synergy and harmonization of partners' operations.	Recommended tools include multi-donor projects, joint financing, Government-TFP consultation frameworks which will be strengthened by setting up the PNIA National Guidance and Monitoring Council (CNOS) and its departmental and community branches to coordinate the implementation of the AIP.	
9.	Conduct a full analysis of beneficiaries to better assess programme impacts	In 2012, Benin will carry out a general population and housing census which, together with the ongoing national agricultural survey, will help to better defined the profile of beneficiaries pending the conduct of the Integrated Modular Survey on Household Living Conditions.	
10.	Finalize the sharing of the budget between the public sector, the private sector, development partners and households in Table 5.3 and ensure that the figures are correct	Included in the updated document	
11.	Define the criteria for determining the contribution of the private sector and the terms and conditions for attracting private sector investments	Private sector contribution was determined on the basis of the types of investments to be made by the private sector (essentially equity investment in agencies, the processing of agricultural products, and production of certified seedlings),	

No.	Recommendation	Implementation Measure	Remark
		and by taking into account the interest of the private commercial sector in agriculture	
12.	Show how the capacity of the private sector will be strengthened to enable it to play its role	A public-private partnership strategic note has been prepared in collaboration with all stakeholders, and private sector representatives	
13.	The growth rate aims at halving poverty by 2015. However, there is fair optimism in production objectives (doubling of production in five years) especially as returns are not specified to allow for better evaluation. Furthermore, areas to be developed are quite large though there are no statistics on the evolution of developed areas.	Government has decided to carry out structuring and productive investments in the agricultural sector to sustainably increase agricultural productivity and production. Halving poverty is a Millennium Development Goal and therefore a global goal. The Government of Benin is determined to make the necessary efforts to achieve this goal. After evaluation, measures could be taken to align with international decisions that will be taken in this regard. In the area of development, negotiations with donors like the WADB, WAEMU and China for the development of selected areas are at an advanced stage. Benin also requested the African Development Bank to support the development of agricultural infrastructure and supply of agricultural equipment	The Government opted to focus on structuring investments and harness water for agricultural purposes
14.	The AIP document submitted to us does not contain data to help us to evaluate food security and nutrition aspects	A Food Security and Nutrition Strategic Plan has been developed and is being operationalized	
15.	It would be necessary to describe mitigation measures for each source of risk to ensure the attainment of set objectives	Ongoing	
16.	Beninese authorities have been strongly advised to organize a high-level meeting to seek support for the financing of the country's priority plan.	A business meeting was organized to mobilize the support of TFPs in financing the AIP.	
17.	An appropriate mechanism (organization, capacity building of stakeholders, procurement plan, procedures) should be established to ensure that facility development and equipment objectives are attained.	The mechanism is being implemented with greater accountability of sectoral ministries in public procurement, training of various stakeholders and involvement of municipal councils as delegated contracting authority.	
18.	The various costs of the planned irrigation works are very high; they should be readjusted based on the unit costs charged in the country.	The adjustment has been made and the cost of irrigation schemes with full water control has dropped from CFAF 22.5 million per hectare to CFAF 16.5 million per hectare.	Adjustment carried out with the support of rural engineers
19.	Ensure the implementation of actions in integrated water management to improve agricultural productivity and production.	Adjustment on a case-by-case basis is retained given that costs vary depending on the project area.	
20.	Strengthen consultation through basin management bodies to better manage shared waters and wetlands.	Benin participates in deliberations of the Niger Basin Authority and closely collaborates with Togo to tap the waters of River Mono.	
21.	It is necessary to better define activities that contribute to improving the competitiveness of agricultural products, particularly those intended for export (pineapples, cashew nuts, and livestock-meat).	These activities will be defined under sector projects whose preparation commenced with rice. The action plans of the 13 priority sectors are being prepared.	
22.	Better formalized regional trade, particularly with Nigeria. Besides focusing on its public service missions, the Government must create an enabling environment for the development of agricultural markets.	This task is entrusted to the National Agricultural Promotion Corporation (SONAPRA) pending the establishment of the Benin Agricultural Sector Promotion Agency (ABeProFA) whose establishment instruments were submitted to the	

No.	Recommendation	Implementation Measure	Remark
		Government for adoption on 25 January 2012.	
23.	It is necessary to develop a national agricultural products exchange and help to promote the regional agricultural products exchange.	This action is being experimented with SONAPRA support	
24.	The development of market infrastructure must be designed to link production and consumption centres on agricultural growth poles linked to key national and regional corridors.	Ongoing	This recommendation should be considered during the operational phase
25.	Public-private partnerships should be concluded to enhance, in particular, infrastructure maintenance management and sustainability	A strategy note on public-private partnership was prepared with the participation of all stakeholders, including private sector representatives	
26.	A new comprehensive approach to the inputs value chain (from production to distribution) that promotes the emergence of a private sector ensuring the effective and efficient supply of inputs should be defined	Since 2005, Benin has been benefiting from the support of NEPAD, the German Cooperation Agency (GIZ) and the Belgian Technical Cooperation Agency in the implementation of the value chain approach. Action plans which focus on value chains have already been developed for seven of the thirteen PNIA priority sectors. There are plans to launch the development of sector projects focused on value chains on the basis of available sector action plans in 2012.	
27.	Encourage the emergence of a range of financial services (credit, insurance and savings) in rural areas that are accessible to small producers by taking advantage of the emergence of new operators building on new information and communication technologies. Promote, for instance, a funding mechanism that is more operational and that minimizes credit risks by forging public-private partnerships to set up credit support and guarantee systems.	In this regard, AgriBank, which is an agricultural bank, was established, while the National Agricultural Development Fund (FNDA) is being established. These entities will strengthen the activities of the Small- and Medium-size Enterprise Support Programme (PAPME) set up by the Government of Benin with the support of WADB for over two decades now.	
28.	Enhance access by agro-industrial SMEs to financial services. Support contracts between entrepreneurs and potential investors by organizing targeted investment trade fairs, among other activities.	The launching activities of an agricultural bank known as AgriBank, and the establishment of the National Agricultural Development Fund (FNDA) will enhance access by SMEs to financial services	
29.	Promote the emergence of processing enterprises by strengthening technical support for agro-industrial enterprises	This operational action will be implemented in conjunction with the Ministry in charge of industry and SMEs.	
30.	Lay emphasis on the training of trainers and actors.	The training of trainers and actors is an ongoing activity carried out with the support of all of Benin's technical and financial partners	
31.	Formulate specific intervention strategies for vulnerable groups which are the hardest hit by food insecurity.	These strategies are still to be defined	
32.	A link should be clearly established with relevant projects under the Investment Plan to	The PNIA programmatic framework recommended multi-donor project sectors that	

No.	Recommendation	Implementation Measure	Remark
	ensure that there is no duplication of efforts. This will facilitate better coordination to enhance the effectiveness of actions carried out during implementation.	promote synergy and proper complementarity of donors	
33.	It is recommended that memoranda of understanding be established to define the roles and responsibilities of each stakeholder.	The roles and responsibilities of agricultural sector stakeholders are defined by PNIA and its institutional implementation framework	
34.	Regular and frequent consultations with stakeholders at all levels should be conducted to ensure the proper flow of information between policy makers, operators and beneficiaries.	Consultations are held regularly with non-State actors and TFPs through consultation meetings, workshops and agricultural sector reviews	
35.	Develop a detailed implementation plan describing the activities, schedule, the responsibilities of each stakeholder, and the resources to be mobilized to ensure smooth implementation of the Investment Plan based on the model roadmap presented in Annex 3.	This objective will be achieved through formulation of projects identified by the programme framework developed for AIP implementation	
36.	The AIP should be completed by a clearly-defined programme to build the capacity of the staff of Ministries and government services, associations and NGOs operating in the sector, civil society, producer organizations and the private sector. Training and human resource management programmes will help to strengthen the various institutions to ensure better AIP implementation.	A capacity building plan has been prepared and is being finalized with the support of the Belgian Cooperation Agency.	
37.	Establish a specific monitoring and evaluation system for the Agricultural Investment Plan (AIP) besides the comprehensive system for the entire agricultural sector	The PNIA National Guidance and Monitoring Council (CNOS) whose establishment was approved by the Government will monitor AIP implementation	

List of persons involved in the preparation of tender document GAFSP

N°	NOM ET PRENOMS	STRUCTURE	FONCTION	CONTACT
1	ADMINISTRATION PUBLIQUE			
1.1	VIGAN Olivier	Secrétariat Général du Ministère de l'Agriculture, de l'Elevage et de la Pêche	Secrétaire Général	+229 90948515
1.2	HODONOU Assogba	Direction de la Programmation et de la Prospective du Ministère de l'Agriculture, de l'Elevage et de la Pêche	Directeur	+229 90948515
1.3	KPOHAZOUNDE Victorine	Cabinet du Ministre de l'Agriculture, de l'Elevage et de la Pêche	Conseiller Technique à la Recherche, à l'Agriculture et à l'Alimentation du Ministre	+229 95284537
1.4	GADO Guidami	Cabinet du Ministre de l'Agriculture, de l'Elevage et de la Pêche	Conseiller Technique Juridique du Ministre	+229 97083769
1.5	HOUNDONUGBO Martin	Direction de la Programmation et de la Prospective du Ministère de l'Agriculture, de l'Elevage et de la Pêche	Chef du Service de la Planification et de la Programmation	+229 21300496
1.6	TOKO Abdoulaye	Cabinet du Ministre de l'Agriculture, de l'Elevage et de la Pêche	Assistant du Directeur de Cabinet	+229 95421526
1.8	AKONDE Clémentine	Ministère de l'Economie et des Finances	Cadre de la Direction de l'Intégration Régionale	+229 90916172
2	ORGANISATIONS PAYSANNES ET DE PRODUCTEURS AGRICOLES			
2.1	AGUEMON Dossa	Plateforme Nationale des organisations paysannes et de producteurs agricoles (PNOPPA)	Chargé de la promotion des filières agricoles	+229 97856620
2.2	KOUTON DJODJO Damien	Plateforme Nationale des organisations paysannes et de producteurs agricoles (PNOPPA)	Chargé de la structuration des producteurs agricoles	+229 95287235
2.3	GNAN Tairou	Chambre d'Agriculture du Bénin	Secrétaire Permanent	+229 90031425
3	SECTEUR PRIVE MARCHAND			
3.1	KOKOU D. Hyppolite	Chambre du commerce et d'industrie du Bénin (CCIB)	Responsable du département de la promotion des filières	+229 97079449
4	PARTENAIRES TECHNIQUES ET FINANCIERS			
4.1	GALLEZ Alain	Ambassade du Royaume de Belgique	Chargé de Coopération	+229 97979665
4.2	AKADIRI Falilou	FAO	Chargé de Programme	+229 97881274
4.3	HOUSSOU Abele	FIDA	Chargé de Programme	a.dossouhouessou@ifad.org
4.4	NOFON Marcellin	Coopération Néerlandaise/Ambassade Pays-Bas	-	+229 95057152
4.5	DEGILA Simon	Coopération Allemande GIZ	Conseiller Technique	+229 95622320
4.6	AKELE Olivier	Coopération Allemande GIZ	Conseiller Technique	+229 90025127
4.7	ABIASSI Erick	Banque Mondiale	Agricultural Economist	+229 97 60 16 15
5	SOCIETE CIVILE			
5.1	PEDRO C. Ernest	Plateforme nationale des acteurs de la société civile	Vice-président	+229 95588973