



THE EXPERIENCE OF THE
PASANAO
SUPPORT PROGRAM FOR
FOOD AND NUTRITION
SECURITY IN WEST AFRICA

An Incubator for Regional Food
and Nutrition Security Methods,
Practices and Policies

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Contributors and Acknowledgements

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The information on the projects in component 3 is adapted from knowledge development work by the ICI-PwC consortium, and the lessons learned and prospects are adapted from knowledge development documents and program evaluations.

This summary document was produced by Gaëlle Perrin with the support of François Doligez, Jérôme Coste, Henri Leturque (IRAM), Amadou Mactar Konaté, Borgui Yérîma (RAAF), Christophe de Jaegher (AEDES/Prospect), Roger Blein (Issala), and Bio Goura Soulé (LARES) in May 2018.

For more information:

A WORD FROM THE COMMISSIONER

Food insecurity remains a central concern in West Africa. According to the FAO, 31.5 million people were undernourished between 2014 and 2016. Every year, tens of millions of people are affected by temporary crises inherent to shocks in the agricultural supply and conflicts.

New Challenges in the Region

Although the issue of food crises was long addressed through the lens of droughts in Sahelian countries, the 2004-2005 food crisis in Niger and the skyrocketing prices in 2007-2008—a shock whose origin was exogenous to the region—have shed light on new challenges for preventing and managing food insecurity. First, these crises emphasized the continued deterioration of living conditions for a large segment of the rural population, linked to population growth, weak economic growth, and ecological degradation. In addition, the volatility of national, regional and international prices emerged as a crucial given in the supply of households that depend in large part on the market.

Action on the Regional Scale

To ensure the accessibility of foodstuffs, the interdependency of the countries in the region may be a strength, if policies and mechanisms to regulate food markets are implemented, connecting the agriculture, food and trade policies of countries and the region.

In the case of the regional cooperation and integration process, the aim is to act on the regional level based on the subsidiarity principle, that is to say in areas where the interdependencies between countries must be managed (for example, shared natural resources, intra-regional trade, cross border conflicts, etc.), where cooperation around shared problems can improve responses between countries (research, information systems, health risk management, etc.), and finally in managing the region's relationships with the outside (trade negotiations, establishing social and environmental standards, etc.).

Thanks to the support of the *Agence Française de Développement* (AFD), the ECOWAS Commission implemented the *Programme d'Appui à la Sécurité Alimentaire et Nutritionnelle en Afrique de l'Ouest* (Support Program for Food and Nutrition Security in West Africa) as an incubator for regional food and nutrition security methods, practices and policies.

The lessons learned from the implementation of the PASANAO, summarized in this document, were instrumental in the definition of the “2025 Strategic Orientation Framework” of the regional agricultural policy (ECOWAP).



Sekou SANGARE,
ECOWAS Commissioner for Agriculture,
Environment and Water Resources

A handwritten signature in blue ink, appearing to read 'S. SANGARE', with a horizontal line underneath.

THE PROGRAMME D'APPUI À LA SÉCURITÉ ALIMENTAIRE ET NUTRITIONNELLE EN AFRIQUE DE L'OUEST (SUPPORT PROGRAM FOR FOOD AND NUTRITION SECURITY IN WEST AFRICA)

Why a Program Such as This?

The Support Program for Food and Nutrition Security in West Africa (PASANAO) originated from the food crises of 2007-2008 and the mobilization that ensued. It falls under a perspective of regional food sovereignty and aims to help improve national and regional stakeholders' capacity to ensure the food and nutrition security of West African populations by strengthening national and regional information systems, instigating new regional policies to fight food insecurity, and implementing innovative pilot operations with an eye to action-research.

While the need for precise and up-to-date information to prevent and manage food crises is acknowledged, producing such information and making it accessible is still a major challenge in West Africa.

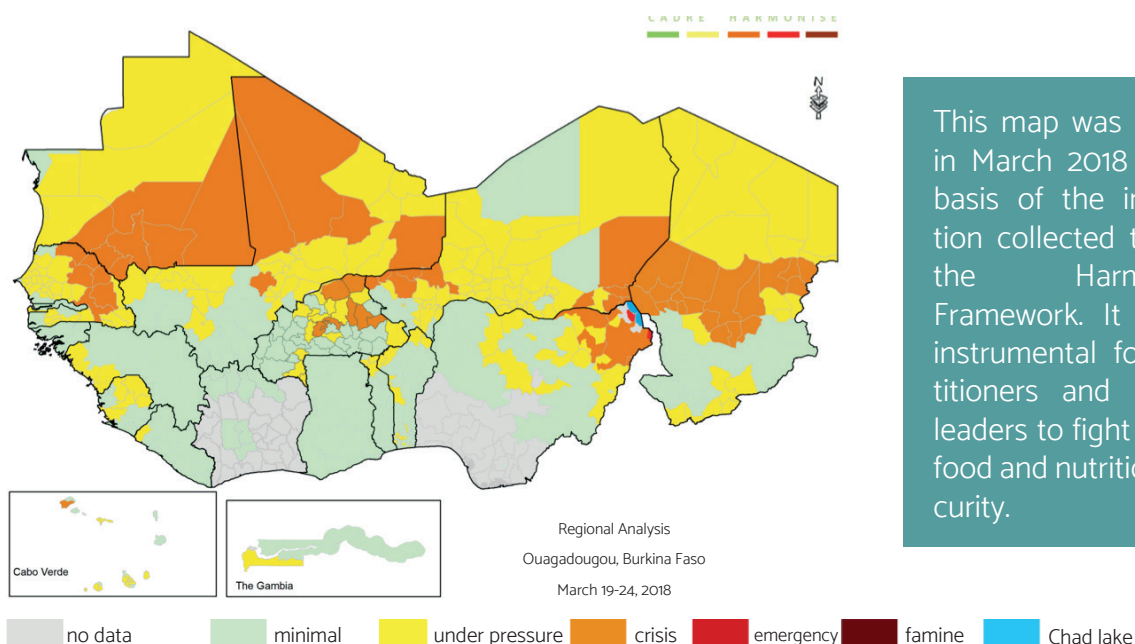
A Central Objective: Capacity Building

PASANAO is therefore an institutional capacity building program for West African national and regional stakeholders, designed to allow innovation and action-research in both methods to monitor food insecurity and ways to remedy it in sectoral policies and field actions.

These objectives are fully in line with those of the Regional Agency for Agriculture and Food (RAAF), an ECOWAS specialist agency whose remit is to ensure the technical execution of regional investment programs and plans contributing to operationalizing the regional agricultural policy by relying on regional institutions, bodies and stakeholders with proven skills.



Food and Nutrition Insecurity Previsions in West Africa for June-August 2018



This map was created in March 2018 on the basis of the information collected through the Harmonized Framework. It will be instrumental for practitioners and political leaders to fight against food and nutrition insecurity.

An Institutional Structure to Build ECOWAS's Capacities

Implemented between 2013 and 2018 by ECOWAS and placed under its political responsibility, PASANAO, financed by the Agence Française de Développement (AFD) and ECOWAS, was managed by the ECOWAS Regional Agency for Agriculture and Food (RAAF). It was the first program to be implemented by this agency on its creation and, accordingly, it helped build ECOWAS's capacities to implement the ECOWAP.

PASANAO is organized around four components, one of which is program coordination. Implementation of component 1 was delegated to the Permanent Interstate Committee for Drought Control in the Sahel (CILSS), and the IRAM-Issala-AEDES-LARES consortium contributed to program definition and monitoring with the RAAF team.

PASANAO in Short

Beneficiaries: 15 ECOWAS countries, Chad and Mauritania for component 1

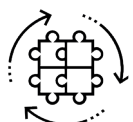
Budget and Partners:
Agence Française de Développement (AFD)
€10,400,000 & ECOWAS
€1,940,000

Duration: 2013-2018

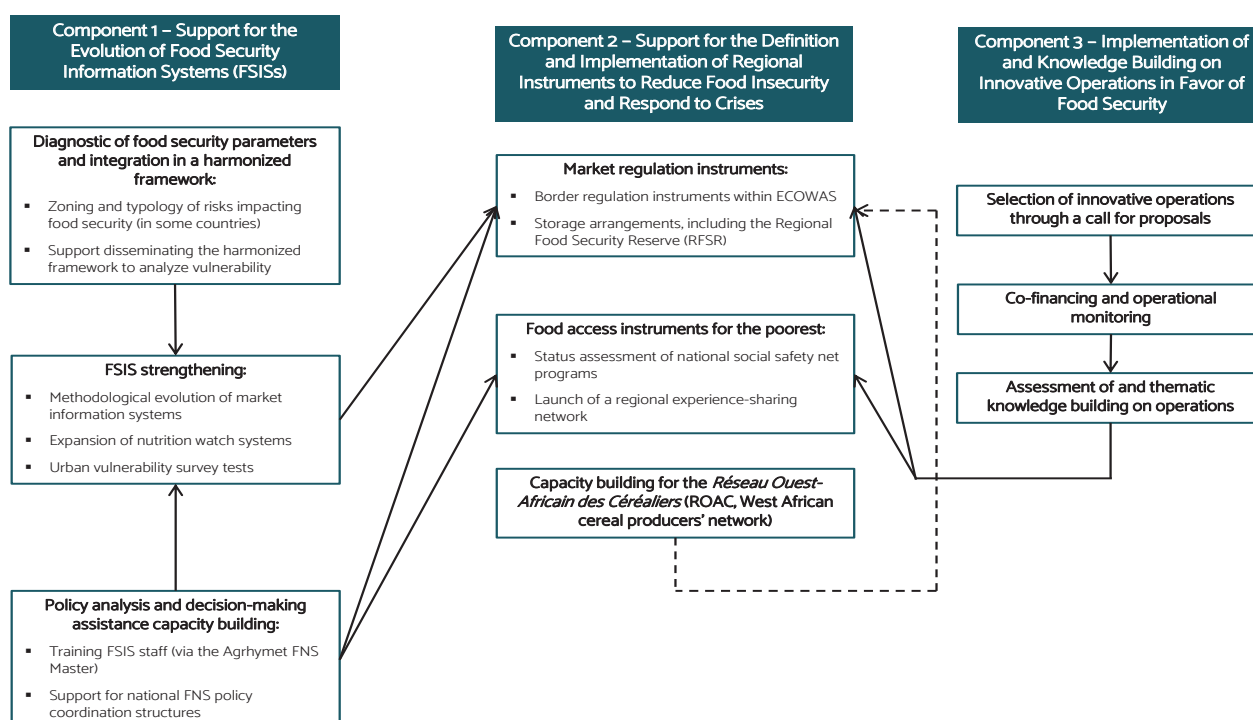
Expected Impact: Improved food and nutrition situation for West African populations and capacity building for national and regional food and nutrition security schemes

Contracting Authority:
CEDEAO/ARAA

Operators: CILSS (component 1), IRAM-Issala-AEDES-LARES consortium



Program Components and Rationale



INFORMATION SYSTEMS TO TACKLE FOOD AND NUTRITION SECURITY CHALLENGES

Better Understand and Manage Food and Nutrition Insecurity

Component 1 of PASANAO, implemented by the Permanent Interstate Committee for Drought Control in the Sahel (CILSS) fostered better monitoring of food insecurity and malnutrition by providing specialized national and regional institutions with analytic tools suited to the diversification of the causes of food insecurity. This component targets three risk factors:

- The low level and fluctuation of household incomes.
- Chronically worsened nutrition situations.
- Markets increasingly integrated on the regional level.

Sub-component 1.1 aimed to establish a diagnostic of food security parameters and integrate them in the Harmonized Framework, the regional tool and for harmonization and synthesis of analyses on the subject. Risk typology studies in Côte d'Ivoire and Ghana were conducted, as well as capacity-building for national executives. This sub-component also supported the drafting of sub-regional studies on the results of agricultural crop years and food stores by the CILSS.

The goal of sub-component 1.2 was to strengthen and adapt national food security information systems and networking within production basins and exchanges. PASANAO therefore provided training on market information systems in Côte d'Ivoire, Ghana and Togo, conducted a study on including nutritional watch efforts in agricultural surveys (see sidebar) and tested urban vulnerability surveys (see pg. 6). The program also supported the launch of ECOWAS's regional integrated agricultural information system, ECOAGRIS (financed mainly by the European Union).

Finally, sub-component 1.3 made it possible to build analysis and policy-making capacities thanks to the establishment of a Master's degree in "Food and Nutrition Security" at the Agrhymet Regional Center (ARC) (see pg. 7) and by training national executives to write papers for decision-makers on food and nutrition security trends.



Study: Integrating Nutrition in Agricultural Surveys

This study offers recommendations to continue the integration of nutritional indicators in agricultural surveys, notably to improve the quality of data and their analysis, and strengthen and harmonize food insecurity and food consumption/diversity indicators.



In Detail: A New Methodology to Analyze Urban Vulnerability

In the framework of component 1, PASANAO seeks to offer innovative methods to reinforce monitoring of food insecurity. To better understand the low level and fluctuation of household incomes, many studies have been done on the regional scale using the “Household Economy Analysis” (HEA) approach. However, this approach was mostly limited to rural areas, while the proportion of the population, even in coastal countries, living in urban areas is close to or over 50%.

PASANAO therefore tested a system to characterize and monitor the incomes of vulnerable households in urban areas of the countries in the central basin: Ghana, Côte d’Ivoire and Mali. In each country, a neighborhood in the capital was chosen as a pilot zone, with several surveys to monitor household evolution.

What Lessons Can Be Learned from This Experiment?

1. The HEA methodology was designed for rural areas. It is difficult to transpose it to urban areas because households there are highly

multi-active, with diverse sources of income, which makes it difficult to create homogeneous groups of informants. In addition, the variations in urban household’s incomes are smaller—a consequence of the multiple nature of their sources of income—making evolutions more difficult to grasp in significant proportions.

2. This qualitative method requires very well trained surveyors because they must be able to evaluate the exactitude and coherency of respondents’ declarations.

3. The issue of aggregating results from different groups (see the sidebar on “Methodological Innovations”) to provide decision-makers with a vision of overall trends remains to be clarified.

Toward Urban Vulnerability Observatories?

One possibility for the future would be to develop urban observatories in West Africa modeled on the rural observatories in Madagascar, so as to ensure regular monitoring of a number of households over the long term.



Methodological Innovations:

- ✓ The groups of informants are defined in relation to their profession, and not based on a neighborhood criteria as in classic HEA surveys because the occupations of inhabitants of a given neighborhood are more diverse than those of rural neighbors.
- ✓ To compensate for the heterogeneity of people declaring the same occupation, three groups are created within each profession: well-off/average/poor. An additional group, is added, the “ultra-poor”, to account for the households living from donations and begging.
- ✓ As a complement to profession-based surveys, reflections are underway on defining a baseline basket for each neighborhood to monitor changes in the cost of essential goods.



In Detail: The Agrhymet Regional Center's Food and Nutrition Security Master's Degree

In the framework of sub-component 1.3 of PASANAO, a Master's degree in food and nutrition security was created within the Agrhymet Regional Center (ARC) in Niamey. The Master's helped, through training activities run by CILSS, build the regional expertise in the field of food and nutrition security (FNS) needed to implement the regional agricultural policy.

The students, the majority of whom executives from the public and private sectors, took classes taught by experts from the ARC and West African training institutes, and went on study voyages to countries in the region. As part of their training, each student did an internship and wrote a thesis paper on a subject of national interest in their country of origin, thus helping contribute directly to the sub-region's food security knowledge. In all, there

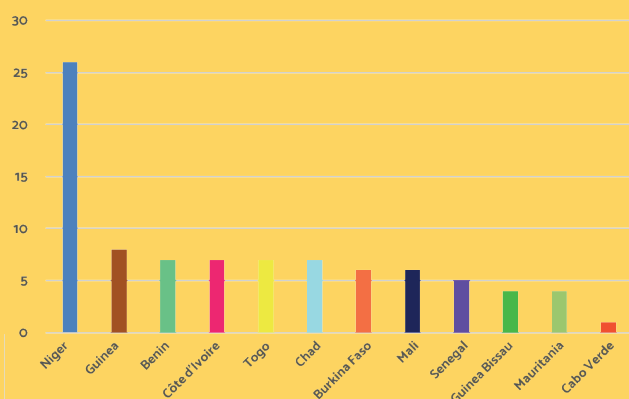
have been four graduating classes, totaling 88 graduates, 30 of whom women.

What Possible Paths to Sustainably Continue the Master's Course?

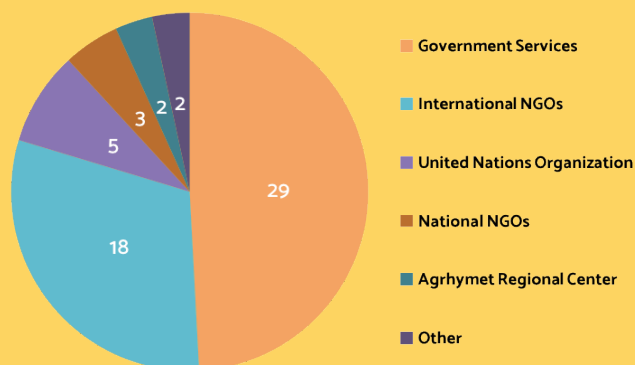
1. Consolidating the training within the regional and international academic landscape: expanding and updating the curriculum, co-labeling by universities in the North and South, creating a doctoral program, etc.
2. Widening the target public: including English-speaking students, free online courses, etc.
3. Securing sustainable funding: lowering training costs (larger graduating classes, long-distance teaching), and seeking sustainable funding from the public and private sectors.



Nationality of Master's Degree Holders - 2012 - 2017



Where Do the Graduates Come from?



BETTER REGIONAL POLICIES AND INSTRUMENTS FOR FOOD AND NUTRITION SECURITY

States' Strong Interdependency in a Difficult Context

The fluctuations in commodities prices, exacerbated by liberalization policies, are risks with serious consequences for West African populations in a context of strong interdependency between the States in the region and growing impact of international market fluctuations. This price risk combines with the growing pauperization of a large share of the population (in both rural and urban areas).

For Better Agricultural and Trade Policy Coherence

It therefore seems necessary to implement regional agricultural and food market regulation measures, in conjunction with the ECOWAS's Common External Tariff (CET), which

was adopted in 2013. To attain this objective, PASANAO fostered dialogue between agriculture and trade stakeholders (see sidebar below) and accompanied the implementation of the regional food security reserve (see pg. 9). In conjunction with the “access to food for the poorest inhabitants” component of ECOWAP, PASANAO also worked on a status report on social protection mechanisms in the region, with the aim of promoting a regional scheme (see sidebar below).



Policy Briefs: The Role of Trade Policies in Maintaining Food and Nutrition Security

To facilitate dialogues among people and institutions in charge of agricultural policies and trade policies within the ECOWAS commission, the PASANAO technical team wrote several technical briefs on concrete stakes, such as the negotiations on and impacts of the ECOWAS's Common External Tariff (CET).



Study: Support for the Design of a Regional Dialogue and Training Mechanism Concerning Social Safety Nets in West Africa

How to strengthen social protection intervention coherence? After a status report on national social protection systems, the authors supported the idea of creating a community of practices and training courses (both short- and long-term) on the subject, managed by ECOWAS rather than by outside partners. The conclusions of this study had a leverage effect on the Regional Support Program for National Social Security Safety Nets in West Africa, initiated in 2014 by the RAAF with the support of Spanish overseas aid and the FAO.



In Detail: Studies to Establish the Regional Food Security Reserve

PASANAO contributed to operationalizing the Regional Food Security Reserve (RFSR), established by the supplemental act (AS/2/02/13) passed during the 42nd ordinary session of the ECOWAS Conference of Heads of State and Government in February 2013, and which integrated the RFSR into the ECOWAS Treaty. It is an instrument designed to respond effectively to food crises alongside States and socio-professional stakeholders while contributing to the implementation of ECOWAP/CAADP with a regional food security and sovereignty perspective.

In this way, the program enabled the governance of the RFSR and its Info-Stocks unit to be defined, along with the physical reserve's supply and trigger modalities, contractual tools for the storage of foodstuffs, and the form and dissemination of decision-making assistance information products. A study of the implementation of the reserve's financial component was also conducted.

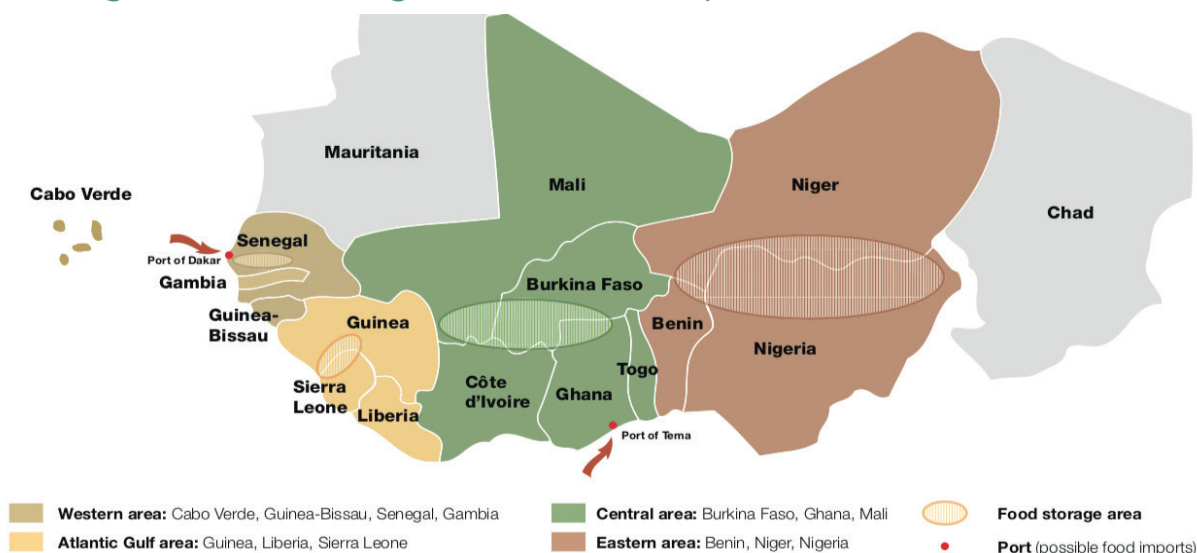
This support, enabled by the flexibility of the PASANAO convention, made it possible to support this instrument crucial to West African food security before the launch of the West Africa food security storage support project (the ECOWAS Stock project), financed since 2014 by the European Union via Spanish overseas aid (AECID) and the Agence Française de Développement (AFD) and the CILSS. The mobilization of executives of national storage companies (Mali, Burkina Faso, Niger) was instrumental in defining the reserve's operational rules, based on the best practices of the national storage companies, and highlighted the strength of their network RESOGEST.

Map of Stocks

In addition to this work, a study of maps of proximity stocks was conducted in Niger, Senegal, Mali, Burkina Faso, Nigeria and Ghana to better grasp the regional situation and the diversity of types and practices of private storage.



Storage Sites of the Regional Food Security Reserve



Source: ECOWAS Regional Agency for Agriculture and Food (RAAF)

INNOVATIVE OPERATIONS TO EXPERIMENT LOCALLY AND BUILD REGIONAL KNOWLEDGE

Initiate the Emergence of New Practices

To manage or prevent food insecurity, public and private stakeholders must have appropriate tools and methods that have been tested in West African contexts. For this, new modalities of action must be tested, evaluated and compared in order to derive useful lessons for decision-makers. This is what component 3 of PASANAO proposed, with the help of a subsidy window for innovative operations for food and nutrition security in West Africa, with grants of up to 250,000 euros. The total subsidy amount was 3.9 million euros.

The objective of this window was to enable the emergence of innovative solutions on the local level, learn from these experiences, and share their results on the regional level with all stakeholders in ECOWAS member-States. This component also helped build the RAAF's capacities to select, monitor and evaluate projects within the regional space, in direct connection with its mandate of an ECOWAP operationalization agency.

Calls for Proposals

Three calls for proposals, prepared by the PASANAO team with the support of technical experts, were launched to finance innovative operations introducing new tools, new modes of governance, or new targeting approaches. Four major themes were chosen.

1. Ensuring the security and resilience of systems of activity in rural areas, covering securing pastoral systems and agricultural systems that are resilient in the face of climate change.
2. Nutrition and food, including the fortification of foods and dietary behaviors.
3. The processing, storage and marketing of agricultural products, associating the strengthening of credit systems, and the storage, processing and marketing of agricultural products.
4. The economic and social integration of rural youth, including vocational training, integration and the promotion of entrepreneurship among rural youth.

What Lessons from This Component?

To support the emergence of new practices and improve the strategic orientation of regional food and nutrition security policies, it appears necessary to combine local-level innovations with regional level sharing of lessons learned and best practices. If multi-country projects enable the opening of work simultaneously in several countries and the promotion of harmonized practices, innovative projects at the national level allow for the involvement of local stakeholders with solutions rooted in their specific intervention contexts. Moreover, due to the subsidy amounts, designing multi-country projects implemented by several national institutions was not easy.

Pilot project implementing the “cattle feed” component of the Regional Food Security Reserve



Réseau Billital Maroobé
Burkina Faso, Mali, Niger, Senegal

Incentivizing adoption of climate-change practices in cereals production in Nigeria



Federal University of Agriculture of Abeokuta
Nigeria

Support to knowledge-building on resilient agricultural practices carried by FOs



ROPPA
Burkina Faso, Mali, Niger

Knowledge building on the long-distance agricultural training for rural youth in West Africa



INADES-Formation Togo
Burkina Faso, Côte d'Ivoire, Togo

Ensuring the Security and Resilience of Systems of Activity in Rural Areas

Nutrition and Food

Agricultural Product Processing, Storage and Marketing

Economic and Social Integration of Rural Youth

Knowledge building on and dissemination of an incubator center developing agricultural professions for rural young men and women



CNCR
Senegal

Economic and social integration of rural youth



INRAB
Benin

Knowledge building on an innovative partnership for small farmers' access to agricultural credit



INADES - Formation Togo
Togo

Knowledge building on an innovative partnership for small farmers' access to agricultural credit



PSI COOPEC
Senegal

Improving grain stock management by farmers belonging to FEPAB



Oxfam
Burkina Faso

Extension of the experiment in marketing agricultural products via the warehouse receipt (warrantage) system as a strategy to improve farmers' incomes in the soy and rice value chains in the Plateaux region



Union des Agriculteurs de la Région des Plateaux
Togo

Establishment of an information system on agricultural markets

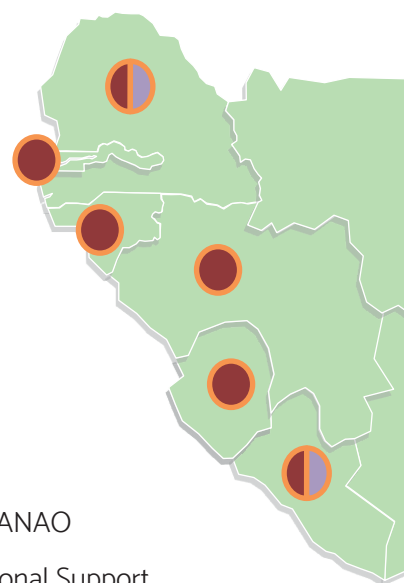


Ministère de l'Agriculture, de l'Elevage et de l'Hydraulique
Togo

Economic intelligence at the service of price risk management in grain value chains (millet, sorghum, corn, rice)



RONGEAD
Benin, Burkina Faso, Côte d'Ivoire



Operations supported by the PASANAO





Operations supported by the Regional Support Programme for National Social Safety Nets in West Africa





In Detail: Map of Innovative Operations implemented by the RAAF



Farmers' innovations in "organic manure" and climate change resilience on cocoa farms

 CIRAD
 Côte d'Ivoire



Building knowledge on stakeholders' experience for the development of resilient agro-ecological techniques in West Africa

 AVSF
 Senegal, Burkina Faso, Togo



Optimization of sugarcane straw

 Laiterie du Berger
 Senegal

Innovative project in favor of food and nutrition security

 Société de transformation alimentaire
 Niger

Regional project to fortify and optimize use of corn flour

 Hellen Keller International
 Benin, Burkina Faso, Togo

Organic label in Burkina Faso: development of a participatory guarantee system for dietary behaviors and resilient agriculture

 RONGEAD
 Burkina Faso

Optimization of local products to improve dietary behaviors in the Boucle du Mouhoun region and foster a good nutritional transition in Ouagadougou

 GRET
 Burkina Faso



Sustainable food system and the fight against malnutrition in the Rufisque department

 GRDR
 Senegal

Food security support and improved nutrition support project – phase 2

 Fondation Paul Gérin-Lajoie
 Bénin

Drying-storage of fruits and vegetables using solar energy at the Fakoly farm

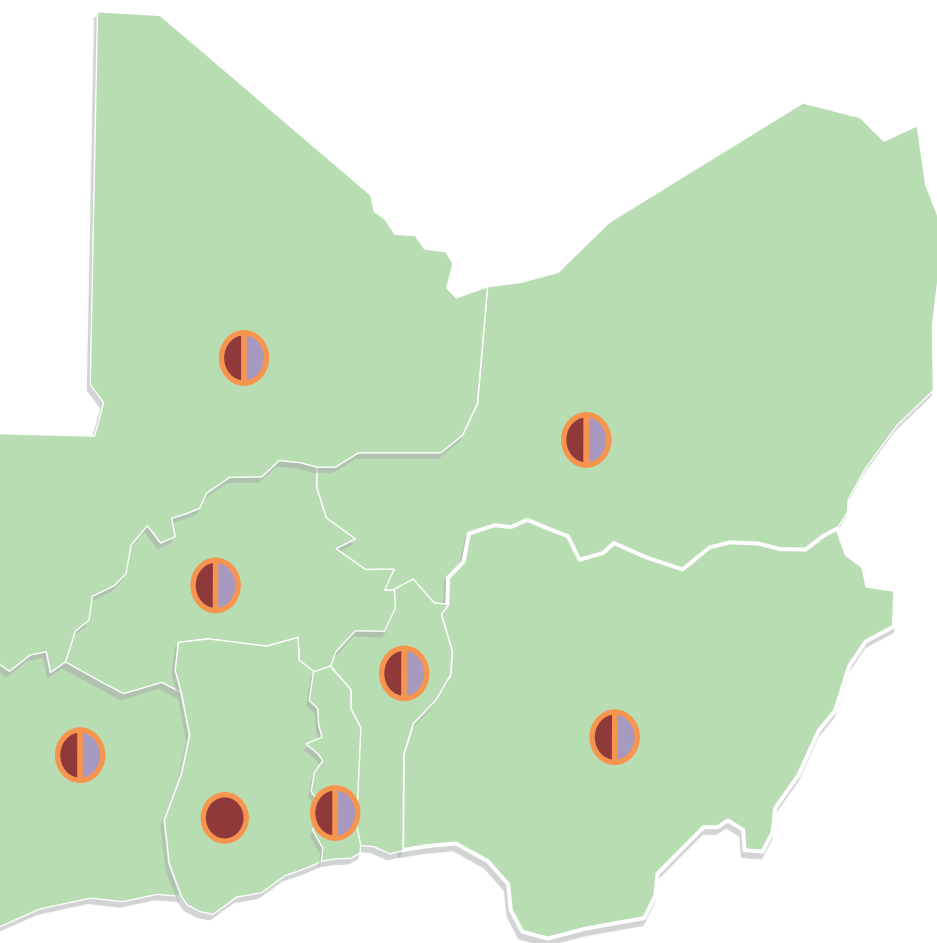
 ENDA Energie
 Mali

Innovations for the development of nutritious foods for young children and their mothers

 GRET
 Benin, Burkina Faso, Mali, Niger

Improving food-related behavior on value-added cassava products

 ZOA
 Liberia



LESSONS LEARNED AND PROSPECTS

Strengthened Capacities, New Projects and Greater Visibility for RAAF

PASANAO, the first project implemented by the RAAF, greatly contributed to capacity strengthening of the agency, in particular through the implementation of component 3 and technical support to executive direction of the agency. It encouraged other technical and financial partners to act: RAAF now houses nine projects from various donors. The calls for projects, a true first field experience for ECOWAS, enabled greater visibility and territorial anchorage for ECOWAS.

The Leverage Effect of PASANAO's Progress

The activities of component 2 of PASANAO have had an important leverage effect for action on the regional level (see pgs. 9 and 10), with for example the quicker start of building food stocks and their first use for an operation in northeastern Nigeria. The continuation of work reflecting on the mechanisms for a regional cattle food reserve, as well as the operation of the regional reserve, represent important prospects for the region's food security. In addition, the innovative operations have contributed to implementation of the RAIP-FNSs (PRIASANS).

Information Needs Still Relevant

The results of component 1 advocate for extending the action for ownership of the harmonized framework. The aim would be to open information to the data from associative and

private information systems on prices and markets, and develop better methodologies to analyze urban and rural vulnerability, notably on the specific characteristics of pastoral and agro-pastoral households. Ensuring the sustainability of the Master's course in Food and Nutrition Security seems to be a strong stake (see pg. 8).

Calls for Projects: A System Suited to the ECOWAS's Missions and Building the RAAF's Institutional Capacities

The RAAF is replicating the call for projects scheme for the innovative operations of component 3 in several of its new projects. The capacity building for the RAAF has led to better running of its projects and allowed it to respond to international calls for projects.

The relevance of continuing the call for projects process is largely proven, but its direction should be clarified: the sub-regional scale should be favored to (i) multiply experimentation (innovative pilot projects) and (ii) develop regional projects based on pilot project successes.

The continuation of this activity could be more effective by setting up an "Innovations" window within the *Fonds Régional pour l'Agriculture et de l'Alimentation* (FRAA, Regional Fund for Agriculture and Food). This would require strengthening the RAAF's resources to manage and supervise these processes adequately.

ACRONYMS AND ABBREVIATIONS

AECID	<i>Agencia Española de Cooperación Internacional para el Desarrollo</i> – Spanish Development Agency
AFD	<i>Agence Française de Développement</i> - French Development Agency
ARC	Agrhyet Regional Center
CAADP	Comprehensive Africa Agriculture Development Program
CET	Common External Tariff
CILSS	Permanent Interstate Committee for Drought Control in the Sahel
CNCR	<i>Conseil National de Concertation et de coopération des Ruraux</i> – National Counsel for Concertation and Collaboration of Rural Populations
ECOWAP	Economic Community of West African States' Agricultural Policy
ECOWAS	Economic Community of West African States
FAO	Food and Agriculture Organization of the United Nations
FNS	Food and Nutrition Security
FRAA	<i>Fonds Régional pour le Développement de l'Agriculture et de l'Alimentation</i> - Regional Fund for Agriculture and Food
FSIS	Food Security Information Systems
HEA	Household Economy Approach
INRAB	<i>Institut National de Recherche Agronomique du Bénin</i> – National Agronomic Research Institute of Benin
NAIP	National Agricultural Investment Plan
NGO	Non-Governmental Organization
PASANAO	<i>Programme d'Appui à la Sécurité Alimentaire et Nutritionnelle en Afrique de l'Ouest</i> - Support Program for Food and Nutrition Security in West Africa
PO	Producers' Organizations
RAAF	Regional Agency for Agriculture and Food
RAIP	Regional Agricultural Investment Plan
RFSR	Regional Food Security Reserve
ROAC	<i>Réseau Ouest-Africain des Céréaliers</i> – West African Cereal Producers Network
ROPPA	<i>Réseau des Organisations Paysannes et de Producteurs de l'Afrique de l'Ouest</i> – West African Farmers and Producers Organizations Network

FURTHER READING

On this USB Thumb Drive:
A Platform with All PASANAO
Documents





The *Programme d'Appui à la Sécurité Alimentaire et Nutritionnelle en Afrique de l'Ouest* (Support Program for Food and Nutrition Security in West Africa) is a program funded by the Agence Française de Développement (AFD) and the Economic Community of West African States (ECOWAS), and implemented by the Regional Agency for Agriculture and Food (RAAF), the Permanent Inter-State Committee for Drought Control in the Sahel (CILSS) and the IRAM-Issala-AEDES-LARES consortium between 2013 and 2018. It built the institutional capacities of stakeholders fighting food insecurity by developing new tools, training and networking national executives, and implementing action-research projects in ECOWAS member-States.



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