



## Support to Farmers' Organisations in Africa Programme – Main Phase

### Mid-Term Review Report

February 2016





Investing in rural people

## **Support to Farmers' Organisations in Africa Programme – Main Phase**

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### **Mid-Term Review**

# Support to Farmers' Organisations in Africa Programme



## EAFf

Confédération des Associations des Producteurs Agricoles pour le Développement (CAPAD), Burundi  
 Djibouti Agro-Pastoralist Association, Djibouti  
 Cooperative Centrale du Nord-Kivu (COOCENKI), DRC  
 Fédération des organisations Producteurs du Congo au Nord-Kivu (FOPAC), DRC  
 Ligue Des Organisations Des Femmes Paysannes Du Congo (LOFEPACO), DRC  
 Syndicat De Defense Des Interests Paysans (SYDIP), DRC  
 Oromia Coffee Farmers Co-operative Union (OCFCU), Ethiopia  
 Oromia Pastoralists Association, Ethiopia  
 National Confederation of Eritrean Workers (NCEW), Eritrea  
 Kenya National Federation of Agricultural Producers (KENFAP), Kenya  
 Kenya Livestock Producers Association (KLPA), Kenya  
 Co-operative Alliance of Kenya (CAK), Kenya  
 Rwanda Farmers' Federation (IMBARAGA), Rwanda

National FOs in **black** are directly benefiting from the Programme.

Syndicat Rwandais des Agriculteurs et Elevours (INGABO), Rwanda  
 National Co-operative Confederation of Rwanda (NCCR), Rwanda  
 South Sudan Agricultural Producers Union (SSAPU), South Sudan  
 Uganda National Farmers' Federation (UNFFE), Uganda  
 Uganda Co-operative Alliance (UCA), Uganda  
 National Union for Coffee Agribusinesses and Farm Enterprise (NUCAFE), Uganda  
 Mtandao wa Vikundi Vya Wakulima wa Tanzania (MVWATA), United Rep. of Tanzania  
 Tanzania Federation of Co-operatives (TFC), United Rep. of Tanzania  
 Agricultural Council of Tanzania (ACT), United Rep. of Tanzania



## PROPAC

Confederaçoes das associacoes de camponeses cooperativas agro-pecuarias de Angola (UNACA), Angola  
 Concertation Nationale des Organisations Paysannes du Burundi (CNOP Burundi), Burundi  
 Concertation Nationale des Organisations Paysannes du Cameroun (CNOP-CAM), Cameroon  
 Conseil National de Concertation des Producteurs Ruraux du Tchad (CNCPRRT), Chad  
 Concertation Nationale des Organisations Paysannes de Centrafrique (CNOP CAF), Central African Republic  
 Concertation Nationale des Organisations Paysannes du Congo (CNOP Congo), Congo  
 Federation Nationale des Organisations Paysannes de la Guinée Equatoriale (FENOCGE), Equatorial Guinea  
 Confédération Paysanne du Congo (COPACO), DRC  
 Concertation Nationale des Organisations Paysannes du Gabon (CNOP Gabon), Gabon  
 Fédération Nationale des Petits Producteurs de Sao Tome et Principe (FENAPA STP), Sao Tomé and Príncipe



## ROPPA

Plate-forme Nationale des Organisations Paysannes et des producteurs Agricoles du Bénin (PNOPPA), Benin  
 Confédération paysanne du Faso (CPF), Burkina Faso  
 National Coordinating Organisation for Farmer Associations of The Gambia (NACOFAG), Gambia  
 Farmers Organisations Network of Ghana (FONG), Ghana  
 Conseil national des Organisations Paysannes de Guinée (CNOP-G), Guinea  
 Quadro nacional de Concertação das Organizações camponesas e produtores agrícolas da Guiné Bissau (OCOPGB), Guinea Bissau  
 Association nationale des Organisations de Producteurs agricoles de Côte d'Ivoire (ANOPACI), Ivory Coast  
 Liberian farmers Union Network, Liberia  
 Coordination nationale des Organisations paysannes du Mali (CNOP-M), Mali  
 Plateforme paysanne du Niger (PPF-N), Niger  
 Conseil national de Concertation et de Coopération des ruraux (CNCR), Senegal  
 National Farmers Association of Sierra Leone (NAFSL), Sierra Leone  
 Coordination togolaise des Organisations paysannes et de Producteurs agricoles (CTOP), Togo



## SACAU

Botswana Agricultural Union (BAU), Botswana  
 Lesotho National Agricultural Union (ENAFU), Lesotho  
 Coalition of Farmers Organizations (CPM), Madagascar  
 Confédération des Agriculteurs Malagasy (FEKRITAMA), Madagascar  
 Farmers' Union of Malawi, Malawi  
 National Smallholder Farmers' Association of Malawi, Malawi  
 Uniao Nacional de Camponeses, Mozambique  
 Namibia National Farmers' Union (NNFU), Namibia  
 Namibia Agricultural Union, Namibia  
 Seychelles Farmers' Association (SoyFA), Seychelles  
 Agri-South Africa, South Africa  
 Swaziland National Agricultural Union (SNAU), Swaziland  
 Agricultural Council of Tanzania (ACT), United Rep. of Tanzania  
 Zambia National Farmers' Union (ZNFU), Zambia  
 Zimbabwe Farmers' Union (ZFU), Zimbabwe  
 Commercial Farmers' Union, Zimbabwe



## UMAGRI

Union Nationale des Paysans Algériens (UNPA), Algeria  
 Central Agricultural Cooperative Union (CACU), Egypt  
 Syndicat Général des Agriculteurs et Elevours Libyens, Libya  
 Fédération Mauritanienne de l'Agriculture, Mauritanie  
 Union Marocaine de l'Agriculture (UMA), Morocco  
 Sudanese Farmers and Pastoralists Union, Sudan  
 Union Tunisienne de l'Agriculture et de la Pêche (UTAP), Tunisia

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## ABBREVIATIONS AND ACRONYMS

AFD	Agence française de développement
APESS	Association pour la Promotion de l'Élevage au Sahel et en Savane
AU	African Union
AWPB	Annual Work Plan and Budget
BIDC	ECOWAS Bank for Investment and Development
BOAD	Banque Ouest Africaine de Développement
CAADP	Comprehensive Africa Agriculture Development Programme
CAL	<i>Cadre d'appui local</i>
CAPAD	Confédération des Associations des producteurs agricoles pour le développement
CEO	Chief Executive Officer
CNCPR	Conseil National de Concertation des Producteurs Ruraux du Tchad
CNCR	Conseil National de Concertation des Ruraux
CNIEP	Conseiller national aux initiatives économiques des OP
CPAE	Commission pour la promotion des activités économiques
CPF	Confédération paysanne du Faso
EAC	East African Community
EAFF	Eastern Africa Farmers Federation
EC	European Commission
ECCAS	Economic Community of Central African States
ECOWAS	Economic Community of West African States
EMCCA	Economic and Monetary Community of Central Africa
ESA	East and Southern Africa Division (IFAD)
EU	European Union
FANRPAN	Food, Agriculture and Natural Resources Policy Analysis Network
FERT	Formation pour l'Épanouissement et le Renouveau de la Terre
FFP	Farmers Fighting Poverty
FO	Farmers' Organisation
IFAD	International Fund for Agriculture Development
KM	Knowledge Management
M&E	Monitoring and Evaluation
MFI	Micro Finance Institution
MP	Member of Parliament
MTR	Mid-Term Review
MoU	Memorandum of Understanding
NEPAD	New Partnership for Africa's Development
NFOs	National Farmers' Organizations
OCA	Organisational Capacity Assessment
PAFO	Pan African Farmers' Organization
POW	Programme of Work
PROPAC	Plateforme Régionale des Organisations Paysannes d'Afrique Centrale
PTA	Policy and Technical Advisory Division (IFAD)
RBM	Réseau Billital Maroobé
RFOs	Regional Farmers' Organizations
ROPPA	Réseau des Organisations Paysannes et des Producteurs Agricoles de l'Afrique de l'ouest
SACAU	Southern African Confederation of Agricultural Unions
SDC	Swiss Agency for Development and Cooperation
SFGU	Sudanese Farmers General Union
SFOAP	Support for Farmers' Organizations in Africa Programme
SMART	Specific, Measurable, Assignable, Realistic, Time-bound
SNAU	Swaziland National Agricultural Union
SNFO	Sub-National Farmer Organisation
UCA	Uganda Cooperative Alliance
UMNAGRI	Union Maghrébine et Nord Africaine des Agriculteurs

UNOPS	United Nations Office for Project Services
UPA DI	Union des producteurs agricoles du Québec Développement international
VCAP	Value chain action plan
VAT	Value Added Tax
WA	Withdrawal Application
WAEMU	West African Economic and Monetary Union
WCA	West and Central Africa Division (IFAD)

## EXECUTIVE SUMMARY

SFOAP main phase (2013-2017) builds on the successful achievements of the pilot phase (2009-2012) and targets the five regional Farmers' Organisations (FOs) networks in Africa (EAFF, PROPAC, ROPPA, SACAU and UMNAGRI)<sup>1</sup> as well as the Pan African Farmers' Organisation (PAFO). SFOAP has a budget of EUR 19.9 million, co-financed by the European Union (EUR 15 000 000), the *Agence française de Développement* (AFD) (EUR 1 065 750), the Swiss Agency for Development and Cooperation (SDC) (EUR 2 000 000) and IFAD (USD 2 500 000), the latter being also responsible for channelling funds to RFOs and for programme overall coordination and supervision. The programme was designed along a budget support approach whereby RFOs were free to adapt activities to their priorities within the overall programme framework. Design flexibility is reflected in the diversity of approaches, which demonstrates good programme ownership by RFOs.

SFOAP underlying concept is that of a continental programme bringing together regional and national FOs and developing strategic linkages between the regional and national levels. Component 1 aims at strengthening the organisation and management of regional and national FOs (RFOs and NFOs) so that they can better serve their members. Component 2 aims at supporting FOs involvement in policy processes. Component 3, a new component as compared to the pilot phase, aims at improving FOs entrepreneurial capacities and participation in value chains by supporting FOs provision of economic services. The regional entry point to support local delivery of economic services led to complex implementation set-ups benefitting a smaller number of farmers as compared to Components 1 and 2. Under Component 4, SFOAP supports PAFO's establishment so that it can take part in policy dialogue at the continental and further international levels. Component 5 covers the costs of programme coordination and supervision by IFAD.

The MTR global assessment of programme implementation is satisfactory. SFOAP resources have contributed to strengthening internal dynamics in the five regional networks and the budget support approach has enabled the development of a rich diversity of strategies and instruments designed to improve the relevance and capacity of FOs to respond to members' needs.

The financing of core costs, capacity building and communication (Component 1) has consolidated the good achievements of the pilot phase. It has had important multiplier effects by facilitating FOs involvement in increasingly complex policy processes and by leveraging additional resource mobilisation to the benefit of whole farmers' communities.

Component 1 contributed to support FOs core functions with the financing of the costs of 100 staff at the national and regional level, the organisation of over 55 training and 26 governing meetings as well as the annual audits of NFOs and RFOs. Several tools and strategies were also deployed to build members' capacities, support exchanges and knowledge management and strengthening the relationships between RFOs and NFOs and among NFOs. This includes the development of memberships databases (9), strategic and thematic programmes (14), management systems (9) and constitutional texts or institutional profiling (14), as well as the organisation of exchange visits and consultations (31), and the development of communication strategies (14). Such activities enabled FOs to improve their democratic functioning and governance, to strengthen their professionalization and to ensure their daily functions helping them to pursue their mandates.

The approach followed for the implementation of Component 1 is thus considered relevant and bearing the expected results at mid-term. No major challenges have been identified and requiring major changes in the next phase of the programme made exception for two main issues relating to: (i) the need to readapt the degressivity of SFOAP support to the financing of core functions (embedded in programme design in view to support financial sustainability) and; (ii) the assessment of programme implementation in North Africa.

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<sup>1</sup> The Eastern African Farmers Federation (EAFF); the *Plateforme Sous-Régionale des Organisations Paysannes d'Afrique Centrale* (PROPAC); the *Réseau des Organisations Paysannes et de Producteurs agricoles de l'Afrique de l'Ouest* (ROPPA) and the Southern African Confederation of Agricultural Unions (SACAU); The *Union Maghrébine et Nord Africaine des Agriculteurs* (UMNAGRI)

SFOAP main phase has consolidated FOs abilities to engage into policy development (Component 2), including the ability to systematically organise members' consultations, develop closer relationships with regional economic organisations, analyse, challenge and contribute to national policies.

FOs are members of many policy making bodies including specialised committees and programmes run by regional economic organisations (e.g. the Regional Programme of Agriculture, Food Security and Nutrition Investments of the Economic Community of Central African States - ECCAS), regional and national research networks (e.g. the Association for Strengthening Agricultural Research in Eastern and Central Africa - ASARECA; the West and Central African Council for Agricultural Research and Development - WECARD), policy development platforms (e.g. regional and country teams of the Comprehensive Africa Agriculture Development Programme), national institutions in the agriculture sector and project steering committees.

FOs abilities are reflected in their increased participation in policy events and their ability to engage in increasingly complex processes involving both the regional and the national level. Examples can be found in: (i) EAFF remarkable and successful experience bringing to the voting and approval of their Cooperatives Bill by the Legislative Assembly of the East African Community; (ii) the regional financial mechanism for agriculture financing promoted by ROPPA involving the two regional economic organisations in Western Africa; (iii) activities implemented by PROPAC for the preparation of a Declaration on land management and the containment of land grabbing; (iv) the preparation of a comprehensive programme on women and youth mobilisation and the issuance of regional policy statement by SACAU.

Challenges include limited human and financial capacity to face increased demand to participate in policy processes, limited recognition by members of the benefits accruing from policy dialogue and increasingly complex processes and technical issues.

Achievements are more limited for Component 3. This can be partially explained by the fact that, despite the different approaches (more strategic approach with strategic priorities in specific commodities and countries in the case of EAFF and SACAU; more competitive approach with proposals arising from local FOs in the case of PROPAC and ROPPA), the start-up of activities under this new component was challenging in terms of overall set up and time was needed for preparatory work (e.g. in terms of set up of the management structure, development of relevant tools as manuals of procedures, and guidelines, the structuring of implementation arrangements, etc.) and of mutual understanding between IFAD and RFOs on eligible activities.

Implementation modalities and tools are now available and Component 3 disbursement has started or should soon start taking off.

Component 4 has suffered delays in terms of programme implementation as PAFO's Secretariat is not yet established. The recent recruitment of PAFO's CEO and the upcoming installation of the secretariat in Addis Ababa should soon bring implementation on track.

IFAD has been playing its role of supervision and global coordination (Component 5). Annual supervision missions were successfully held in 2013 and 2014 covering more than 15 countries. The channelling of funds has also improved since the pilot phase thanks to measures worked out by IFAD with the financiers.

Enhanced communication mainly through having SFOAP coordination team taking part in supervision missions would strengthen the partnership with RFOs. Also, global and regional M&E is an area where progress needs to be done in particular with regard to impact assessment.

Main factors explaining the 27% implementation rate include difficulties in implementing Component 3 and in establishing Component 4. Financial management is at a satisfactory level for four RFOs (SACAU, EAFF, ROPPA, UMNAGRI) and, while it is moderately satisfactory for PROPAC. PROPAC has taken measures to address major shortcomings. All of the 2013 audits reports were unqualified.

A large and diverse range of partnerships has been developed by RFOs and NFOs but it was found that partnerships with IFAD investment projects, although improving thanks to more systematic endeavours by NFOs, need further efforts based on the recognition that IFAD and NFOs have an equal responsibility for developing joint partnerships.

With regard to sustainability, RFOs and NFOs are well aware of the need to develop financial autonomy and are looking for alternative, less donor-dependent sources of financing, including fees

for services, commercially-oriented subsidiaries, public subsidies from regional economic organisations and national governments and partnerships with the private sector.

Key recommendations include the following:

- The rule of progressively decreasing SFOAP support to salaries and operational costs after two years is maintained. Nonetheless, IFAD and partners should adapt the rule with a view to take into account the different levels of maturity of FOs as well as the different duration over which they have so far benefitted from SFOAP financing;
- RFOs and NFOs should prepare detailed resource mobilisation strategies to ensure that by the end of SFOAP they have resources allowing them to continue funding their core costs without interruption;
- RFOs and NFOs that do not yet have an institutional M&E system should set up one and existing institutional systems should be strengthened. Where RFOs do produce an annual report on their organisation's activities, IFAD and SFOAP financiers should accept that they use their annual reports to report on institutional achievements, including those supported by SFOAP, provided specific information on the SFOAP is included (e.g. updated logframe and financial report);
- Under Component 3, RFOs and NFOs should ensure that sound business plans are available prior to agreeing on financing and provide methodological support so that funded FOs projects are feasible, profitable and sustainable.
- RFOs and NFOs should also prepare KM plans and enhance NFOs capacities on capitalisation to document successful business models for delivering economic services to farmers
- PAFO should establish a roadmap of priority actions required to set up the Secretariat and to start a programme of activities. As soon as PAFO has an operational secretariat, it should take up the responsibility of organising and supporting SFOAP continental KM;
- RFOs should revise their budgets for 2016-2017 to reflect the recommendations of the mid-term review and other changes required for adequate project implementation trying to remain in the limit of the 10% of the original totals by component and category. Should changes exceed 10%, RFOs should request to IFAD an amendment to the grant reflecting the new budgets ;
- To ensure that partnerships are developed between NFOs and IFAD investment projects in a more systematic way, IFAD, jointly with RFOs, will identify those countries where there is an unmet potential for synergies and will prepare guidance notes to the benefit of RFOs, NFOs and CPMs.

## INTRODUCTION

1. **The Present report.** The present report is an IFAD document that was prepared based on the analysis carried out by a team of three selected independent consultants (see below for further details).

2. **Objectives.** The aim of the Mid-Term Review (MTR) is to review the performance and progress of the five-year Support to Farmers' Organisations in Africa Programme (SFOAP) – main phase since programme start, with a view to propose measures to improve performance, contribute to lessons learning and take stock of best practices.

3. **Origins.** SFOAP builds on the successful achievements of the pilot phase, which was initiated by the four regional farmers' organisations (RFOs) in sub-Saharan Africa (EAFF, PROPAC, ROPPA and SACAU<sup>2</sup>) who approached the European Commission (EC) with the aim of developing a partnership. As the EC could not enter into direct agreement with non-governmental organisations, the four RFOs asked IFAD to manage European funding on their behalf. The pilot phase was thus developed, also with an IFAD contribution<sup>3</sup>, to try out the modalities of the new partnership, which aimed at strengthening the institutional capacities of farmers' organisations (FOs) and their ability to design policy positions and advocate them on regional, national and local scenes. The unique implementation set up featured the four regional networks and 36 of their national members, who jointly designed and executed four regional programmes of work from 2009 to 2012 within the global SFOAP programme. The networks also promoted the creation of the Pan African Farmers' Organisation (PAFO). Successful achievements, as brought to light by an independent evaluation organised by the EC in August 2012 (see appendix 1 for further details), and the recognition that institutional development is a long term endeavour, prompted the design of a second main phase, which extended the coverage to a fifth African RFO, UMNAGRI<sup>4</sup>. Main new features of the main phase also include a new area of work – the provision of economic services – and bring on board two new financiers, Agence française de Développement (AFD) and the Swiss Agency for Development and Cooperation (SDC), though the latter also contributed to financing the bridging phase between the Pilot and Main phases of the SFOAP.

4. **Organisation.** The MTR was organised in the following steps:

- *Preparatory phase:* in March 2015 every RFO prepared a self-assessment of programme implementation to bring out achievements and constraints and to provide orientations to the MTR. The preparatory phase also allowed the MTR team<sup>5</sup> to review available documentation;
- *Regional visits:* from 30 March to 2 May 2015, the MTR team spent five days at the secretariat of every RFO, working with regional teams and representatives from selected National Farmers' Organisations (NFOs – see list in Annex 1), which helped in assessing SFOAP implementation at the national level and the interaction between national and regional levels. In every region, when possible, the MTR team also met with country representatives from IFAD, AFD, the European Commission and SDC, while Ms. Senait Regassa, from SDC/Addis Ababa joined the mission during the five days at EAFF. The MTR team presented preliminary findings and recommendations in a final meeting with every RFO and participating NFOs and gathered feedback from participants. The team could only do one field visit to a dairy cooperative member of the Cooperative Alliance of Kenya close to Nairobi and involved in SFOAP implementation in partnership with EAFF;
- *Report writing:* In May 2015 the MTR team had a debriefing at IFAD's headquarters and in June 2015 shared with IFAD the MTR report draft zero;

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<sup>2</sup> Eastern Africa Farmers Federation, Plateforme Régionale des Organisations Paysannes d'Afrique Centrale, Réseau des Organisations Paysannes et des Producteurs Agricoles de l'Afrique de l'ouest, Southern African Confederation of Agricultural Unions

<sup>3</sup> The programme budget was equal to 6.2 million EUR of which 5 million EUR from the EU and 1,2 million EUR from IFAD

<sup>4</sup> Union Maghrébine et Nord Africaine des Agriculteurs

<sup>5</sup> Agnès Deshormes (Team Leader), Fanny Grandval (Knowledge Management and Economic Services Expert) and Jean Bosco Ruranrangabo (Financial Management Expert).

- *SFOAP Steering Committee*: The 2015 SFOAP SC was organised by PROPAC in Yaoundé from 1 to 3 June 2015 and included a continental knowledge management (KM) workshop and a presentation and discussion of the MTR findings and recommendations;
- *Steps ahead and report finalisation*..The SFOAP SC provided recommendations and indications that enabled IFAD finalizing the draft of MTR report. On 7 December 2015, IFAD officially shared the draft report with members and observers of SFOAP SC for comments. On the basis of comments received the MTR document was finalized and shared on 5 February 2016..

5. **Structure of the report.** The main report consists of four main sections: (i) Programme design, which focuses on the assessment of the original design; (ii) Review of Programme implementation, which looks at the performance of the project; (iii) Summary of lessons learnt, which recaps key lessons on which to base further implementation; (iv) Recommendations for future implementation, which provides practical proposals for future programme implementation. The report also contains one detailed annex for every RFO.

## I. PROGRAMME DESIGN

### A. Overview

6. **Impact and lessons from the pilot phase.** The 2012 independent evaluation of SFOAP pilot phase showed significant progress of regional and national farmers' organisations (NFOs) with regard to governance, accountability to members and sound financial and administrative management. It also found that RFOs were increasingly able to provide support services to sustain their members' institutional development. It noted that the credibility and visibility of FOs had significantly increased as well as their representativeness and networking capacity, which had led to increased participation in policy processes. The evaluation report however indicated that many results remained fragile and needed to be consolidated over the long term. Key areas where further strengthening was needed included: financial sustainability, including the ability to increase the levels of self-financing and to diversify sources of financing; policy analysis and negotiation skills; women integration in leadership; monitoring and evaluation and knowledge management (M&E and KM). Most of these were reflected in the design of the main phase. Furthermore the evaluation recommended including a component on the provision of economic services, which is the object of Component 3.

7. **Programme objective and expected outcomes.** Building on the recommendations of the evaluation, SFOAP was designed for a five-year period (2013-2017). The main phase targets PAFO and the five regional FO networks, i.e. the four that had been targeted by the pilot phase (EAFF, PROPAC, ROPPA and SACA), with UMNAGRI now joining as well. Table 1 shows SFOAP purpose and expected outcomes, each of which is matched by a programme component.

**Table 1. SFOAP purpose and expected outcomes**

Purpose	FOs evolve into stable, performing, accountable organisations able to represent their members and advise farmers in their farming enterprises	
Outcomes	Strengthened FOs institutional and organisational capacities	Component 1
	FOs at different levels able to influence policies on priority subjects	Component 2
	Improved FOs' entrepreneurial capacities and participation in value chains	Component 3
	Operational PAFO with capacity to participate in the making of policy decisions on agriculture	Component 4
	Improved overall efficiency and effectiveness in programme implementation	Component 5

8. SFOAP has a budget of EUR 19.9 million. AFD and SDC, joined IFAD and the European Union, the latter still providing the majority of financing as will be detailed in Section II E.

9. **Ownership** (through earmarking of funds within the context of the overall strategic plans of the RFOs and NFOs). The Programme design document was prepared by IFAD based on: (i) continental consultations with RFOs held between 2011 and 2012 (e.g. in Yaoundé, Nairobi and Johannesburg) and, (ii) detailed formulation missions in the five regions that took place in 2012. The output from the formulations was the preparation of detailed regional programmes of work for each region based on identified priorities by RFOs.

10. Every RFO was allocated EUR 3,732,293. The budget for the North African region corresponded to EUR 2,918,361 (see box below for further details). Contrary to what happened for the design of the pilot phase, RFOs were free to apportion programme resources to the various components as they deemed appropriate, as long as 20% of resources would benefit RFOs and 80%

would go to NFOs or would directly benefit NFOs. In line with the recommendation of the final evaluation, this approach was more one of budget support, whereby RFOs were able to use SFOAP resources in accordance with their institutional objectives and specific priorities. In fact, EAFF, SACAU and ROPPA aligned the programming of SFOAP resources with their strategic plans<sup>6</sup>. ROPPA supported a similar budget support approach in the programming of NFOs activities.

11. **UMNAGRI.** A different approach was followed for UMNAGRI, which had not been part of the pilot phase (see the box below for further details).

**Box 1. SFOAP approach in Northern Africa**

**The formulation.** The formulation in Northern Africa was oriented towards acquiring an understanding of the farmers' dynamics/structuring in the area, to ensure that funding could contribute to strengthen FOs and their position in the institutional environment. The mission was jointly composed of representatives from UMNAGRI, the agri-agency Fert and staff from IFAD that visited the regional Secretariat of UMNAGRI in Tunis as well as Morocco, Algeria, Sudan and Egypt. The strengths weaknesses, opportunities, capacities and needs related to the strengthening and structuring of UMNAGRI and its members were analysed in view to define a feasible and realistic institutional framework. Information on actors operating in the area was collected to identify possible operators to participate in implementation.

**Formulation findings.** The main outcomes from the formulation highlighted: (i) the need of a re-launch of the UMNAGRI at the national and regional level; (ii) the need of ensuring the representativity of NFOs and of the UMNAGRI itself; (iii) the presence of interesting dynamics at the sub national level in areas where IFAD is implementing country portfolios.

The mission and UMNAGRI realized and agreed that the RFO needed to re-discuss its position vis-à-vis its members and its institutional functioning. In particular, the following aspects were considered as needing support: (i) governance and internal democracy as an apex organization; (ii) regular members participation in strategic decisions and participatory strategic planning; (iii) the ability to mobilize funds and avoid dependence on specific projects; (iv) representativity vis-à-vis the emergence of new FOs in member countries; (v) the integration of small-holder farmers within FOs members; (vi) the visibility and the capacity to regularly exchange with members.

**Dual approach.** Based on the findings from the mission, it was jointly decided to adopt a dual approach:

- **Action A.** Directly support the UMNAGRI for two years through the "classical" SFOAP approach to improve its institutional performance as a regional umbrella organization, representative and democratic, with a strategic vision, mandate and at least partially funded by its members. Key planned activities included: (i) a mapping of FOs focusing on the representativity of the network and its members and the identification of other representative FOs; (ii) a consultation process aiming to conduct a dialogue with FOs (members and non-members) and discuss the role and relevance of UMNAGRI at all levels as well as its strategic options; increase the representation of small-holder farmers; facilitate the accession of new members; (iii) the revision of strategic and constitutional/statutory documents; (iv) the organization of an Extraordinary Congress to validate the Statute, vision and strategy of UMNAGRI.
- **Action B.** Complementary to and in cooperation with the direct institutional support provided to UMNAGRI, Fert develops and pilots test tools for FOs to provide tailored services to poorer members, principally geared towards inclusion in value chains having an impact on the ground. This action was designed to be implemented under a 5 years grant. The intervention from Fert was also expected to: (i) support the structuring of emerging FOs at the base and build the relations with umbrella organizations at the national and regional levels; (ii) offer UMNAGRI concrete development experiences that could be the core of their activities once the SFOAP was concluded.

**Allocation.** The global allocation to the region was thus split in two, with: (i) UMNAGRI managing 18%; and (ii) FERT managing 82%. It was further planned that at the end of the first two years, an MTR would assess how best to integrate the initiatives. In case of a positive assessment UMNAGRI would submit a grant proposal in support of its new strategic orientations to IFAD and partners.

**Challenges.** During the MTR mission in North Africa the UMNAGRI questioned about basic elements jointly agreed by UMNAGRI and IFAD at project inception: (i) the two-year duration of Action A, particularly considering that SFOAP pilot phase had lasted longer (three years); (ii) the programme set up including the participation of Fert over a period of 5 years, perceived as imposed by IFAD.

12. Design flexibility is reflected in the diversity of approaches, which demonstrates good programme ownership by RFOs:

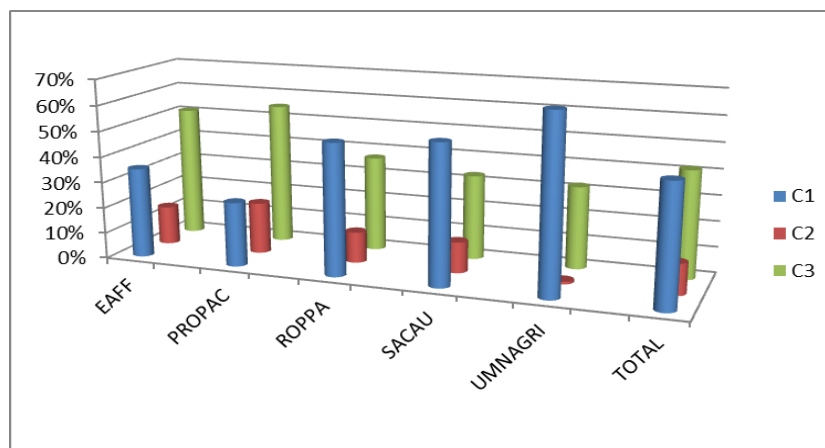
- *Targeting:* whereas PROPAC and SACAU<sup>7</sup> and EFAFF targeted only part of their members, based on criteria exposed below, ROPPA and UMNAGRI targeted all of their members;
- *Distribution of resources among components:* while EAFF and PROPAC gave central importance to the provision of economic services (Component 3), ROPPA, SACAU and UMNAGRI gave priority to building institutional capacities (Component 1), as shown by Figure 1;

<sup>6</sup> PROPAC and UMNAGRI adopted their strategic plan after SFOAP design.

<sup>7</sup> Other members of SACAU benefits from regional activities such as regional policy conferences, SACAU Annual General Meeting, Young farmers and women farmers programs.

- **Coordination of SFOAP and other funding sources:** some RFOs concentrated SFOAP resources on the financing of priority costs in full (mostly salaries), while others combined SFOAP with other resources. This is the case of ROPPA, which used SFOAP resources to leverage other funding sources and to mitigate risks (of one financier ceasing to provide resources or of delayed disbursement). SACAU applied a mixed approach.

**Figure 1. Allocation of resources among SFOAP components**



Source: IFAD, SFOAP Programme Document, 2013-2017

## B. Programme Targeting Strategy

13. **Target group.** SFOAP target group consists of PAFO's membership, i.e. the five African RFOs and their 68 national members active in 49 countries, representing over 52 million small farmers, of which over 26 million women. Forty-seven NFOs in 39 countries were initially targeted to financially benefit from SFOAP while all 68 members of the five RFOs would benefit indirectly from regional and continental level activities. Furthermore selected sub-national FOs (SNFOs) also directly benefit from SFOAP funds, mainly under Component 3. Table 2 provides an overview of target FOs per region and per level of intervention.

**Table 2. RFOs and target NFOs**

RFO	Number of target NFOs	Total number of NFOs in regional network
EAFF	14	22
PROPAC	6	10
ROPPA	12	13
SACAU	7	17
UMNAGRI/FERT	7	7
<b>TOTAL</b>	<b>47</b>	<b>68</b>

Source: IFAD, SFOAP Programme Document, 2013-2017

14. RFOs strategies for targeting their members varied from a region to the other. UMNAGRI and ROPPA opted for an inclusive approach supporting all of their national members (at the time of SFOAP design), with a view to enhance solidarity and to strengthen farmers' movements. While this is a very inclusive approach, in the case of ROPPA it also led to a much more complex and time-consuming programme management at the regional level. SACAU and PROPAC selected a limited number of NFOs, mainly to avoid the dispersion of funds and to concentrate efforts on: (i) the youngest and weakest NFOs for SACAU; and (ii) NFOs having a more solid structure and better governance for PROPAC. EAFF's targeting approach started with a members' consultation in 2011 to identify target value chains for the implementation of Component 3, which led to the identification of three value chains of regional interest, i.e. cassava, dairy/livestock and Irish potato. A list of criteria was developed to select target NFOs, including interest in the target value chains, minimum level of maturity and the potential for developing synergies with public and private stakeholders at the national and regional level.

15. **Gender and youth.** SFOAP global programme of work (POW) indicated that regional programmes would ensure that women have equal access to project benefits, that their constraints and aspirations are met and that they participate in decision-making structures and processes.

Recommended tools included 40% quotas for women participation in skills development activities, gender-disaggregation of M&E indicators and specific sections in progress reports. As for youth, the programme aimed at increasing their engagement in agriculture. This included knowledge management and reporting was to include youth-disaggregated numbers where relevant.

### C. Assessment of the Design by Component

16. **Component 1 - Institutional strengthening.** Component 1 aims at strengthening the organisation, professionalization and management of RFOs and NFOs so that they can better serve their members. Activities supported under the component are in fact expected to contribute to this objective. This includes: (i) providing FOs with strategic and organizational tools to support their development and orient capacity building so that they can deliver effective support to members; (ii) securing full time or part-time staff and by endowing them with the equipment and resources needed to fulfil their jobs; (iii) training, peer to peer support and technical backstopping; (iv) consultations among FOs members and partners for effective and accountable service delivery (Sub-component 1.1); (v) strengthening of FOs' systems and capacities for M&E, KM and communication (Sub-component 1.2).

17. In terms of recurrent costs, following discussions it was agreed that the budgeting of staff and management costs in the regional POWs was regulated by a rule establishing that budget allocations had to decrease year after year starting from the third (second for PROPAC). The rule was created to support financial sustainability and meant to foster resource mobilisation, to make RFOs and their members less dependent on donor funding and to reach an 'appropriate level' of self-funding or funding from public sector institutions.

18. The specific expected results from the implementation of the component are the following:

- i. RFOs and participating NFOs have participatory decided strategic tools to support their development and they implement them so that they can deliver effective support services to members;
- ii. RFO and NFO Secretariats are adequately staffed in specific priority areas and have adequate equipment and resources to implement their mandate and strategic plans;
- iii. RFOs and their members operate appropriate financial management systems to provide correct, timely and transparent financial information that guarantees accountability towards members and donors;
- iv. RFOs have an active and representative membership, with local groups elected in the statutory bodies and including youth, women and vulnerable groups;
- v. The capacities of elected representatives and secretariat staff of RFOs, participating NFOs and their members are strengthened in specific priority areas in accordance with their strategic plans;
- vi. Governing bodies of RFOs and NFOs operate on a regular and democratic basis;
- vii. RFOs, participating NFOs and their members communicate among them and with partners on their plans, activities, experience and results.

19. In terms of regional design, the table below provides an indication of the different approaches in terms of budget (e.g. ROPPA and SACAU budgeting a consistent amount of resources under component 1, i.e. over 50% of their overall programme budget, compared to EAFF and PROPAC).

**Table 3. RFOs budget under Component 1**

C 1	EAFF	PROPAC	ROPPA	SACAU	UMNAGRI	Fert	TOTAL
C1.1	1 028 334	802 099	1 595 785	1 855 208	309 116	270 857	5 861 399
C1.2	263 541	124 040	320 564	169 343	38 531	8 478	924 497
Total	1 291 875	926 139	1 916 349	2 024 551	347 647	279 335	6 785 896

20. **Component 2 – Policy engagement.** Component 2 aims at supporting FOs involvement in policy processes, through policy studies and analyses designed to help FOs in building policy positions (Sub-component 2.1), as well as lobbying and advocacy activities for FOs with a view to

discuss the results of policy studies and to forge common policy positions on agricultural development issues to be promoted on local, national and international policy-making scenes (Sub-component 2.2).

21. Specific expected results include the following:

- i. FOs understand agricultural policy issues in a number of priority areas, based on relevant studies and analyses;
- ii. FOs discuss the results of policy studies and analyses and have policy positions on priority agricultural development issues;
- iii. The policy positions of FOs are both known in relevant national and international forums and contribute to shape national, regional and continental strategy and policy documents on agriculture and rural development;
- iv. Successes, good practices, challenges and failures are documented and shared among members leading to evidence-based policy advice

22. In terms of regional design, the table below shows that the weight of component 1 budget in each regional budget (between 12% and 20% of total budget by region) is similar for all Sub-Saharan RFOs (the case of UMNAGRI is a different one given the nature and priority of their intervention).

**Table 4. RFOs budget under Component 2**

Component 2	EAFF	PROPAC	ROPPA	SACAU	UMNAGRI	Fert	TOTAL
C2.1	143 380	46 226	150 075	214 311	3 434	16 953	574 379
C2.2	398 040	688 556	302 079	249 992			1 638 667
<b>Total</b>	541 420	734 782	452 154	464 303	3 434	16 953	2 213 046

23. **Component 3 – Provision of economic services.** Component 3 aims at improving FOs entrepreneurial capacities and participation in value chains by supporting the provision of economic services, by: (i) providing RFOs and NFOs tools and instruments for the coordination and implementation of activities (Sub-component 3.1); (ii) supporting FOs' provision of economic services to their members (Sub-component 3.2); and (iii) strengthening FOs capacity through KM (Sub-component 3.3).

24. Specific results attended from the implementation of the component include the following:

- i. FOs provide economic services to their members to improve their agricultural production, processing and marketing skills to improve their position in value chains
- ii. FOs provide services to their members related to fair access to land, water, credit, and other resources as well as inputs for agricultural production, new techniques and other rural income generating activities, including the strengthening of their members' negotiation and management skills
- iii. The successes, best practices, challenges and failures of significant economic initiatives are capitalized and shared among members and partners

25. This new component was recommended by the evaluation of SFOAP pilot phase, based on RFOs general request that SFOAP help them in enhancing the capacity of their members to deliver economic services. It is in line with RFOs strategic plans, including EAFF's (where the pillar called 'Economic service delivery' is central to the overall strategy) and ROPPA's (which has a pillar centred on 'better access to economic services for family farms through enhanced FOs capacities').

26. Given the nature of the Programme, supporting regional and national FOs, the overall strategy for Component 3 was to: (i) support the development of existing economic services within relatively well-established FOs, (ii) support those FOs through capacity building and facilitation activities but not through investment funding<sup>8</sup>, and (iii) document business models and share knowledge across networks and with IFAD investment projects. The approach was that the knowledge generated would be catalytic to develop contracts and partnerships with other players

<sup>8</sup> The rationale for excluding investments (especially infrastructure and equipment) was that SFOAP was a capacity building program with no added value and a limited budget for financing investment across the continent and that it should rather have helped in establishing linkages with donors' investment projects at national level.

on the value chain. This was expected to enable the positioning of FOs as effective brokers in the provision of services and to have an impact on the livelihoods at farm level.

27. The approach for component differed by network and followed the needs expressed by the RFOs and their members and also on the basis of a discussion and negotiation with IFAD. The main features of the approach for component 3 were the following

- *Regional value chains as entry point (EAFF and SACAU):* this was EAFF's and SACAU's model, whereby they would focus on selected value chains of regional interest as an entry point to identify economic services to be developed at (sub-)national level. They also planned to set up a regional pool of experts to provide technical support in the implementation of national value chain action plans (VCAPs), which were to be financed through annual grants to NFOs;
- *Regional competitive fund:* this was ROPPA's and PROPAC's model, whereby the fund would support SNFOs' projects that would be selected through a call for proposals managed by a regional selection committee;
- *A dual approach:* in the case of North Africa, a dual organisation applied. UMNAGRI was to develop one pilot project per NFO. The biggest part (82%) of the budget of Component 3 was to be implemented by FERT. In four out of the five target countries, FERT would identify and support local FOs in the implementation of economic-oriented projects (two projects per country) with support from national facilitation partners. In Sudan, implementation was delegated to SFGU (Sudan's NFO, not member of the UMNAGRI at the time of formulation). Component 3 as managed by Fert, was designed by IFAD and FERT. One of the criteria for the selection of FOs to be supported was to target local FOs in areas where IFAD already had investment projects .

28. IFAD asked that technical assistance be provided to PROPAC by UPA DI, an agri-agency members of AgriCord based on their experience in the target regions and on the need to support the PROPAC and their members in the set up and overall management of the new and challenging Component 3. Following discussions the approach and modalities of collaboration between PROPAC and UPA DI were finally agreed by all parties.

29. In terms of regional design, the table below provides an indication of the different approaches in terms of budget (e.g. EAFF and PROPAC budgeting a consistent amount of resources under component 3, i.e. over 51% and 55% respectively of their overall programme budget, compared to ROPPA and SACAU. i.e. 37% and 33 % respectively).

**Table 5 RFOs budget under Component 3**

Component 3	EAFF	PROPAC	ROPPA	SACAU	UMNAGRI	Fert	Total
<b>C3.1</b>	203 529	366 000	479 506	278 372	8 560	1439 726	2775 693
<b>C3.2</b>	1 208 644	1 450 972	585 189	697 054	155 376	79 555	4 176790
<b>C.3.3</b>	486 824	254 400	299 095	268 014		587 775	1 896 108
<b>Total</b>	1 898 997	2 071 372	1 363 790	1 243 440	163 936	2107056	8 848 591

30. **Component 4 – Support to Pan-African Level Activities.** Under Component 4, SFOAP supports PAFO's establishment so that it can take part in policy dialogue at the continental and further international levels. This includes setting up PAFO's secretariat and basic management tools (Sub-component 4.1) as well as supporting PAFO's in policy-making processes (Sub-component 4.2).

31. Specific results attended include the following:

- i. the Pan-African Farmers Organization is operational;
- ii. the Pan-African Farmers Organization promotes policy positions based on regular dialogue between its members

32. The plan of activities of the PAFO is decided by the PAFO board. The management of PAFO funding as for the pilot phase is assured by ROPPA through a grant agreement with IFAD, the PAFO Secretariat not being yet established at the time of programme design. The grant agreement signed with IFAD for PAFO funding is a separate one and not pooled with resources provided to ROPPA for

the implementation of its own programme. Such approach is different from the pilot phase and it has been introduced for transparency purposes.

33. The PAFO budget under SFOAP was built around key activities as detailed in the budget table below. In particular, the PAFO was expected to play a key role in terms of knowledge management and sharing among RFOs. For this purpose, the organisation of annual KM events back to back with annual Steering Committees was planned under its budget.

34. Originally and as specified in the design document, the SFOAP had to finance the PAFO Financial Staff with an overall staff envelope of 150 000 EUR. This was based on the fact that the recruitment of the CEO had to be financed with other sources.

**Table 6. PAFO budget under Component 4**

Component 4	Budget
C4.1	
Financial staff	150 000
Office functioning	142 000
General Assembly	14 500
Steering Committee, KM event, Board meeting	359 500
Annual audit	25 000
C4.2	
Missions to continental and international institutions	32 000
Policy dialogue	80 000
<b>Total</b>	<b>803 000</b>

35. **Component 5 - IFAD Programme Coordination and M&E.** RFOs are responsible for the management of the Programme in their sub-regions. Given the partnerships established with other back-donors on the top of IFAD, few resources are managed by IFAD to ensure the supervision of the programme and to provide implementation support.

36. The supervision and coordination of the Programme are provided through a unit within IFAD Policy and Technical Advisory Division (PTA) and are ensured by a Task Manager supported by an Assistant (though related costs are not covered by Component 5), two full time consultants and other consultants based on needs.

37. Under Component 5 IFAD particularly: (i) establishes Grant Agreements with implementing agencies for effective, efficient and accountable use of resources channelled; (ii) channels funds to the five RFOs and Fert and ensure that the use of such funds is planned and implemented in accordance with the grant agreements; (iii) ensures the quality of narrative and financial progress reports and annual work plans for the overall programme to be submitted to donors; (iv) ensures effective supervision during the implementation of the Programme through annual supervision missions and implementation support missions including the participation to the Programme Steering Committees; (v) undertakes a mid-term review to assess programme progress in the different regions and consider possible readjustments; (vi) sets up of a result-oriented monitoring framework in cooperation with RFOs and PAFO; (vii) ensures visibility of the programme and of the donors contributions.

38. Funds allocated for Component 5 correspond to approximately 4% of total costs of the Programme.

**Table 7. Component 5 budget**

Component 5	Budget
Day-to-day management - SFOAP programme coordination unit	258 300
Programme supervision, implementation support and MTR	488 500
KM, Communication and Translation	53 700
Steering Committee and workshops*	95 000
<b>Subtotal Component 5</b>	<b>895 500</b>

\* For year 1 only

39. In addition, approximately 2% of total direct costs of the programme are incurred by IFAD (i.e. for legal and financial services among others) as indirect costs.

#### D. Institutional Arrangements

40. SFOAP institutional set-up is organised in five different levels:

- *Programme level:* a Steering Committee composed of the five RFOs, PAFO and IFAD meets on an annual basis and is responsible for guiding project implementation and approving consolidated reports and AWPBs. Donors (EU, SDC and AFD), FAO, CTA and AgriCord participate as observers;
- *Regional level:* the four RFOs of sub-Saharan of Africa are responsible for programme execution in their respective regions, which includes the preparation of AWPBs, withdrawal applications and financial and technical progress reports, the provision of guidance and backstopping, M&E and KM. In Northern Africa, implementation arrangements follow a different and dual approach, whereby Action A is implemented by UMNAGRI and Action B is managed by FERT. Both UMNAGRI and FERT hold similar responsibilities as the four sub-Saharan RFOs;
- *National level:* NFOs are responsible for the implementation of activities in their respective countries, which entails the same responsibilities that RFOs exert at the regional level;
- *Local level:* in all of the regions but West Africa, SNFOs are involved in the implementation of activities related to Component 3. However, in most cases (EAFF, SACAU, FERT), NFOs (or FERT's facilitators) are responsible for implementation. Only PROPAC plans to make SNFOs responsible for the implementation of their local projects;
- *Pan-African level:* AWPBs are established by PAFO's Board<sup>9</sup>. As PAFO is not yet an established institution, the implementation of activities in relation to PAFO had to be delegated to an RFO, for which ROPPA was selected. Same responsibilities described for the regional level apply.

41. The set-up is dictated by SFOAP underlying concept: one continental programme bringing together regional and national FOs and developing strategic linkages between the regional and national. This unique feature however also has a downside, which is that it turns the whole programme management complex and demanding, particularly for the implementation of Component 3 and Component 5.

#### E. Programme Financing

42. The total cost of the programme is EUR 19,990,900, to which:

- the European Commission contributes EUR 15,000,000;
- the Swiss Agency for Development and Cooperation (SDC) contributes EUR 2,000,000;
- IFAD contributes USD 2,500,000, equivalent to EUR 1,925,150;
- the *Agence française de Développement* (AFD) contributes EUR 1,065,750, which is exclusively applying to Component 3 and 5 and focusing on Sub-Saharan Africa.

43. Given the role of IFAD in channelling funds to RFOs and on the basis of the lessons learnt from the pilot phase all EC, SDC and AFD funding in support of PAFO, the five networks and Fert were pooled into a single account.

44. Based on the above, IFAD signed a single grant agreement with each of the regional networks and with FERT. As mentioned above, the management of PAFO funding is ensured by ROPPA, through a specific grant agreement.

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<sup>9</sup> The procedure for the preparation of the AWPB – as detailed in the grant is as follows: the AWPB is prepared by ROPPA and shared with IFAD and RFOs. RFOs have 10 working days to object/comment on the contents. If no comments are received by the deadline the AWPB is considered as approved by all RFOs.

45. The table below provides an overview of programme budget by component and region.

**Table 8. Programme budget by component and region**

Components	Eastern Africa	Northern Africa		Central Africa	Western Africa	Southern Africa	Continental	IFAD	Grand total
	EAFF	FERT	UMAGRI	PROPAC	ROPPA	SACAU	PAFO		
C1 - Institutional strengthening	1 291 875	279 335	347 674	926 139	1 916 349	2 024 550			6 809 742
C2 - Policy engagement	541 420	16 953	3 434	734 782	452 154	464 304			2 213 113
C3 - Provision of economic services	1 898 998	2 107 055	163 939	2 071 372	1 363 790	1 243 439			8 824 677
C4 - Support to Pan-African level activities							803 000		803 000
C5 - Programme Coordination and M&E								895 500	895 500
<b>Subtotal direct costs</b>	<b>3 732 293</b>	<b>2 403 344</b>	<b>515 017</b>	<b>3 732 293</b>	<b>3 732 293</b>	<b>3 732 293</b>	<b>803 000</b>	<b>895 500</b>	<b>19 546 033</b>
<b>% of Total contribution on direct costs</b>	<b>19%</b>	<b>12%</b>	<b>3%</b>	<b>19%</b>	<b>19%</b>	<b>19%</b>	<b>4%</b>	<b>5%</b>	
<i>IFAD administrative Indirect costs</i>								444 867	444 867
<b>GRAND TOTAL</b>									<b>19 990 900</b>

## II. REVIEW OF PROGRAMME IMPLEMENTATION

### A. Overview

46. **Overall environment.** The 2008 food crisis has induced renewed attention for the agriculture sector on behalf not only of governments and donors interested in improving national productive and marketing capacities, but also of private investors keen to seize new business opportunities. This has also benefitted farmers' organisations, which are increasingly seen as key players in the organisation and upgrading of the smallholders' sector. Overall, RFOs and NFOs have very well seized the range of opportunities opened by the growing number of public and private stakeholders that are interested in financing them or in doing business with them. SFOAP funds contributed to promoting their visibility and enhancing their skills, which has helped in opening doors to their participation in policy forums led by national governments but also in their mobilising resources and support from larger ranges of partners and in reaching out to private investors and agri-business to develop business partnerships. The adoption of the Comprehensive Africa Agriculture Development Programme (CAADP) by the African Union (AU) and the launching of CAADP country processes have further contributed to strengthening the participation of NFOs in national policy-making processes. While in most of SFOAP target countries, NFOs are members of the CAADP country team, in Madagascar, CPM was appointed as the chair of the CAADP Steering Committee, a major achievement for an NFO. On the regional scene, regional economic organisations have emerged as major players in the promotion of enabling environments for the development of the agriculture sector, in particular for the regional trading of agricultural commodities. Accordingly, RFOs have started by establishing linkages and, increasingly, broad partnerships with their regional economic organisations: EAFF with the East African Community, the Common Market for Eastern and Southern Africa (COMESA) and the Inter-Governmental Authority for Development (IGAD); PROPAC with the Economic Community of Central African States (ECCAS) and soon with the Economic and Monetary Community of Central Africa (EMCCA); ROPPA with the West African Economic and Monetary Union (WAEMU) and the Economic Community of West African States (ECOWAS); and SACAU with the Common Market for Eastern and Southern Africa (COMESA). This does not mean that FOs across the continent are always managing to get their concerns responded by national or regional organisations – in many countries relationships with the government are still difficult and FOs are given a token role in policy forums. Overall however, RFOs and NFOs have been very attentive to the political environment and have taken steps to durably establish themselves as credible interlocutors on the policy scenes.

47. **Positive assessment.** This section will review main achievements reached by RFOs, NFOs and SNFOs, whereas details will be provided in Annexes 2 to 5. As will be further described, the MTR team's global assessment of programme implementation so far is positive. SFOAP resources have contributed to strengthening internal dynamics in the five regional networks and to expanding relationships between RFOs and national platforms as well as between members. The earmarking of funds within the context of the overall strategic plans of the RFOs and NFOs has enabled the development of a rich diversity of strategies and instruments designed to improve the relevance and capacity of FOs to respond to members' needs, and systems for ensuring regional knowledge management and exchange of information are being developed. The financing of core costs, capacity building and communication has consolidated the good achievements of the pilot phase

and has had important multiplier effects by facilitating FOs involvement in increasingly complex policy processes and by leveraging additional resource mobilisation to the benefit of whole farmers' communities. Achievements are more limited for Component 3, mainly because it required new skills and new implementation frameworks, which took more time to establish than had been anticipated at the design stage. Implementation modalities and tools are now available and Component 3 disbursement has started or should soon start taking off. Component 4 has also suffered delays as PAFO's Secretariat is not yet established. The recent recruitment of PAFO's CEO and the upcoming installation of the Secretariat in Addis Ababa should soon bring implementation on track. Finally, M&E is definitely an area where progress needs to be done in particular with regard to impact assessment.

48. **Programme start.** IFAD's Executive Board approved SFOAP in November 2012 and Contribution Agreements (CAs) were signed with the EC and SDC in December 2012. Grant Agreements (GAs) between IFAD and every RFO as well as FERT were signed between March and June 2013. The grant agreements with ROPPA (for PAFO and ROPPA related activities respectively) were only signed in January 2014, once pending financial issues related to the pilot phase had been clarified<sup>10</sup>. The CA between IFAD and AFD was signed in December 2013 and the GAs with Sub-Saharan RFOs consequently amended to include AFD financing to their respective budgets.

## B. Targeting

49. **Target FOs.** Some changes occurred after design, whereby some of the initially selected NFOs were actually withdrawn from the target list<sup>11</sup>. Furthermore FEKRITAMA (Madagascar) was suspended by SACAU until it had improved its financial management and is now expected to soon join SFOAP again. In addition every RFO selected a number of SNFOs to benefit from Component 3, either through a call for proposals (PROPAC) or through joint selection with NFOs (EAFF and SACAU). In the case of ROPPA, activities related to Component 3 are of regional or national interest and therefore potentially targeting all SNFOs in the region, but 12 SNFOs specifically were selected to receive KM training and capitalize on their economic activities. In Northern Africa, FERT plans to support eight projects benefitting 33 SNFOs. In some cases, SNFOs are also directly benefiting from SFOAP within Component 1 (e.g. in Senegal, 9 SNFOs benefited from SFOAP support to design their strategic plans). The table below provides an overview of target NFOs at the implementation stage and of SNFOs that have so far been selected to benefit from Component 3 activities.

**Table 9. Target NFOs and SNFOs as at May 2015**

RFO	Number of target NFOs	Number of countries covered by target NFOs	Number of SNFOs targeted by C3
UMNAGRI/FERT	6	6	33
PROPAC	6	6	9
ROPPA	13	13	12
EAFF	12	7	26
SACAU	6	6	4
<b>TOTAL</b>	<b>43 target NFOs</b>	<b>38 countries</b>	<b>84 target SNFOs</b>

*Source: RFOs Secretariats*

50. **Gender and youth targeting.** Ensuring that women and young farmers can have equal access to services that respond to their specific requirements has become a key concern of RFOs, which is reflected in all of the five RFOs' strategies. PROPAC even identified 'gender promotion' as one of its strategic pillars. In particular, youth unemployment and migration have turned into major problems throughout the continent and while the agriculture sector has the potential to absorb young men and women to meet the increasing urban demand of agriculture products, young people are interested in farming activities only if they can access ways to upgrade traditional farming models, mainly modern technologies and adequate financial services.

<sup>10</sup> The signature of the GAs between IFAD and ROPPA was delayed due to the need to clarify some pending financial issues related to the Pilot Phase that were identified in the ROPPA and PAFO final audit carried out in May 2013 and officially transmitted to IFAD in July 2013. On the basis of the audit's results and the need to clear pending issues identified, IFAD fielded a support mission (August 2013) that reviewed the financial management of ROPPA and expenses incurred during the Pilot Phase. Following the clearance of the pending issues and the signature of the report from the mission, the two Grant Agreements between ROPPA and IFAD were signed in January 2014.

<sup>11</sup> OCFUCU (Ethiopia) was no longer targeted by EAFF because it was specialised on coffee, which was not part of the priority value chains identified at project start; ZFU (Zimbabwe) was no longer targeted by SACAU because it had access to other supports; SGAEI (Lybia) could not be brought on board by UMNAGRI because of the civil war in Lybia.

51. There is no specific section on gender and youth targeting in SFOAP progress reports and although logframe indicators are gender-disaggregated, little gender-disaggregated data has been collected so far. However available data and interviews revealed a diversified range of instruments developed in support of women and young farmers :

- *Women and youth colleges:* ROPPA and PROPAC have each set up a women college in their respective organisations and ROPPA is preparing the creation of a youth colleges. Several NFOs have or are planning to have women and youth colleges as well. The main objective is to provide a special venue and channel for voicing the specific concerns of women and youth and for facilitating their consideration by broader decision-making bodies of RFOs and NFOs. Specific items of interest to both women and youth have been land-related issues and support to entrepreneurship. As a complement to women colleges, ROPPA has been funding exchange visits between the leaders of NFOs' women colleges from different countries as well as dedicated capacity building workshops. Several organisations have mobilised new partnerships to address specific concerns raised in the councils. For example, in Chad, CNCPRT collaborated with Oxfam to build the capacities of women leaders and define advocacy positions. In Cameroon, CNOP-CAM has published a policy position for the promotion of women farmers' economic autonomy and has developed a project with UN-Women to support related advocacy. In Senegal, CNCR has launched a mentorship programme for young farmers, that is based on farmer-to-farmer activities. At the continental level PROPAC has been tasked by PAFO's board to create a Pan-African women farmers' college, further to the African Forum of Rural Women held in 2013 with support from IFAD and FAO;
- *Strategies and policy statements:* in 2014 SACAUI organised the Regional Women Farmers' Forum and the Regional Young Farmers Forum, building on regional studies and consultations done in 2013. The regional events aimed at sharing experiences and developing strategic priorities and included training on good governance and leadership. Further to the events, SACAUI's board adopted regional position statements on women and youth in agriculture, which are now being translated into specific action programmes. Special pages for women and youth have been added to SACAUI's website and the Secretariat is discussing with the New Partnership for Africa's Development (NEPAD) the financing of the youth programme. At the national level SNAU (Swaziland) conducted a study on youth to support lobbying and advocating for youth interventions in agriculture. EAFF is finalising a gender policy outlining the modalities whereby it will promote gender integration and women's empowerment. ROPPA has commissioned a regional and four national studies to provide orientations for the preparation of regional/national strategies for young farmers;
- *Staff:* EAFF has a Gender and Youth Officer who is responsible for providing guidance and support to members. ROPPA has a Gender Officer with similar responsibilities;
- *Capacity assessments:* EAFF's tool for assessing organisational capacities (see below under Component 1) also covers gender issues. Actions required for improving gender mainstreaming form part of the capacity building plan prepared on the basis of the Organisational Capacity Assessment (OCA). OCAs have also enabled the identification of key areas of support and were thus instrumental for the preparation of EAFF's Gender Policy, which will soon be submitted to EAFF's Board;
- *Mainstreaming in Component 3:* EAFF and UMNAGRI have mainstreamed support to women and youth in the implementation of Component 3. The three value chains targeted by EAFF are important for women (e.g. support to many women dairy cooperatives in the region) and all M&E tools specifically designed for this component are gender and youth sensitive. Out of the four pilot projects implemented by NFOs members of UMNAGRI, two specifically focused on women. In Morocco, UMA supported the creation of a national apex as well as of eight regional unions of women organisations. In Egypt, CACU supported women farmers' entrepreneurship. UMNAGRI deemed both projects very successful and intends to replicate them across the region;
- *M&E:* EAFF M&E tools are gender sensitive (see section M&E). As for SFOAP M&E, little gender-disaggregated data is available. In particular information on women and youth holding leadership positions is only partially available. Consolidated information on the impact achieved by the various tools developed to support women and young farmers is also not available.

## C. Programme Components and Activities

### Component 1 - Institutional Strengthening

52. **Outputs and outcomes.** Component 1 supports the very foundations of FOs by contributing to setting up basic resources and tools required for securing good governance and sound operation, so that FOs can be responsive to members and credible to partners. Some inputs require financing on a permanent basis, such as staff, statutory meetings, audits and operational costs. Others have one-off costs and help in building FOs capacities and tools, such as financial manuals or accounting systems. The table below shows some key output indicators from SFOAP logical framework.

**Table 10. Key output indicators as at 31 March 2015**<sup>12</sup>

Indicators	Planned	Achieved	%
# of constitutional texts, manual of procedures, institutional profiling developed/revised	32	14	44%
# of member databases developed	7	9	129%
# of strategic and thematic programmes developed	26	14	54%
# of management systems or tools adopted	13	9	69%
# of staff employed yearly	97	100	103%
# of FOs audited annually	34	39	115%
# of training/backstopping missions organised	102	55	54%
# of FO leaders, staff or members trained	1165	463	40%
# of FOs governing meetings organised	180	26	14%
# of exchange visits and consultations among FOs	94	31	33%
# of communication strategies and tools developed	11	14	127%
# of communication products and publications developed and shared	69	56	81%
# of M&E frameworks & KM systems/tools in place	26	10	38%

Source: RFOs updated logframes

53. The above outputs cannot be attributed to SFOAP exclusively. ROPPA and SACAU for example have systematically used SFOAP for co-financing with one or more partners and no information is available as to how many NFOs have adopted a similar approach.

54. The table 11 below shows where RFOs and target NFOs stand with regard to setting up basic institutional foundations, according to their own assessment. As no baseline studies were conducted at the beginning of SFOAP pilot or main phases, figures cannot be compared with an initial situation.

55. **Staff.** Interviews with RFOs and NFOs led to the conclusion that, among the three main SFOAP components, Component 1 is the one that provides the best value for money. First it enables the financing of staff, with a high multiplier effect – staff can lobby for policy changes that can benefit all farmers and they can raise further resources from development projects that can impact a large numbers of farmers. Second it helps in setting up the systems and tools that will make organisations more effective and credible and therefore able to attract more members, support and resources.

56. Component 1 contributes to the financing, in part or in total, of a total of 100 staff at the national and regional level, including CEOs, financial managers or assistants and programme officers, including for M&E and KM, policy development, and communication. ROPPA also uses SFOAP funds for the financing of a 'Rice Regional Coordinator' (see below).

57. All of the RFOs and NFOs met by the MTR team expressed their concern about the planned decrease of SFOAP funds for staff and operational costs as of year 3 (year 2 in the case of PROPAC, whose budget also reflects a faster and higher decrease than the other networks). The process that was jointly designed by the RFOs and IFAD for degressive SFOAP support applied across the board by RFOs and NFOs was not matched by corresponding capacity of the RFOs and NFOs to leverage alternative funding (increased membership fees, diversifying funding sources, paying fees for services related to advocacy and lobbying work on behalf of SNFOs, public contributions based on the recognition of the public goods provided by NFOs and RFOs to rural populations) or restructuring core costs so as to ensure FOs financial sustainability. Such preliminary conclusion cannot be generalised across the board and it particularly affects a majority of younger organisations<sup>13</sup> that have yet a limited

<sup>12</sup> Except ROPPA – as at 31 December 2014.

<sup>13</sup> All those targeted by SACAU and EAFF for Component 1, most of those targeted by PROPAC and part of ROPPA's target.

number of partners or organisations in countries facing crises where opportunities to partner are objectively lesser.

58. MTR findings are that designing and above all reaping the fruits of a resource mobilisation strategy requires time. Additionally all of the RFOs and NFOs are aware that their continued existence is contingent on their mobilising a diverse range of income, which are reviewed in Section II G on Sustainability. In this respect it should also be acknowledged that, while the decrease in funding had to start after two years of full financing of staff and operational costs, none of the RFOs has yet had two full years of SFOAP operation (the disbursement to PROPAC was suspended for 8 months and ROPPA started programme implementation with one year delay the GA IFAD-ROPPA being signed in 2014 only).

**Table 11. Institutional building at a glance<sup>14</sup>**

Availability of tools and systems	SACAU	SACAU target NFOs	PROPAC	PROPAC target NFOs	UMNAGRI	UMNAGRI target NFOs	ROPPA	ROPPA target NFOs	EAFF	EAFF target NFOs
Have a constitution	1	100%	1	100%	1	100%	1	100%	1	100%
Have a strategic plan	1	100%	1	60%	1	29%	1	100%	1	100%
Have annual plans	1	100%	1	100%	1	43%	1	83%	1	100%
Have a training plan	0	80%	0	80%	0	29%	0	17%		67%
Have members' database	0	100%	0	80%	1	100%	0	33%	1	100%
Have communication plan	0	60%	1	100%	1	0%	1	83%	1	100%
Have manual of operations	1	60%	1	80%	0	14%	1	100%	1	67%
Have an M&E system	0	100%	1	40%	1	0%	0	50%	0	33%
Have a KM system in place	0	100%	0	40%	0	0%	1	17%	1	67%
Provide accurate reports on time	1	100%	0	100%	1	86%	1	100%	1	100%
Have a system to monitor implementation of strategic plan	1	60%	0	20%	0	0%	1	50%	0	100%
System to measure members' satisfaction	1	40%	0	60%	N.A.	0%	1	50%	1	100%
Resource mobilisation strategy	1	60%	0	40%	1	86%	0	17%	0	67%
Have a website	1	80%	1	60%	1	29%	1	83%	1	67%
Are in social networks	0	60%	1	80%	1	29%	1	67%	1	67%

Source: RFOs secretariats – Data collected for the MTR

Data was available from: 5 out of 6 NFOs for SACAU; 5 out of 6 NFOs for PROPAC; all 6 NFOs for UMNAGRI; 6 out of 13 NFOs for ROPPA and 2 out of 12 NFOs for EAFF

59. **Members' profiling and capacity assessments.** EAFF has helped target NFOs in carrying out a baseline survey of local FOs participating in Component 3, based on templates developed jointly with member organisations. The survey covered basic data on members (recorded in a database) as well as economic information (farm income, access to markets and services). While it required extensive work in collecting and computing the information, it is a flexible tool with good potential to be adapted according to needs (M&E, strategic planning, capacity building planning).

60. Furthermore, EAFF staff conducted an organisational capacity assessment (OCA) of sixteen EAFF member organisations, associating NFO staff and leaders and using a tool that was developed internally. The final outcome of this exercise was, in every NFO, a capacity building plan with a timeline, which also identified technical assistance/expertise needs. In general, major capacity areas rated below average were M&E, gender mainstreaming and developing effective programs to attract donor funding. According to participants met by the mission, the tool is very useful because it offers a fresh and owned look on organisational performance and has led to policy decisions (for example regarding financial autonomy at UFC (Uganda) and institutional changes (for example in Tanzania, TFC improved its procurement system, human resources management and operations manual). Similar to the member profiling tools, OCA holds great potential for replication and for use in support of planning and capacity building at all levels.

61. ROPPA also has developed a methodology for assessing NFOs capacities, whereby a team composed of technicians from the regional secretariat and of leaders and technicians from peer NFOs visits an NFO, carries out a joint assessment of areas such as governance, management, relations

<sup>14</sup> Detailed data per RFO and target NFO is provided in Annex 7. The table was constructed specifically for the MTR given that logframe outcome indicators are insufficiently SMART and are not available, as is explained below.

with government and resource mobilisation, based on which a capacity building plan is prepared. The approach was tested in Togo and Senegal in 2013 and will be rolled out to seven NFOs in 2015.

62. A mapping of UMNAGRI's members was carried out by FAO, The study was delivered with significant delay and too late to be taken into account in the preparation of UMNAGR's strategic plan. Unlike what happened with EAFF and ROPPA, the main issue with the mapping was that it was not implemented by UMNAGRI, which resulted in a lack of ownership and recognition by UMNAGRI.

63. **Building capacities and networks.** Several tools are deployed to build members' capacities, support exchanges and knowledge management within the network and strengthening the relationships between RFOs and NFOs and among NFOs:

- *Annual planning and M&E workshops:* all RFOs organise annual regional workshops with multi-purpose functions: taking stock of past year achievements and lessons learnt; planning and budgeting for the year ahead; disseminating knowledge; assessing members' needs and interests; and providing training. Regional workshops also play a central role in strengthening relationships between RFOs and their members and in identifying priority areas for institutional support and capacity building;
- *Backstopping missions:* the four sub-Saharan RFOs carry out backstopping missions to their members, to provide guidance on the implementation of SFOAP activities, build capacities and review pending issues. These missions also provide an opportunity for RFOs to meet with ministries of agriculture and donors and to support their members' advocacy efforts. ROPPA also organises NFO-to-NFO backstopping missions, building on NFOs' internal strengths to provide support to their peers;
- *Farmer-to-farmer education:* the Farmers' University was created by ROPPA in 2013 to provide training to delegations coming from all of member NFOs. Training is provided through thematic classes, based on curricula prepared by resource persons and farmers' leaders that also include presentations of national experiences. The 2014 edition was financed by SFOAP and gathered delegations from 11 OPN in Ouagadougou. It was deemed very useful (especially on value chains and value addition) by NFOs met by the MTR team. Annual events are complemented by training and education activities implemented in the various member countries based on partnerships developed by ROPPA with local training institutions. COPACO (RDC) has developed a similar concept with the Farmers' Academy to provide capacity building in management and entrepreneurship to farmers<sup>15</sup>. EAFF's and SACAU's programmes of work plan for the creation of a regional team of experts composed of farmers providing capacity building services
- *Value chain inclusion:* ROPPA's strategic plan aims at setting up consultative frameworks (*cadres de concertation*) with the stakeholders of four value chains : rice, livestock, dry cereals, horticulture and fisheries. A first consultative framework was set up for rice. A strategic plan (2012-2013) was devised and is implemented by a Regional Coordinator hosted at ROPPA's headquarters who reports to an annual meeting of ROPPA's 13 members. A regional conference of value chain stakeholders was organised in 2015 and produced a roadmap that focuses on accessing certified seeds and on competitiveness. Partnerships are being developed with the West and Central African Council for Agricultural Research and Development (WECARD) and with Africa Rice. The Regional Coordinator also provides support to the creation of national consultative frameworks with four NFOs.
- **M&E and KM.** The evaluation of the pilot phase highlighted that M&E was one of SFOAP's weakest areas. Therefore, between the finalisation of the pilot phase and the beginning of the main phase, IFAD hired an M&E/KM expert to: (i) assess the M&E systems put in place by the regional networks in order to support them to develop efficient M&E frameworks within their organisations; and to (ii) develop a simple M&E framework for the SFOAP based on RFOs existing M&E systems, enabling RFOs to easily extract from their M&E systems the information needed to report and monitor progress related to SFOAP implementation. A more in depth assessment was initially piloted and tested at EAFF.

64. An M&E framework was proposed for the main phase, which was presented at the SFOAP start-up workshop in March 2013. This included the revision of RFOs logframes to make indicators

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<sup>15</sup> Not with SFOAP funds.

specific, measurable, assignable, realistic and time-bound (SMART), the design of Excel-based registers to record main events and studies, and the agreement on reporting templates. For higher level results (outcomes and impact), qualitative analysis focused on the chain of results was proposed.

65. Following the start-up workshop and as requested by RFOs, 3 workshops were further jointly organised and supported by IFAD and AgriCord focusing on: (a) the development of the M&E system of the SFOAP, taking into account and to be integrated (to the extent possible) with existing M&E systems of the RFOs/NFO; (b) the development of the M&E practices within Farmers Fighting Poverty, as supported by AgriCord, including the re-design of agro-info.net

66. The work entailed systems development, including analysis of data needs, systems design, and on-the-job training for the key person/persons involved in this process and responsible for M&E.

67. There was no regional workshop for Northern Africa but UMNAGRI and FERT were at SFOAP launching workshop and were provided with recommended M&E tools.

68. The table below gives an overview of RFOs' achievements in developing M&E specifically for SFOAP and shows efforts undertaken to develop more sustainable institutional M&E systems.

**Table 12. SFOAP and institutional M&E systems**

	<b>SFOAP M&amp;E</b>	<b>RFOs M&amp;E</b>
<b>Logframes</b>	- All RFOs log frames were revised - SACAU & EAFF logframes are SMARTer and simpler with around 20 output indicators	- Strategic plans available in all RFOs, some with indicators SACAU has an operational M&E framework and EAFF and ROPPA are designing one
<b>Planning /budgeting</b>	- Annual regional planning and M&E workshops organised by all RFOs	- AGMs are institutional key moments to report on planned activities and validate programmes and budgets
<b>Monitoring</b>	- Registers used by all but EAFF and ROPPA - No M&E system for C3	- EAFF has in-house M&E tools (OCA and members' profiling) - ROPPA launched the 'Observatory of family farming' in Senegal, now extending it to 7 NFOs <sup>16</sup>
<b>Reporting</b>	- NFO reports are the central M&E tool - SACAU, UMNAGRI, PROPAC use registers templates for NFOs and their own reporting - Formats centred on activity outputs	- All RFOs but UMNAGRI have annual reports - SACAU uses SFOAP registers for its own M&E system
<b>Staff and capacity building (CB)</b>	- EAFF used SFOAP funds to finance one dedicated staff for one year - SACAU has an M&E officer and ROPPA is hiring one - CB through regional workshops/ backstopping	- Dedicated staff at EAFF and SACAU - ROPPA is recruiting an M&E officer

Source: Interviews with RFOs

69. While progress has been made since the pilot phase, the following weaknesses remain:

- *SFOAP logframe*: PROPAC and ROPPA logframes are not yet user-friendly - there is a high number of output indicators (PROPAC: 32; ROPPA: 41), some indicators are not SMART (e.g. 'Timeliness and gender balance of FOs' statutory meetings'), and there are duplications. Overall there are no proper data collection systems to monitor SFOAP impact indicators;
- *Baseline*: except for EAFF (who has collected key information to set a baseline for SFOAP indicators through its in-house M&E tools), no baselines are available;
- *Gender/youth disaggregation* on logframe indicators is limited;
- *Qualitative analysis* is restricted to case studies in progress reports although SFOAP is a capacity building programme that would require a more thorough assessment of outcomes and impact;
- *Component 3*: so far only EAFF has developed a specific M&E system to monitor Component 3;
- *M&E staff and skills*: M&E human capacities and skills remain a huge challenge in most regions, At PROPAC M&E is handled by the Permanent Secretary and UMNAGRI used an external consultant. Most RFOs face difficulties in collecting information from NFOs', especially on outcomes and impact. At the national level, NFOs' staff is limited and so are M&E capacities.

<sup>16</sup> Burkina, Mali, Ghana, Togo, Ivory Coast, Benin, Niger.

However most RFOs organised specific trainings for NFOs and provided capacity building in the course of backstopping missions. PROPAC designed a SFOAP M&E toolbox for its members;

- *Multiple formats*: based on the pooling of resources and the Contribution and Grant agreements, each network prepares a single annual report for the SFOAP as a whole without distinguishing the financier/source of funding. Following several discussions between IFAD and SFOAP donors as well as internally in IFAD, this was agreed and newly introduced for the main phase based on the experience of the pilot phase (RFOs having to report on the different contributions separately). Nonetheless, on the top of SFOAP many RFOs and NFOs manage other programmes and projects from different donors.

70. RFOs do not use SFOAP M&E system as a management tool but mainly to report on SFOAP activities. RFOs contend that SFOAP logframe is an IFAD-driven framework that does not reflect the extent of activities they carry out and that it is of limited use to improve their organisation's performance. Furthermore PROPAC questions the logframe approach and feels that the Results-based Management Approach is more relevant to measure performance and outcomes. While it does not seem feasible to change an approach that is applied across the board by IFAD and SFOAP donors, the MTR team is of the view that programme resources should be better used to build sustainable institutional M&E systems enabling RFOs/NFOs to monitor and report on their organisations' performance, including to donors. That approach was the one sought with the support provided by the initial technical assistance – then during the fact findings mission it was considered too ambitious and a SFOAP M&E framework was tailored for each RFOs on the basis of the their M&E system. The MTR findings are, on contrary, informing that the SFOAP M&E systems are in most cases extractive and not based on thorough institutional M&E system. Recommendations are made below to use institutional M&E tools and formats to report on SFOAP achievements as well, with adaptations as required by donors. This would significantly increase the amount of time that FOs would be able to devote to their core functions.

71. **Communication.** PROPAC and UMNAGRI have communication strategies and SACAU is preparing one (with support from the South Africa Trust Hub). Available strategies are succinct and need to be complemented by annual implementation plans that should also cover internal communication. Other tools developed in support of communication include:

- *Staff*: PROPAC has one communication officer and UMNAGRI used SFOAP resources to hire a temporary communication expert;
- *Websites*: all RFOs have a website. Websites however still provide limited information and are not regularly updated. There is limited knowledge about the type of information that NFOs and their members would like to find on their RFO's website and, on the other hand, RFOs experience difficulties in getting timely and updated information from NFOs. SFOAP activities in support of knowledge management should help in improving the understanding of the type of contents that should be posted and in developing modalities ensuring regular data collection from national and sub-national levels. Websites are increasingly available at NFO level ;
- *Linkages with media and publications*: all RFOs and NFOs met by the MTR team have developed linkages with newspapers, radios, televisions and social media. For example, the involvement of national and regional media was instrumental in supporting the adoption of the EAC Cooperative Societies Bill in 2014 (see Component 2). In West Africa, SFOAP supported the production of videos, newsletters and websites as well as the development of partnerships with media. For example Togo signed five contracts with rural radios, whereas SNAU's (Swaziland) President and CEO participated in 14 radio and TV programmes over the past year and a half;
- *Trainings*: UMNAGRI's contract with the communication expert included the provision of training to member NFOs;
- *Information platform*: ROPPA is setting up an electronic information platform that will make accessible useful regional information to NFOs and members, particularly with regard to economic issues (for example posting sale and purchase offers of agricultural products, inputs and equipment) or KM products.

72. **Visibility.** Overall communication efforts have turned NFOs, RFOs and their agendas much more visible. Efforts were also made to increase partners' visibility, with logos now appearing on

RFOs and NFOs publications more forcefully than in the pilot phase. However logos do not yet appear systematically in the publications seen by the MTR team, despite the fact that publicising partners' contributions would ultimately benefit FOs recognition and credibility by showing that they have partnerships with important donors. The MTR team also found that NFOs, and sometimes RFOs, were unclear as to the rules they have to follow to be able to use partners' logos.

73. A few factors have contributed to this situation. IFAD developed a global visibility plan for the SFOAP to improve overall programme communication of positive results of the partnership and the impact of the action's results and set guidelines to ensure the visibility of programme stakeholders and donors partners. The document was shared for approval with the EU on October 2013 (to verify compliance with the Communication and Visibility Manual for EU external actions, as requested in the CA between IFAD and the EU). Following the feedback from the EU in July 2014 (due to internal staff movements within the EU), IFAD further shared it with SFOAP donors for approval. Based on donor's feedback, IFAD revised the plan and shared it with RFOs in November 2014. In line with SFOAP global programme of work and with GAs with RFOs, IFAD requested RFOs to prepare their own SFOAP visibility plan based on the guidelines developed by IFAD. Only PROPAC and EAFF developed a plan so far. Another difficulty is due to the fact that, while the EU gave a global authorisation for the utilisation of their logo for the entire project duration and IFAD can provide it based on a specific request from RFOs, AFD and SDC require prior clearance for every single use, which may also take time.

**Challenges.** The approach followed for the implementation of Component 1 is considered relevant and bearing the expected results at mid-term. Results achieved so far are impressive and no major challenges have being identified and requiring major changes in the next phase of the programme. Two notable exceptions should be noted: one related to the approach of across-the-board degressive SFOAP support to the financing of core staff and secondly the SFOAP supported activities in North Africa,

74. *Degrressive SFOAP support to salaries.* FOs agree that it is not possible for them to be entirely financially autonomous and rely on membership fees or income from services to maintain their activities'. At any rate, five years is a short duration to attain financial autonomy. Old and well-established organisations in Europe and Africa are only partly financed by their members' fees, with public subsidies or donor resources covering major parts of their budgets<sup>17</sup>. Where governments are not yet ready to finance farmers' organisations on a legal basis (to ensure stability and preserve FOs' independence), then there is a rationale for donors to bridge the gap and support them with financial resources so that they can fulfil their services of public utility without disruption. For example, SDC is financing core support to ROPPA and the other two major FO networks in Western Africa, APSS and RBM, along an annual contribution that remains the same throughout the project (now in its second phase) and that RFOs are free to programme as best suit their needs. Similarly SDC contributed to EAFF core costs through a project supporting market integration without imposing any restrictions to the amount of financing provided over two and a half years. Agri-agencies members of AgriCord have adopted a similar approach.

75. Furthermore while the global programme of work claimed that SFOAP would finance the preparation of resource mobilisation strategies to support the diversification of financing sources, it was only budgeted by SACAU, under the form of donor mapping. In such a context, it could be expected that financial autonomy would likely be restricted to 'autonomy from SFOAP donors'.

76. Should budget allocations for staff and operational costs be decreased as of 2015, there is a high risk that many will be in no position to bridge the gap or, particularly where they are small, to decrease their costs without seriously harming their capacity to operate and raise resources. Since there is no evidence that resource mobilisation is only effective where funds are decreasing, it would be worth considering the opposite: that a well-endowed organisation, with proper knowledge and capacities, is in a better position to design and implement a resource mobilisation strategy.

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<sup>17</sup> For example, 125-year old Boerenbond (Belgium) is financed one third by members, one third by public subsidies and one third by economic activities. 109-year old ZNFU (Zambia) only covers 35% of its budget through income from own sources and receives budget support to cover core costs from Finland, Sweden and the Netherlands. 68-year old FNSEA (France) gets 30% of its budget financed by members, 46% by public subsidies, and 24% through other resources.

77. *Supported activities in Northern Africa under Action A.* Activities in North Africa under Action A managed by UMNAGRI conclude in June 2015. Notwithstanding the engagement and efficiency of the team of UMNAGRI, the process of strengthening and re-launching of the network was only partially achieved mainly due to the difficult socio-political context and the fragmentation of the farmers' movement in the different countries.

78. The process was in fact launched through the implementation of key preliminary activities including a mapping of FOs that was carried out with the technical assistance of the FAO, the organisation of 6 consultation missions in Egypt, Algeria, Tunisia, Mauritania, Morocco and Sudan, the revision of the Statute and the finalization of a three year strategic plan<sup>18</sup> which was approved on the occasion of a meeting of the Central Council (30 November – 01 December 2013). The Central Council further called for the organization of an Extraordinary Congress to validate the proposed revision of the Statute. Nonetheless, such review was finalised with the sole involvement of the top management of national members of the RFO. Hence the roles and functions of UMNAGRI to promote small-scale agriculture in the sub-region were not widely discussed. The revision of the Statute enabled a geographical enlargement process with the inclusion of Sudan and Egypt as members of the network, but it restricted the possibility to include new national members in the countries already covered by the RFO. As a direct impact, the request of the Synagri to be included as a new member could not be taken into account.

79. The objective of the twin approach for North Africa (FERT/UMNAGRI) was to assess the capacity of UMNAGRI to lead a process of restructuring that would ensure democratic and accountable farmers' representation at the regional level prior to allocating more resources. The basic purpose was to facilitate an endogenous change and reform process of the regional network. The assessment of programme implementation indicates that the objectives of the programme in terms of the re-dynamisation of the network were not fully achieved.

80. At the same time a consideration should be made on the fact that capacity building and institutional development are a long term endeavour and such two-year process of reforming to provide new dynamism for the regional network was overambitious and not realistic.

## Component 2 – Policy Engagement

81. **Different implementation approaches.** Component 2 builds on the achievements of the pilot phase, which generated increased FOs credibility and visibility and contributed to their increased involvement in policy processes through institutional building and support to policy engagement. In the main phase, SFOAP is further contributing to the preparation of policy studies, development of policy positions and participation in policy making events, through diverse implementation approaches:

- *EAFF and ROPPA* concentrated their resources on activities at the regional level. EAFF devoted most of the resources budgeted on Component 2 to support the voting of a Cooperative Societies Bill by the Legislative Assembly of the East African Community. This was the direct achievement of EAFF and members' lobbying since 2009, involving: the drafting of the law; submission to the Legislative Assembly; lobbying MPs and visits to their countries; setting up consultative processes in every country and mobilising cooperative movements, MPs, the media and other stakeholders; organising regional MPs' visits to every EAC member; and revising the draft bill. The whole process cost USD 500,000, co-financed by SFOAP, EU-funded Food Governance Project, We Effect and a small IFAD grant. The Bill was voted on 10 January 2015. It was the first time a bill initiated by a civil society organisation was ever voted by the EAC Legislative Assembly. Now the challenge ahead lies in having it implemented in national legal systems and also in building on the experience to lobby for the adoption of similar legislations in other countries.
- *PROPAC, ROPPA and SACAU* used resources to benefit both the regional and national levels;
- *UMNAGRI*: the budget for Component 2 was so skimpy (EUR 3,200) that it was agreed with IFAD to reallocate it to other activities.

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<sup>18</sup> The strategic plan is built around key strategic axes including: (i) Strengthening the institutional and organizational capacities of UMNAGRI; (ii) The creation of a Regional Agricultural observatory; (iii) Improving the quality and productivity of agricultural products; (iv) The implementation of a strategy for marketing of agricultural products.

82. **Outputs.** The table below shows some key output indicators from SFOAP logframe.

**Table 13. Key output indicators as at 31 March 2015**

Indicators	Planned	Achieved	%
# of policy studies realized at the regional level	17	4	24%
# of policy studies realized at the national level	40	6	15%
# of policy consultations among FOs	61	25	41%
# of policy positions developed	81	35	43%
# of lobbying/advocacy events organised	182	39	21%
# of local, national or international policy forums attended by FOs	54	71	131%
# of lobbying publications, or products realized	336	60	18%

Source: RFOs secretariats

83. As for component 1, these outputs cannot be attributed to SFOAP exclusively and mix regional and national achievements of four networks. They show a good rate of achievement over a period of between 12 and 21 months depending on the networks (see above Section III A), which demonstrates ownership and buy-in for activities that, in many NFOs and at PROPAC, were initiated by SFOAP pilot phase. While there still are challenges to make out the most of this component, as will be detailed below, policy related activities are now well integrated into regular FOs work and disbursement is progressing smoothly.

84. **Outcomes.** Data on the preparation, adoption and presentation of policy positions, which are the outcomes identified in the logframe, is not available. However RFOs provided information on the number of policy making bodies they or their members participate in, which is shown in the table below.

**Table 14. Policy making bodies with RFO/NFO membership**

RFO/NFO	# of decision-making bodies with R/NFOs membership	
	Regional level	National level
EAFF	5	9
PROPAC	5	24
ROPPA	n.a.	37
SACAU	5	28
UMNAGRI	n.a.	n.a.
<b>Total</b>	<b>15</b>	<b>98</b>

Source: RFOs, data collected for the MTR<sup>19</sup>

85. Policy making bodies of which FOs are members include (details in Annex 7):

- *Specialised committees and programmes run by regional economic organisations:* for example PROPAC is a member of ECCAS Regional Programme of Agriculture, Food Security and Nutrition Investments;
- *Regional and national research networks* such as the Association for Strengthening Agricultural Research in Eastern and Central Africa (ASARECA); the West and Central African Council for Agricultural Research and Development (WECARD). At the national level for example CNCPR (Chad) is a board member of the national agriculture research institution;
- *Regional and national policy development platforms*, including: CAADP regional and country teams; the Eastern and Southern Africa Small Scale Farmers' Forum (ESAFF), which is currently chaired by SeyFA (Seychelles); FANRPAN National Steering Committees, which for example SNAU is chairing in Swaziland; national think tanks;
- *National institutions in the agriculture sector*, including: task forces; boards of financial institutions (for example ACT (Tanzania), CPM (Madagascar) and SeyFa (Seychelles) are members of the board of, respectively, the Tanzania Agriculture Development Bank, the Livestock Trust Fund and the Agriculture Development Fund; chambers of agriculture, commerce and industry...
- *Project steering committees:* NFOs sit on a range of project steering committees, including in major projects financed by the World Bank or IFAD.

<sup>19</sup> Not all of the target NFOs filed the data collection questionnaire on participation in decision making bodies - for EAFF: 2 out of 12; PROPAC: 5 out of 6; ROPPA: 4 out of 13; SACAU: 5 out of 6; UMNAGRI: no data available.

86. Other salient outcomes that illustrate how SFOAP main phase is consolidating FOs' abilities to engage into policy processes, include the following:

- *Increased engagement in policy events:* with increased credibility and visibility, FOs are increasingly invited to take part in policy development events. For example SACAU calculated that SFOAP target members had received a total of 247 invitations over 10 months in 2014, or a total of 24 invitations per month among the five of them; In 2014, PNOPPA (Benin) was invited 230 times by the Ministry of Agriculture and other stakeholders in the agriculture sector.
- *Ability to engage into increasingly complex processes involving both the regional and the national level (:* EAFF promotion of the EAC Cooperative Societies Bill involved a web of contacts and undertakings with MPs, governments, the cooperative movement, farmers' organisations and media for the drafting, submission, discussion, revision and eventually approval of the law. ROPPA embarked on promoting a regional financial mechanism for agriculture financing involving interaction with the two regional economic organisations in Western Africa and a range of banks and financial partners. PROPAC organised consultations with its members, interacted with the Economic Community of Central African States (ECCAS) and prepared a PROPAC Declaration on land management and the containment of land grabbing. SACAU carried out a comprehensive programme on women and youth mobilisation, starting with national consultations, a regional workshop and the issuance of regional policy statements;
- *Members' mobilisation on issues of common interest:* RFOs have systematically included consultations on policy priorities in the annual planning and monitoring workshops organised as part of SFOAP implementation and have organised further consultations either on specific issues or through regular processes, including statutory meetings. ROPPA uses a web of inter-linked processes to identify members' priorities and build policy positions, including the Farmers' University, the Family Farms Observatory and the Permanent Framework for Policy Dialogue, which is a process aimed at annually generating a study capitalising on NFOs positions on a specific topic (2013 was on Maputo's financial commitments, 2015 will be on MDOs for the agriculture sector). NFOs have also been striving to improve connections with their members to identify and address policy priorities, as shown in Table 11 (the majority of meetings took place in SACAU's network);
- *Closer relationships with regional economic organisations:* RFOs have systematically developed linkages with the regional economic organisations. EAFF promoted the adoption of a regional Cooperative Bill by EAC, with which it had extensive interaction. PROPAC has launched a consultation process of ECCAS and the Monetary and Economic Community of Central Africa (MECCA) on the development of regional agriculture policies and plans to meet them regularly. ROPPA is receiving a subsidy from both WAEMU and ECOWAS and is lobbying both organisations to develop innovative regional mechanisms for the financing of agriculture (as part of Component 3). SACAU is a member of SADC's Regional Agriculture Policy Committee and of COMESA's Technical Committees on Biotechnology and on Agriculture Commodity Trading;
- *Representation in national policy consultative bodies:* in most countries, NFOs are members of CAADP country teams and RFOs are part of regional teams. ACT (Tanzania was part of a task force responsible for the revision of the tax system on agriculture products;
- *Ability to analyse, challenge and contribute to national policies in the agriculture sector:* a few examples are provided by NFOs met by the MTR team. ACT (Tanzania) organised a national workshop with the participation of the Minister of Agriculture and 102 participants, which discussed a government's programme called Big Results Now, and questioned some of its orientations particularly on land, agricultural financing and taxation issues. CNCPR (Chad), also in partnership with Oxfam, organised a forum with members, government institutions and donors to assess the implementation of government commitments with regard to the agriculture sector, building on a study that it has previously commissioned. LENAUFU built on a policy study on the government's input subsidy policy to challenge the ineffective government-based system and obtained significant improvements, and SNAU had a similar approach to challenge ineffective government-based tractor service system. PFP-N (Niger) succeeded in organising the farmers' community to demand that farmers' views be integrated in the draft Law on Agriculture Orientation and was asked to prepare amendments to the draft conveying farmers' views;

- *Receiving a mandate for implementing policy measures:* RFOs take increased responsibilities for implementing national policy measures through mandates assigned by governments (for example the management of government-financed tractors was entrusted to a management committee including CNCPRT (Chad); the management of the distribution of government-procured inputs is now associating LENAUFU (Lesotho)

87. SFOAP resources, alone or in cost-sharing with other sources, have been instrumental in achieving such outcomes. In particular, national and regional consultations that are key in supporting FOs responsiveness to members are costly and could not be achieved without external resources.

88. **Challenges.** While globally successful, the implementation of Component 2 also raises specific challenges:

- *Limited human and financial capacity to face increased demand:* the price of successful institution building is that RFOs and NFOs alike are faced with an ever increasing demand for participation in policy forums, institution boards or project steering committees, which adds up to the increased workload resulting from partnership development and implementation and from members' increased demand for services. Physical capacities of younger organisations that have few human resources are not sufficient to respond to all of the invitations and strategic choices need to be made on which settings and topics are a priority. Financial capacities are also limited to organise members' consultations, commission policy studies and participate in policy events. As noted by the Executive Secretary of CNOP-CAM (Cameroon), *'we are invited to participate in project steering committees, sometimes very far from Yaoundé. We go and participate but no one ever enquires how do we finance our participation'*;
- *Limited visibility/recognition by members:* policy decisions achieved as a result of lobbying and advocacy may have very tangible effects on farmers, as illustrated by a few examples from NFOs met by the MTR team. Both ACT (Tanzania) and UCA (Uganda) managed to have VAT exemption adopted for farmers. CNCPRT (Chad) succeeded in having FOs participating in the management system of government-financed tractors and in reorganising their geographical distribution based on transparent criteria. LENAUFU (Lesotho) lobbied to have the Wool and Mohair Association running dipping tanks, which is more efficient than prior government's management. However farmers are usually not aware of how their daily work may be affected by the advocacy efforts deployed by their organisations and claim, as reported by ACT Executive Secretary that they *'don't eat policies'*. The comparison between the number of farmers that can benefit from an invisible lobbying action on tractor services, for example, with the number of farmers that will benefit from projects developed through Component 3, would likely lead to the conclusion that the combination of Components 1 and 2 provides higher value for money. Yet lobbying efforts per se are insufficient to bring increased membership and need to be matched by communication efforts. These in turn require human and financial capacities;
- *Lack of impact monitoring:* there are no systems allowing measuring direct benefits accruing to farmers as a result of the adoption of implementation measures. Such information is needed to assess the efficiency of lobbying and advocacy, to support FOs communication, including with their members, and also to support constructive dialogue with governments;
- *Capacity to influencing policy processes:* lobbying and advocacy processes are not always as successful as in the examples quoted above. Policy issues raised by members or, even more so, put on the agenda by governments and institutions in which FOs are represented are increasingly complex and require specialised technical skills and expertise. SFOAP financing of capacity building (for example SACAU trained 44 farmers' leaders in policy advocacy, EAFF funds a policy advisor serving three national NFOs in Rwanda) and policy studies come to help but the demand for FOs participation in policy processes is so large that SFOAP can only contribute to closing the technical gap. More generally, success in influencing policy processes is contingent on the availability of financial resources, not only for beefing up expertise but for developing communication, supporting travel expenses, bearing the cost of workshops and meetings etc. And it also takes a lot of time, even where FOs are very competent and largely recognised. Just as a reference, the process led by EAFF that led to the adoption of the EAC Cooperative Societies Bill had a total cost of USD 500,000 and lasted six years. Finally it must be recognised that still in many countries, the overall political environment is little conducive to successful lobbying by FOs,

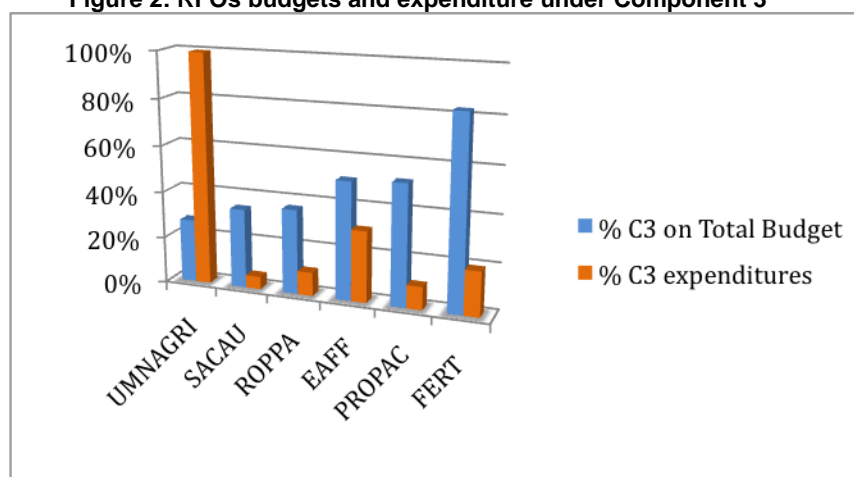
with governments granting them little recognition or claiming they dialogue with FOs but do so only with those that they themselves created.

### Component 3 – Provision of Economic Services

89. **Outputs and outcomes.** Component 3 aims at supporting the development of economic activities of FOs and at strengthening their involvement in value chains. In a first stage RFOs are to develop the tools and instruments for the coordination and implementation of activities planned under the component (sub-component 3.1). They should then support the implementation of FOs projects through capacity building and facilitation (sub-component 3.2). RFOs will then document and share business models through KM activities (sub-component 3.3).

90. **Global assessment.** So far, Component 3 has achieved the lowest implementation rate of the three components implemented by RFOs. Figure 2 provides an overview of RFOs budgets (as a percentage of the total budget for the region) and expenditure under component 3.

Figure 2: RFOs budgets and expenditure under Component 3



Source: RFOs Secretariats, March 2015

91. While Component 3 budgets represent a significant part of total regional budgets (from 27% at UMNAGRI to 52% at PROPAC), the global disbursement rate is only at 17.5%. With the exception of UMNAGRI, which completed the implementation of the four pilot projects, it varies from 5 (SACAU) to 31% (EAFF). Main factors that contributed to low implementation are as follows:

- *Preparation of withdrawal applications (WA) and disbursement of funds* (see III A and E). As soon as 70% of the precedent instalment received from IFAD and 100% of the previous ones are spent, RFOs can submit to IFAD a WA. Nonetheless, the time between the first electronic submission of the WA from RFOs (for IFAD's review and comments) and the official submission by mail (once the document is correct/finalised) was in some cases quite long. In fact, although the capacity of RFOs to prepare sound financial documents and WAs improved compared to the pilot phase, such documents sometimes still contain errors, issues to be cleared, missing data, discrepancies and incoherencies with other financial documents. Based on the above, the time needed to finalise WAs can take over one month for backs and forth to clarify issues and revise the documents. Once WAs were finalised and sent in original by mail to IFAD, time to process them internally took 19 days on average (22 days on average to process WAs for the first disbursement and 13 for the second). The length of this overall process affected the implementation of Component 3, as timeframes are linked to the farming season. Delays led EAFF to bypassing some key steps of its methodology (e.g. no proper value chain action plan could be prepared for 8 out of the 12 target NFOs and no value chain analysis was undertaken);
- *Lack of common understanding of the approach:* in Southern and Central Africa, difficulties in reaching common understanding on eligible costs (respectively between SACAU and NFOs, and between PROPAC, UPA DI and IFAD) led to further delays. In Northern Africa, delays also resulted from the specific implementation modalities for Sudan (direct support to SGFU by FERT) and the difficulty in reaching a shared understanding between FERT and SFGU. Conversely, in

EAFF, the identification of SFOAP focal points in every target NFOs and good communication between regional and national levels (especially during the regional planning workshop held in January 2014) led to a common understanding of all parties on implementation modalities of Component 3;

- *Complex implementation mechanisms* in Northern Africa (FERT) and at PROPAC, requiring more time for set up. FERT had no representation in the region and had to identify qualified local service providers in every target country to support the identification, implementation and monitoring of FOs projects. PROPAC, with UPA DI assistance, set up a regional steering mechanism (the Commission for Promotion of Economic Activities - CPAE) in charge of the selection of SNFOs' projects proposals to be funded under sub-component 3.2, recruited local officers in all of the NFOs and designed a specific manual of procedures ;
- *A new activity*: even though all RFOs identified the provision of economic support services to their members as a key strategic orientation, none of them had experience in delivering economic services prior to SFOAP main phase.

92. **Implementation schemes.** In their search for adequate implementation modalities, some RFOs were led to revise the approach defined at the time of design. Main changes are that: (i) ROPPA went for a more strategic approach focused on regional and national activities instead of supporting local FOs' projects through a regional competitive fund; (ii) SACAU dropped the value chain entry point but for one NFO (Namibia) and called upon NFOs to identify projects for financing. As a result, there are currently three implementation schemes:

- *PROPAC and SACAU*: the RFO is managing regional resources to support FOs projects proposed directly by SNFOs (PROPAC) or by their NFO (SACAU) with no specific thematic focus. KM on successful initiatives/models is carried out at the regional level;
- *EAFF and SACAU*: the RFO is providing annual grants to support NFOs' implementation of value chain action plans (VCAPs) on target value chains (cassava, Irish potato and dairy in Eastern Africa and livestock in Southern Africa) through the provision of support to a limited number of SNFOs. KM is promoted at the regional level and focuses on the target value chains;
- *ROPPA*: the RFO delivers economic services of regional interest and provides funds to NFOs to recruit National Advisers for FOs Economic Initiatives (CNIEP) specialised in entrepreneurship development. KM is focused on FOs' existing economic initiatives. This approach is in line with the principle of subsidiarity and ensures wider outreach and return on investment.

93. The case of Northern Africa is specific as it involves FERT, which is implementing most of Component 3 and will therefore be assessed separately. The table in Annex 8 presents the three implementation schemes, targets and targeting criteria and an overview of FOs projects and KM activities

94. **Main achievements.** The table below shows some key output indicators from SFOAP logframe. Activities planned to set up implementation modalities (frameworks, mechanisms and specific tools and instruments, covered by sub-component 3.1) are almost completed and the implementation of SNFOs projects has started in two regions (SACAU and EAFF). Implementation started on four value chain action plans, eight action and budget plans (EAFF) and four NFOs projects (SACAU). Ten projects were validated and are waiting for funding allocations (PROPAC and SACAU). And 33 projects are at the design stage (PROPAC and SACAU).

**Table 15. Key output indicators and targeted RFOs as at 31 March 2015**

Output indicator	Activity undertaken	RFO(s)
<b>C3.1:</b> # of economic studies, analysis, assessments, researches, action plans, frameworks done at the regional level	1 regional study to operationalise existing regional funds in support to family farms and their organisations 2 specific manuals/guidelines 1 tool box	ROPPA  PROPAC/SACAU PROPAC
<b>C3.2:</b> # of economic studies, analysis, assessments, researches, action plans, frameworks realised at the national or local level	4 VCAPs + 8 Action plans and budgets (APBs) started 5 NFOs projects finalised (4 started) 8 local FOs projects validated and started 4 NFOs projects nearly completed	EAFF SACAU FERT UMNAGRI
<b>C3.3:</b> # of meetings/workshops/exchange visits organised	1 KM workshop organised at regional level for 12 SNFOs 6 KM national workshops organised by NFOs 3 learning visits to commodity research centres	ROPPA SACAU EAFF

95. **Technical assistance.** Different modalities of technical assistance are used to help in developing and implementing projects:

- *In-house support:* at SACAU, the SFOAP focal point undertook several backstopping missions to NFOs to support their project design. EAFF has relied on NFOs SFOAP focal points to target SNFOs and has used resources from an IFAD-financed KM grant project to provide target SNFOs with training on KM and institutional development, which has increased SNFOs mobilisation and project ownership;
- *International technical assistance:* Following an assessment of the challenge for PROPAC in setting up the complex component 3 with limited human resources and challenging environment faced by FOs in the sub-region, IFAD and PROPAC negotiated during the design of the main phase the embedding of technical assistance from the agri-agency UPA DI to support the implementation of Component 3. UPA DI's technical assistant was assigned to PROPAC's Secretariat for a one year contract to support the design of Component 3 implementation framework and to provide training to SNFOs/NFOs on economic service models;
- *Hiring staff:* at ROPPA, seven out of the eight planned CNIEPs were hired at NFO level in 2014 (all but Ghana) to support entrepreneurship development. At PROPAC, one local staff was hired early 2014 to assist UPA DI at the regional level and six local support staff (CALs) were hired by the six target NFOs to foster SNFOs' project identification, design and implementation. It should be stressed that most of the mobilisation and support to the design of SNFOs project proposals were undertaken thanks to the high commitment of NFOs and SNFOs staff despite the fact that the payment of their salaries had been interrupted<sup>20</sup>;
- *External consultants:* EAFF hired two consultants to support the design of VCAPs for four out of the 12 target NFOs; the initial idea to set up a regional pool of experts on target value chains was not implemented at EAFF or SACAU.

96. **Types of economic services.** Component 3 funds support a wide range of service types, which are by and large respecting eligibility criteria defined in SFOAP's global programme document:

- *SACAU and EAFF:* two members of SACAU focus on the development of commercial subsidiaries (ACT - Tanzania, SeYFA - Seychelles). Other members' projects deal with capacity building, organisation and input provision (CPM - Madagascar) or the provision of collateral backing up credit applications (SNAU - Swaziland). EAFF adopted a standard approach in supporting the implementation of NFOs' VCPAs and Annual Plans and Budgets. Until May 2015, services focus on support to production and consist of capacity building and intermediation services. The first set of activities are nearly achieved and have promising perspectives;
- *PROPAC:* because of a protracted lack of understanding on eligible services, PROPAC is actually planning to finance all types of support to SNFOs projects, including capital investment (such as equipment and the financing of input costs);
- *ROPPA:* ROPPA has used SFOAP funds to provide: (i) *regional economic services:* e.g. SFOAP contributed to consultation costs for a consultative study on the implementation of a regional funding system for family farms in West Africa that would build on existing mechanisms available at regional economic institutions (ECOWAs, WAEMU, BOAD, BIDC) for the financing of family farms but that are dormant because of the lack of implementation mechanisms; (ii) *national economic services* to the members of eight NFOs through the financing of local staff (CNIEPs) hired by NFOs' secretariats. CNIEPs main activities are to train SNFOs on economic-related subjects (business planning methodology, certification processes, credit negotiations, etc.) and to facilitate the linkages between SNFOs and buyers.

97. **KM.** All RFOs have started undertaking KM activities:

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<sup>20</sup> NFO staff worked without salaries because of the lack of funds at PROPAC, which was due to: (i) delayed submission of the second WA (due to the impossibility to justify 70% of the first instalment as Component 3 activities represented 54% of PROPAC's budget and took longer than expected) and (ii) the 9-month suspension of funds by IFAD.

- *ROPPA's capitalisation strategy:* ROPPA used SFOAP funds to co-finance the design of a regional capitalisation process for the documentation of relevant initiatives to feed into ROPPA's major regional advocacy initiatives. Jointly with partners involved in KM activities (CTA, GRET, Inter-réseaux, Afdi), it organised a workshop to design a strategy and tools for the capitalisation of FOs good practices with regard to institutional development and governance, advocacy and economic initiatives. With SFOAP funds, two distinct processes were set up: (i) a grant to NFOs to foster capitalisation of institutional/governance/advocacy experiences; and (ii) a regional competitive fund to finance capitalisation processes of SNFOs economic initiatives, which is organised as follows. With NFO support (especially from the newly recruited CNIEPs in the 8-target countries), a call for proposals is launched and SNFOs fill in an "Economic initiative note" that provides an outlook of what they want to document. Notes are reviewed and selected by ROPPA's Capitalisation Committee. Selected SNFOs are trained on the capitalisation methodology and receive a grant to conduct the capitalisation of their initiative;
- *Learning visits:* EAFF organised three learning visits to research centres in the region, prior to implementing VCAPs and annual plans for the target value chains, building on the participation of EAFF's KM officer in a learning route in Morocco ;
- *KM workshops:* SACAU organised specific annual KM workshops at regional level and supported their six NFOs to have same events at national level in 2014 in order to share experiences and knowledge.

98. **Challenges.** In terms of the design, main limits of Component 3 as identified by the MTR team are as follows:

- *Limited relevance of the regional entry point to support local economic services:* the evaluation of the SFOAP pilot phase had emphasised that 'support to economic services should remain at regional and national levels'. The regional entry point to support local delivery of economic services is not in line with the principle of subsidiarity and does not seem to be very cost effective as it implies heavy implementation mechanisms (from regional to national and then sub-national) and additional dedicated staff at all levels, to the direct benefit of a limited number of farmers. Furthermore there is a risk to transform RFOs in development agencies, therefore mobilising their human capacities for activities that are not their core business, and to send wrong messages to NFOs' members who would then expect such support from their organisations whereas there are other opportunities to explore at the local level. Regional KM and the regional pools of experts appear to be the main justifications for involving RFOs in the implementation of projects at the local level, together with the targeting of common, regional value chains ;
- *Lack of adaptation to different levels of NFO maturity:* some target NFOs did not have the maturity to embark on the provision of economic services along the modalities outlined in the global POW, because they were inexperienced or understaffed or facing a difficult environment. This was particularly the case at PROPAC and SACAU. The lack of NFOs involvement in the design of Component 3 also limited the possibility to better tailor implementation strategies to actual capacities and did not help in reaching a common understanding of SFOAP's strategy and eligible activities under Component 3;
- *Lack of coherence on eligible costs:* while the global POW listed eligible types of support excluding capital investment, ROPPA's and PROPAC's regional POWs indicated that equipment was eligible to SFOAP funding.

99. As far as programme implementation is concerned, it is too early to assess the outcomes of component 3 as most sub- projects have only recently started. However the MTR team analysed the various implementation schemes adopted by RFOs and identified the following challenges to the sound execution of component 3:

- *Complex mechanism vs. simple approach in line with subsidiarity principles:* three out of the four RFOs manage regional resources for the financing of local economic activities. Managing such mechanisms from a regional perspective is challenging, especially when target NFOs are young or weak (PROPAC and SACAU). RFOs adopted various strategies to deal with this issue: (i) EAFF used a systematic approach (financing the same kind of activities for all target NFOs); (ii) PROPAC hired staff at the regional and national level, which however suffered from the second disbursement having been suspended; (iii) SACAU led many backstopping missions and

email exchanges, which however slowed down the identification process. Only ROPPA has deviated from its initial plan to adopt a more strategic approach in line with the subsidiarity principle, whereby it implements regional activities at the regional level (e.g. the regional study to set up a regional financing system for family farms) and supports NFOs' entrepreneurial capacities at the national level (and does not finance local FOs activities);

- *Number of projects targeted vs. human capacities in place:* in the case of SACAU and PROPAC, there is no limitation to the number of projects that can be financed, even though available capacities at national (for SACAU) and local (for PROPAC) levels are limited and no M&E system has been designed to properly follow-up on outcomes. At PROPAC, the call for proposals led to the submission of 41 SNFOs concept notes and, while 9 were validated, challenges remain: (i) project contents are weak and lack market assessments, profitability analysis and sustainability perspectives; (ii) financial management capacities of applying SNFOs have not been assessed. As NFOs' capacities still need consolidation, it seems unrealistic to support and monitor a large number of local initiatives, especially with technical assistance operating from the regional level. At SACAU, the design had planned that component 3.2 could allocate annual tranches to NFOs for the implementation of different projects from one year to the other. However it has been very challenging for each NFO to submit only one project that could be accepted by SACAU, which required many exchanges and technical support as target NFOs are still young and under-capacitated. Areas of improvement were identified during the MTR and are detailed in Annexes 4 (PROPAC) and 6 (SACAU);
- *Supporting feasible initiatives with profitable and sustainable prospects:* in the three regions that adopted a project-financing mechanism (EAFF, SACAU and PROPAC), there were no comprehensive preliminary studies to ensure the feasibility (assessing the potential for business development and laying out the modalities of development), the profitability (assessing the market environment and the potential for generating profits) and the sustainability of local initiatives. Sound business plans are generally lacking. Details are in Annexes 3 (EAFF), 4 (PROPAC) and 6 (SACAU);
- *A learning process:* SACAU and PROPAC have planned to finance investments. Although SFOAP is not a relevant programme to finance investments (because of the regional entry point not in line with subsidiarity principles and the fact that it is a capacity building programme with very little resources), the mission acknowledges that (i) both RFOs have targeted NFOs with relatively low levels of maturity and in most cases little access to farming equipment; and that (ii) stopping the process at this stage of programme implementation could be detrimental both to RFOs' credibility and to obtaining any results by the end of the implementation timeframe;
- *Further development of KM is needed:* all RFOs but PROPAC have concentrated their efforts on documenting experiences through case study writing. However, there is a lot more to share from the projects that were selected, such as models of contracts (e.g. SNAU's contract with Swazi Bank, the sales contract between the SNFO and the maize buyer in Togo) or training modules (e.g. on business planning in CAPAD/Burundi, on credit negotiation in CPF/Burkina Faso). Knowledge products could be documented based on specific KM plans and disseminated through diverse modalities, including radio programmes and farmers' shows.

100. **Achievements in Northern Africa.** In line with programme design, SFOAP has a different approach in implementing Component 3 in Northern Africa: (i) UMNAGRI has been supported for two years only and has funded four NFOs' pilot projects ('Action A') that are now all completed; (ii) FERT is in charge of most of Component 3 activities (for the five-year duration of the project and through a grant agreement with IFAD. It provides support to local FOs initiatives and aims at developing strong linkages to be developed with NFOs and/or commodity apex FOs ('Action B'). The table below provides an overview of completed and on-going projects.

**Table 16. Completed and on-going projects for Component 3 in Northern Africa**

Organisation	Modalities	Reached targets	Project budget	Type of economic services
UMNAGRI	- Implemented 4 pilot projects presented by NFOs - Built on them to develop projects of regional interest	4 NFOs	EUR 25,000 per NFO	- Technical/entrepreneurship training - Setup of a women apex organisation - Economic strategic plan formulation
FERT	- Contracted with local agencies to support implementation of activities in 4 out of 5 countries - Adopted specific approach in Sudan with direct funding of SFGU - Selection of sub-projects based on target areas of IFAD investment projects	8 projects supporting 33 SNFOs Linkages with 4 NFOs	EUR 80,000 per project on average (excluding support costs)	- Technical and management trainings - Demo sites - Advisory services - Investments (17 000 €/project)

Source: Interviews with UMNAGRI Secretariat and FERT

101. At UMNAGRI, each of four NFOs (CACU - Egypt, UMA - Morocco, UNPA - Algeria and UTAP -Tunisia) submitted a project proposal for a pilot economic initiative to be implemented at the national or local level. Projects focused on women empowerment and the development of women farmers' apexes (CACU and UMA), support to designing a strategic plan for developing economic services to members (UTAP) and building the capacities of cattle and fodder producers. The mission could not assess achievements as reports are in Arabic. NFOs have built on positive outcomes of the pilot projects to design four regional scaling up programmes. While their design is still very general, they hold potential for further refinement and for submitting them to IFAD for possible funding.

102. FERT supports ten local FOs economic projects (two in each of the five target countries) mostly through capacity building activities but also with some investments (17000 EUR/FO). As FERT does not have offices in any of the SFOAP target countries in Northern Africa, the implementation modalities are the following:

- In four out of the five target countries (Algeria, Egypt, Morocco and Tunisia), FERT has contracted one local facilitator (service provider) and local technical focal points. FERT is in charge of overall planning, coordination and supervision of activities over two projects per country. All activities are to be conducted in close collaboration with NFO members of UMNAGRI and relevant national commodity FOs to feed them with good examples of FOs business models. At the time of MTR, all of the eight projects had started activities with a strong focus on training;
- In Sudan, based on formulation mission findings in terms of the experience and capacity of the organisation, IFAD requested that FERT channels funds directly to SFGU, Sudan's NFO who became a member of UMNAGRI after SFOAP started. SFGU is responsible for the implementation of two local FOs projects.

103. **Challenges.** Main challenges in implementation are as follows:

- *Dual approach:* the duality in implementation schemes has led to initial difficult collaboration at country level. Efforts made by FERT to develop linkages with NFOs in the countries arrived late in the overall projects' identification process (mainly for the final validation);
- *Sudan:* at MTR, no projects had yet been identified in Sudan. Due to constraints in the political environment, SFGU could not yet start the implementation of the first tranche of funds transferred by IFAD (see details in Annex 6).

#### **Component 4 – Support to Pan-African Level Activities**

104. At the Pan-African level, the main achievement of the pilot phase was the establishment of the PAFO in November 2010 by its Constitutive Assembly, and subsequent recognition of this new representative body at the highest continental level as being the voice of African FOs. In November 2012, PAFO developed its five-year strategic plan (2012-2017), which defines the strategic vision of the organization and sets forth seven objectives in support of FOs and African producers at the

continental and international levels. PAFO is Africa's first continent-wide FO and is an important instrument for rallying direct farmer engagement on Africa's growth and development agenda.

105. As previously mentioned, the signature of the GAs between IFAD and ROPPA (for ROPPA and PAFO related activities respectively) was delayed due to the need to clarify some pending financial issues related to the Pilot Phase that were identified in the ROPPA and PAFO final audit carried out in May 2013 and officially transmitted to IFAD in July 2013. Based on the above, the beginning of implementation was postponed to 2014.

106. The priority for SFOAP main phase was to establish the secretariat and support its functioning through the recruitment of key staff and the funding of its recurrent costs.

107. Originally, and as specified in the design document, the SFOAP had to finance the PAFO Financial Staff based on the fact that the recruitment of the CEO had to be financed with other sources (e.g. NEPAD). The co-financing never materialising and the recruitment of the CEO being a condition for the set-up of the Secretariat and its functioning, IFAD agreed to support the related costs under the SFOAP.

108. **Main activities undertaken. 2014 Steering Committee (SC).** The 2014 meeting of the SFOAP SC was held on the 16<sup>th</sup> April 2014 in Tunis (Tunisia). For this purpose, PAFO funds were transferred to UMNAGRI that was responsible for the overall organization of the meeting in their region.

109. The original planning foresaw the organisation of a KM event back to back with the SC meeting. Nonetheless, due to the limited time available for the RFOs to organise it and to agree on the subject and modalities of the event it was decided to postpone it to another date to be fixed within the year.

110. The SC members approved the 2013 Report and 2014 AWPB and agreed on next steps and key decisions related to programme implementation including on the organisation of the SFOAP's annual KM event in 2014 back to back with the PAFO General Assembly (dates and subject of the event had to be communicated by RFOs).

111. *Board meeting.* Back to back with the SC meeting, the PAFO held a special session of the Board. This session defined a planning for the implementation of activities at the pan African level thus assigning responsibilities to the RFOs members. Members of the PAFO agreed on finalising the process for the recruitment of the Executive Secretary of the PAFO by July 2014 with the approval by the Board.

112. Notwithstanding the discussion held during the Tunis meetings, the progress of activities at the Pan-African level didn't progress as planned: no activities were handled by the PAFO following the SFOAP Steering Committee and no decision was officially communicated to IFAD about the date and venue of the KM event and the General Assembly.

113. Given the delay in the implementation of PAFO activities, and particularly KM ones, in October 2014 IFAD required ROPPA to provide a written reply on the rationale for such lack of information with regard the KM event. Given the delay in the implementation of the KM activity and lack of coordination with SFOAP partners (about the date, content and preparatory work), IFAD recommended to postpone such KM activity to 2015 and to combine it with the KM event planned for 2015.

114. The first KM workshop was organised in June 2015 in Yaoundé in conjunction with the Steering Committee. The overall organisation was managed by the PROPAC through an institutional contract signed with ROPPA. To facilitate preparation IFAD suggested RFOs and PROPAC to hire FRAO (Fondation Rurale de l'Afrique de l'Ouest) an NGO that is specialised in institutional development and knowledge management, based on the successful experience with the organisation of the 2011 SFOAP KM event in Dakar during the Pilot Phase. The decision was felt as imposed though no objections were made by any RFO in that regard. While FRAO might be an adequate choice for West Africa, it does not seem that the organisation has knowledge and experience in other

regions of the continent nor that the mission modalities (working long distance without paying visits to countries) constituted the best possible approach.

115. *Three board meetings* (in Cote d' Ivoire, Kenya and South Africa) and a General Assembly (in Benin) were also held. A press release from SACAU informed that based on the decision from the General Assembly, SACAU President, Dr Theo de Jager was elected as the new President of the PAFO. The same document informed that the establishment of the Secretariat would be in Addis Abba, Ethiopia (not in Nairobi as originally planned). Also, the Statute of the PAFO was modified to increase the mandate of the President from 2 to 4 years.

116. Notwithstanding the numerous requests from IFAD, the reports from the PAFO meetings (with the exception of the one from the Tunis SC) were not shared with IFAD.

117. The implementation of activities at the pan-African level was accelerated at the end of 2014. The vacancy announcement for the recruitment of the *Executive Secretary* was launched at the end of the year and a CEO consequently appointed. This was a major achievement for the development of the PAFO.

118. *Policy meetings.* Until a Secretariat is up and running, responsibilities to deal with key partners and attend continental or global meetings have been distributed among the five members. The relationship with NEPAD is the responsibility of SACAU, which has been negotiating a partnership agreement with NEPAD that would also entail the possibility of implementing projects, and hence of receiving financial resources from NEPAD. PROPAC is responsible for setting up the African Forum of Rural Women. The leaders and technical managers of the networks represented the PAFO in consultation meetings on policies and initiatives of African institutions and development partners. The PAFO was represented the Farmers' Forum as well as at the CMS and CTA briefing and workshop on financing agriculture.

119. *Website.* A website has been created, which gives PAFO visibility, but it still has limited content (for example PAFO's strategic plan should be made available). The team also noted that while the EU and IFAD are shown as partners, SDC is not. Thanks to the partnership developed with CTA the PAFO website was improved and staff from RFOs trained to take full advantage of this tool.

120. In 2015 plans are to set up the secretariat but also to organise two continental multi-stakeholders' meetings on topics yet to be defined, which would gather representatives from the African Union, regional institutions and donors, and to carry out a series of lobbying missions to continental partners. Setting up the secretariat will also require clarifying what is the available budget.

121. *Modalities of operation.* ROPPA was entrusted the responsibility of managing SFOAP funds on behalf of PAFO as long as PAFO does not have an operational secretariat management. In addition IFAD's rules require that grantees can demonstrate that they have had at least two years of audited operation prior to receiving IFAD resources.

122. As previously mentioned, ROPPA's Presidency has now been succeeded by SACAU's. To facilitate operations, a system whereby ROPPA would release funds in tranches rather than bit by bit, for every single expenditure, should be worked out, as will be developed in Section V on Recommendations.

123. **Main challenges.** Notwithstanding the results achieved and even considering a delay for starting up the operations, progress in the implementation is considered unsatisfactory with 8% of implementation in over 12 months, the secretariat not yet being set up and key participation of PAFO to important policy process at continental and global level not organised effectively. Yet PAFO can be considered as an institution searching its role and mandate complementing the one of their members and without proper management functions in place that process cannot be accelerated.

124. In addition, leaning and cross sharing agenda (as for example with the SFOAP KM event) and other activities that can accelerate the process of learning within the large PAFO network is not yet being developed as a key activity for the PAFO Secretariat.

125. PAFO being the most visible element of the programme, its failure might heavily affect the overall performance of the programme.

### **Component 5 - IFAD Programme Coordination and Monitoring and Evaluation**

126. Component 5 is implemented by IFAD and covers activities relating to SFOAP supervision and coordination. This includes: (i) the signing of grant agreements with every RFO; (ii) the channelling of funds in accordance with the grant agreements and annual budgets; (iii) the review of annual progress reports, work plans and annual budgets from RFOs for quality control and, based on them, the preparation of consolidated SFOAP reports and AWPBs; (iv) annual supervision missions and implementation support; (v) the organisation of the mid-term review; (vi) setting up a result-oriented monitor framework in cooperation with RFOs and PAFO; and (vii) ensuring the visibility of the programme and of donors' contributions.

127. **Organisation.** IFAD has been regularly playing its role of coordination with a small team consisting of a Task Manager supported by an Assistant (though related costs are not covered by Component 5), two full time Consultants and other consultants based on needs.

128. GAs were signed between March and May 2013. Planning, budgeting and reporting have been carried out in line with plans, which, considering the small team and the project scale and complexity, is a remarkable achievement.

129. **RFO-IFAD partnership.** One of the key features of SFOAP is the institutional budget support approach that has been implemented as of the pilot phase, whereby RFOs hold full responsibility for the programming and budgeting of SFOAP resources in their respective regions, along the general parameters spelled out in their regional POWs. RFOs underline how IFAD had become a partner in the pilot phase because it had been invited by RFOs to manage EU funds on their behalf. RFOs therefore consider that SFOAP is a programme implemented by a partnership composed of IFAD, RFOs and PAFO, which is in line with the programme document.

130. Another peculiarity of SFOAP is that it is not implemented by project implementation units, unlike regular IFAD projects, but by RFOs secretariats, who are not in a position to make independent decisions but are accountable to their members. This has an impact on the decision-making process, which is not as swift as with a regular project, but takes time for the back-and-forth between secretariats and their boards. Additionally, as also reviewed above, the more RFOs and NFOs are successful with resource mobilisation, the higher their workload is growing as every partner/donor claims specific formats for planning, budgeting and reporting.

131. Supervisions so far have been carried out by consultants hired by IFAD, along with RFOs staff and generally RFO staff joining on visits to NFOs, a feature that has been much appreciated by RFOs/NFOs. Direct supervision and monitoring could greatly benefit from the participation of SFOAP team staff to annual supervision missions and would bring continuity between decisions made on the supervision and subsequent implementation.

132. At the same time, important negotiations took place during the design of the main phase – and some of the decisions made, especially those related to the different duration of UMNAGRI programme compared to the other networks and the role of FERT and UPA DI in support to North and Central Africa programmes were not considered completely owned by the regional networks notwithstanding extensive consultation and collective decisions made by the RFOs and IFAD.

133. **M&E.** IFAD is responsible for ensuring the overall monitoring of the project implementation. As detailed under Component 1.2, IFAD provided technical support to four RFOs to set up M&E frameworks for SFOAP at the beginning of SFOAP main phase. Based on the final regional logframes, IFAD should adjust the original global logframe, update it annually and include it in the annual progress report to donors.

134. **KM.** SFOAP programme document attributes the responsibility of knowledge management at the continental level to PAFO, without providing much detail as to how it should take place, aside from planning an annual KM event to be organised every year on the occasion of the Steering Committee.

135. IFAD developed a programme website during the pilot phase. Updating the website in an organised fashion has however been a challenge, mainly because of the lack of time – most recent documents posted date back to 2013. IFAD hired an intern to take care of the website, which did not prove to be an effective modality. Also, coordination and communication with RFOs to share programme related documents or outputs for insertion into the website was challenging. In order to improve the situation a revision and update of the website is being carried out by IFAD.

136. Besides, there are now two websites at the continental level, PAFO's and SFOAP's. While they share similar objectives, the former is attached to a standing institution with objectives that go beyond SFOAP's objectives and duration, while the latter is attached to a temporary project. As PAFO is soon to have a Secretariat, the MTR Team recommends that it take up the responsibility for KM at the continental level, in line with the programme document, which would also alleviate IFAD's work.

#### D. Project Expenditure

137. **Disbursement.** SACAU and EAFF have received two disbursements from IFAD. PROPAC has received only one disbursement. The second disbursement for 2014 was suspended by IFAD due to shortcomings in financial management. ROPPA as well has received only one disbursement, which came in 2014. The delay was due to the fact that ROPPA had to address financial issues related to the pilot phase, including audit finalisation. The table below shows the amount of funds that IFAD has so far disbursed to RFOs and related disbursement rate.

Table 17. Disbursements and expenditure

RFOs/FERT	Grant amount	Amount disbursed by IFAD to NFOs	Percentage of disbursement
EAFF	3 732 793	1 741 459	47%
FERT	2 403 344	688 192	29%
PROPAC	3 732 793	831 637	22%
ROPPA	3 732 793	1 401 900	38%
SACAU	3 732 793	1 428 022	38%
UMNAGRI	515 017	490 272	95%
<b>TOTAL</b>	<b>17 849 533</b>	<b>6 541 834</b>	<b>37%</b>

138. UMNAGRI's disbursement rate is close to 100 as the grant they implement (Action A over only two years) has reached the end and is now closing. The closing date was initially set on 30 June 2015 but has been extended to December 2015.

139. **Disbursements.** The table below shows the dates of submission of Withdrawal Applications (WAs) and of payments.

Table 18. Withdrawal Applications and disbursements as at 31 March 2015

RFOs	WA No	Date of preparation of the WA	Official submission to IFAD	Processed WA in IFAD	Actual value date	Processing days in IFAD	Amount requested	Amount paid
EAFF	1	24/04/2013	09/05/2013	02/07/2013	02/07/2013	26	569 621	569 621
	2	16/05/2014	31/07/2014	22/08/2014	01/09/2014	31	1 171 838	1 171 838
PROPAC	1	17/06/2013	12/07/2013	18/07/2013	19/07/2013	7	831 637	831 637
SACAU	1	24/05/2013	03/06/2013	03/07/2013	04/07/2013	31	686 847	686 847
	2	07/07/2014	24/07/2014	31/07/2014	31/07/2014	7	741 175	741 175
ROPPA	1	18/02/2014	28/02/2014	28/02/2014	10/03/2014	9	1 401 902	1 401 900
UMNAGRI	1	31/05/2013	12/06/2013	04/07/2013	05/07/2013	23	277 884	31 788
	2	12/05/2014	22/05/2014	30/05/2014	05/06/2014	14	246 096	246 091
FERT	1	04/06/2013	06/06/2013	02/07/2013	02/07/2013	26	291 878	291 878
	2	01/08/2014	19/08/2014	22/08/2014	01/09/2014	13	356 666	356 666
	SFGU	01/08/2014	19/08/2014	10/09/2014	15/09/2015	33		
PAFO	1	18/02/2014	14/03/2014	20/03/2014	21/03/2014	7		
<b>Total</b>	<b>12</b>					<b>227</b>		
<b>Average number of processing days per WA</b>						<b>19</b>		

Source: IFAD

140. The SFOAP AWPBs for year one covered a period of 9 months taking into account the time needed for the process of signature of the GAs between IFAD and RFOs. In particular, GAs with EAFF, SACAU, PROPAC, Fert and UMNAGRI were signed between March and May 2013. Between May and June detailed plans for 2013 were finalised by RFOs and disbursements consequently made

by IFAD in July 2013 (time to process WAs from RFOs took to IFAD 22 working days on average. See table 18 for further details). Based on the above the programme implementation started with approximately 3-4 months of delay in the related regions.

141. In the case of ROPPA and PAFO, the signature of the GAs was delayed (January 2014) due to the need to clear some pending financial management related issues from the pilot phase. The first tranche to ROPPA and PAFO were transferred in March 2014.

142. Target NFOs signed contract agreements with their RFO and started receiving funds in August-September 2013 (in April 2014 for ROPPA's members). Delays were reflected in the transfers from RFOs to NFOs and hence affected the timely implementation of activities at all levels, which also reflects in the late submission of WAs. Late reception of the first disbursement mostly affected younger organisations. In the case of SeyFA and SNAU, it led to the resignation of core staff because of the absence of payment.

143. For the **subsequent years**, the disbursement procedures establish that as soon as 70% of the precedent instalment received from IFAD and 100% of the previous ones are spent, RFOs can submit to IFAD a WA. Nonetheless the time between the first electronic submission for review of the WA from RFOs and the official submission by mail can take long time. In fact, although the capacity of RFOs to prepare sound financial documents and WAs improved compared to the pilot phase, such documents sometimes still contain errors, issues to be cleared, missing data, discrepancies and incoherencies. Based on the above, the time needed to finalise WAs can take over one month for backs and forth to clarify issues and revise the documents.

144. Once WAs were finalised and sent in original by mail to IFAD, time to process them internally took 19 days on average (22 days on average to process WAs for the first disbursement and 13 for the second).

145. **Implementation rate.** The table below reflects implementation rate. Factors explaining low implementation include: (i) the process of finalisation and processing of WAs between IFAD and RFOs as described above; (ii) difficulties in implementing Component 3; (iii) delays in establishing PAFO's secretariat; (vi) delayed start-up for ROPPA; (v) PROPAC suspended disbursement in 2014; (v) the planning and budgeting of RFOs, with the heavy weight of Component 3 in overall budgets and delays experienced in making it work (thus not enabling RFOs to reach the 70% of expenditures as requested to submit a WA). In the case of PROPAC, setting Component 3 ready for start also involved negotiating a contract with UPA DI.

**Table 19. Implementation rate as a percentage of budget as at 31 March 2015 (in EUR)**

Organisation	Expenditure	Budget	%
EAFF	1 511 519	3 732 292	40%
PROPAC	705 337	3 732 293	19%
ROPPA	999 412	3 732 293	27%
SACAU	821 373	3 732 293	22%
UMNAGRI	441 614	515 017	86%
FERT	454 584	2 403 344	19%
PAFO	60 210	803,000	8%
<b>Total</b>	<b>4 994 049</b>	<b>18 650 532</b>	<b>27%</b>

Source: RFOs Secretariats

146. All RFOs are below 50% implementation. The table however should be read bearing in mind that while 24 months elapsed from project start until the MTR, the actual duration available for implementation is less than two years, as IFAD made the first disbursements in July 2013. Time was even shorter for ROPPA (13 months in total) and PROPAC (16 months in total). While this makes current implementation rates more acceptable, RFOs will have to take measures to speed up the implementation of activities as much as possible.

Appendix 2 presents detailed results by recipient and by component, showing low expenditure on Components 3 and 4, respectively dealing with economic services and with PAFO. Appendix 3 shows expenditure by categories. Expenditure on category VIII - Programme management costs represents 41,5% of the total category budget. Category VIII was not included in ROPPA's and PROPAC's budgets, so that programme management

costs have been charged to category I - Contractual services. The mission proposes the adjustment of ROPPA's and PROPAC's budgets by adding category VIII. Details are in Section V on Recommendations.

147. Expenditures under Component 5 are at 32% of the total component budget, as shown below. Figures show that the budget for the 2013 SC and the start-up workshop was consumed at 100%. Lower disbursements (26%) are observed for KM, communication and translation.

**Table 20. Implementation of Component 5 as at 31 March 2015 (in EUR)**

Component 5	2013		2014		2015		TOTALS		
	Planned	Actual expenditure	Planned	Actual expenditure	Planned/tentative	Actual expenditure	Total budget 2013-2015	Total expenditure 2015	%
Day-to-day management	82 400,00	24 548	33 400	52 206	67 500	3 444	183 300	80 199	43.8
Supervision/implementation support and MTR	57 500,00	21 243	220 000	67 545	115 000	72 177	392 500	160 966	41.0
KM & comm.	9 700,00	5 626	4 000	5 356	28 000		41 700	10 983	26.3
SC & start-up workshop 2013	40 500,00	40 500					40 500	40 500	100
<b>Total</b>	<b>190 100,00</b>	<b>91 917</b>	<b>257 400</b>	<b>125 108</b>	<b>210 500</b>	<b>75 622,72</b>	<b>658 000</b>	<b>292 648</b>	<b>44.5</b>

Source: IFAD

## E. Financial Management and Fiduciary Aspects

148. **Budgeting process.** Another consequence of delayed disbursements is that most of the activities planned in the AWPB cannot be executed within the current year and have to be carried over the next, so that activities are implemented over two fiscal years. This has turned budget monitoring and accounting very difficult as accounting management tools do not allow two different budgets for the same entity.

149. The MTR Team noted that FERT's budget was exceedingly detailed and that it was very difficult to report against a budget with more than 300 budget lines. The mission advised FERT to revise the budget and the proposition was agreed and discussed with SFOAP focal point in IFAD Controller's and Financial Services Division (CFS). FERT will submit the revised budget to IFAD for approval and IFAD will retroactively adjust past WAs in line with the new budget.

150. **Financial management.** Since the pilot phase, financial management has been improving at RFO as well as at NFO level. Four out of five RFOs have accounting packages that are used as management tools. TOMPRO is being used at ROPPA and PROPAC; Pastel at SACAU and QuickBooks at EAFF. Only UMNAGRI does not have the accounting package for the reason that they subcontracted an external accountant to handle their accounts. Likewise, four out of five RFOs have got a manual for finance and administration procedures and UMNAGRI is preparing its own.

151. Financial management is at a satisfactory level for four RFOs (SACAU, EAFF, ROPPA, UMNAGRI) and moderately satisfactory for PROPAC. A number of weaknesses in PROPAC's financial management were highlighted in the 2014 supervision report and in the subsequent support mission report (December 2014). PROPAC has made significant progress in addressing shortcomings. As required by IFAD, PROPAC's Board of Directors met in February 2015 to approve measures related to implementing the recommendations of the support mission, which included: (i) endorsement of the composition of the Secretariat and of staff salaries; (ii) agreement that SFOAP will only finance the salaries of the Permanent Secretary and of the Administrative and Financial Manager; (iii) establishing the rates of per diem; (iv) approving job descriptions for all the staff; (v) appointment of a tender committee and (vi) approval of limitations to petty cash payments up to EUR 230.

150. Guidance was provided to FERT on two issues: (i) funds for SFOAP activities at country level were transferred to the private bank accounts of facilitators (private companies identified by FERT to carry out activities at county level) creating a mix of funds with a risk that some of the SFOAF funds could be easily used for non SFOAP activities; (ii) the contracts signed with facilitators did not include the remuneration of facilitators' services. Recommendations in Section V are provided in this respect.

It should be noted that FERT did not participate to financial management training session organised in Addis Ababa in 2013 on the occasion of the SFOAP start-up workshop and thus didn't receive any induction on financial management for IFAD projects.

152. **Withdrawal Applications and preparation of financial documents.** All RFOs are conversant with the format used for WAs. Nonetheless, financial documents produced by RFOs (WAs, financial reports and budgets) are sometimes incomplete or contain errors and incoherencies and are in some cases shared with IFAD with delays. Also, all RFOs included in their second WA expenditure for which IFAD no-objection was required prior to commit expenditure. The mission advised RFOs to request ex-post no-objection to IFAD to regularise all expenditure that is above the thresholds for IFAD no-objection and all expenditure incurred in the absence of procurement procedures, regardless of the amount of contract concluded. The mission however reminds that ex-post no objections should not be a rule but an exception and that no objections should be requested prior to committing SFOAP funds.

153. **Procurement.** For best value for money, IFAD procurement guidelines recommend that contract awarding be based on competitive bidding, in compliance with the principles of transparency and of equal treatment of potential contractors. At the beginning of the pilot phase, procurement policies were almost inexistent for all RFOs. Progressively, there have been improvements. EAFF developed a procurement manual, appointed a procurement officer in 2013 and set up an internal committee to evaluate tenders. ROPPA and PROPAC also recently appointed internal tender committees. At the present time SACAUI does not have an internal tender committee. All RFOs are conversant with quotation methods but there are still some challenges that will need to be addressed in the post-MTR period and these include: (i) the proper use of the contract register; (ii) the elaboration of the procurement plan; (iii) the use of the contract monitoring form; (iv) RFOs have difficulties in applying some useful method in evaluating tender such as the quality and cost based selection that is suitable for evaluation of consultants.

154. **Management of NFOs contracts.** Every RFO signs a contract with each of its target NFOs. The contract defines terms and conditions for disbursement, monitoring and reporting. In general, NFOs are happy but they are of the view that more funds were supposed to be transferred to the national level instead of being managed at RFO level. According to the global programme document, 20 % of funds must be allocated to RFOs activities and 80% to NFOs activities. As presented in the table below, figures show that globally 31.3% of expenditure have been made at the regional level (in part on behalf of the national level) and 68,7% at national level.

**Table 21. Status of expenditure made at RFO and NFO levels as at 31 March 2015 (in EUR)**

RFO	Expenditure made at reg. level for reg. level	% of RFO tot. expenditure	Expenditure at the rer. level for nat.l level	% of RFO total expenditure	Expenditure at national level	% of RFO total expenditure	Total expenditure
EAFF	414 662	27.4%	656 061	43,4%	440 796	29.2%	1 511 520
FERT	n.a.	n.a.	274 447	60.4%	180 136	39.6%	454 583
PROPAC	377 572	53.5%	29445	4.2%	298319	42.3%	705 336
ROPPA	389744	39.0%	245018	24.5%	364649	36.5%	999 411
SACAUI	225792	27.5%	240269	29.3%	355312	43.3%	821 373
<b>Total</b>	<b>1 407 770</b>	<b>31.3%</b>	<b>1 445 240</b>	<b>32.2%</b>	<b>1 639 212</b>	<b>36.5%</b>	<b>4 492 223</b>
<b>% of total expenditure</b>	<b>31.3%</b>		<b>32.2%</b>		<b>36.5%</b>		

Source: RFOs secretariats

155. **Statement of Expenditures (SOEs).** In general, supporting documents are available for expenditure included in SOEs but in some cases, expenditure is not supported by proper documentation. Previous supervision missions reported some cases of payment vouchers not verified by the Financial Manager or lacking the approval of the Chief Executive Officer. Financial Managers should attach the highest importance to adequate financial management since missing documentation or errors may lead to the disqualification of expenditure and also discredit their organisation. The following documents must support every payment:

- A payment voucher prepared by the Accounts Assistant, verified by the Financial Manager and approved by the Chief Executive Officer, and signed by the three;

- Approved invoice, travel authorization, etc. For consultancies, a delivery note or report confirming the quality of the work done. For travel, contract or a memo detailing travel itinerary. Detailed budgets for workshops, together with written CEO's approval;
- A copy of the cheque paid and, for workshops, the list of participants and their signatures for acknowledging payment;
- Contract monitoring form for payments made in instalments;
- Invoice stamped with "PAID".

156. **Audit.** All RFOs have organised audits for 2013 and all audit reports were unqualified, but only EAFF and SACAU delivered their audit report to IFAD before the 30 June as required. Grant agreements between IFAD and RFOs request RFOs to submit audit reports to IFAD within six months after the end of the RFO's fiscal year. For 2014, EAFF completed the audit and received an unqualified report; SACAU made the draft audit report available early April; ROPPA was under audit early May 2015; and PROPAC finalised the recruitment of the auditor at the end of March 2015. There is therefore hope that all RFOs will send audit reports to IFAD before the deadline of 30 June 2015.

157. The EC audit of SFOAP pilot phase conducted at IFAD headquarters proved that the collection of supporting documents from RFOs and NFOs is cumbersome and takes time. Building on this experience, IFAD would like all RFOs to progressively scan all supporting documents and to create an electronic filing that will help in case of audits. While this operation will facilitate external audits, it will also create a very heavy backlog at the level of RFOs, which will be required to collect and scan supporting documents from NFOs. SFOAP design document and the grant agreements signed with NFOs state that supporting documents for expenditure made at the level of NFOs must be filed at NFO level. IFAD and all RFOs should organise a workshop to decide on the methodology to be used and on the type of supporting documents that will have to be scanned. In addition, IFAD will have to authorise the purchase of professional scanning equipment that will facilitate the operation.

158. **Compliance with legal covenants.** The mission reviewed compliance with the grant covenants and did not note significant contraventions to any of the covenants except that visibility is still insufficiently addressed as has been reviewed above.

## F. Partnerships

159. A large range of partnerships was developed by RFOs and NFOs. The table below recaps the number and value of partnerships developed at RFO and NFO level by region (details in Annex 7).

**Table 22. Partnerships developed by region 2013-2017<sup>21</sup>**

	PARTNERSHIPS						TOTAL VALUE (000 EUR)
	Regional organisations	National governments	Multi/bilateral donors/projects	NGOs	Private sector	Total	
<b>EAFF</b>							
Regional level	3		5	2		10	3,325
National level (2)		1	1	6		8	1,536
<b>PROPAC</b>							
Regional level	1		1	4		6	710
National level (4)		1	8	6		15	
<b>ROPPA</b>							
Regional level	3		3	9		15	4,653
National level (7)	1	3	14	15		33	3,151
<b>SACAU</b>							
Regional level	1 + AU		1	3	1	7	4,871
National level (5)		6	3	9	2	20	1,851
<b>UMNAGRI</b>							
Regional level				3			
National level (0)							
<b>TOTAL</b>	9+AU	11	35	57	3	104	20,098

Source: RFOs, data collected for the MTR

Notes: 1. Number next to national level in first column indicate the number of target NFOs for which data is available  
2. Total value of partnership is not complete as reporting NFOs often did not valorise in-kind support.

<sup>21</sup> See detailed table in Annex 7.

3. *Some partnerships do not involve any transfer of funds or in-kind support to NFOs. For example SNAU (Swaziland) has a partnership with a banking institution, which involves direct farmers' access to bank funding.*
4. *Partnerships with donors/projects cover both direct support to NFO/RFO and contracts for service provision.*

160. Even though they only represent part of the picture, figures for the four sub-Saharan networks and about half of their national members are impressive, with a total of 104 partnerships and over 20 million raised in two years, which represents 112% of SFOAP resources accruing to RFOs and NFOs over 2013-2017 (Components 1 to 3). NGOs, including research institutions, are the first partner of NFOs and RFOs in numbers, and donors and projects come next. All RFOs have partnerships with regional organisations and in particular with their regional economic organisations. About half of the NFOs also have partnerships with governments. A lot of the interaction between private sector and FOs is not captured in this table although linkages with commercial partners and financial institutions are on the rise, including as an outcome of Component 3. This is a reflection of the credibility reached by RFOs and NFOs as well as of their own recognition that they can only survive, politically and financially, if they develop a web of tight relationships with the largest possible range of partners. SFOAP plays a key role in supporting FOs ability to develop partnerships, in particular through the financing of staff and capacity building as well as support to good governance, communication, lobbying and advocacy.

161. **Partnerships with the EU and with AFD.** In many countries NFOs have participated in EU calls for project proposals directed to NGOs or the civil society and have been awarded significant resources. ROPPA joined forces with UNOPS, APSS and RBM to submit a project aiming at strengthening FOs involvement in policy decision-making processes, which was awarded EUR 490,000 and which co-finances several ROPPA activities along with SFOAP (for example the Observatory on Family Farms and communication). EU and AFD representations in the countries visited by the MTR team had no information about SFOAP and sometimes did not know at all about the very project existence. SFOAP is managed by EC headquarters and it appears that information is not shared with country offices, which may lead to missed opportunities for synergies with country projects. This calls for NFOs to develop linkages, in particular with AFD representations.

162. **Synergies with FFP.** Farmers Fighting Poverty (FFP) Africa and SFOAP constitute the two components of EU's programme supporting FOs in Africa called 'Farmers' Africa'. FFP/AFRICA has similar components as SFOAP's but it mostly focuses on the provision of economic services and targets SNFOs, who submit project proposals to a Project Committee managed by AgriCord. Each selected SNFO is matched with an agri-agency that provides capacity building and technical assistance. RFOs and SFOAP-target NFOs have little or no information about FFP/AFRICA or about agri-agencies activities in their countries. As for NFOs, three situations are found. A limited number of NFOs, such as CNCR (Senegal) are targeted both by SFOAP and FFP. It is their responsibility to facilitate information sharing and promote synergies. For example, CNCR combines SFOAP and FFP/AFRICA funds to finance its annual audit. A second situation is that of SNFOs that benefit from FFP/AFRICA and that are direct members of an NFO supported by SFOAP (for example MVIWATA Arusha and Manyara (Tanzania) supported by Trias, or UGCPA-BM (Burkina Faso), supported by UPA DI). In this case, synergies between SFOAP and FFP are possible provided there is a good flow of information between SNFOs and their NFOs, which is not often the case. The MTR team believes that there is much room for improvement and that it should be a joint responsibility of the national and sub-national levels, with support from RFOs and agri-agencies. Finally the third situation is where SNFOs benefiting from FFP/AFRICA are not connected to an NFO targeted by SFOAP. It is more difficult to foster synergies in this case, but agri-agencies could facilitate connections between SNFOs and SFOAP target NFO, where relevant, and they could improve overall communication on their activities in support of SNFOs including towards RFOs.

163. **Partnerships with SDC.** There are good synergies between SFOAP and SDC regional and national initiatives, in the two sub-Saharan African regions where SDC has activities. In Western Africa, SDC finances a regional project providing budget support to ROPPA and two other livestock and pastoralists regional organisations, APSS and RBM, aiming at strengthening their capacities to provide service to members and to participate in policy processes, in partnership with ECOWAS. The project includes a contribution to RFOs core budgets, which is maintained equal over the whole project duration, as opposed to SFOAP's approach on Component 1 (see above II C). In addition, SDC provides support to the four target NFOs (in Mali, Niger, Benin and Burkina Faso and SDC regional office in Ouagadougou joins forces with ROPPA in the policy dialogue with ECCAS and ECOWAS and in the promotion of family agriculture. In Eastern Africa, SDC financed a project

implemented by EAFF aiming at integrating smallholder farmers into EAC regional markets through the development of successful business models, especially for women farmers and the promotion of regional dialogue to facilitate the participation of smallholders in regional trade (until March 2015).

164. **Partnerships with IFAD country programmes.** The evaluation of SFOAP pilot phase noted that there were very limited synergies between NFOs and IFAD investment projects in the countries it had visited. In the absence of a baseline, the MTR team could not verify whether there had been any improvement. The general assessment, based on feedback gathered from RFOs and NFOs participating in the MTR, is that the situation has slightly improved. All RFOs and NFOs as well as FERT have systematically attempted to develop linkages with IFAD country representatives and IFAD-financed project coordinators through different ways: inviting them at key workshops and events, requesting to meet them (for example RFOs systematically include them in their programmes of visits during their country backstopping missions), inviting them to visit NFO headquarters, responding to calls for proposals, proposing to establish memorandums of understanding. Impact however has been mixed. While there are good examples of projects collaborating with NFOs (including in Burundi, Chad, Congo, Guinea, Mali, RDC, Rwanda, São Tome and Príncipe, Swaziland, Tanzania, Togo, Tunisia, Uganda), RFOs report that in many countries, joint efforts of RFOs and NFOs have not been successful at all. In some cases, NFOs are asked to sit on project steering committees but without getting any other benefits from IFAD projects.

165. RFOs recall that the reason why they chose IFAD to channel EU funds to FOs (see Introduction) instead of CTA or FAO, was that they thought that working with IFAD on SFOAP would facilitate the establishment of partnerships with IFAD country programmes and help in raising additional support. The lack of recognition given to NFOs and their members in many IFAD programmes affects NFOs because they are not able to access capacity building or institutional support provided by IFAD projects. However it also reduces the likelihood of IFAD investments to reach success and become sustainable. This is particularly the case when, as it was reported, IFAD projects create new, project-driven and short-lived FOs rather than supporting existing ones to improve their governance and services and to increase their membership. In other instances, it was reported that government departments were used as service providers for example for strengthening cooperatives' capacities, where NFOs (such as national cooperative alliances) had a better comparative advantage.

166. The responsibility for developing partnerships should be shared by the potential partners, i.e. IFAD and NFOs should have an equal responsibility for developing joint partnerships. Moreover these should not be regarded as a favour done by IFAD projects to FOs, but as a requirement to ensure that projects do contribute in organising farmers' and in improving agriculture service supply. It should therefore be IFAD's country offices' and projects' responsibility (as much as it has been told NFOs and RFOs that it was theirs), to actively seek the establishment of relationships and to identify areas where NFOs and their members could be supported where they could have a comparative advantage. This is particularly important at the design stage, be it for COSOPs or for projects, when all options are open. In turn it requires that NFOs and RFOs be informed about IFAD programme cycle, including steps and timeframe.

167. Furthermore, while some IFAD country offices informed NFOs that it was not up to them to decide whether they should be involved in project implementation and that NFOs should rather deal directly with governments, the MTR team believes that IFAD has a key role in supporting FOs to enter into dialogue with the government and to champion their cause.

## **G. Sustainability**

168. Promoting FOs sustainability in a capacity building programme such as SFOAP consists in enhancing FOs autonomy, or their capacity to manage their own affairs, based on a strategic vision and adequate financial resources. It implies both a financial dimension (the capacity to mobilise internal and external resources to implement a strategic plan) and a technical one (strategic, managerial and technical capacities). SFOAP's various components therefore all contribute to fostering sustainability by supporting FOs to evolve into well-functioning institutions that are able to provide relevant services to their members, influence policy environments and gain recognition from stakeholders in the agricultural sector.

169. **Financial autonomy.** There is no comprehensive data available on membership increase but NFOs have reported that they take measures to improve the collection of membership fees. This is a key aspect since the evolution of membership of NFOs and of membership fees collection are fundamental indicators of institutional development. Also, after years of support NFOs should be able to monitor the annual collection of membership fees and the evolving share of NFOs budget covered by these fees. RFOs and NFOs are reported to take measures to increase the amount of fees they collect from their members and to increase the number of members. For example PROPAC and members carried out sensitisation visits to their members, which have strengthened relations, facilitated fee collection and brought new members in. ROPPA makes service provision to members contingent on their regularly paying membership fees. However NFOs realise that what really boosts the number of members is the provision of services that have a visible effect on farmers' activities and income. Kyrinyaga cooperative got technical assistance from CAK (Kenya) to set up an extension system, diversify its range of dairy products and improve its management. Positive impact was demonstrated by increased production and a 76% increase in membership. In fact, high NFOs' enthusiasm in participating in Component 3 stems from the urge to develop economic services, increase their relevance to members and increase the number of members. Another way used by NFOs for extending services to members and becoming more relevant to farmers is to be contracted as service providers by development projects (see below).

170. To complement membership fees, all RFOs and NFOs have been very active in mobilising new partnerships, as detailed in section III F on Partnerships. Altogether and based on incomplete data, 104 partners have been mobilized both at the regional and national level in about two years, bringing in over EUR 20 million or 112% of SFOAP financing budgeted for the networks (including UMNAGRI) over two years. While this is overall a good achievement, it is not enough to guarantee financial sustainability because of a number of constraining factors:

- *Partners do not finance existing staff:* while donors are ready to finance the cost of new staff to support the implementation of new activities, they usually do not want to cover the cost of existing staff, such as CEOs, programme officers or financial managers. For example, SNAU (Swaziland) was able to mobilise a total of EUR 1,185,759 from seven different partners. However out of that total, 87% is not spent directly by SNAU, and the remaining 13% do not cover any of SNAU's staff or operational costs. LENAFU mobilised a TCP/FAO project amounting to EUR 392,000 to raise its members' capacities in doing business, but it is implemented by new project staff and does not entail any contribution to the cost of LENAFU's existing staff;
- *Overheads accepted by partners are too low:* improved governance and increased credibility gained through SFOAP have enabled NFOs to market themselves as service providers for development projects or to access EC grant funding for NGOs. Most of the time however they receive no or low overheads (up to 5%) that are not sufficient to cover structural costs;
- *Partners' financing is essentially temporary:* partners' financing is always project-related and hence is provided over a limited duration. Therefore the fact that other resources are available to take over from SFOAP is not an indicator of financial independence per se, but just shows that other resources are temporarily made available along similar conditions as for SFOAP;
- *Service provision entails significant costs:* one of the main selling arguments used by NFOs to raise resources is their ability to provide services paid by projects to the benefit of their members (mainly capacity building). Service provision allows NFOs to strengthen relationships with their members and offer them services that increase their relevance. In fact, the provision of services under partnership arrangements has also brought additional members. However the diversification of partnerships entails significant additional workload, resulting from the implementation and monitoring of activities, reporting and accounting etc., along rules that vary according to partners. In smaller organisations with limited staff, this leads NFOs to devoting lesser time to the implementation of their strategic priorities and to their core functions. There is therefore a risk that NFOs become development NGOs, with an agenda driven by service provision opportunities rather than by their own strategic plans.

171. These constraining factors are well recognised by RFOs and NFOs met by the MTR team, and have prompted them to look for alternative, less donor-dependent solutions. These include:

- *Levies on profit:* whereas this is a source of financing that can be applied at the level of a cooperative or of a value chain-based apex that provide economic services, it is much more difficult to use for generalist NFOs, who are not profit-based organisations. While they do provide services, most of these are not of an economic nature and can hardly be rendered for a fee. CTOP (Togo) indicated that it got financing from the national apex gathering coffee and cocoa producers, FUPROCAT, over the period donors had suspended their financing to Togo. ANOPACI (Ivory Coast) receives financial support from OCAB, the national apex gathering pineapple and banana producers. Similar arrangements could be worked out on a permanent basis in countries that have strong and well organised value-chain based apexes;
- *Fees for services:* there is still limited evidence of services being provided by FOs against fee payment. Participants in ROPPA-sponsored Regional Business Forum in 2013 had to pay a participation fee and could rent exhibition stands. RFOs also sell advertising space in their newsletter. The shaping of economic services under Component 3 will also have to explore the possibility of recovering the cost of service provision through the payment of fees. PROPAC intended to recover the full cost of financing extended to SNFOs, which however seems difficult to achieve (details in Annex 3);
- *Commercially-oriented subsidiaries:* some FOs (including EAFF, SCAU, ACT (Tanzania), SEyFA (Seychelles) and SNAU (Swaziland)) are planning to set up subsidiaries that will enter into profit-making activities (including service provision, consultancy services, hospitality services, real estate...) and generate resources for their head organisation to ensure financial sustainability. KENAFF included a 73-room hotel with conference facilities in their new headquarters, which generates financing for its regular activities. Another relevant example is that of CNCR (Senegal), which created ASPRODEB - an association controlled by CNCR members providing advisory and capacity building services to farmers under service provision arrangements financed by partners. UCA (Uganda) and TFC (Tanzania) have invested into real estate that generates revenues;
- *Public subsidies:* ROPPA receives annual subsidies from WAEMU and ECOWAS amounting to, respectively, EUR 100,000 (as per the Common Agriculture Policy) and USD 110,000 (embedded in the ECOWAP Agriculture Policy). PROPAC initiated similar arrangements with ECCAS (partnership agreement signed in 2013) and EMCCA. FUN (Liberia) receives an annual subsidy from the government by virtue of the finance law. Other examples of public subsidies include the provision of free accommodation by the ministry of Agriculture to ACT (Tanzania), LENAFU (Lesotho) or SNAU (Swaziland), but these are ad hoc solutions that are not legally binding and can be terminated anytime. As a matter of fact ACT has been recently informed by the ministry that it would no more pay for their lease as of June 2015;
- *Partnerships with the private sector:* agri-business and financial institutions are increasingly becoming partners in the financing of services to members. For example LENAFU signed a MoU with a telephone company to develop a telephone-based information service to farmers. ROPPA's Regional Business Forum is co-financed by the private sector. ACT promotes the development of partnership models with the private sector.

172. Developing these solutions requires knowledge and capacities. Although the programme document claimed that decreasing funds would be compensated by the preparation and adoption of 'exit strategies', only SCAU has included the preparation of resource mobilisation strategies in SFOAP-financed activities, and while many NFOs plan to develop one, few do have one already. ROPPA organised a training on drafting project proposals and responding to call for proposals launched by donors and monitors calls for proposals at the regional level to inform its members. EAFF includes resource mobilisation in the job descriptions of new staff.

173. **Technical autonomy.** FOs autonomy also depends on their ability to craft their own vision and strategies and on their building capacities to implement and advocate for them. This requires permanent staff with sufficient skills to undertake a wide range of activities aiming at supporting and representing their members. Here are a few examples of relevant strategies and services promoted within SFOAP and that are relying on FOs staff (both at regional and national level) to promote sustainability of their actions:

- *Elaboration of institutional tools and systems:* staffs elaborate the major outputs for sustainability, as they are the ones designing strategies and plans, manuals, M&E systems, databases and communication tools that will remain in use.
- *Advocacy activities can also have an important impact on sustainability.* e.g. the engagement of EAFF in the ECA cooperative Act Bill, 2014 is a strategy to foster regional businesses between cooperatives and to provide them a more suitable environment to develop their activities at national level;
- *Adopting the strategic vision to anchor the RFO's agenda into regional institutions long-term programmes:* this is a strategy adopted by ROPPA that aims also to enter into long-term partnerships with regional programmes such as the Rice initiative, the Regional food reserve, etc.
- *Economic service provision at national/regional level:* e.g. staff in place in seven NFOs members of ROPPA provide economic services to the SNFOs such as (i) facilitation of contract negotiation between FOs and buyers (case of Togo that led to the signing of a contract for 200 tons of maize) and (ii) training sessions on credit negotiation and on business planning; e.g. EAFF team has developed a directory on stakeholders in five commodities for Rwanda, Burundi, Tanzania, Kenya and Uganda that gives useful information on commodity standards and trade requirements to boost business activities of NFOs; ROPPA is undertaking a feasibility study to set up of a regional fund for family farming based on existing dormant resources.

### III. SUMMARY OF LESSONS LEARNED

174. Main lessons learned from experience described in the prior section of this report can be summarised as follows:

- *Funds earmarking within the context of RFOs and NFOs planning:* the provision of resources supporting the strategic plans of NFOs and RFOs leaves a certain degree of flexibility to RFOs for programming resources in line with their corporate strategic priorities generates empowerment and contributes to institutional strengthening;
- *Ownership:* SFOAP's success very much relies on good FOs' ownership and their ability to decide how best to use SFOAP resources within the overall design framework. More choice and flexibility should have been left to PROPAC in identifying the modalities for receiving technical assistance (TA) under Component 3 and discussing them with IFAD;
- *FOs specificity in project implementation:* RFOs and NFOs are not equivalent to regular project implementation units (PIU) because (i) they are full-fledged institutions with their own programmes and a range of activities that they implement in addition to SFOAP and (ii) they have more complex decision-making processes that are based on collegiality and members' consultation. As a consequence, decision-making and implementation altogether may take more time than with projects implemented by a PIU. Different time requirements should be reflected in realistic timeframes to avoid running into delays. On parallel, RFOs should make sure measures are in place to meet agreed deadlines or provide timely information on their difficulty to do so.
- *Support to core costs:* Component 1 is the one that brings more value for money and that is more inclusive as it finances staff that can then provide a range of services benefitting all of the members, such as information, knowledge management, fund raising and policy influencing. Component 2 also has a high return on investment as it enables NFOs/RFOs to promote policy positions that are in line with members' priorities and contribute to a more conducive environment for farmers' activities, especially on economic issues. This can have an impact on all of their membership and even beyond;
- *M&E:* project-driven M&E systems are time and labour-consuming as they need to be developed for every single donor. In addition they are improper to report on global institutional progress or on activities that are jointly financed by several donors. They are also short-lived as they disappear when projects are over. It would be more effective to strengthen FOs capacities to develop global, institutional M&E systems, which would not only be used to report on project activities but as a management tool to consolidate FOs performance;
- *Policy dialogue can impact farmers' income:* participation in policy processes can bear direct impact on farmers' income when it succeeds in influencing tax systems or the modalities whereby

farmers gain access to support services or inputs. NFOs and RFOs should communicate better on benefits accruing to their members because of their involvement in policy dialogue so that lobbying and advocacy can be regarded as full-fledged services and contribute to increased memberships;

- *Component 3:* key factors of success to implement Component 3 as it was initially designed are that: (i) target SNFOs are mature enough (they are already well-established with on-going economic services and minimum equipment and financial management capacity to build successful models); and (ii) criteria reflecting regional interest are adopted to select SNFOs, in order to concentrate efforts on value chains or services of regional interest and foster KM activities at regional level;
- *Partnerships:* new partnerships with donors or projects bring in new resources, help FOs in covering new grounds and in delivering more services to their members. However they also create additional strain on FO human resources with regard to financial management and reporting. Additional workload is compounded by the fact that: (i) every donor has different requirements in terms of planning and reporting, and (ii) projects contracting FOs as service providers usually pay limited overheads, which are not sufficient to cover for staff and other administrative costs involved in implementing such contracts. FOs should ensure that whatever services they provide to "projects" are under 100% cost recovery. Furthermore, partnerships with IFAD or other donor-financed investment projects bring returns to FOs but they also contribute to project efficiency and sustainability by linking project activities to existing organisations, which calls for more proactivity on donors/project side to involve NFOs in project implementation;
- *Expanding the base of resources:* all RFOs and all NFOs met by the MTR team are well aware of the need to diversify their basis of resources to ensure that they can sustain operation costs after SFOAP is over. They have already raised amount of resources with partners and they are developing strategies to further strengthen and improve their financial autonomy. Besides resource mobilisation requires specific skills that need to be built, especially in the younger organisations that constitute most of the target NFOs.

#### IV. RECOMMENDATIONS FOR FUTURE IMPLEMENTATION

175. This section includes the MTR team's main recommendations, applying to all or most of the regional networks, IFAD or SFOAP financiers. Recommendations that are specific to a single network are included in annexes 2 to 6.

##### Targeting

- **NFOs/RFOs:** include a section in progress reports on measures taken to support women and young farmers' inclusion as well as their impact, improve gender disaggregation in regional logframes and organise data collection so that gender-disaggregated indicators can be documented
- **NFOs/RFOs:** in Component 3, develop selection criteria and tools (quotas, special training sessions, adapted support material...) to ensure that women farmers can equally benefit from SFOAP support

##### Component 1 – Institutional strengthening

- **IFAD and financiers:** keep the general principle of decreasing programme contribution to salaries and operational costs but adapt its application with a view to take into account the different levels of maturity of FOs as well as the different duration over which they have so far benefitted from SFOAP financing. At the regional level, all RFOs do get a full two-year support, which implies that ROPPA and PROPAC could still receive 100% financing in 2015. After two years, SFOAP contribution to core costs will be decreasing progressively
- **RFOs/NFOs:** RFOs will include a proposed revised budget concerning salaries in their revised 2016-2017 work plans (avoiding exceeding the 10% limit among categories and components) and

IFAD will evaluate the proposals case by case. On parallel, all NFOs will prepare detailed resource mobilisation strategies reflecting specific opportunities in their countries, with detailed annual plans and timeframes to ensure that by the end of SFOAP they have resources allowing them to continue funding their core costs without interruption. RFOs that do not have a resource mobilisation strategy yet will do the same. Related costs will be included in Component 1. In addition, RFOs will (i) provide training on project proposal drafting and presentation, including overheads calculation, possibly building on ROPPA's experience; and (ii) be responsible for monitoring and supporting the adoption and implementation of resource mobilisation strategies by NFOs, which will include the building of capacities and backstopping as appropriate. They will also be responsible for reporting about NFOs progress in building alternative resources to SFOAP to the Steering Committee

- **RFOs (EAFF and ROPPA):** build KM products capitalising on profiling and capacity assessments
- **RFOs/NFOs/IFAD:** RFOs and NFOs are to match communication strategies with implementation plans including internal communication and partners' visibility. IFAD and RFOs should provide guidance on visibility, building on the guidelines prepared by IFAD. RFOs who didn't elaborate yet their Visibility and Communication Plan should prepare and finalise it as soon as possible and share it with IFAD.
- **RFOs/NFOs:** RFOs and NFOs that do not yet have an institutional M&E system will set up one and that related costs are in Component 1 as needed. Furthermore existing institutional systems should be strengthened, which should include the following:
  - ensuring that M&E officers are available at least until project completion. Possible missions of the M&E officer include: (i) to support the setup/completion of the RFO's institutional M&E system, aligned with RFOs' strategic plans; (ii) to provide M&E training to NFOs; (iii) to work on the design of M&E tools where needed (with a specific focus for Component 3 projects, including a baseline); (iv) to complement quantitative measurements with qualitative studies
  - further improving the logframes to simplify them, make them more SMART and useful to RFOs (PROPAC, ROPPA)
- **IFAD and financiers:** where RFOs do produce an annual report on their organisation's activities, IFAD and SFOAP financiers should accept that they use their annual reports to report on institutional achievements, including those supported by SFOAP, with the addition of annexes to ensure that specific donors' requirements (updated logframes and financial data) are met

## Component 2 – Policy engagement

- **RFOs/NFOs:** include implementation monitoring and impact assessments in advocacy on policy measures so that
- **NFOs:** organise internal communication on the direct benefits accruing to farmers as a result of policy advocacy and lobbying
- **RFOs:** continue building NFOs capacities, including in technical areas and supporting their efforts in the course of backstopping missions in particular

## Component 3 - Provision of economic services

- **RFOs (UMNAGRI and PROPAC)/agri-agencies/IFAD:** reach consensus on the implementing approach of Component 3 and on a detailed implementation roadmap :
  - PROPAC, with support from UPA DI's technical assistant and from an external consultant to be funded under Component 5, will submit a methodological note and an implementation roadmap to IFAD for no objection
  - SFGU will quick start activities in Sudan and both FERT and SFGU will hire local technical assistance to support implementation of activities;

- **RFOs/NFOs (PROPAC, SACAU):** limit the number of FOs projects to finance in the remaining timeframe of SFOAP (15 projects for PROPAC, 1 project per target NFO for SACAU) and base project selection on feasibility and on issues of regional interest (e.g. commodities or service development)
- **RFOs/NFOs (PROPAC, SACAU):** enhance technical capacities at all levels (mainly national level for PROPAC, both regional and national level for SACAU) to support component 3 activities
- **RFOs/NFOs and FERT:** ensure that sound business plans are available prior to agreeing on financing and provide methodological support so that funded FOs projects are feasible, profitable and sustainable
- **RFOs/NFOs and FERT:** prepare KM plans (for FERT, in collaboration with UMNAGRI and NFOs) and enhance NFOs capacities on capitalisation (SACAU and PROPAC) to document successful business models for delivering economic services to farmers. ROPPA should share its capitalisation strategy and information on the regional competitive fund that will finance the capitalisation process of SNFOs' economic initiatives

#### **Component 4 - PAFO**

- **PAFO:** establish a roadmap of priority actions required to set up the Secretariat and to start a programme of activities
- **PAFO:** share with IFAD the technical and financial reports from the workshops organised with SFOAP funds
- **IFAD/ROPPA:** set up modalities to facilitate transfer of funds for PAFO's activities
- **IFAD/PAFO:** as soon as PAFO has an operational secretariat, it should take up the responsibility of organising and supporting SFOAP continental KM, in line with SFOAP programme document. This should also include merging the SFOAP website into PAFO website

#### **Component 5 - IFAD Programme Coordination and Monitoring and Evaluation**

- **IFAD:** IFAD SFOAP coordination staff to participate in supervision missions
- **IFAD/RFOs:** adapt the global logframe so that it has a reduced number of key indicators (building on revised regional logframes) and attach updated version to annual progress reports
- **IFAD/RFOs:** adapt the format of regional progress reports to enable reporting on impact and on measures taken in support to women and young farmers

#### **Fiduciary issues**

- **IFAD/RFOs:** IFAD will make sure that annual instalments will be transferred to RFOs at the latest early March. To this end RFOs will have to prepare and submit WA on time
- **RFOs/IFAD:** RFOs should not extend execution of the Annual Work Plan and Budget to two fiscal years. All budget items not implemented in the year "n-1" will be reflected in the budget of year "n"
- **FERT:** FERT facilitators are to open SFOAP dedicated accounts on which FERT will transfer funds for SFOAP activities exclusively. FERT should review the contracts with facilitators and include the remuneration of facilitators' services. Facilitators will always have to raise invoice to FERT before getting paid. The next IFAD supervision mission should include the visit of FERT head office in Paris
- **IFAD/RFOs (PROPAC and ROPPA):** category VIII - Programme management costs should be created for ROPPA and PROPAC, who will isolate all expenditure related to management costs and so far charged to category I, and will retroactively charge them to category VIII
- **IFAD:** IFAD will facilitate a two-day training in procurement for all RFOs financial officers and RFO's internal tender committee members. Training could be organised on the occasion of a

PAFO board meeting. The training will elaborate on different procurement methods with emphasis on the evaluation of consultants, preparation of the procurement plan, use of the contract monitoring form, use of the contract register and finally on the filing of tender documents

- **RFOs** will have to request IFAD no objection prior to committing expenditure. IFAD no objection is always required if contract value is above EUR 15 400 for goods and works, and above EUR 7 700 for services. Also, IFAD non objection is needed for the implementation of any activity not originally planned. Ex-post no objection should not be a rule but an exception. On parallel, IFAD will assess the feasibility of increasing the amounts of the threshold.
- **IFAD/RFOs:** IFAD will organise a workshop, possibly along with the training on procurement, to support RFOs in the preparation of financial documents (WA, financial reports and budgets) and decide on the methodology to be used for scanning supporting documents and on the type of supporting documents that will have to be scanned. Furthermore IFAD will authorise the purchase of professional scanning equipment to those RFOs requesting it. RFOs will scan all supporting documents and send electronic copies to IFAD. This obligation will be reflected in the revised grant agreements (see next)
- **RFOs/IFAD:** RFOs will revise their budgets for 2016-2017 (and if needed 2015) - trying to remain in the limit of the 10% of the original totals by component or by category- to reflect the recommendations of the mid-term review and other changes required for adequate project implementation. Should changes exceed 10%, a request to amend the grant agreement reflecting the new budgets should be made by RFOs.

## Partnerships

- **IFAD/RFOs:** to ensure that partnerships are developed between NFOs and IFAD country programs and investment projects in a more systematic way, IFAD and FOs should engage into a discussion within the context of the Farmers' Forum in order to share issues and proposals.

In particular, it would be important to identify countries where there is an unmet potential for synergies between NFOs and their members and IFAD and to provide guidance to the relevant Country Programme Managers as to how to develop partnerships with them. Also: (i) CPMs should be informed about the programme through ad hoc meetings (explaining what is SFOAP, identify synergies and provide them with the contacts and main features of NFOs); (ii) meetings between CPMs and relevant NFOs and their members should be facilitated to further discuss possible synergies, provide a mapping of IFAD-financed projects and contacts, share NFOs mapping of their organisations with key features (geographical coverage, membership, value chains). A system for review of progresses should be agreed upon; (iii) guidance should be provided to RFOs, NFOs and their members on IFAD project cycle; (iv) all parties should be oriented in terms of the types of partnerships that can be developed and the advantages that it could bring; (v) achievements should be regularly monitored.

- **EC/AFD:** to take advantage of all the potential there is for developing synergies between the projects they finance and NFOs/SNFOs it is recommended that headquarters share SFOAP documents (programme document, regional POWs, progress reports...) with their country offices, along with the contacts of relevant NFOs

## Sustainability

- The main recommendation is on preparing and implementing resource mobilisation as developed above (Component 1) and to progressively adapt staff, activities and budget to resource likely to be available.

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## **ANNEX 1 – LIST OF NFOS THAT PARTICIPATED IN THE MTR**

### **EAFF**

Cooperative Alliance of Kenya (CAK), Kenya

Kenya National Federation of Agricultural Producers (KENFAP), Kenya

Uganda Cooperative Alliance (UCA), Uganda

Tanzania Federation of Cooperatives (TFC), United Republic of Tanzania

### **PROPAC**

Concertation Nationale des Organisations Paysannes du Cameroun (CNOP-CAM), Cameroon

Conseil National de Concertation des Producteurs Ruraux du Tchad (CNCPRRT), Chad

### **ROPPA**

Farmers Organisations Network of Ghana (FONG), Ghana

Association nationale des Organisations de Producteurs agricoles de Côte d'Ivoire (ANOPACI), Ivory Coast

### **SACAU**

Lesotho National Agricultural Union (LENAFU), Lesotho

Swaziland National Agricultural Union (SNAU), Swaziland

Agricultural Council of Tanzania (ACT), United Republic of Tanzania

### **UMNAGRI**

Union Nationale des Paysans Algériens (UNPA), Algeria

Fédération Mauritanienne de l'Agriculture, Mauritania

Union Marocaine de l'Agriculture (UMA), Morocco

Union Tunisienne de l'Agriculture et de la Pêche (UTAP), Tunisia

## ANNEX 2 – EAFF – MAIN FINDINGS AND RECOMMENDATIONS

### GENERAL CONTEXT

1. **EAFF strategy for SFOAP. Transformation agenda.** EAFF has developed a holistic strategy, whereby every SFOAP component concurs to implementing the strategic plan. Key factors of success in SFOAP implementation strategy include:

- A vision and implementation agenda that are clearly spelled out in the strategic plan and are shared by all the members, and that underlie SFOAP implementation, including Component 1 (profiling and institution building), component 2 (advocating for the harmonization of cooperative laws, with cooperatives seen as the preferred type of organisation for supporting business-oriented agriculture) and component 3 (development of economic services and knowledge management);
- Specific meetings organised with NFO leaders and CEOs (the latter financed by SFOAP) to ensure buy-in on the new strategic plan and the new business-oriented mindset and to discuss how to implement a value chain based approach;
- The focus on target value chains, which generates a common base of interest and offers increased opportunities for exchanging knowledge and later for supporting FOs participation in intra-regional trade. The value chain focus also enables some streamlining of EAFF support that can compensate some of the workload generated by the large pool of target NFOs;
- Knowledge management is used as a vehicle to shift the mindset of FOs so that they become more business-oriented.

2. Most of the resources (51%) are allocated to Component 3, which embodies EAFF strategic choice to focus on supporting farmers' inclusion in regional value chains and the development of business-driven FOs. At the national level, 93% of SFOAP resources budgeted for NFOs are for Component 3, reflecting the strong interest of NFOs to develop their capacity to provide economic services to members. Component 1 received 34% and focuses on profiling member organisation to identify their weaknesses and provide appropriate support so that they can provide responsive services to members. Finally with 14.5%, Component 2 entirely focused on supporting the development, consultation process and passing of the EAC Cooperatives Societies Bill, 2014.

3. **Target NFOs.** EAFF has opted for supporting all of its generalist members, i.e. 12 NFOs over 23. The remaining 11 are either specialised in coffee (1 in Ethiopia and 1 in Uganda) or were not yet members by the time SFOAP was designed, or already benefitted from other major interventions.

4. While the grant agreement between EAFF and IFAD was signed on 27 March 2013, funds from IFAD only arrived in August. The second instalment based on the January 2014 AWPB arrived in September 2014. This has altogether delayed project implementation, also considering that activities in support to value chain integration under Component 3, which take up most of the project financing, can only be implemented during the farming season in the first part of the year.

### COMPONENT 1 – STRENGTHENING OF FOS INSTITUTIONAL CAPACITIES

#### Sub-component 1.1 – Support to core functions

5. **Operation costs.** SFOAP finances 100% of the salaries of the Chief Executive Officer (CEO) and of the Finance Officer. At the national level, SFOAP finances the cost of: the CEO of DAPA (Djibouti), a new organisation that was created with EAFF support and (ii) a policy officer based in Imbaraga (Rwanda) but serving the other two Rwanda member NFOs, i.e. Ingabo and NCCR (and charged to Component 2). Because of the late arrival of the IFAD funds in 2013, EAFF had to pre-finance these costs to avoid major disruptions. EAFF's global programme of work plans for a progressive decrease in covering the cost of salaries (10 months in 2015, 9 in 2016 and 5 in 2017). While EAFF may find ways to compensate, the impact of the reduction on NFOs and especially on

DAPA will be dramatic, with a serious risk that currently financed staff can no longer be retained in 2016. SFOAP also finances a global audit covering all of the project activities.

6. Furthermore SFOAP finances an annual allocation for programme management support amounting to 7% of the total annual SFOAP budget, of which 50% accrue to EAFF and 50% to target members. The introduction of overheads is a good practice that should apply to all of the projects implemented by EAFF or its members. The mission notes however that the rate is very low (usually overheads are 10-15%) and that it would be better to charge it separately for EAFF (based on regionally implemented activities) and NFOs (based on nationally implemented activities).

7. **Members' profiling.** A baseline survey of local FOs participating in Component 3 and of their members has been conducted based on templates developed, discussed and validated by the member organisations and covering:

- *Membership database:* exhaustive information on members (age, sex, contacts, year of joining, land ownership, crops and yields...)
- *Members' satisfaction:* identification of all the services received by farmers along the various stages of production, post-harvest, marketing, financial services and lobby and advocacy; assessment of services needed in priority; level of member satisfaction for services provided;
- *Economic survey:* detailed information at farm level on: farm income; markets, storage and financial services; and agricultural extension and information.

8. The baseline survey has been administered by NFOs and has been completed for eleven out of the twelve NFOs. While the membership database is exhaustive, the members' satisfaction and economic surveys are based on a sample of farmer members. It is proposed that for future uses the size of the sample be adapted to the organisation size (the sample was 100 members per cooperative in Tanzania, with one coop numbering 400 and the other 4,500 members).

9. The tool was conceived to provide a snapshot of the situation of a local NFO at a given point in time and has required, particularly the membership database, extensive work in collecting and computing the information. It however is a flexible tool that has tremendous potential to be adapted according to needs such as monitoring and evaluation, strategic planning, planning of training and capacity building needs or to support fund-raising.

10. **Organisational Capacity Assessment (OCA).** EAFF staff (Finance Officer, Human Resource and Administration Officer, Gender Officer and Monitoring and Evaluation Officer) conducted an organizational capacity assessment of sixteen EAFF member organizations using a tool that they adapted from a USAID project supporting EAFF along lines similar to those of Component 3<sup>22</sup>. In every NFO, the assessment<sup>23</sup> was conducted with NFO staff and board members and consisted of individual assessment with heads of department and group evaluation. The final outcome of the exercise is a capacity building plan with a timeline that also identifies technical assistance/expertise needs. In general, major capacity areas that were below average were monitoring and evaluation, gender mainstreaming and developing effective programs to attract donor funding. EAFF considers that capacity building is part of the regular functions of the Secretariat, including of its management departments such as Finance.

11. According to participants met by the mission, the tool is very useful because it offers a fresh, and owned, look on organisational performance. EAFF did a repeat in 2015 and revised its capacity building plan accordingly. In Uganda, UCA invited the management staff of its members to present them with the tool. OCA implementation led to several policy decisions including with regard to

<sup>22</sup> Farmers' Integration into Regional Markets through Structured Trade, supporting Kenya's, Tanzania's and Uganda's NFOs in facilitating farmers access into national and regional markets for maize and rice, which are part of the five commodities of regional interest that EAFF is focusing on.

<sup>23</sup> Domains of competence assessed include: governance and legal structure: issues on vision and mission, legal requirements, organizational structure, board composition and responsibility and succession planning; 2. financial management and internal control systems: financial systems, financial controls, financial documentation, financial reporting, audit expenditure and cost sharing; program management: donor compliance requirements, sub-award management, technical reporting, stakeholder involvement and culture and gender; project performance management; monitoring, evaluation, standards, supervision and field oversight and support; and organizational management: strategic planning, work plan development, change management

improving UCA's and members' financial autonomy. In Tanzania, OCA outcomes helped TFC in adapting its procurement system, human resources management and operations manual. Similar to the member profiling tools, OCA holds great potential for replication and for use in support of planning and capacity building at all levels.

### **Sub-component 1.2 – Communication and visibility**

12. **Communication.** Component funds were mostly used to finance the inception workshop (April 2013), the 2014 planning workshop (January 2014) and participation in one supervision mission. While participants in the mid-term review, both from EAFF and NFOs, stated that internal communication in their respective organisations was ad hoc and little organised, the regional workshop provide a good opportunity to strengthen linkages between the regional and national levels and ensure that SFOAP activities are in line with members' needs and expectations.

13. **Visibility.** The mission noted that reference to SFOAP financial patterns and the use of logos is not systematic and could be improved. It was indicated by NFOs participating in the mid-term review that they need more guidance as to how to use logos, when to request an authorisation, etc.

14. **Monitoring and evaluation.** In August 2013, EAFF convened an M&E workshop, which was facilitated by a consultant selected by IFAD. The workshop helped improving SFOAP log frame, especially the description of outcome and impact indicators. The total number of indicators (47) however remains quite high. The workshop also promoted specific tools to facilitate data collection: (i) registers to take stock of participation in meetings, organization of trainings, etc. and (ii) profiling tools to be administered to RFOs and NFOs to monitor overall maturity progress of organizations.

15. **Towards a global M&E system for EAFF.** At programme start, EAFF was already in the process of developing its own extensive online M&E system, which was to match the new strategic plan and to cover all of the NFOs activities. The main objective is to have a system that can reflect information and data per project, per country and per pillar of EAFF's strategy, and to avoid double work for projects and at institution level. The process was initially supported by a USAID project, which helped EAFF in monitoring the indicators of five large projects: (i) SFOAP; (ii) Strengthening FOs in Climate Smart Agriculture approaches (NORAD); (iii) Policies for Food Governance (EU); (iv) Strengthening Farmer Organizations in Regional Trade (USAID); and (v) a project on policy and lobbying (We Effect). However, the system was found to be too rigid and EAFF decided to work on designing a new framework that would fully meet its needs. This explains why EAFF has strategically used SFOAP resources to support the set-up of this global system.

16. **SFOAP supports M&E competencies.** In November 2013, EAFF hired an M&E officer for a one-year period under SFOAP funding. Main achievements delivered by the M&E officer include:

- Revising the former online system, which is now quite advanced but is still not operational.
- Conducting a participative assessment of the online system with NFOs M&E staff and SFOAP project coordinators (workshop co-financed by Agriterro): the workshop was also the opportunity to discuss and validate the membership database tool, and assess how it links with the overall monitoring framework.
- Revising EAFF Strategic Plan indicators and enter them into the newly-designed M&E system.
- Undertaking an M&E capacity needs assessment for some EAFF members and designing a M&E capacity building support programme.

17. The position of the M&E officer has however been vacant for five months.

18. **Data collection to feed in the global online M&E system.** Many tools developed in SFOAP main phase will be used to source information and data to feed in the global online M&E system: (i) the OCA profiling tool (designed by EAFF with support from another project), (ii) membership databases, (iii) satisfaction surveys and (iv) baseline assessments. The registers designed by the IFAD consultant in 2013 are not used by EAFF as they would require double work from NFOs when they also feed the online system. The profiling tools proposed by the consultant were not used either as EAFF was already in the process of developing its OCA tool that better suits EAFF's requirements.

19. **Specific M&E for SFOAP.** The main M&E tool used by EAFF to collect data on SFOAP progress is the annual regional workshop that enables to review and follow-up on indicators and performance at the national and regional levels. In addition, NFOs reports are used to monitor indicators on a more regular basis. In 2015, the launching of three regional knowledge management workshops (one per target value chain, see below) will also help in capturing M&E issues and will inform the global regional planning process.

## Recommendations

- *On salaries and overheads:* the mission recommends that the allocation in support of DAPA operation be maintained at 100% over a duration that should be determined by EAFF. As for the policy officer in Rwanda, the decision should be left to EAFF to decide whether or not the salary could be progressively decreased, given that it benefits three organisations. The mission further recommends to review the calculation mode of overheads, both with regard to the rate applied and to the coverage (separating the calculation of overheads at national and regional levels).
- *On members' profiling and OCA:* both tools hold potential for up-scaling and for embedding members' profiling and OCA in regular activities of FOs from local to regional level so that it can become an M&E and management tool. This would require:
  - *adapting tools to actual needs:* this could be done by NFOs with support from EAFF. For example, it was noted that profiling tools could be simplified for further use after the first, baseline survey is completed. Similarly it was felt that OCA could be simplified in line with the type of organisation that would use it. This would require to define standard indicators per level, and possible options for further development ;
  - *producing capacity building package aiming at supporting replication:* this could be done initially by EAFF and released to NFOs for further adaptation. The package could include: training modules; a users' manual with guidance for implementation at the various relevant levels (from national down to local), including lessons learnt from application so far; templates and tools to conduct members' profiling/OCA, to analyse, present and discuss results and to prepare capacity building plans; models for job description, contracts, terms of reference and other management tools that would help in addressing capacity gaps. The package should be available in both English and French;
  - *capacity building:* training should be provided under the responsibility of EAFF (for NFOs) and NFOs (for their members) to help in testing and then rolling out the capacity building package. Additionally, as already planned, EAFF could develop a mentorship programme and exchange programme involving NFOs and the Secretariat;
  - *economic services:* the OCA tool could be complemented to also cover organisational capacity to provide economic services to members.
- *On resource mobilisation:* the mission recommends that EAFF organizes, for example on the occasion of the AGM, a capacity building workshop on the mobilization of resources, and in the writing and presentation of project proposals. Furthermore NFOs could consider inviting donors in the agriculture session to a special session on the occasion of their AGM,.
- *On visibility:* clear instructions should be given by EAFF to NFOs, which should detail how to address partners' visibility in various types of communication activities (publications, videos, websites, workshops and events...), how to request authorization and plan ahead, how to use disclaimers etc.
- *On M&E:* EAFF should recruit a new M&E consultant as soon as possible to support the finalization of the online system database and train all NFOs on how to feed it.

## COMPONENT 2 – POLICY ENGAGEMENT

20. EAFF devoted most of the resources budgeted on Component 2 to support the voting of a Cooperative Bill by the East African Legislative Assembly, which gathers representatives from the Member States of the East African Community. This was the direct achievement of EAFF and members' lobbying since 2009, involving the drafting of the law, submission to the Legislative Assembly, lobbying of its members and visits to their countries, setting up consultative processes in every country and organising public hearings that mobilised cooperative movements, the media and other stakeholders, organising regional MPs visits to every EAC member and revising the draft. The whole process cost USD 300,000, which were shared by SFOAP, EU-funded Food Governance Project, We Effect and a small IFAD grant. The Bill was passed on 22 January 2015. This was the first time a bill initiated by a civil society organisation was ever voted by the EAC Legislative Assembly. Now the challenge ahead lies in having it implemented in national legal systems and also to build on the experience to lobby for the adoption of similar legislations in other countries.

21. Component 2 also finances a policy officer that was initially assigned to Imbaraga and was then extended to the other two EAFF members in Rwanda.

### Recommendation

- *Building on the EAC Cooperative Bill:* the mission recommends to EAFF to (i) explore how the experience of supporting the passing of the Bill could be adapted to promote the adoption of similar legislations in other countries; (ii) develop training tools on advocacy and lobbying for members: and (ii) launch lobbying initiatives accordingly, building on the capacities that have been developed in FOs organisations of EAC member countries.

## COMPONENT 3 – PROVISION OF ECONOMIC SERVICES

22. **Target.** Component 3 targets all of the 12 NFOs supported by SFOAP Main Phase. In order to generate a critical mass of experiences at the national level and facilitate exchanges and knowledge management, the component is focusing on 3 target value chains of regional interest: cassava, Irish potatoes and livestock (dairy). These value chains were identified in 2011 as part of the 5 main value chains<sup>24</sup> considered key by all EAFF's members, based on the following criteria: commodity contributing to food security; not much developed; regional interest; market opportunities, including for import substitution; available progress in research (specifically for cassava). Table 1 shows the distribution of target NFOs per commodity.

**Table 1: Target commodities and NFOs**

Commodity	Country (NFOs)	NFOs	# of target local NFOs
Cassava	Uganda	UCA	3
		UNFFE	4
	Rwanda	INGABO	2
	Burundi	CAPAD	3
Irish Potatoes	DRC	SYDIP	4
		FOPAC	2
	Rwanda	IMBARAGA	2
	Kenya	KENAFF	3
	Tanzania	MVIWATA	3
Livestock (dairy)	Djibouti	DAPA	? <sup>25</sup>
	Tanzania	TFC	2
	Kenya	CAK	2
<b>3 value chains</b>	<b>7 countries</b>	<b>12 NFOs</b>	<b>26 Local FOs</b>

23. **Global approach.** SFOAP's Component 3 has arrived at a very key moment for EAFF to support its new business-oriented strategic plan (2012-2020). Indeed, EAFF's new strategy is centred on the '*strengthening of farmers as key actors in the value chains*' with a specific focus on the revitalisation of cooperatives and on enhancing regional trade. The implementation of Component 3 has therefore enabled EAFF to raise awareness amongst NFOs and their members on business-oriented agriculture as well as on the advantages of cooperative organisation.

<sup>24</sup> The two other value chains are rice and maize.

<sup>25</sup> DAPA's members are individual farmers who are organized in regions, but not groups.

24. The value chain entry point to target Component 3 beneficiaries is very relevant, especially to promote exchanges around common interests and to develop KM products. Moreover the criteria used to select the target value chains (regional interest, food security, involvement of women) are relevant to the SFOAP approach.

25. Eligible activities and services to be supported by the project (focus on capacity building and facilitation activities) are well understood by all of the stakeholders met by the mission, including during a field trip to one of the local cooperatives in Kenya. A key factor of success is that all NFOs have a shared vision on how SFOAP funds can support them; the identification of SFOAP focal points in each NFO and preliminary workshops and trainings have facilitated the process. Moreover, the mission has noted that the NFOs participating in the MTR mission (CAK, KENFAP, TFC and UCA) have a relative advanced stage of development compared to other regions (this is especially true for the cooperatives alliances - CAK, TFC and UCA - that are quite advanced NFOs with big financial capacities, and some of the local NFOs members already have processing equipment).

26. On the other hand, the fact that Component 3 is implemented by 12 NFOs and benefits 26 local NFOs may lead to high challenges in implementation support and M&E, particularly where NFOs do not have local or regional offices.

27. **Gaps with original design.** Three value chain studies in the target countries were planned to be conducted as a first step, in order to inform the value chain action plans (using methodologies of previous programmes such as ESFIM - 'Empowering Smallholder Farmers in Markets'). A regional support facility was to be set up to make available technical support to NFOs to implement their annual allocations. The design of this approach had built on existing practices of EAFF in the context of another programme called FEISA - 'Farmer Empowerment for Innovation in Smallholder Agriculture'. At MTR's date, none of those activities had yet been undertaken. EAFF plans to use the opportunity of the KM value chain regional workshops (see below) - to be held mid 2015 - to discuss with NFOs on the relevance to have comprehensive value chain analysis done and also to explore the possibility to set up the regional pool of experts.

### **Sub-component 3.1: Analysis, planning and coordination**

28. EAFF contracted two consultants (one for the two DRC NFOs - SYDIP and FOPAC - and one for TFC in Tanzania and CAK in Kenya) to facilitate the preparation of value chain action plans, in close consultation with target local NFOs (where they exist<sup>26</sup>) and local stakeholders.

29. While the action plans are quite comprehensive (including profiles of NFOs/local NFOs, review of services provided by FOs, proposals of action plans to support target NFOs), their quality varies and some of them do not have a proper market analysis (the DRC ones). The mission also noted that according to documentation, almost all targeted SNFOs do not have a business plan.

30. Because of the late arrival of funds from IFAD in 2013 mainly due to the long period needed for documents revision by EAFF based on IFAD comments, EAFF could not undertake the same approach for the remaining eight NFOs. Instead, they were asked to design a value chain action plan targeting some of their members during the SFOAP regional planning workshop organised by EAFF in January 2014. The four value chain action plans that had been facilitated by the consultants were presented as models. However, very few local NFOs were represented in the workshop, which was not a conducive setting for this type of exercise. As a result, expected value chain action plans are actually lists of activities with budgets. Main elements missing are: (i) profiling of the local NFOs and of the economic services they provide; (ii) market assessment; (iii) overview of the main bottlenecks that need to be addressed; and (iv) review of the business capacity of the target organisations.

### **Sub-component 3.2: RFO support to entrepreneurship at farmers or local FO level**

31. Again because of the late arrival of funds in 2014, the four NFOs that had a full action plan and were ready to start activities were actually blocked. Nonetheless, EAFF managed to use another IFAD grant (IFAD/ESA grant to EAFF on knowledge management) to facilitate trainings to the SNFOs

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<sup>26</sup> In DRC, support to SYDIP aims to create cooperatives.

under the 4 targeted NFOs on "KM and institutional development". These trainings were key to raise awareness amongst both the membership and the leadership of the cooperatives and have led to an increased commitment of the farmers to their organizations. (see more below).

32. In November 2014, all 12 NFOs signed 6-month contracts with EAFF to implement activities related to component 3<sup>27</sup>. After reading these contracts, the mission notes that:

- The amount of these contracts accounts for 35% of the total budget of Component 3 as per EAFF's 5-year Programme of Work and is to be implemented over a 6-month period; moreover 65% of the contracted funds have already been transferred to NFOs;
- There is no clear link between the outcomes of the Organizational Capacity Assessment undertaken in 2014 (see Component 1) that is grading NFOs on various capacity areas (such as financial management for example) and the capacity building supports planned in the contracts - especially on financial issues - that NFOs could need to implement Projects ranging from 47000 to 83000 Euros. Indeed, three NFOs have in their contracts additional capacity building on financial issues under Component 1 (CAPAD, INGABO and UNFFE); however they do not have the lowest OCA scores in that area;
- The contracting arrangements do not mention any commitment or specification of roles and responsibilities of the targeted SNFOs (even though some activities include hiring staff in SNFOs)
- All NFOs benefit from overheads equivalent to 7% of the total budget to cover 'administration costs', mainly for backstopping missions and M&E. However, all NFOs don't have the same local representation that is enabling them to follow up on the activities (UCA and KENAFF have local offices/branches) but TFC doesn't have local representation for example;
- There is a standard approach in the design of the AWBPs of the 12 NFOs with a focus on support to production activities (demonstration sites, technical trainings, trainings of trainers, etc.). However, both in the comprehensive VCAPs and in the "lighter ones", some key activities such as business planning training were identified and have not yet been supported;
- Even though target FOs have different sizes, scopes and issues, the planned activities to support them are standardized and have equal shares of the budget.

33. Once contracts were signed, NFOs have all undertaken similar kind of start-up activities: (i) all NFOs organized a launching event to communicate with potential private sector and donors on the planned activities under component 3, (ii) data collection to the SNFOs using M&E tools that were developed (membership databases, satisfaction surveys and the baseline assessments) is work in progress.

34. The mission notes that some NFOs have used the launching events to invite selected private companies involved in the target commodities to initiate partnerships. As an example, in Uganda, the Uganda Co-operative Alliance (UCA) had invited a brewery company and it has led to the organization of business meetings between the leaders and managers of the four Area Co-operative Enterprises (ACEs)<sup>28</sup> with leaders, management and staff of East African Breweries Ltd<sup>29</sup>. The meetings were aimed at explaining to farmer leaders, management and extension workers how the brewery is ready to purchase their cassava (between 250 to 350 Metric tons monthly), and what are the quality requirements.

### **Sub Component 3.3: Knowledge management**

35. EAFF is well coordinating the financing support it gets from IFAD under various sources of funding. Knowledge management is financed through an ESA KM grant and covers SFOAP activities, so that SFOAP resources are actually devoted to other activities. Besides, the KM officer also benefited from a PTA grant that funded a learning route on cooperatives and economic services in

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<sup>27</sup> Not exclusively, some activities under component 1 are also included but for a minor amount; there is no activity related to Component 2 in those contracts

<sup>28</sup> ACEs are the members of UCA. In the project, UCA is working with four ACEs, all engaged in the cassava value chain

<sup>29</sup> one of the largest breweries companies in East Africa

Morocco and he now is in the process of developing a tool to organize similar exchanges amongst EAFF members.

36. KM activities under component 3 are implemented at all steps of the process:

- before the planning process, NFOs and SNFOs have participated in value chain learning visits to key research institutes or major crop centres in the region. Three research centres were targeted and each visit has targeted representatives from SNFOs involved in the respective commodity. The objective was to demonstrate the relevance and potential impact of learning visits. EAFF has developed for that purpose a specific methodology to undertake those visits - including careful selection of participants and clear TORs for their participation - in order to make the most out of them.
- between the planning and the implementation of the VCAPs, EAFF has used the IFAD/ESA KM Grant to organize KM trainings targeting the SNFOs members of the 4 NFOs with comprehensive VCAPs. For example, in Kirinyaga Dairy Cooperative, a SNFO member of CAK/Kenya, 2 training sessions were organized for 200 farmers members of the cooperative and led to improved ownership of their organization (increase in membership from 300 to 510), improved commitment to the cooperative (increase of milk volumes delivered from 600 to 850 litres per day) and better understanding of roles and responsibilities of each side in the business to be developed. Therefore through KM activities, the members of the cooperative have been prepared to better implement the project of their cooperative;
- during implementation, EAFF is planning (i) to support exchange visits between SNFOs on technical issues and (ii) to finance KM regional workshops for each commodity: those workshops will take place as soon as the 6-month contracts are implemented in order to (i) review on-going activities, and (ii) exchange on good practices, lessons learned and possible regional business exchanges;

37. KM tools developed by EAFF are innovative and well designed to support EAFF's overall strategy. In addition to the KM activities that are specific to SFOAP, EAFF is developing other tools and activities that could be promoted within SFOAP in the future: e.g. capitalisation of good practices of strong cooperatives in the region, organizing coaching sessions of staff from these strong cooperatives to support the weakest ones.

## RECOMMENDATIONS

- Before releasing second tranches of contracts if possible (except the funds that will be needed by NFOs to organize the KM value chain workshops), organize the KM value chain regional workshops as soon as possible to (i) review implemented activities and assess the needs for additional support in market analysis and NFOs/SNFOs profiling, (ii) better plan the coming activities in line with SNFOs/NFOs priorities, scopes/sizes, etc. and (iii) include in projects systematic capacity building on business planning if not already included. These KM workshops will also be an opportunity to share experiences of NFOs on business planning (e.g. it has been planned in CAPAD) and to provide basic training and/or training tools for support to business planning if needed.
- As planned, EAFF takes the opportunity of the KM value chain regional workshops to develop a KM action plan, which will identify knowledge products for dissemination, such as training modules, radio programmes, farmers' shows, etc. as it has already been achieved on maize and rice value chains.

## RESOURCE MOBILISATION AND PARTNERSHIPS

38. EAFF currently has partnerships with a large range of donors, which, aside from SFOAP partners, also include USAID, GIZ, CTA, We Effect, IFDC, EAC and NEPAD. EAFF's strategic plan however aims at reducing the organisation's financial dependency from 80% down to 20% of its budget. Financial autonomy and the development of income-generating activities is a concern of the NFOs. For example UCA's management, building on the Organizational Capacity Assessment,

decided that it had to mobilise members to pay their fees and increase members' shares, but also find new sources of funding, including the creation of a commercial arm. Plans are to set up a company that would extend training services for a fee.

### Linkages with SFOAP partners

39. Participants in the mid-term review indicated that while there are many projects financed by the EU and IFAD that could develop linkages with NFOs supported by SFOAP, there are no mechanisms to regularly meet and exchange information. Contacts have been made and EAFF's backstopping missions to countries systematically include visits to donors. However so far there have been few positive examples of linkages.

40. In Uganda NFOs have been invited to participate in the design of EU's 11<sup>th</sup> European Development Fund and IFAD has announced its intention to involve NFOs in the design of a new project.

41. TFC and UCA expressed their concern that donors have a tendency to support the creation of new farmers' groups instead of supporting existing organisations. Furthermore they deplored that capacity building support to cooperatives is provided by all sort of stakeholders, including government, without involving them, despite the fact that they are apex cooperative organisations with staff and knowledge. This leads to a lack of harmonisation in the support of provision to cooperatives and a strong risk of low performance. UCA and TFA are also concerned by IFAD and the EU financing credit lines/grants to SACCOs without prior consultation with them, which has demonstrated in the past that it harms cooperatives' ability to mobilise members' savings, is leading to high risk of ultimate collapsing and generates further risk that new SACCOs are created with the main objective of capturing donors' resources.

42. UCA and TFC further noted that they would like IFAD to support them in their lobbying with the government, by championing their positions and giving them open recognition and support. For example, in Uganda, UCA is advocating for a revision of cooperative taxation policy to avoid double taxation (30% on benefit and 10% on dividend) and would welcome IFAD support in pushing it through as it would have a wider impact and more lasting effect than the provision of external resources to SACCOs.

### FIDUCIARY ISSUES

43. **Financial management.** Financial management systems and internal controls have been put in place and are largely performing. They are well described in EAFF' administration and financial procedures manual, in SFOAP manual of procedures and in EAFF's procurement manual. The segregation of duties is satisfactory. Authorization, custody, and record keeping roles are given to different people to prevent fraud or error. Financial reports are reliable and external auditors annually audit the financial statements. However, on financial management tools, EAFF was running two different accounting packages: TOMPRO to record only SFOAP transactions and QuickBooks to record the remaining financial transactions. The mission noticed that EAFF did not post 2014 SFOAP transactions into TOMPRO. The view of EAFF is that it is cumbersome to run two parallel accounting systems. The management tool that is being used, QuickBooks, is also being used to record SFOAP transactions. The limitation being that QuickBooks does not automatically generate Withdrawal Applications and the reporting by category and components requires exporting data into Excel. The SFOAP manual of procedures recommends the adoption of an accounting software that can facilitate the reporting by components and by categories. ***EAFF should analyse the option of upgrading to a system that can efficiently respond and accommodates at once donors' reporting requirements. Pastel is a good example.***

44. **Review of supervision recommendations.** The mission reviewed the progress made in implementing the recommendations issued by the supervision missions and found that they have been largely implemented. EAFF introduced a fund requisition document for all expenditure. It is initiated by the requesting department and gives details on the quantity to be purchased or the amount needed to carry out a given activity. The requisition is verified by the Financial Controller and it is approved by EAFF CEO. EAFF has reimbursed funds from subcomponent 3.2 that had been used to pre-finance activities of the subcomponent 1.2. The mission noticed a big improvement in the

way documents are moving within EAFF departments. All correspondences are directed first to the CEO who gives instructions on the way forward to the departments. However, EAFF must file important documents and not rely only on electronic files. Besides some document like tender evaluation reports do not have any value when they are not signed. **Hard copies of documents like aide memoires, evaluation of tenders, grant agreements, financial statements and annual report must be filed. Another alternative would be to organise an electronic filing of the scanned copies.**

45. **Disbursement.** In total EAFF received EUR 1,741,459 in two instalments. An amount of EUR 569,621 received in 2013 and an amount of EUR 1,171,838 received in 2014. The total funds disbursed to EAFF so far (1,741,459 EUR) represent 46,6% of the five years budget that totals EUR3,732,793. Expenditure amounts to EUR 1,511,519 and represents 40% of the five years budget. For component 1 expenditure represents 50% of the five years budget allocated to the component, In Component 2 expenditure represents 40 % of the 5 years budget and for Component 3, expenditure represent 33% of the five year budget allocated to the component. **Figures show that EAFF has consumed more than 86.7 % (1, 511,519/1, 741,459) of the total amount received and hence EAFF can introduce the request for 2015 budget.**

46. **Quality of Withdrawal Applications.** EAFF is conversant with the format used for the Withdrawal Application. All items in the Statements of Expenditures are supported by proper documentation. The cases of some items that needed a request for no objection from IFAD have been regularised. EAFF submitted the ex-post requests for no objection to IFAD and they have been granted. **The mission reminds that ex-post no-objections should not be a rule but an exception. No objections should be asked, when relevant, before funds are spent. IFAD non objection is always required if contract value is above EUR 15 400 for goods and works, and above EUR 7 700 for service.**

47. **Procurement.** EAFF made good progress in streamlining its procurement policy. It appointed a procurement officer in 2013. The tender committee evaluates tenders and the evaluation reports are submitted to the CEO for approval. The contract monitoring form is in use as well as the register of contract. However, the filing system of tender documents is still a challenge. The last supervision mission recommendations on the filing system and on procurement plan were not fully implemented. The mission recommends again organising the filing system of tender documents. The following documents must be filed for every tender:

- Call for proposals
- Proposals submitted and list of participants to the tender
- Evaluation report
- Notification letter
- Contract
- Contract monitoring form.

48. The number of the tender in the file must be the same number on the contract register.

49. It has been agreed that the Procurement Officer will revise the filing system and organize the tender documents based on the filing sample made during the mission.

50. **Contract with NFOs.** At the beginning of the project, a contract was signed between EAFF and the NFO in the same format and wording as the grant agreement signed between EAFF and IFAD. The only difference is that the contract does not mention any amount because it will vary depending on approved AWPBs and emergent issues and activities. Every year a contract addendum is signed showing the annual allocation and related activities. NFOs receive funds in two instalments based on activities. The implementation period is divided into two parts, and funds for the first instalment are immediately disbursed after the signature of contract. For the NFO to qualify for the second instalment of funds, it must account for at least 75% of the previous tranche. NFOs have received funds once so far. The discussion with the representative of KENAFF showed that NFOs are happy with this set up and can continue in the post mid-term period.

51. **Spot check on expenditure.** Since the last supervision mission no Withdrawal Application was submitted for payment but the last year recommendation on adequately supporting expenditure with proper documentation is being implemented. *It has been agreed that each expenditure must be at least supported by the following:*

- A payment voucher prepared by the Accounts Assistant, verified by the Financial Manager and approved by the Chief Executive Officer. This will be materialized by their respective signatures on the voucher;
- Supporting documentation: approved invoice, travel authorization, etc.;
- Delivery note or report confirming the quality of the work done if it is consultancy;
- Contract or a memo explaining the reason for traveling,
- In case of a workshop, the budget for the workshop must be approved by the CEO
- Attach the photocopy of cheque paid and in case of a workshop the list of participants and their signatures;
- For payments made in instalments, the contract monitoring form must be attached;
- Stamp the invoice with "PAID".

52. **Audit.** EAFF has been regular in submitting audit reports to IFAD before the deadline of 30 June. The audit report for 2014 is available and ready to be sent to IFAD. The auditors confirmed that EAFF financial statements give a true and fair view of the financial position. However, the end-of-year bank balance of donors' funds should not be part of the accumulated surplus.

53. Based on the first EU audit experience, the accounts must progressively scan the supporting documents and to create an electronic filing.

#### Summary of agreed actions

Agreed action	Responsibility	Agreed date
1. Prepare the Withdrawal Application for 2015 budget	- Financial Officer - CEO - Accountant	30 May 2015
2. Attach proper supporting documents to the payment vouchers: Invoice, delivery note, contract, travel authorization, list of participants, and use the contract monitoring form for invoices paid in instalments.	- Financial Controller - Accounts Officer	Throughout the programme
3. Organiser the filing of the important documents: Tender documents, Aide memoires and financial agreements with donors	- Financial controller - Accountant - Secretary	Throughout the programme
4. Always require No objection from IFAD if contract value is >EUR 15 400 for goods and works, and >EUR 7 700 for service.	- Financial controller - Finance officer	Throughout the programme.
5. Scan the supporting documents and create electronic filing	- Financial controller - Accountant - Procurement officer	Throughout the programme
6. Auditors to separate the accumulated surplus with the bank balances of on-going projects	- Financial controller - Auditors	December 2015

## ANNEX 3 – PROPAC – MAIN FINDINGS AND RECOMMENDATIONS

### CONTEXTE GENERAL

1. **Retards et suspension du financement.** La première allocation de fonds est parvenue à la PROPAC pour le financement du PTBA 2013 en juillet 2013. Le lancement du projet n'a donc eu lieu qu'en août 2013 avec l'organisation d'un atelier de d'appropriation réunissant les OPN ciblées.
2. Suite aux questions fiduciaires soulevées pendant la mission de supervision et à la décision du FIDA (voir ci-dessous Gestion du projet), en Septembre 2014 le paiement de la deuxième tranche a été suspendu (jusqu' à mai 2015). La PROPAC n'a pas donc bénéficié des ressources nécessaires aux activités planifiées en 2014 pour les composantes 1 et 2, ce qui a obligé tant la PROPAC que les OPN à jongler avec les ressources disponibles pour assurer une continuité de fonctionnement. Cela a eu comme conséquence que les personnels n'ont plus été payés et les frais de gestion n'ont plus été couverts dans les OPN, ce qui a mis ces organisations en danger d'être expulsées de leurs locaux ou d'être traduites en justice. En raison du manque de fonds, la majeure partie des activités prévues en 2014 n'ont pu être réalisées et les activités prévues pour 2015 n'ont pas pu démarrer.
3. Ainsi l'effet combiné du retard dans le démarrage du programme et de la suspension des tranches suivantes a déjà amputé la durée de financement d'environ 9 mois, soit de mars 2013 (signature de l'accord de financement avec le FIDA) à juin 2017 (clôture du projet).
4. Suite à son passage à la PROPAC, la mission a recommandé au FIDA de verser au plus vite la DRF 2015, toutes les conditions posées à la reprise du financement ayant été remplies.
5. **OPN ciblées.** La PROPAC n'a pas souhaité reconduire l'approche de la phase pilote qui soutenait l'ensemble des membres parce qu'elle impliquait un trop grand saupoudrage de ressources limitées. Les 6 OPN sélectionnées pour la phase principale sont celles du Cameroun (CNOP-CAM), de Centrafrique (CNOP-CAF), du Congo (CNOP-Congo), de la RDC (COPACO), de Sao Tome et Principe (FENAPA) et du Tchad (CNCPR).  
6. La PROPAC s'était engagée à trouver d'autres financements pour le renforcement institutionnel des membres non couverts, soit les OPN d'Angola (UNACA), du Burundi (CNOP-Burundi), du Gabon (CNOP-Gabon) et de la Guinée Équatoriale (FENOCGE). Un nouveau projet de renforcement de la FAO (18 mois, 226,000 USD) a démarré en mars 2015 et comprend un volet ciblé sur les organisations du Burundi, de la Guinée équatoriale et du Gabon.

### COMPOSANTE 1 – RENFORCEMENT DES CAPACITES INSTITUTIONNELLES

7. **Personnel.** Le Secrétariat est composé de sept personnes: un Secrétaire permanent, un RAF, un comptable, un assistant administratif et logistique, un chargé de programme pour les affaires économiques qui a été recruté pour la mise en œuvre de la Composante 3 (le seul qui ne soit pas camerounais), une chargée de programme pour les questions de genre (la seule femme) et un chargé de communication. La PROPAC a lancé un processus de recrutement compétitif pour le recrutement chargé de programme pour les affaires économiques. A partir de 2015, le PAOPA finance uniquement une partie des coûts du Secrétaire permanent et du RAF.
8. Le nombre des personnels pris en charge par le PTBA 2013 est le suivant : CNOP-CAF : 3 ; CNOP-CAM 5 ; CNOP-Congo : 2; CNCPR : 2; COPACO : 2 ; FENAPA : 1.
9. Malgré l'absence de paiement, tous les personnels ont continué à travailler, ce qui est remarquable mais ne pourra pas continuer beaucoup plus longtemps.
10. Concernant la dégressivité de la contribution au paiement des salaires reflétée dans le budget du PAOPA, la PROPAC estime qu'elle devrait être en mesure de progressivement prendre à sa charge les deux salaires financés par le PAOPA en s'appuyant sur les partenariats noués avec diverses organisations. En particulier, elle a passé en 2013 un accord de partenariat avec la

Communauté Économique des États de l'Afrique Centrale (CEEAC), dans le cadre duquel elle devrait bénéficier d'appuis au renforcement des capacités y compris sous la forme d'une contribution financière.

11. La situation risque d'être plus difficile dans les OPN. Si la plupart sont parvenues à se faire engager comme prestataires de services par des projets, elles ne perçoivent généralement pas de frais de gestion pour contribuer au fonctionnement de leurs bureaux. En revanche, il n'y a pas de projets ou de bailleurs de fonds disposés à financer de l'appui institutionnel, mis à part à Sao Tomé et Principe où le FIDA finance les coûts de fonctionnement de la FENAPA depuis dix ans et s'apprête à continuer dans le cadre d'un nouveau projet, et au Tchad où Oxfam a financé 30% des coûts de fonctionnement et de deux personnels pendant deux ans. Dans les pays en crise (cas de la RDC), les OPN n'ont en réalité pas d'opportunités de développer d'autres partenariats.

12. Enfin la formule de dégressivité qui a été appliquée au financement de la PROPAC est plus forte que dans les autres OPRs et commence dès la deuxième année (à partir de la troisième année pour les autres), ce qui n'est pas justifié compte tenu de la courte durée d'existence de PROPAC (créée pendant la phase pilote) et des capacités encore fragiles de ses membres.

13. **Outils de gestion.** La PROPAC a approuvé son plan stratégique depuis 2013. CNOP-CAF, le CNCPT et la COPACO ont élaboré leur Manuel de procédures administratives et financières, tandis que la CNOP-Congo a révisé son plan stratégique. Actuellement seules la CNOP-CAM, la CNCPT et la COPACO ont un plan stratégique mais il est prévu que les trois autres OPN en soient dotées aussi d'ici la fin du projet.

14. **Réunions statutaires.** La CNOP-CAF, la CNOP-CAM le CNCPT et la COPACO ont tenu des sessions de leur Conseil d'administration. La CNOP-Congo a organisé une assemblée générale.

15. **Équipement.** Toutes les OPN ont acquis du matériel de bureau (ordinateurs, imprimantes, appareils photo, photocopieuses) et du mobilier.

16. **Missions d'appui aux membres.** Le financement disponible a aussi permis à la PROPAC et certaines OPN de conduire des missions auprès de leurs membres pour suivre la réalisation du PAOPA (PROPAC) et fournir des appuis à la structuration et au développement d'activités de plaidoyer ou de services aux membres. Au cours de ses 7 missions de suivi, la CNOP-CAF a mis en place 10 bureaux de collègues de femmes et de collègues de jeunes ainsi que 2 bureaux préfectoraux de CNOP-CAF.

17. **Communication et visibilité.** La PROPAC a une stratégie de communication et un chargé de communication chargé de sa mise en œuvre, qui est principalement responsable de l'alimentation régulière des médias, du site internet de la PROPAC et des réseaux sociaux (Facebook, Twitter, SlideShare, Google). Il déplore la difficulté d'obtenir des informations sur leurs activités de la part des OPN. Le PTBA 2015 prévoit l'organisation d'une formation sur la capitalisation à cet effet. La mission note que l'identité des partenaires financiers n'est pas systématiquement valorisée. En particulier il n'en est pas fait mention sur le site internet ni sur les publications relatives à la Composante 3.

18. **Suivi-évaluation.** Conjointement avec le ROPPA, la PROPAC a bénéficié de la formation en suivi-évaluation organisée par le FIDA en 2013. Cette formation a permis de réviser le cadre logique attaché au programme de travail global afin d'en faciliter la lecture et l'exploitation. Elle a également apporté des outils méthodologiques de collecte de données (registres en format Excel). Un cadre logique révisé a donc été élaboré et présenté par la PROPAC à ses membres à l'occasion de l'atelier de lancement de janvier 2014, en même temps qu'une trousse à outils sur le suivi-évaluation conçue par la PROPAC et présentant l'ensemble des modèles de registres issus de la formation.

19. Le suivi-évaluation est effectué par le secrétaire permanent de la PROPAC en l'absence de personnel spécialement affectée à cette activité. Les principaux outils utilisés sont les rapports d'activités des OPN. Celles-ci ne remplissent pas systématiquement les registres présentés dans la trousse à outils (4 OPN sur 6 l'ont fait pour l'exécution du premier PTBA).

20. La PROPAC réalise également des missions de suivi dont l'un des objectifs est d'apporter un appui conseil dans le domaine Mais cela n'est pas suffisant pour renforcer les capacités des OPN dans le domaine spécifique du suivi-évaluation.

21. La PROPAC relève de nombreuses limites au dispositif de suivi-évaluation du PAOPA: (i) le format des rapports ne permet pas de rendre compte de toute la richesse des résultats obtenus par les OPN, et en particulier il ne permet pas de rendre compte de l'impact; (ii) si le cadre logique a été amélioré depuis la phase pilote, il demeure compliqué, trop dense (53 indicateurs) et peu centré sur les résultats (trop d'indicateurs sans réelle mesure d'impact à la clé); (iii) d'une manière générale, ce cadre logique révisé est considéré par la PROPAC comme un cadre imposé par le FIDA plus qu'un outil leur permettant de guider et d'améliorer leur performance.

22. Suite à sa participation à une formation sur la GAR (gestion axée sur les résultats), la PROPAC est convaincue qu'elle devrait adopter cette façon de procéder au suivi-évaluation à l'avenir et en particulier pour le suivi-évaluation du PAOPA. Cependant, compte tenu des prérequis pour mettre en place un tel dispositif (révision du cadre logique, insertion d'un cadre de résultats, etc.), et de l'approche de suivi-évaluation qui se doit d'être globale à l'ensemble des plateformes africaines pour la conduite du Programme, cela semble difficile à mettre en place pour le PAOPA.

## RECOMMANDATIONS

- *Sur la dégressivité des salaires* : il est recommandé d'adapter la règle des salaires selon les critères détaillés dans le rapport principal. En contrepartie toutefois, il est recommandé à la PROPAC : de préparer une stratégie de mobilisation des ressources détaillée, qui prenne en compte les recommandations du rapport principal (notamment sur la diversification des sources de financement) et établisse un calendrier de mise en œuvre ; de guider ses membres dans l'élaboration de stratégies semblables ; et de suivre la mise en œuvre et les résultats.
- *Sur la communication* : il est recommandé à la PROPAC de développer un plan d'action pour la mise en œuvre de la stratégie de communication et de le présenter aux membres pour approbation. Le plan devrait en particulier prévoir d'inclure dans les accords passés avec les OPL dans le cadre de la Composante 3 des dispositions permettant de s'assurer de la remontée des informations sur l'avancement ainsi que des outils et autres produits capitalisables. Ceci devrait être complété par des formations dans les OPN, comme a prévu de le faire la PROPAC ;
- *Visibilité des partenaires* : en s'appuyant sur le plan de visibilité préparé par le FIDA, la PROPAC devra préparer un plan de visibilité spécifique à la PROPAC prévoyant l'affichage systématique des logos des partenaires financiers du PAOPA dans tous les produits de communication dérivés du PAOPA. Les modalités d'autorisation préalable à l'utilisation des logos devront être clarifiées avec le FIDA au besoin. Le plan devra être partagé avec les OPN et la PROPAC devra s'assurer qu'elles le mettent en application ;
- *Suivi-évaluation* : il est recommandé que la PROPAC insère dans son programme de travail le recrutement d'une expertise en suivi-évaluation (SE) avec pour principales fonctions (i) l'appui à la mise en place d'un cadre de SE spécifique à l'organisation et aligné à son plan stratégique et (ii) l'appui technique et méthodologique en SE aux OPN

## COMPOSANTE 2 – PARTICIPATION DES OP AUX PROCESSUS POLITIQUES

23. Les dotations en personnel qualifié et en équipement, la prise en charge des frais de gestion et le renforcement de capacités ont donné à la PROPAC et à ses membres une visibilité et une crédibilité qui leur ont permis de devenir des partenaires reconnus sur la scène du développement rural. Ainsi la CNOP-CAM et la CNCPRRT sont représentées dans plusieurs plateformes de concertation, dialoguent régulièrement avec les ministères chargés de l'agriculture (*'nous sommes devenus des compagnons du ministère de l'agriculture'*) sont membres de plusieurs comités de pilotage et comités de suivi technique, participent à la formulation de projets (par exemple le programme de la Banque mondiale de lutte contre le terrorisme en faveur des jeunes).

24. Les deux OPN indiquent que cette crédibilité nouvelle facilitée par le PAOPA a suscité une demande tant des producteurs que des autres acteurs du secteur agricole que des autres acteurs du secteur rural qu'elles ne parviennent pas à satisfaire. En effet, même si le PAOPA a permis un

renforcement certain, les ressources des OPN restent limitées. Comme le dit la Secrétaire exécutive de la CNOP-CAM, *'les OPN sont invitées à participer aux comités de pilotage, dans la capitale ou dans les régions, mais comment elles le font, personne ne s'en soucie'*.

25. **PROPAC.** La PROPAC a organisé deux consultations de ses membres. La première portait sur la gestion foncière et l'accaparement des terres et a débouché sur la publication de la Déclaration de la PROPAC sur le foncier. La PROPAC a organisé un débat télévisé à la télévision du Cameroun avec des leaders régionaux pour plaider en faveur d'un engagement des Etats dans les réformes foncières. Elle a aussi été consultée par la CEAC pour fournir ses contributions sur la prise en compte de ses priorités en matière de gestion foncière dans la Politique agricole commune. La deuxième consultation portait sur les APE et a aussi donné lieu à une déclaration de la PROPAC, alertant sur les risques des APE pour les petits producteurs et plaidant pour la prise en compte de leurs intérêts.

26. Par ailleurs, la PROPAC a réalisé une étude analysant les incohérences en matière de politique agricole entre la CEEAC et la CEMAC et a entamé les contacts avec les deux organisations. L'accord de partenariat signé avec la CEEAC prévoit aussi des consultations régulières et une approche semblable est envisagée avec la CEMAC.

27. **OPN.** Toutes les OPN ont participé à l'élaboration des Plans nationaux d'investissement agricole (PNIA) dans le cadre du Programme détaillé pour le développement de l'agriculture africaine (PDDA) soutenu par le NEPAD. A titre d'exemple, la CNOP-CAM et la CNCPRRT ont conduit les actions de plaidoyer suivantes en 2013-2015 :

- **CNOP-CAM:** en 2013, la CNOP-CAM a organisé un atelier sur la place et les enjeux de l'agriculture familiale face à l'agriculture commerciale et elle a défendu ses positions en participant à la préparation de la Stratégie de réduction de la pauvreté, la Stratégie du secteur du développement rural et la Stratégie croissance et emploi, ainsi qu'à la formulation du Projet d'investissement et de développement des marchés agricoles (PIDMA) financé par la Banque mondiale, qui permettra d'approvisionner en matières premières des sociétés multinationales telles que Nestlé ou Guinness. En 2014, la CNOP-CAM a organisé des rencontres (dont une table ronde télévisée) de sensibilisation sur la question de l'accaparement des terres et la nécessité d'harmoniser la législation, ainsi que sur la prise en compte des effets du changement climatique sur le travail des agricultrices.
- **CNCPRRT:** en 2013, avec l'appui d'Oxfam, la CNCPRRT a organisé un forum réunissant ses membres, des représentants du gouvernement et des partenaires techniques et financiers ainsi que les médias pour évaluer la réalisation des engagements pris par l'Etat l'année précédente lors d'un Forum sur la politique agricole. En particulier les OP critiquaient l'attribution d'équipements agricoles par le ministère de l'Agriculture selon des critères politiques et le manque de structures de gestion pour ces équipements. Le ministère a réagi en mettant en place un mécanisme de rétrocession des tracteurs ainsi que des comités de gestion. La CNCPRRT a aussi organisé, avec la collaboration d'Oxfam, un atelier pour informer 10 parlementaires sur le contenu de la Charte de prévention et de gestion des risques alimentaires adoptée par le CILSS, en particulier en ce qui concerne la mise en place d'espaces de concertation. Les principes de la Charte ont depuis été reflétés dans différents plans nationaux. En 2014, elle a développé un plaidoyer pour augmenter la place de l'agriculture familiale dans le budget de l'Etat. Et elle a aidé les femmes leaders d'OP à développer un argumentaire sur des questions les intéressant spécifiquement.

### COMPOSANTE 3

28. Le démarrage de la mise en œuvre de la composante 3 a connu un an de retard (démarrage officiel en janvier 2014). Cela s'explique par la longue période de négociations (i) d'une part entre la FIDA et la PROPAC concernant le principe de contractualisation entre PROPAC et UPA-DI pour assurer l'assistance technique sur la composante 3 et (ii) d'autre part entre la PROPAC et UPA DI concernant le coût affecté à cette assistance technique considéré trop élevé par la PROPAC. Les négociations ont finalement abouti en septembre 2013 avec la signature du contrat de partenariat PROPAC-UPA DI et la mise à disposition d'une assistante technique le 4 novembre 2013. Etant donné que le budget affecté à la Composante 3 en 2013 représentait plus de 50% du PTBA, et compte tenu de la règle des 70%, le retard dans la mise en œuvre de cette composante a de fait

bloqué la mise en œuvre de toutes les autres activités puisqu'il a empêché PROPAC d'accéder à une deuxième tranche de financement.

29. Depuis le lancement officiel de la composante 3 en janvier 2014, la majorité des activités entre dans le cadre de la convention entre PROPAC et UPA DI.

30. D'après le dispositif décrit dans le programme de travail, à la date de la RMP, le système de coordination, d'analyse et de planification des activités de la composante 3 est opérationnel (sous composante 3.1). Ainsi, le cadre de sélection des initiatives économiques d'OPL à financer est en place et le processus de sélection des projets a démarré. Rien n'a encore été exécuté sur la composante 3.2 qui prévoit le financement des projets sélectionnés dans le cadre de la composante 3.1. Sur la composante 3.3, une plaquette de vulgarisation du fonctionnement de la composante 3 a été élaborée et largement diffusée sur le terrain.

31. Malgré l'important retard accusé dans l'exécution globale de cette composante, la mission reconnaît que le dispositif de la composante 3 a pu être impulsé grâce à un fort investissement des OPN dans leurs pays (Chargés d'appui locaux (CAL) et autres responsables d'OPN travaillant sans salaire pour appuyer la soumission des projets d'OPL, OPL contribuant aux frais de tenue d'ateliers de formation, etc.), ce qui a créé une importante dynamique au sein des OPN et a suscité beaucoup d'attentes à la fois des OPL et des OPN membres.

## CONCEPTION

32. **Pertinence:** Sur le principe, la composante 3 est pertinente pour la PROPAC puisqu'elle s'inscrit dans l'un de ses sous-objectifs, à savoir "le renforcement des capacités économiques des OP et le développement des filières".

33. **Une approche complexe:** l'approche adoptée par la PROPAC pour la mise en œuvre de la composante 3 consiste à mettre en place un mécanisme d'identification, de sélection/validation et de financement de projets économiques présentés par des Organisations de producteurs locales (OPL) membres du réseau des OPN dans les six pays ciblés par le PAOPA. Ce mécanisme est piloté par une Commission de Promotion des Activités Economiques (CPAE) mise en place par PROPAC qui est principalement constituée d'élus des OPN cibles. Le mécanisme fonctionne via un dispositif d'appel à projets qui suit un ensemble de règles formalisées dans un manuel d'exécution propre à la Composante 3. La mission note que le modèle élaboré par la PROPAC est relativement complexe et assez lourd à exécuter. En particulier elle comprend de nombreuses étapes d'identification et présélection à tous les niveaux, demande une forte capacité d'identification des initiatives potentielles et nécessite d'importants moyens financiers pour les rencontres de la CPAE.

34. **Une assistance technique spécifique:** Une des spécificités de l'approche de mise en œuvre de la composante 3 à la PROPAC est qu'elle est soutenue par une assistance technique de l'agri-agence UPA DI, qui est consacrée exclusivement à la mise en œuvre de cette composante. Cette assistance technique a été demandée par le FIDA lors de la formulation et convenue avec la PROPAC suite à des discussions.

35. **Majorité du budget alloué à la composante 3:** Le budget global que la PROPAC a alloué à la composante 3 est en proportion le plus élevé de tous les réseaux: 52% du budget global du PAOPA, dont 70% sont alloués au financement des projets (sous composante 3.2). Compte tenu de la complexité du dispositif et du niveau de maturité relativement faible de la PROPAC et des OPN membres ciblés, la mission relève que ce budget a été surdimensionné à la conception.

36. **Manque de clarification sur la possibilité de financer des investissements dès la conception.** la mission a noté des incohérences relatives à la question du financement des investissements dans le programme de travail de la PROPAC<sup>30</sup>, qui mentionne à la fois que ce n'est pas le rôle du PAOPA de financer des investissements et que la sous composante 3.2 financera les investissements des faïtières/OPL. La planification budgétaire de la composante 3.2 prévoit d'accompagner au moins 12 initiatives économiques d'OPL avec un budget alloué de 1 365 000 EUR

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<sup>30</sup> Cf. Tableau 1 en annexe 1.

pour l'ensemble de la durée du Programme, ce qui revient à une moyenne de 113 750 EUR par initiative, ce qui ne pouvait pas s'apparenter à un appui exclusivement en renforcement de capacités tel que prévu par le PAOPA.

37. Enfin, la mission note que l'évaluation indépendante de la phase pilote avait identifié pour la PROPAC un risque important de manque de compréhension partagée sur le concept d'appui aux services économiques<sup>31</sup> qui aurait dû inciter l'ensemble des parties prenantes à bien clarifier les choses au moment de la conception de cette composante.

### **Sous-Composante 3.1: Analyse, Planification Et Coordination**

38. La mission constate que la mise en œuvre de la composante 3 à la PROPAC s'opère selon une approche qui diffère sensiblement de ce qui était prévu dans le Programme de Travail. Le Tableau 1 en annexe 1 fait le point sur ces écarts, en particulier en ce qui concerne : (i) l'approche globale de mise en œuvre ; (ii) le type d'initiatives économiques à soutenir ; et (iii) le type d'activités éligibles au financement du PAOPA.

39. **Approche globale/ types d'initiatives à soutenir:** alors que la conception prévoyait de financer un nombre limité d'initiatives économiques en cours auprès d'OPL ayant un certain niveau de maturité, le PAOPA/PROPAC prévoit de soutenir une multitude de projets (déjà 41 projets analysés par la CPAE et 9 validés) et pour la plupart sur des activités nouvelles pour les OPL dont le niveau de maturité n'a pas été mesuré (en particulier la capacité de gestion financière - cf. plus bas).

40. **Les activités éligibles au financement du PAOPA - la question des investissements:** contrairement aux principes de la composante 3 du PAOPA, la PROPAC s'est engagée à financer des équipements/investissements pour neuf projets économiques déjà validés par son Conseil d'administration à la date de la RMP. La mission note que le manuel d'exécution de la composante 3 comporte les mêmes incohérences que le programme de travail de la PROPAC concernant ce sujet: en introduction, il est rappelé que le PAOPA ne finance que des activités de renforcement de capacités et de facilitation, et au chapitre 5.2, le manuel dit que le PAOPA peut financer des investissements sans toutefois donner de liste des types d'investissements éligibles.

41. Ces écarts viennent principalement d'un manque de compréhension partagée sur la stratégie d'exécution de la composante 3 et d'une divergence d'opinions sur la nécessité de financer des investissements entre les différentes parties prenantes (PROPAC, FIDA, AT d'UPA DI). Malgré les nombreux échanges emails (en particulier sur le manuel de procédures de la composante 3 qui n'a finalement jamais reçu de non objection du FIDA), réunions Skype, les deux missions de supervision du FIDA et une réunion à Rome entre le FIDA et UPA DI, il n'y a pas eu une compréhension mutuelle et un accord sur les activités éligibles et cela a en réalité eu pour effet pratique d'avaliser l'approche envisagée par la PROPAC. La mission note également que cette incompréhension a été exacerbé par le fait qu'au moins trois versions différentes du programme de travail global PAOPA/PROPAC sont en circulation au sein de l'équipe technique de la PROPAC (AT d'UPA DI inclus) et des OPN membres avec des contenus différents sur la composante 3. Si la mission ne conteste pas le rôle économique que peuvent jouer les OPR/OPN en appui à leurs membres, elle est également convaincue que le financement d'investissements ne relève pas de leur mandat. Compte tenu en outre de la faiblesse des ressources disponibles sur le PAOPA et de la lourdeur d'un dispositif (trois niveaux de décision et d'opération) qui n'est relié à aucune source de financement durable (système bancaire), le système mis en place risque de n'engendrer que des impacts limités, sans offrir de perspectives de durabilité. Une aide à l'établissement de partenariats avec des projets

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<sup>31</sup> Extrait de l'évaluation externe UE - annexe PROPAC: "Notons que l'usage indifférencié par la PROPAC et ses OPN membres des termes "activités économiques" et "services économiques" tend à indiquer que la composante 3 de la prochaine phase n'est pas perçue de la même manière par l'ensemble des acteurs. Certains y voient une manière d'appuyer directement des activités économiques au niveau de la base (mécanismes spécialisés de mise à disposition d'intrants, création de coopératives, ligne budgétaire gérée par les OPN pour des projets à caractère économique développés par les OP de base) alors qu'une OPR et même une OPN n'a pas vocation à le faire. Il s'agit de développer une offre de services qui vont renforcer les membres des OPN à fournir des services économiques à la base."

d'investissement disposant de ressources infiniment plus importantes que le montant de 1 365 000 EUR alloué à la sous-composante 3.2<sup>32</sup> serait plus pertinent.

## Dispositif

42. **UPA DI.** Une convention de partenariat entre PROPAC et UPA-DI a été signée en septembre 2013 pour une durée de trois ans avec un budget détaillé pour la première année de mise en œuvre. L'assistante technique UPA DI a travaillé à la PROPAC pendant la période de novembre 2013 à octobre 2014. Tel que stipulé dans la convention, une évaluation conjointe UPA DI/PROPAC de la convention de partenariat a été conduite en juillet 2014 et s'est conclue positivement par un accord de principe du renouvellement de l'appui à l'occasion du CA de la PROPAC tenu en septembre 2014.

43. Les principales tâches accomplies par l'AT ont été: (i) la préparation du manuel d'exécution et de gestion de la composante 3 et du "coffre à outil" compilant l'ensemble des documents, outils et formats de référence devant faciliter la mise en œuvre; (ii) l'appui à la mise en place de la Commission de promotion des activités économiques (CPAE), organe de pilotage de la composante et de sélection des projets qu'elle finance; (iii) la formation des membres de la CPAE/CAL (cf. plus bas) à l'utilisation du manuel et des outils et à quelques dispositifs de fonctionnement de services économiques (Système de commercialisation et de mise en marché - SCMM, etc.) afin de stimuler les propositions de projets dans les pays (cela s'est notamment matérialisé par des missions de terrain dans les OPN auprès des CAL notamment); et (iv) la préparation de 6 modules de formations destinés aux OPL sélectionnées et qui devaient être donnés par les Cadres d'appui locaux pendant la période d'élaboration des projets.

44. **Recrutement de personnel additionnel.** En mai 2014, la PROPAC a recruté un Chargé de promotion des activités économiques devant opérer en tandem avec l'AT UPA DI pour le suivi de l'exécution de la composante 3 au niveau régional. Le salaire de cette personne est pris en charge dans le cadre de la convention entre PROPAC et UPA DI. Comme stipulé dans le manuel d'exécution et de gestion de la composante, chaque OPN a recruté au cours du premier trimestre 2014 un cadre d'appui local (CAL) en charge de l'appui à la formulation de propositions de projets à financer ainsi que de l'accompagnement/formation des porteurs de projets initiés. Ainsi, 6 CAL ont été recrutés sous contrat annuel.

45. **Pilotage et dispositif de sélection des projets.** La Commission de Promotion des Activités Economiques (CPAE<sup>33</sup>) a été officiellement créée en janvier 2014 et elle a immédiatement validé le manuel d'exécution et de gestion de la C3 (voir ci-dessous). Une formation accélérée des membres du CPAE à l'utilisation des outils conçus dans le "Coffre à outil" a été dispensée (en particulier la formation au remplissage des canevas de grille de recensement et de fiche de présentation du projet de l'OPL plus quelques modules de formation économiques).

46. Il s'en est suivi le lancement de la collecte des "grilles de recensement" et des "notes de présentation de projets" des OPL via une large diffusion des formats par les OPN. Le processus a été accompagné par quelques missions d'appui/formation de l'AT UPA DI (notamment une formation de 2,5 jours sur la préparation de notes conceptuelles).

47. A la date de la RMP, la CPAE s'est réunie 2 fois en juin et septembre 2014. Lors de ces réunions, les élus qui en sont membres examinent un rapport technique élaboré en amont par les membres techniques de la Commission. Le processus d'approbation des projets se fait en deux étapes (i) révision des notes conceptuelles des OPL et notation qui détermine si les OPL sont invitées à développer un plan d'affaire ou à réviser leur note conceptuelle; (ii) révision des plans d'affaires élaborés dans un second temps puis décision de la CPAE selon 3 options "Approbation de démarrage"; "Approbation de démarrage conditionnelle"; ou "Doit être revu et repasser à la CPAE". Une fois l'approbation donnée, le CA de la PROPAC entérine officiellement la position de la CPAE.

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<sup>32</sup> Par exemple le projet Amélioration de la compétitivité des entreprises familiales financé par l'AFD au Cameroun s'élève à 85 millions EUR.

<sup>33</sup> Composée de 1 élu de chaque OPN + 3 membres techniques de l'équipe PROPAC (l'AT UPA DI, le Chargé de promotion des activités économiques et un membre du secrétariat exécutif afin d'assurer la cohérence avec la stratégie globale de la PROPAC).

## Résultats

48. **Manuel d'exécution et de gestion.** Globalement, certaines divergences d'opinion demeurent entre la PROPAC, les OPN et le FIDA sur 2 points importants de ce manuel : (i) la possibilité d'investir dans des investissements (machinerie ou équipements et immobilisations) et (ii) le financement de l'appui des OPN auprès des OPL :

- *Sur la question des investissements:* voir paragraphes précédents
- *Sur la question du financement de l'appui des OPN aux OPL:* le chapitre 6 du manuel fait mention des cadres d'appui locaux (CAL) qui ont pour mission d'accompagner les OPL dans le processus d'identification - formulation et exécution des projets financés par la composante 3 via des missions d'appui et de la formation. Il est prévu dans le manuel que les frais liés au financement de ces CAL soient pris sur la composante 3.2. Or ce budget n'était pas prévu initialement dans le programme de travail de la PROPAC et les élus ont souhaité utiliser les fonds de la sous-composante 3.2 au financement direct des projets et non à la prise en charge de personnel. Du fait du retard dans l'exécution du programme et des blocages financiers, aucune OPN n'a reçu à ce jour de fonds pour payer ces CAL. Les OPN ont donc adopté différentes stratégies pour tenter de faire fonctionner le dispositif: la CNOP-CAM a mobilisé d'autres sources de financement pour prendre en charge son CAL; à Sao Tomé la fonction de CAL a finalement été assurée par le secrétaire permanent de l'OPN; d'une façon générale la plupart des OPN ont eu des difficultés à rémunérer ces CAL. Le résultat est que dans 2 OPL (Tchad et RDC), le contrat annuel entre l'OPN et le CAL n'a pas pu être renouvelé et les OPN se trouvent en situation d'impayés de salaires vis-à-vis de ces CAL.
- *Montant maximum des projets:* l'enveloppe maximale des projets est fixée à 50 millions de FCFA (soit 76 224 EUR); pourtant, les techniciens PROPAC (y compris l'AT de UPA DI) étaient plutôt favorables à mettre un montant indicatif inférieur; à la lecture des propositions de projets et de leurs budgets, il semble de certains projets ont surdimensionné leurs besoins en particulier en équipements). Par ailleurs, dans le processus d'identification et de sélection des projets, aucune évaluation de la capacité de gestion financière des OPL est faite; le manuel de gestion - au chapitre 5.6 - indique que l'OPL devra prendre en charge les frais de gestion du projet (mais en a-t-elle les moyens sans ressources humaines en place pour assurer cette gestion?). UPA DI a développé un module de formation de 6 jours sur la gestion administrative et financière des projets, qui montre comment utiliser différents registres financiers simples permettant par la suite de produire des états financiers. La tenue régulière de ces registres doit être vérifiée par les Cadres d'appui local lors de sa mission mensuelle.
- *Le principe de recouvrement des fonds du projet affectés aux OPL:* dans le chapitre 5.3, le manuel décrit le principe de reconstitution des fonds du projet affecté aux OPL calculée selon une perspective de reconstitution de l'investissement initial sur une période de 5 ans, avec la clé de répartition suivante: sur les bénéfices générés par l'OPL, 40% seront reversés à l'OPN, 20% à l'OPR, 20% seront mis en réserve par l'OPL et 20% seront reversés aux membres. L'idée sous-jacente était d'assurer une durabilité à l'initiative de la C3 pour permettre de financer de nouveaux projets même sans l'appui du PAOPA. Cette approche a été proposée par UPA DI et s'inspire de travaux similaires développés en Afrique de l'Ouest (Programme *Le savoir des gens de la Terre*). Cependant l'approche proposée - si elle est efficace à un niveau géographique local avec un accompagnement de proximité, n'est pas adaptée à l'échelle du PAOPA qui s'articule à des niveaux géographiques très éloignés. Etant donné le retard accusé dans le démarrage des projets et le temps qu'il reste pour mettre en place ce dispositif, la faisabilité de cette reconstitution semble compromise. Par ailleurs le suivi nécessaire au niveau de l'OPN pour garantir la reconstitution de ce fonds risque de détourner les employés des OPN de leur mandat central: la représentation des producteurs.

49. **Formulation des projets et l'accompagnement des OPL.** Le *coffre à outils* élaboré par l'AT contient 49 outils dont la grande majorité sont liés à la gestion administrative et financière du processus. Les outils plus "techniques" - canevas principalement - sont limités et la mission constate que leur format actuel n'a pas permis d'obtenir les résultats escomptés du fait du manque d'accompagnement nécessaire. L'outil correspondant au plan d'affaire est par ailleurs très incomplet et les documents soumis comme tels ne sont pas de véritables plans d'affaires (voir tableau 1 ci-dessous). La mission note que certaines OPN (tel que CNOP CAM) ont développé en interne des outils d'appui à l'élaboration de plans d'affaires pour leurs membres.

50. La démarche d'accompagnement des OPL à l'élaboration de propositions pertinentes et bancables a été très limitée du fait (i) des faibles ressources disponibles pour une formation d'envergure par la PROPAC d'une part (formation très restreinte des élus membres de la CPAE, contenu des TDR de l'AT/UPA DI insuffisant pour compléter les appuis mais en accord avec les ressources financières disponibles, suivi par le chargé CPAE de la PROPAC quasi impossible faute de moyens de déplacement) et par les OPN d'autre part, en particulier sur la méthode d'élaboration des plans d'affaire. L'absence de budget prévisionnel pour financer le salaire et les indemnités de terrain des CAL a entravé la bonne conduite de l'accompagnement des OPL à formuler des propositions de qualité. Au final la qualité des documents soumis à la CPAE a été largement tributaire de la capacité des OPN et de certaines OPL à mobiliser des ressources internes additionnelles (ou à travailler bénévolement) pour accompagner le processus (cas au Cameroun cf. ci avant).

51. **Grilles de recensement, notes projets et plans d'affaires examinés par la CPAE.** A la date de la RMP, la CPAE a examiné 41 notes concepts de projets, en a validé 21 dont 9 au 'stade avancé de plan d'affaires' (avec mention "approbation de démarrage conditionnelle"). Ces 9 projets ont reçu également l'aval du CA de la PROPAC, phase ultime du processus de sélection des projets.

52. Le tableau de l'annexe 2 fait le point de la répartition par OPN des 21 projets validés par la CPAE (les 9 projets qui ont été au bout du processus - plan d'affaire validé en CPAE et en CA de la PROPAC sont surlignés en jaune). A la date de la RMP, les 9 projets dont le plan d'affaire a été validé en CA avec mention "sous réserve" concernent 5 des 6 pays cibles du PAOPA 2 (tous sauf Sao Tomé). La répartition des projets est comme suit: Cameroun: 2; Tchad: 2; RCA: 1; Congo: 2; RDC: 2; Sao Tomé: 0. Six projets sur 9 concernent 3 principales filières: aviculture, vivrier et transformation et les trois autres sont multi filières.

53. Dans le cas de Sao Tomé, 2 projets ont été soumis à la CPAE pour financement et ont été rejetés car ils étaient centrés sur la filière cacao alors que le PAOPA cible des projets vivriers. Parallèlement, le FIDA a mis la PROPAC en contact avec le Chargé de programme de Sao Tome et Principe en vue d'envisager le co-financement par le PAOPA d'un projet d'une coopérative de cacao ciblée par un projet d'investissement du FIDA (le PAPAFA) sur des activités de renforcement de capacités. Si a priori cette OPL n'entre pas dans la cible de la composante 3 de la PROPAC (filière export et OPL non membre de l'OPN) la PROPAC prévoit d'effectuer une mission exploratoire à Sao Tomé dès que les fonds du PAOPA lui seront versés afin d'analyser le potentiel de cofinancement suggéré.

54. La mission a passé en revue un échantillon de "Grilles de recensement" et de "Plans d'affaires" révisés par la CPAE qui sont de qualité variable et globalement insuffisante. Les principales limites de ces documents et propositions d'amélioration sont résumées dans le tableau ci-dessous:

**Tableau 1 : Limites et proposition d'améliorations des outils de recensement et de soumission des projets au financement de la composante 3**

Limites	Propositions d'amélioration
<p><b>Les "grilles de recensement"</b> ne permettent pas d'avoir une vue d'ensemble sur:</p> <ul style="list-style-type: none"> <li>√ les services économiques actuellement mis en place par l'OPL à ses membres (sans projet)</li> <li>√ les capacités de gestion financière de l'OPL (pourtant essentielle à la mise en œuvre de projets économiques, en particulier compte tenu du plafond élevé des montants disponibles par initiative)</li> </ul>	<ul style="list-style-type: none"> <li>➤ Insérer dans le canevas du plan d'affaire une section où l'OPL décrira comment elle fournit actuellement des SE à ses membres et quels sont les principaux points de blocage</li> <li>➤ Prévoir un rapide diagnostic des OPL candidates en particulier pour évaluer leurs capacités de gestion financière et dimensionner les besoins d'appui en renforcement de capacités nécessaires pour la mise en œuvre des projets</li> </ul>
<p><b>Les "Plans d'affaires"</b> ne fournissent pas suffisamment d'éléments sur:</p> <ul style="list-style-type: none"> <li>√ le contexte et la justification du plan d'affaire: où en est l'OP dans son offre de services économiques (SE) actuelle, quels sont les blocages? Quel est l'état de l'offre en produits par les producteurs? à quel prix commercialisent-ils?</li> <li>√ les plans proposés sont annuels, or un PA se base sur des projections: quel est l'objectif stratégique de l'OPL sur les 3 à 5 ans à venir? en termes d'augmentation des rendements? du nombre de producteurs ciblés par le SE? des objectifs de durabilité? (avec par exemple un objectif de couvrir les frais d'un</li> </ul>	<p>Remédier aux différentes limites énoncées dans la colonne de gauche en améliorant le canevas du plan d'affaire afin qu'il prenne en compte les sections suivantes:</p> <ol style="list-style-type: none"> <li>1. Contexte et justification</li> <li>2. Présentation de l'OPL et des SE fournis à ses membres en mettant l'accent sur le mécanisme de fonctionnement des SE</li> <li>3. Présentation du marché sur la filière considérée: étude de marché/compétitivité</li> <li>4. Présentation des partenaires potentiels dans la zone de l'OPL</li> <li>5. Présentation de la stratégie, vision, des objectifs que l'OPL souhaite atteindre</li> </ol>

Limites	Propositions d'amélioration
<p>gestionnaire par les bénéfices de l'OP à terme?)</p> <p>√ la situation du marché des produits envisagés: situation de l'offre et de la demande, analyse du marché et de la compétitivité, etc.</p> <p>√ quels sont les partenaires potentiels dans la zone de l'OPL (IMF, secteur privé, projets, etc.)</p> <p>√ comment le dispositif de mise en place du ou des SE va-t-il fonctionner? Avec quel appui technique et sous quelle forme? comment le calcul des prix de mise à disposition des intrants est-il calculé? même chose pour le prix d'achat des produits par l'OP?</p> <p>√ le compte d'exploitation du producteur manque ce qui ne permet pas d'évaluer le potentiel d'augmentation du revenu des producteurs grâce au projet</p>	<p>6. Explication des calculs économiques du PA avec notamment l'intégration d'un compte d'exploitation du producteur</p> <p>7. Tableaux: en particulier compte de résultats de l'OP: Produits, charges (en distinguant charges fixes et charges variables), tableau d'amortissements, flux de trésorerie</p>

### Sous-composante 3.2: Appui à l'entreprenariat des agriculteurs ou des associations de producteurs/ et des organisations paysannes locales

55. Cette sous-composante n'est pas encore mise en œuvre puisqu'elle finance les projets d'OPL et qu'aucun à ce jour n'a reçu l'accord formel de financement.

### Sous-Composante 3.3: Gestion des connaissances

56. L'unique activité financée sur ce volet communication/capitalisation est la production en 2014 d'une plaquette de communication sur les projets C3 qui a été largement diffusée dans les pays.

### Recommandations

Compte tenu du diagnostic établi ci-avant, la mission a dégagé trois scénarios pour poursuivre la mise en œuvre de la composante 3, qui sont décrits dans le tableau 2 avec leurs relatifs risques et avantages.

**Tableau 2 - Propositions de scénarios pour la poursuite de la mise en œuvre de la composante 3**

Scénario	Conséquence: risques et avantages
<p>Reprendre totalement l'approche de mise en œuvre de la composante 3 afin de répondre au dispositif initial prévu dans le DCP</p>	<p><b>Risques:</b> Ce scénario engendrerait (i) une diminution drastique de la crédibilité de la PROPAC et des OPN vis-à-vis de leur membres, (ii) un effet déstructurant au niveau des OPN qui cherchaient via cette Composante 3 à reconnecter avec leur base, (iii) une démotivation et déception forte des OPL (et des OPN) qui ont investi en temps, ressources humaines et financement dans le processus, souvent bénévolement.</p> <p><b>Avantage:</b> être en conformité avec l'approche globale de mise en œuvre de la composante 3</p>
<p>Continuer la mise en œuvre avec l'approche initiée</p>	<p><b>Risques:</b> Compte tenu de la qualité limitée des plans d'affaires des projets actuellement validés, des faibles ressources pour l'accompagnement des OPL et du manque d'information sur les activités en cours et capacités de gestion des OPL, le risque de ne pas obtenir les résultats escomptés est élevé</p> <p><b>Avantage:</b> nécessite un moindre effort pour ajuster les différents outils et processus initiés.</p>
<p>Poursuivre la dynamique enclenchée en construisant sur les acquis tout en recadrant la méthodologie et les projets déjà validés pour s'assurer de la rentabilité, la bonne gestion et la durabilité des actions financées (cf. détails plus bas)</p>	<p><b>Avantage:</b> Construire sur les acquis et dynamiques impulsées afin de ne pas décourager les acteurs</p> <p>Le redimensionnement des projets (en particulier de la partie investissements) validés doit permettre d'assurer leur rentabilité</p> <p>Apporter un appui plus complet (en priorisant l'accompagnement technique et l'appui à la gestion financière) à un nombre limité de projets qui auront valeur d'exemples dans la région (et sur lesquels le volet gestion des connaissances aura plus d'impact)</p> <p><b>Limites:</b> le processus de recadrage va nécessiter une période incompressible d'ajustement (analyse des projets et amélioration des plans d'affaires, renforcement des capacités supplémentaire, etc.)</p>

57. La mission recommande d'opter pour le troisième scénario et de poursuivre la dynamique enclenchée par la PROPAC en collaboration avec UPA DI tout en recadrant les projets déjà validés (en particulier en redimensionnant la part d'investissements), en s'assurant de leur faisabilité et rentabilité et en renforçant le dispositif d'accompagnement des porteurs de projets. Les principales orientations à suivre pour la seconde période d'exécution du PAOPA sont les suivantes:

- Obtenir un consensus entre les différentes parties prenantes (PROPAC, FIDA et UPA DI) sur l'approche de mise en œuvre de la composante 3 :
  - Les grands principes de l'approche et les grandes lignes de leur opérationnalisation seront discutés et validés à l'occasion d'une réunion en marge du comité de pilotage de Yaoundé
  - Une feuille de route claire sur le travail à conduire par UPA DI sera élaborée et validée par l'ensemble des parties. L'exécution de la feuille de route pourra être conduite sous différentes formes (pas forcément d'assistance technique permanente mais probablement une combinaison d'appuis ponctuels et de formations) à définir lors de la réunion ;
- Limiter le nombre de projets à financer et recentrer les filières appuyées ou les types de service économiques à renforcer (en particulier pour faciliter le travail de partage et gestion des connaissances) d'ici la fin du PAOPA :
  - Le ciblage des projets à soutenir devra se limiter à un nombre acceptable d'initiatives afin de concentrer les efforts sur des projets porteurs d'enseignements, d'impacts et de résultats et de concentrer également les ressources investies. La mission propose de limiter l'appui au financement d'un maximum de 15 projets ;
  - La mission propose d'insérer dans les critères de choix des projets la dimension "filiale" ou la dimension "nature du service économique renforcé". Cette orientation vise principalement à faciliter par la suite les échanges et apprentissages entre OPN/OPL (composante 3.3) ;
- Recadrer et redimensionner les projets déjà validés :
  - les 9 projets validés devront faire l'objet d'une analyse plus complète sur le terrain afin de consolider les projets et de s'assurer des activités complémentaires à mettre en place pour assurer leur durabilité et leur bonne gestion: (i) analyse de la capacité de gestion financière des OPL porteuses; (ii) appui à l'élaboration de véritables plans d'affaires réalistes et cohérents avec éventuel réduction de la part de l'investissement s'il est considéré comme surdimensionné, (iii) intégration dans le projet de frais liés à l'accompagnement technique des CAL.
  - Le redimensionnement des 9 projets déjà validés permettra en réalité de réaffecter une partie des ressources trop importantes affectées aux investissements pour le financement des activités complémentaires prévues plus haut (profiling financier des OPL, appui technique pour l'amélioration des plans d'affaires, etc.)
- Revoir le contenu du manuel d'exécution et de gestion de la composante 3, en particulier:
  - préciser les types d'investissements éligibles et les critères de choix des investissements à financer (comme par exemple la démonstration de la valeur ajoutée de l'investissement, le bénéfice chiffré prévu pour les producteurs et pour l'OPL, le plan de rentabilité, etc.)
  - revoir à la baisse le montant maximum de financement des projets d'OPL en se basant (i) sur l'expérience d'UPA DI en matière de financement de projets locaux d'OPL, et (ii) sur les montants classiques d'enveloppes de financement de projets d'OPL adoptés dans le cadre de projets d'investissements.
  - supprimer le principe de recouvrement des fonds
  - Améliorer le canevas de collecte des projets en particulier la section qui présente les actions/services économiques en cours dans les OPL
  - Améliorer l'outil "plan d'affaire" afin de refléter l'ensemble des sections utiles à un plan d'affaire et y prévoir une section concernant la capitalisation/gestion des connaissances.
- Intégrer dans la CPAE des techniciens qui pourront apporter une contribution technique à la sélection des projets, en accord avec les prescriptions du programme de travail de la PROPAC pour SFOAP.

## GESTION DU PROJET

58. **Gestion financière.** L'examen et l'analyse des aspects fiduciaires réalisés au cours de la mission de supervision en Afrique centrale en 2014 ont dévoilé des défaillances dans la gestion financière de la PROPAC. Le rapport de mission soulignait notamment: i) le retard de la présentation des audits annuels; ii) une utilisation malavisée et non autorisée des ressources affectées aux composantes du programme, et notamment un dépassement des fonds alloués pour la composante 1; iii) des problèmes de répartition des rôles et des responsabilités entre le personnel et les dirigeants; iv) quelques irrégularités au niveau des procédures de contrôle interne et de la comptabilité.

59. La Division du Contrôleur et des services financiers du FIDA (CFS) a donc souligné qu'il fallait envoyer une mission d'appui pour régulariser les problèmes financiers relevés et s'assurer que la PROPAC prenne les mesures nécessaires pour assurer une gestion rigoureuse et transparente des ressources du programme. CFS a en outre décidé de suspendre temporairement le versement de la deuxième tranche des fonds à la PROPAC dont la requête avait été soumise au FIDA en Septembre 2014. Compte tenu des constats de la mission, le paiement serait assuré par le FIDA.

60. Cette mission a été organisée du 26 juillet au 6 août 2014 en trois tranches. La mission avait travaillé avec l'équipe PROPAC en date du 15 au 25 novembre et en date du 07 au 13 décembre 2015 au Cameroun et enfin, une restitution au siège du FIDA à Rome en date 14 au 17 novembre 2014.

61. Afin de régulariser la situation et de mettre le FIDA dans la condition de décaisser les fonds de la deuxième tranche, un bon nombre de recommandations visant l'amélioration de la gestion financière de la PROPAC avaient été formulées.

62. La mission de revue à mi-parcours constate que la PROPAC a enregistré des avancées significatives dans la normalisation de la gestion financière par la mise en application des recommandations de la mission de supervision de juillet 2014 et de la mission d'appui de novembre - décembre 2014. Les actions suivantes ont été entreprises :

- Tenue du Conseil d'Administration au mois de février 2015 pour arrêter les mesures relatives à la mise en application des recommandations de la mission d'appui du mois de novembre. Parmi les grandes décisions prises par le conseil figurent : (i) la validation de la composition de l'équipe et des salaires de la PROPAC ; à ce sujet, il a été décidé que le PAOPA prendra seulement en charge les salaires du Secrétaire Exécutif et du Responsable Administratif et Financier ;(ii) La fixation des taux des perdiems pour les missions ; (iii) La mise en place d'une commission de passation des marchés ; (iv) les tâches et les responsabilités pour les cadres de la PROPAC.
- La PROPAC a mis plus de rigueur dans sa gestion financière. Les mesures ont été prises: (i) l'introduction des paiements par chèques pour limiter les paiements en espèces ; (ii) la comptabilité a été mise à jour ; (iii) le paramétrage de TOMPRO a été réalisé ; (iv) la PROPAC se prépare à l'audit de 2014 pour envoyer le rapport d'audit au FIDA avant la date butoir de transmission du rapport d'audit au FIDA fixée au 30 juin 2015.

63. Sur la base des indications de la revue à mi-parcours et des avancements enregistrés, le FIDA a informé la PROPAC (Avril 2015) qu'il était disponible à procéder avec le paiement (50% du PTBA comme convenu dans l' Aide-Mémoire de la mission de soutien), même si les pièces justificatives relatives aux dépenses déjà engagées n'étaient pas partagées par la PROPAC comme convenu lors de la mission de soutien. La DRF révisée et finalisée a été soumise par la PROPAC le 15/05/2015 et payée le 25/05/2015. En plus, la PROPAC a engagé le scannage des pièces justificatives.

64. La mission de revue à mi-parcours juge que presque toutes les insuffisances en matière de gestion financière ont été relevées par les deux missions susmentionnées. Durant la période d'après la revue, la PROPAC continuera sur la même lancée, avec la même rigueur et détermination la mise en œuvre des recommandations afin d'atteindre le niveau de gestion souhaitée et à la taille d'une organisation qui se veut régional. Les recommandations concernent entre autres: (i) la mise à jour du manuel des procédures de la PROPAC, (ii) paiement des taxes sur les revenus des personnes physiques ( personnel), (iii) affiliation du personnel à la sécurité sociale, (iv) formation en passation

des marchés pour les cadres de la PROPAC et des OPN, (v) demande de non objection pour les dépenses de plus de 7,700 EUR pour les services et de plus de 15 400 EUR pour les fournitures , (vi) déposer le rapport d'audit de l'année écoulée avant le 30 juin de l'année en cours etc.

65. En matière d'outils, la PROPAC dispose d'un logiciel de gestion TOMPRO et le comptable se débrouille bien dans la saisie des pièces comptables et dans l'édition des rapports, du manuel des procédures du PAOPA et du manuel des procédures propres à la PROPAC. Toutefois, le manuel des procédures de la PROPAC devra être révisé pour combler les insuffisances en matière de gestion du personnel notamment la description claire des tâches et des responsabilités du personnel, la définition des relations hiérarchiques et horizontales mais aussi la description du mode de création d'un poste et les méthodes de recrutement concurrentielles.

66. **Décaissement.** Depuis le démarrage de la phase principale du PAOPA, la PROPAC a reçu un seul décaissement en juillet 2013 pour un montant de 831.637 EUR représentant 95% du budget de 2013 estimé à 895.188 EUR.

67. La PROPAC a soumis au FIDA la deuxième DRF en Septembre 2014 quand la condition d'utilisation du 70% des fonds reçus était satisfaite et donc 14 mois après réception de la première tranche. Les raisons qui expliquent ce retard sont les suivantes :

- Les difficultés d'atteindre les 70% des dépenses du décaissement reçu en 2013 : dans son budget de 2013, la PROPAC avait réservé un grand budget à la troisième composante destinée à rendre des services économiques aux membres. La troisième composante constituait 47% du budget total de 2013. Suite au démarrage tardif des activités de ladite composante, il était difficile pour la PROPAC d'atteindre les 70% des dépenses exigées pour introduire la DRF pour paiement à temps. Pourtant, la PROPAC avait décaissé les fonds alloués à la première composante et à la deuxième composante.
- Les insuffisances dans la gestion financière renseignées par la mission de supervision de juillet 2014 ont poussé le FIDA à suspendre le décaissement pour le budget de 2014 et le FIDA a envoyé une mission d'appui en gestion financière pour aider la PROPAC à améliorer sa gestion financière.

68. La décision de suspendre le décaissement a eu des conséquences énormes dans le fonctionnement de la PROPAC. Le non décaissement des fonds pour l'exercice de 2014 a occasionné des dégâts considérables au niveau régional qu'au niveau national. Les agents au siège de la PROPAC ont déjà quatre mois d'arriérés et selon les plateformes, les arriérés vont de 9 mois à 15 mois. L'exemple est l'OPN du Tchad qui n'a pas payé les salaires des agents depuis le mois de juillet 2014. Cette situation a un impact négatif sur le rendement du personnel démotivé et fragilise les OPN et la PROPAC. Les engagements envers les tiers ne sont pas respectés ce qui par la suite, décrédibilise la PROPAC et les OPN. .

69. **Les réalisations.** Les réalisations se chiffrent à 705.338 EUR représentant 78,8 % du budget de 2013 qui était estimé à 895.188 EUR. Les réalisations représentent 18% du don total évalué à 3.732.292 EUR. La situation par composante montre que la première composante a consommé presque 41% des dépenses. Cette grande consommation s'explique par le fait que la PROPAC, sans l'autorisation du FIDA avait continué d'utiliser les fonds de la composante 3 pour payer les agents jusqu'à ce que le FIDA décide suspendre l'utilisation des fonds de la composante 3 pour préfinancer les activités des autres composantes notamment les salaires qui sont normalement provisionnés dans la première composante.

70. Le solde du compte PAOPA au niveau de la PROPAC est d'environ 100 millions de FCFA. Ces fonds sont normalement destinés à financer les activités de la composante 3. Les explications reçues de la PROPAC étaient que les fonds ont été gelés par le FIDA depuis le mois de janvier 2015. Les échanges entre la mission et le FIDA ont montré qu'il s'agissait d'une incompréhension entre la PROPAC et le FIDA, celui-ci ayant seulement interdit la réallocation de ces fonds aux autres activités notamment le paiement des salaires mais la PROPAC pouvait continuer de mener comme d'habitude des activités de la troisième composante.

71. **Budgets pour 2015- 2017.** Les chiffres montrent que les fonds qui restent pour la période d'après la revue à mi-parcours sont estimés à 3,02 millions d'EUR à décaisser en deux ans et demi.

Tout bien considéré, il sera difficile pour la PROPAC de décaisser un tel montant au vu même des retards dans les décaissements du FIDA vers les Réseaux. La planification de la phase pilote avait prévu une prise en charge dégressive des salaires avec présomption que les OPR allaient mobiliser les fonds supplémentaires auprès des autres bailleurs. La mission note les efforts consentis par les OPR mais également constate que le processus n'est pas aussi rapide qu'on le croyait. De plus, les bailleurs expriment toujours des réticences à financer les salaires. **Par conséquent, pour conserver les acquis de la phase pilote et pour la survie des OPN ; il est impérieux de réadapter la règle selon les différents besoins (voir rapport principale)**

72. **Qualité des Demandes de Retrait de Fonds (DRF).** La PROPAC s'est déjà familiarisée avec les formats utilisés pour les DRF. La mission note que la préparation de la deuxième DRF est au stade avancé. Néanmoins, la mission a constaté quelques éléments inclus dans la DRF et pour lesquels la PROPAC aurait dû demander un avis de non-objection. Il s'agit notamment de la pièce 761 du 02/02/2014 d'hébergement Bon Samaritain pour un montant de 10.271 ,25 EUR, pièce 746 en date du 21/01/2014 achat des billets pour un montant de 9.459,16 EUR, pièce 587 en date du 6/12/2013 Forum des femmes rurales pour un montant de 12195 ,92. **La PROPAC soumettra au FIDA les demandes de Non Objection ex-post pour toutes les dépenses de plus de 7.700 EUR incluses dans la DRF**

73. **Passation des marchés.** La passation des marchés a été le maillon faible de la PROPAC depuis le démarrage de la phase pilote mais cette fois, la PROPAC a pris des mesures pour relever les défis. Le Conseil d'Administration de la PROPAC a mis sur place une commission interne de passation des marchés. Au vu de la nature des activités de la PROPAC, il est conseillé de maîtriser la méthode de comparaison des prix et le recrutement des consultants par l'utilisation de la méthode de qualité-prix qui donne plus de poids à la capacité du consultant à mener à bien le travail. **Il a été convenu qu'en marge de l'atelier de démarrage des activités de 2015 la PROPAC tiendra une session de formation en passation des marchés à l'égard des représentants des plateformes nationales.**

74. **La gestion du contrat d'UPA-DI.** Le contrat signé entre la PROPAC et l'UPA-DI pour l'appui dans la réalisation des activités de la composante 3 a besoin d'un recadrage. Les prestations techniques d'UPA-DI à la PROPAC ne devraient pas excéder 300.000 EUR pour la durée totale du contrat. Le budget pour l'exercice de 2014 était fixé à un montant de 143.505 EUR. Les données de la comptabilité montrent que l'UPA-DI a reçu les paiements pour un montant de 126.527 EUR dont 120.430 EUR pour l'UPA-DI et 6.098 EUR pour le chargé d'activités économiques recruté au sein de la PROPAC pour suivre la mise en œuvre de la composante 3. Il était prévu une évaluation conjointe de l'appui au dixième mois de la mise en œuvre. La mission a été informée que l'évaluation a été faite et que le Conseil d'Administration tenu à Brazzaville en date du 19 septembre a reconduit le contrat de l'UPA-DI pour huit mois, c'est-à-dire de novembre 2014 à juillet 2015. **Pour clarifier la situation et mieux orienter le contrat, la PROPAC et l'UPA-DI doivent tenir une session de travail pour décider de la suite à donner au contrat. En outre, la PROPAC devra tenir une fiche de suivi du contrat qui indique les factures réglées et le solde du contrat.**

75. **Vérification des états certifiés des dépenses.** La mission a revu les pièces justificatives pour des éléments de la DRF en cours de paiement par le FIDA. La mission a constaté la matérialité des dépenses mais elle a noté des insuffisances dans l'attachement des pièces justificatives surtout au niveau des OPN. La mission renouvelle la recommandation que d'une manière générale chaque dépense soit appuyée par :

- Un bon de dépense avec trois signatures. Le comptable pour préparation, le responsable financier pour vérification et le Secrétaire Permanent pour autorisation
- Une facture
- Un ordre de mission
- Un bon de livraison ou un certificat attestant la qualité du rapport pour les consultances,
- Un contrat avec le fournisseur, prestataire de service ou consultant
- Une fiche de suivi du contrat pour des paiements en tranches
- La copie du chèque.

76. **Audit.** La PROPAC n'a pas respecté les délais prévus dans l'accord de financement en matière d'audit pour l'exercice 2013 puisque le rapport d'audit est arrivé au FIDA après la date butoir qui était fixée au 30 juin 2014. La PROPAC assure que les mesures ont été prises pour soumettre le rapport d'audit exercice 2014 avant la date butoir de transmission de l'audit au FIDA fixée au 30 juin 2015.

77. Pour faciliter les opérations d'audit qui pourraient être diligenté par les autres bailleurs, notamment la Commission Européenne, il a été convenu que la PROPAC devra constituer un fichier électronique des pièces comptables. Pour ce faire, le FIDA devra autoriser l'achat d'une imprimante professionnelle qui facilitera le scannage des pièces comptables. La PROPAC devra procéder au scannage progressif au lieu d'attendre de le faire au moment de la préparation de la DRF.

### Résumé des principales recommandations en matière de gestion

Mesure convenue	Responsabilité	Date convenue
1. Continuer la mise en application des recommandations des missions de supervision et de la mission d'appui de Novembre 2014	Secrétaire Exécutif, le Responsable Financier et le Comptable	Décembre 2015.
2. Mettre à jour le manuel des procédures de la PROPAC	Secrétaire Exécutif, le Responsable Financier et le Comptable	Fin Juillet 2015
3. Recadrer le contrat UPA-DI et communiquer au FIDA les nouvelles orientations.	Secrétaire Exécutif, le Responsable Financier Présidente de la PROPAC	Fin Avril 2015.
4. Demander la NO objection ex-post pour toutes les dépenses qui dépassent les 7.700 pour les services	Secrétaire Permanent RAF et le Comptable	Fin mai 2015
5. Tenir une session en passation des marchés en marge de l'atelier de démarrage des activités de 2015.	Secrétaire Permanent et le RAF.	Fin mai 2015
6. Organiser l'audit et soumettre le rapport d'audit au FIDA avant le 30 juin 2015	Secrétaire Exécutif et le RAF	Fin mai 2015
7. Informer mensuellement la présidente de la PROPAC sur l'état d'avancement dans la mise en application des recommandations des missions de supervision et de la mission d'appui de 2014.	Secrétaire Exécutif, le RAF et le comptable	Continu

### MOBILISATION DES RESSOURCES ET PARTENARIATS

78. **Stratégies.** Ni la PROPAC ni aucune des OPN n'a de stratégie de mobilisation des ressources. Le plan stratégique de la PROPAC prévoit que chaque OPN en soit dotée.

79. **Liens avec les projets FIDA.** La PROPAC note que la collaboration avec le siège du FIDA est bonne mais qu'elle est beaucoup plus difficile avec les représentations du FIDA dans les pays ou avec les projets qu'il finance. Ainsi au Cameroun, la CNOP-CAM a multiplié les démarches pour rencontrer les coordonnateurs de projet et le Représentant du FIDA mais jusqu'ici sans succès. Par ailleurs, en février 2015 la CNOP-CAM des commentaires sur la proposition du programme pays très complets, regrettant qu'ils ne prévoient d'impliquer ni la CNOP-CAM ni les OP faitières dans la gestion, le suivi, les partenariats ou la gestion des connaissances, et proposant : (i) un espace d'échange entre la CNOP-CAM, le ministère du Développement rural et le FIDA ; (ii) de participer à la mise en œuvre du programme pays par la fourniture de services économiques aux OP ; (iii) de recevoir un appui institutionnel pour le financement de sa structure et le renforcement de ses capacités de plaidoyer ; (iv) d'être appuyée dans la structuration du Forum paysans FIDA au niveau national ; (v) d'être soutenue dans la consolidation du Forum africain de la femme rurale au niveau national ainsi que dans la structuration du collège national des jeunes ruraux. Il lui a été répondu que les financements du FIDA sont décidés par le gouvernement et qu'elle devait solliciter les projets directement. La CNOP-CAM a répondu à un appel à propositions pour la prestation de services au Programme de Promotion de l'Entreprenariat Agropastoral des Jeunes et attend une réponse. A contrario, la CNOP-CAM est membre des Comités de pilotage et est représentée dans les comités régionaux de sélection des sous-projets dans divers projets de la Banque mondiale.

80. Il existe néanmoins quelques exemples positifs :

- La CNOP-Congo a établi un partenariat avec le PRODER 3 (FIDA) en 2013, auquel elle fournissait des services de formation à la structuration et au renforcement institutionnel des groupements. Le contrat est à présent terminé.
- A Sao Tomé et Principe, la FENAPA reçoit l'appui du PAPAFA depuis dix ans, y compris pour couvrir ses coûts de financement. Cet appui va se prolonger pendant les deux années qui restent jusqu'à la fin du projet et il est prévu que le nouveau projet qui sera financé par le FIDA prendra la relève. Selon la PROPAC, la FENAPA est en conséquence l'une des organisations les mieux structurées et équipée.
- Au Tchad, la CNCPRRT est prestataire de services de renforcement de capacités d'OP pour le PADERGE.

81. **Autres partenariats au niveau régional.** La PROPAC a noué des partenariats avec la FAO, le CTA, la CORAF et le projet Plateforme de Partenariat Afrique-Europe en Recherche Agricole pour le Développement (PAERD) financé par l'UE. Ces partenariats donnent accès à des ressources tant pour le niveau régional que le niveau national. Par exemple le PAERD finance des activités de valorisation de la filière maraîchère au Cameroun, au Congo et en RDC.

82. **Autres partenariats au niveau national.** Dans les OPN, le niveau de développement des partenariats est variable et dépend notamment de l'environnement général dans le pays (par exemple la situation en RCA permet difficilement de nouer des partenariats). Quelques exemples :

- La CNOP-CAM a un partenariat avec la FAO, la CENAC et la Conférence panafricaine des coopératives sur la mise en œuvre de la loi OHADA pour la préparation d'un guide sur la mise en œuvre de la loi OHADA, qui pourra ensuite être utilisé pour former les OPN et leur permettre de proposer leurs services aux ministères concernés dans leurs pays. Elle est aussi prestataire de services pour le Projet d'Amélioration de la Compétitivité Agricole (PACA) financé par la Banque mondiale pour la structuration d'OP en filières, la formation (notamment pour la mise en œuvre de la loi OHADA sur les coopératives) et l'appui-conseil.
- La CNCPRRT (Tchad) est prestataire de services pour le PAPAT financé par la Banque mondiale et assure la sensibilisation et la formation d'OP pour la mise en place de micro-projets communautaires. Elle fournit aussi des services pour la promotion du leadership féminin pour un projet financé par Oxfam, qui couvre aussi 30% de deux salaires et des coûts de fonctionnement du secrétariat.

**Annexe1: Tableau 1: Etat des lieux des écarts entre le Programme de travail (PdT) et la mise en œuvre de la composante 3 à la PROPAC**

	<b>Prévu dans le PdT/PROPAC</b>	<b>Réalisé à la date de la RMP</b>
<b>L'approche</b>	<p><i>"compte tenu du fait que le PAOPA n'est pas un programme d'investissement et de la particularité de son approche d'intervenir par le biais des OP régionales (ce qui n'est pas le niveau le plus approprié pour la prestation de services économiques directs aux agriculteurs), la composante se concentrera principalement sur le soutien d'un nombre limité de cas et initiatives économiques au niveau local pour analyser ces expériences, évaluer leur impact et systématiser l'expérience à travers la production et la diffusion des connaissances aux niveaux national et régional.</i></p> <p><i>La gestion des connaissances sera donc un outil essentiel comme complément des activités menées au titre de la composante pour faire le bilan des résultats obtenus, partager les connaissances et créer les prémisses pour la réplication des expériences positives. Ce processus d'apprentissage et de génération des connaissances sera encouragé à tous les niveaux."</i></p>	<p>Dans la mise en œuvre, la PROPAC a mis en place un système de sélection de projets d'OPL à financer avec les caractéristiques suivantes:</p> <ul style="list-style-type: none"> <li>√ pas de limitation des projets d'OPL à financer (à la RMP, 9 projets validés et 27 en cours de validation)</li> <li>√ le financement d'investissements des OPL est prévu, pour un montant par projet allant jusqu'à 50 millions de FCFA (soit 76 224 EUR)</li> </ul>
<b>Identification des initiatives à soutenir</b>	<ul style="list-style-type: none"> <li>√ cibles: les OP locales/faitières qui sont déjà à un certain niveau de maturité et de connaissances pour prêter des services à leurs membres.</li> <li>√ L'appui sera focalisé sur des expériences positives en cours avec un bon potentiel de réplication et de mise à l'échelle afin d'avoir un impact en termes d'amélioration des moyens de subsistance au niveau des exploitations ou un effet levier.</li> <li>√ Cette approche suppose un recensement des expériences en cours dans la sous-région afin de déterminer où intervenir."</li> </ul>	<ul style="list-style-type: none"> <li>√ il y a peu d'information collectée concernant le niveau de maturité des OPL qui ont soumis un projet,</li> <li>√ il n'y a pas d'information sur les types de services économiques développés actuellement dans l'OPL et peu d'analyse sur le potentiel de réplication/mise à échelle</li> </ul>
<b>Types d'activités éligibles</b>	<ul style="list-style-type: none"> <li>√ des formations spécialisées, et la préparation des modules de formation;</li> <li>√ l'appui à la contractualisation et l'élaboration des partenariats avec le secteur privé;</li> <li>√ des essais et des démonstrations pour la mise en place des filières et des services aux membres des coopératives;</li> <li>√ le conseil technique spécialisé.</li> </ul> <p><b>Incohérence relevée au sein du PdT/PROPAC:</b> il est également indiqué en haut de la page 21 (avant le schéma): "La deuxième sous composante <u>financera les investissements au niveau des OP locales/faitières</u></p>	<ul style="list-style-type: none"> <li>√ les investissements sont finançables (cf. manuel d'exécution de la composante) mais pour les gros investissements (magasins de stockage, véhicules de transport, frigo, etc.), il a été convenu en novembre 2014 (réunion FIDA-UPA DI à Rome) que le principe de location est systématisée par rapport à l'achat.</li> </ul>

Annexe2: Tableau 2: Etat des lieux des 21 Projets

N°	Pays	OPL	Initiative/Projet	Filière	Service économique	Coût total en FCFA	Financement demandé à la PROPAC en FCFA
<b>I. Aviculture</b>							
1	Cameroun	CHASAAD D	Projet de renforcement des capacités d'une ferme d'approvisionnement en poussins d'un jour en faveur des organisations paysannes d'Afrique Centrale	aviculture	Production de poussins d'un jour	58 219 131	50 000 000
2	RCA	ESF	Importation et commercialisation des poussins d'un jour et des médicaments vétérinaires (RCA)	aviculture	Approvisionnement collectif en poussins d'un jour	32 245 500	25 719 000
3	RCA	AGAPP	Production et commercialisation des poulets de chairs	poulets de chairs	accès intrants et commercialisation	13 228 800	8 600 800
<b>II. Vivrier</b>							
4	Congo	ABBON	Appui à la commercialisation et stockage des produits vivriers	vivrier	Système collectif de mise en marché	38 044 500	30 435 600
5	Tchad	USURPAL	Gestion de l'irrigation et approvisionnement collectif d'intrants pour la production vivrière	vivrier	Appui à la culture irriguée et approvisionnement collectif en intrants	24 747 000	15 000 000
6	Tchad	Union AL MOUSTA KBAL	Service de stockage et de vente de céréales de la région de Hadjer Lamis	céréales	Système collectif de mise en marché des céréales	20 668 500	14 000 000
7	Tchad	DJAKEND JIKO	Organisation d'un système collectif de mise en marché du sésame	sésame	vente groupée	15 540 000	10 000 000
8	RCA	ACC	Commercialisation de cossettes de manioc	manioc	commercialisation et warrantage	6 439 000	3 939 000
9	Congo	UDOP	Production et commercialisation du maïs dans le Pool Nord NGABE / IGNIE	maïs	mécanisation, approvisionnement en semences	24 039 720	19 225 776
10	Congo	Groupement espoir	Multiplication de la semence de pomme de terre à Djambala	pomme de terre	approvisionnement semences améliorées, mécanisation, stockage	23 072 000	18 457 600
<b>III. Autres filières élevage</b>							
11	RDC	RPF et ADAC	Commercialisation groupée des intrants vétérinaires et des gros bétails des éleveurs membres d'ADAC dans le territoire de FESHI	élevage de gros bétail	approvisionnement intrants et vente groupée	36 103 000	28 386 000
12	Tchad	COPAMI	Mise en marché collectif de porc dans le département du Mont Illi	porc	vente groupée	32 840 000	27 970 000
<b>IV. Multi-filières</b>							
13	Congo	TOLIGAN A	Mise en place d'un système d'approvisionnement d'intrants agricoles	tous produits	magasin approvisionnement intrants	?	?

N°	Pays	OPL	Initiative/Projet	Filière	Service économique	Coût total en FCFA	Financement demandé à la PROPAC en FCFA
14	Cameroun	AFIDI N'NAM	Mise en place d'un système efficace d'approvisionnement collectif en intrants agricoles	tous produits	Approvisionnement collectif en intrants	17 688 000	15 000 000
15	RDC	ASA-CADECVIM	Centrale de ravitaillement ville-campagne		Vente collective de productions agricole et approvisionnement en produits de première nécessité	77 541 937	50 831 105
16	RDC	UCOAC	Projet d'appui à la conservation et promotion des produits maraîchers et d'élevage de porcs de l'UCOAC « PACPME-UCOAC Kinshasa/RDC »	maraîchage, porc	Appui à la conservation et vente collective	66 932 831	47 413 051
17	RDC	FECCO	Appui à l'exploitation agricole collective mécanisée des paysans de BALIMO/KINGUNU Plateau de BATEKE	tous produits	mécanisation, commercialisation	47 022 000	36 138 500
<b>V. Pêche et pisciculture</b>							
18	RDC	ADK	Appui à l'approvisionnement en intrants de la pêche et à l'implantation d'une poissonnerie communautaire de l'ADK à Kinshasa	pêche, pisciculture	vente groupée	30 772 500	26 439 000
<b>VI. TRANSFORMATION</b>							
19	Cameroun	DEFUSCAM	Projet d'amélioration d'une unité de transformation artisanale de fruits, légumes, viande et poisson par le fumage et le séchage	séchage de produits	transformation		15 000 000
20	Cameroun	REPAS	Extension d'une unité moderne de fabrication des aliments pour poulets, porcs et poisson a AKAK ESSATOLO - EBOLOWA	fabrication provende			5 948 475
21	Congo	UGEA	Appui à la production d'engrais organique par la transformation de l'Échinochloa et l'élevage de volaille pour les maraîchers de la rive droite du Djoué	engrais organique	Appui à la production d'engrais organique	28 846 732	23 077 385

## ANNEX 4 – ROPPA – PRINCIPALES CONSTATS ET RECOMMANDATIONS

### CONTEXTE GENERAL

83. **Stratégie du ROPPA pour le PAOPA.** Les principaux éléments de la stratégie du ROPPA pour le PAOPA sont les suivants :

- la programmation du PAOPA s'intègre dans les priorités et domaines d'actions du plan quinquennal du ROPPA (2012-2017) au niveau régional, ainsi que des plans stratégiques des plateformes nationales qui en ont (9 sur 13) ;
- le PTBA du PAOPA fait partie intégrante du PTBA global du ROPPA tiré du plan quinquennal et qui consolide l'ensemble des programmes dont le ROPPA bénéficie;
- le ROPPA utilise les fonds du PAOPA pour avoir des effets de levier et mobiliser les ressources d'autres bailleurs. De nombreuses activités inscrites au PTBA au niveau régional ou national ne sont qu'en partie financées par le PAOPA (c'est le cas par exemple de tous les coûts de personnel et de gestion du ROPPA et de ses membres, ou encore des cadres permanents de dialogue sur les politiques ou sur les relations OP-recherche). Cette répartition des financements permet aussi de répartir les risques d'une baisse de financement ou d'un retard de décaissement avec tel ou tel bailleur;
- le PAOPA cible l'ensemble de ses 13 plateformes membres et prévoit également des missions exploratoires au Cap Vert et au Nigéria ;
- le ROPPA a choisi de consacrer la moitié des ressources du PAOPA au renforcement institutionnel tant au niveau régional que national, convaincu que pour être reconnu et écoutés par les décideurs politiques en charge du développement du secteur agricole, les organisations de producteurs doivent disposer d'un socle minimum de compétences, en particulier sur le plan de la gestion et de la gouvernance qui assure leur crédibilité;
- si les autres composantes ont une part moins importante des ressources (12% pour la composante 2 et 36% pour la composante 3), elles contribuent néanmoins à l'objectif global de renforcement des capacités du ROPPA et des OPN à répondre aux attentes de leurs membres et à devenir des partenaires incontournables du secteur agricole.

84. **Retards.** Le ROPPA a pris beaucoup de retard dans la clôture de la phase pilote et, en conséquence, dans le démarrage de la phase principale. L'accord de don ROPPA-FIDA pour le PAOPA phase principale a été signé en janvier 2014. Suite à l'organisation d'une mission de soutien financière organisée par le FIDA pour résoudre des questions financières de la phase pilote. Les activités prévues en 2013 ont été soit mises en œuvre avec d'autres financements, soit reportées sur 2014. Par ailleurs, la plupart des activités prévues en 2014 en Sierra Leone et au Liberia ainsi que certaines rencontres régionales (Forum des affaires d'Accra) ont été ajournées en raison d'Ebola. Le financement du PTBA 2014 a été reçu en mars 2014 suite à la signature de l'accord de don entre ROPPA et FIDA.

85. En pratique, la mise en œuvre du PAOPA a donc démarré en 2014, avec un an de retard. Il paraît très peu probable que le programme d'activités prévu pour cinq ans puisse être terminé en quatre.

### COMPOSANTE 1 – RENFORCEMENT INSTITUTIONNEL

#### Composante 1.1. – Soutien aux principales fonctions des OP

86. **Mise en place d'une base minimum de compétences.** Le Conseil d'administration du ROPPA a décidé que chaque plateforme nationale peut affecter les ressources du PAOPA selon les priorités de leurs plans stratégiques respectifs, mais qu'elles devaient toutes avoir au minimum un coordinateur, un comptable, un responsable en communication ou un suivi évaluation ainsi qu'une base minimale de compétences et d'outils de gestion. A cet effet la composante 1.1 a financé les activités suivantes :

- *sessions des organes statutaires* : cette activité est obligatoire pour toutes les OPN, sauf si elles démontrent qu'elles les financent sur d'autres sources ;
- *audits* : le ROPPA et toutes les plateformes ont été auditées, certaines pour 2012-2013, d'autres seulement pour 2013. Les dernières résolutions prises par le conseil d'administration du ROPPA optent pour la conditionnalité du versement des financements aux plateformes qui présentent des audits recevables ;
- *salaires des personnels, équipements et frais de gestion* : le PAOPA prend en charge une partie de ces frais, en accord, pour le niveau national, avec le niveau d'organisation et de compétences selon un diagnostic effectué par le ROPPA en début de programme (plus importantes pour les OPN plus faibles, moins importantes pour celles qui sont mieux en mesure de mobiliser d'autres financements). Ainsi le PAOPA a couvert les salaires de 60 personnes au lieu des 44 initialement prévues, sur une durée variant de 3 à 5 mois. Certaines plateformes n'ont pu compenser les retards de décaissements par d'autres sources de financement et ont perdu du personnel ou n'ont pu le payer pendant plusieurs mois. Cette situation s'est en particulier vérifiée dans les plateformes plus faibles (cas par exemple de la Côte d'Ivoire ou, après la crise, la mobilisation de cofinancements reste limitée par le plus petit nombre de bailleurs actifs dans le pays). Les pays affectés par Ebola (Liberia, Sierra Leone) n'ont pas été en mesure de mettre en œuvre toutes les activités à financer avec la première tranche reçue du ROPPA en 2014 et n'ont donc pas pu recevoir les deux tranches suivantes. Compte tenu de ces expériences, il est à prévoir que la dégressivité prévue par le PTBA global pour les dépenses conduirait à nouveau à de grosses difficultés ;
- *Elaboration des plans stratégiques*, par les OPN et par leurs membres (par exemple le CNCR a aidé 9 fédérations) ;
- *Système comptable* : le 'paquet comptable' comprend un diagnostic, la mise en place du système et d'un manuel et la formation. Au terme de cette activité, en cours sur six OPN, tous les membres du réseau auront un bon système comptable en place. Le ROPPA a d'ores et déjà noté une meilleure qualité des rapports financiers et une plus grande rapidité dans leur envoi.

87. D'autres instruments doivent aussi permettre de renforcer les compétences techniques des plateformes :

- *missions d'appui inter-plateformes*, de techniciens et leaders (du ROPPA et d'autres OPN) et de personnes ressources, qui apporteront des formations et des appuis liés au plan stratégique de chaque OPN et qui déboucheront sur un plan de renforcement des capacités élaboré sur place (méthodologie élaborée en 2014) ;
- *Ateliers annuels régionaux de bilan et planification* : ces ateliers réunissent les délégués de toutes les OPN pour faire le point sur les activités de l'année écoulée et préparer le PTBA. Ils incluent aussi des formations à la gestion ;
- *Université paysanne*, apportant des formations par classes thématiques à des délégations venues de toutes les OPN sur la base de curricula élaborés par des personnes ressources et des techniciens et leaders, comprenant aussi des présentations d'expériences par pays. Elle a déjà tenu deux sessions en 2014 (mars à Ouagadougou et décembre à Cotonou) qui ont réuni des délégations de 11 OPN et a été jugée très utile (notamment sur les filières et l'augmentation de la valeur ajoutée) par les OPN présentes lors de la revue à mi-parcours ;
- *Inclusion dans les filières* : le ROPPA a prévu de mettre en place des cadres de concertation entre les acteurs de cinq filières : riz, élevage, céréales sèches, horticulture et pêche. Trois cadres ont été mis en place sur le riz, la pêche et l'élevage. Pour le cadre riz un plan stratégique (2012-2013) a défini ses orientations et est mis en œuvre sous la coordination d'une équipe (coordonnateur et assistante financière) affectée au siège du ROPPA et qui rend compte à une assemblée annuelle des 13 membres du ROPPA. Une conférence régionale a eu lieu en 2015 avec tous les acteurs de la filière et a débouché sur une feuille de route qui met l'accent sur l'accès aux semences certifiées et la compétitivité. Des partenariats sont en cours d'élaboration avec le Conseil Ouest et Centre Africain pour la Recherche et le Développement

agricoles (CORAF) et Africa Rice. Le coordonnateur fournit aussi un appui à la mise en place de cadres de concertation nationaux en partenariat avec 4 OPN.

88. **Collèges des femmes et des jeunes.** Le ROPPA a mis en place un collège régional des femmes depuis 2004 et travaille pour sa consolidation à travers la mise en œuvre de son plan stratégique. De même le ROPPA soutient actuellement un processus de mise en place d'un collège régional des jeunes. Les principales activités comprennent une visite d'échange entre divers collèges nationaux de femmes et des études de mise en place des collèges nationaux et régional de jeunes.

89. **Une dynamique inclusive – avantages et inconvénients.** Le programme d'activités auquel contribue le PAOPA est un programme fédérateur qui implique le ROPPA et tous ses membres, ce qui a permis de développer une dynamique de participation et d'engagement à travers tout le réseau. Les discussions avec l'ANOPACI (côte d'Ivoire) et la FONG (Ghana), représentées à Ouagadougou pour la revue à mi-parcours, et les exemples fournis par le ROPPA ont montré une grande richesse d'interventions pour élargir la gamme des services fournis par les OPN à leurs membres, y compris la mobilisation de financements auprès d'autres partenaires, l'intégration dans les filières et l'appui à la contractualisation, les plaidoyers (en particulier sur l'accès des agricultrices au foncier, l'accaparement des terres).

90. Par ailleurs, le programme d'activités est fondé sur les consultations et échanges avec les membres (à travers les réunions statutaires, visites d'échange, missions, réunions et conférences), sur des études (mais qui sont souvent plutôt centrées sur le diagnostic que sur l'étendue des propositions) et sur un processus de décision guidé par les leaders.

91. Cette approche est inclusive en ce sens qu'elle permet non seulement d'impliquer tous les membres, mais aussi d'adapter les activités à leurs niveaux de capacités et à leurs priorités. Elle implique aussi une lourde charge pour le ROPPA, tant sur le plan du suivi technique que de la gestion administrative et financière, compte tenu non seulement du nombre d'OPN impliquées mais aussi de leurs niveaux disparates au plan organisationnel et institutionnel. Enfin la charge de gestion est aussi alourdie par le choix du cofinancement de la plupart des activités par le PAOPA et d'autres programmes – alors que globalement le programme du ROPPA est cohérent, il se traduit par une multitude de contributions du PAOPA à un grand nombre d'activités différentes. Ces difficultés contribuent aussi à des retards dans la mise en œuvre ainsi que dans l'élaboration des rapports et leur transmission au FIDA.

92. Certes cette approche qui est appréciée et reconnue au sein du réseau permet de créer et maintenir un sentiment d'appartenance et une dynamique de réseau et des résultats probants, mais il s'avère nécessaire et urgent de renforcer les capacités du ROPPA à la mettre en œuvre de la façon la plus efficace possible.

93. **Capitalisation des bonnes pratiques.** Afin de développer la fonction de capitalisation au sein de son réseau le ROPPA et pallier les faiblesses de capitalisation des expériences des OP de la région dans tous les domaines, le ROPPA a lancé en 2011 un processus de formulation de sa méthodologie de capitalisation. La stratégie adoptée en 2012 est continuellement consolidée sur la base des expériences et enseignements tirés des capitalisations. Le PAOPA participe au financement du processus à travers trois activités réparties dans les trois composantes: (i) le financement de l'atelier méthodologique de capitalisation (cf. Composante 2) qui avait pour objet de définir une stratégie et des outils de capitalisation en concertation avec ses membres et ses partenaires impliqués sur cette thématique; (ii) le financement de dotations pour la capitalisation des initiatives de gouvernance/plaidoyer des OPN (dans cette composante 1) et (iii) la mise en place d'un fonds compétitif pour financer des capitalisations d'initiatives économiques d'OP filières sous nationales recensées sous forme de fiches (cf. Composante 3).

94. Dans le cadre de la capitalisation des expériences de gouvernance/plaidoyer, des dotations ont été attribuées à l'ensemble des 13 OPN pour capitaliser les bonnes pratiques en gouvernance ou leur participation aux politiques, sur la base d'un guide et d'un format de fiche de capitalisation. Des formations ont été organisées dans des ateliers méthodologiques pour la préparation des fiches, qui seront partagées lors d'un atelier de partage et de capitalisation (Composante 2).

## Recommandations

- *Sur les mécanismes et compétences de gestion* : l'approche inclusive du ROPPA devrait être accompagnée d'un renforcement des mécanismes et des compétences de gestion au niveau régional et au niveau national. Ceci devrait comprendre :
  - Un renforcement de la planification, à partir du PTBA global, y compris pour définir les priorités et établir des calendriers réalistes pour la réalisation des activités et le rapportage ;
  - La mise en place d'un système de suivi-évaluation (voir ci-après) qui soit facile à mettre en œuvre et soit utile non seulement au rapportage mais aussi à la gestion des programmes et au suivi de leur mise en œuvre ;
  - Le renforcement des capacités des OPN en matière de rapportage technique et financier, notamment par la mise en place de guides, la circulation d'exemples positifs, le renforcement de la communication en amont de la préparation ;
  - Un réaménagement des responsabilités au sein du Secrétariat exécutif serait aussi à considérer, visant à mieux organiser la capacité de suivi et d'accompagnement des OPN ainsi que la communication interne au réseau et tenant compte des prochains mouvements de personnel (nouveaux recrutements et remplacement du Secrétaire exécutif par l'actuel chargé de programme) ;
  - L'examen par le FIDA de la demande actuelle du ROPPA envers ses partenaires d'accepter comme rapport d'activités du ROPPA le rapport annuel de l'organisation, selon un canevas acceptable par tous les partenaires et qui comprendrait une partie commune et des annexes spécialisées. Cette approche, qui a le soutien de la DDC, permettrait d'une part de diminuer la charge de travail du ROPPA en lui épargnant la rédaction de nombreux rapports d'activités aux formats différents, alors même qu'ils couvrent souvent la même base d'activités cofinancées. Elle permettrait aussi de restituer toute la cohérence du programme du ROPPA et de donner à ses partenaires une plus grande visibilité sur l'ensemble de ses réalisations ;
- *Sur la dégressivité des salaires et coûts d'opération* : la diminution de la prise en charge des salaires et coûts d'opération du ROPPA, et surtout des OPN, à partir de 2015 risque de conduire à de graves problèmes de financement, en particulier dans les OPN qui ne disposent encore que d'une base limitée de financements (voir aussi ci-dessous) et/ou qui sont confrontées à des situations objectivement peu favorables au développement de ces derniers (Sierra Leone, Côte d'Ivoire, Libéria), et d'autant plus que les bailleurs de fonds refusent souvent de prendre en charge un pourcentage raisonnable des coûts d'opération. Il est recommandé d'adapter la règle des salaires selon les critères détaillés dans le rapport principal en tenant en compte de la capacité globale des OPN à mobiliser des ressources supplémentaires et de la renforcer à travers l'inclusion systématique de stratégies de mobilisation de ressources et d'outils d'accompagnement dans les PTBA du ROPPA et des OPN.

### Composante 1.2 – Communication et visibilité

95. **Suivi-évaluation.** Le ROPPA ne dispose pas d'un système de suivi-évaluation permettant de suivre la réalisation de son programme stratégique par la collecte et l'analyse régulières de données. Le principal instrument utilisé pour suivre les avancées du PAOPA est l'atelier de bilan/planification annuel organisé avec ses OPN membres. Cet atelier permet d'harmoniser les outils de rapportage et de poursuivre un processus de formation continue sur leur utilisation. Il est aussi l'occasion de faire le point sur les avancées de chaque plateforme et d'approfondir les résultats et impacts obtenus. En dehors de ces ateliers, la principale source d'information qui renseigne la progression du cadre logique est l'ensemble des rapports techniques des OPN et les cadres logiques qui y sont annexés. Les chargés de programme collectent également des informations lors des missions ponctuelles auprès des plateformes nationales et/ou à distance (téléphone, skype...). Une mailing list est mise en place entre les points focaux du programme au niveau des OPN et le chargé de programme au niveau du Secrétariat exécutif et permet de faire le suivi et d'apporter un appui conseil aux OPN. Toutefois il n'y a pas encore une approche structurée et des outils partagés de collecte des informations. Le ROPPA a bénéficié en 2013 d'un atelier méthodologique sur le système de suivi-évaluation du PAOPA et une liste d'indicateurs de résultats (33) a été identifiée par le ROPPA en fonction des activités spécifiques prévues dans son plan de travail. Une des principales limites de

l'approche est que ces indicateurs, comme contenu des rapports des OPN ne permettent pas de refléter l'intégralité des résultats et impacts des actions. Par conséquent, la collecte d'informations complémentaires pour rendre compte des effets et impacts se fait majoritairement par téléphone et à travers la mailing list

96. Le ROPPA note que les capacités de planification et de compte-rendu des OPN se sont notablement améliorées. L'élaboration des rapports fait encore l'objet de nombreux va et vient avec les OPN et des renforcements des capacités des administrateurs, mais aussi des leaders sont encore prévus. Par ailleurs, le canevas de rapportage ne permet pas de renseigner l'impact du projet ni de montrer comment en réalité le PAOPA contribue à la mise en œuvre des objectifs stratégiques du ROPPA et ne se limite pas à la vision parcellaire et atomisée transmise par le rapport.

97. **Vers la mise en place d'un système de suivi-évaluation intégré au Plan quinquennal du ROPPA.** Dès le démarrage du PAOPA 2, le ROPPA s'est engagé dans une démarche de définition d'une stratégie globale de SE des activités du ROPPA axée sur les piliers de son plan quinquennal. L'idée est de construire un dispositif permettant un suivi de l'ensemble des activités de l'organisation et d'axer davantage ce dispositif sur les résultats. Ce dispositif prévoit d'intégrer également des données collectées dans le cadre de la mise en place des observatoires des exploitations familiales (voir ci-dessous). Trois activités principales ont été conduites pour ce faire: (i) le recrutement d'un cabinet d'appui béninois qui va aider le ROPPA dans la construction de ce dispositif; (ii) la formation des techniciens du ROPPA et des plateformes en Gestion axée sur les résultats à l'occasion de l'Université paysanne; (iii) le lancement du recrutement d'un expert SE au sein de l'équipe du ROPPA.

98. **Observatoire des exploitations familiales.** En s'appuyant sur l'expérience du CNCR (Sénégal), le ROPPA a lancé une concertation sur la mise en place d'observatoires des exploitations familiales dans 8 OPN, avec pour objectif de mieux cerner les caractéristiques des membres et leurs besoins de services ainsi que les thématiques prioritaires de plaidoyer. Le dispositif et une fiche d'enquête ont été préparés. Simultanément, l'enquête, à réaliser en 2015, permettra d'obtenir un retour des producteurs sur l'impact des politiques agricoles. Dans chaque pays, un comité de pilotage comprenant l'OPN, le ministère de l'agriculture, l'institut national de statistique, les partenaires et autres acteurs intéressés a été mis en place.

99. **Communication.** Le PAOPA soutient les activités suivantes:

- *Développement de visuels et contractualisation avec les medias* : des contrats de prestation ont été passés par le ROPPA pour accompagner les OPN dans le développement de produits (vidéos, newsletters, sites web...) et dans le développement d'activités et de partenariats avec les medias (par exemple le Togo a signé cinq contrats avec des radios rurales), en particulier pour augmenter leur visibilité et soutenir les efforts de plaidoyer;
- *Sites web* : des sites web sont progressivement mis en place dans toutes les OPN. Sur les 7 sites web appuyés, 4 sont en lignes et accessibles (Bénin, Guinée, Togo et ROPPA). Sur l'ensemble des sites, ainsi que sur celui de la PAFO, la mission a relevé une faible visibilité du PAOPA (rarement mentionné) et une visibilité partielle voire nulle des bailleurs du PAOPA ;
- *Plateforme électronique* de partage des informations gérée par le ROPPA.

100. **Visibilité des partenaires du PAOPA.** Si les logos sont généralement présents dans les produits de communication du ROPPA, ils apparaissent peu au niveau national. Des efforts sont à faire pour améliorer la visibilité des bailleurs du PAOPA au niveau national, à la fois pour se mettre en accord avec les conditions des bailleurs, mais aussi pour améliorer la crédibilité des OPN en rendant plus visibles les partenariats de bailleurs importants dont elles bénéficient.

101. Les deux activités suivantes ont été incluses par le FIDA dans la composante 1.2, alors qu'il s'agit d'activités de plaidoyer qui devraient relever de la composante 2 :

102. **Cadre permanent de dialogue sur les politiques.** Il s'agit d'un outil qui permet certes de renforcer la visibilité du ROPPA et de sa capacité à réunir des réseaux d'OP, des décideurs politiques, des membres de la société civile et des partenaires techniques et financiers dans la région, y compris au plus haut niveau (vice-président du Libéria), mais qui sert surtout d'outil de dialogue et

de plaider. Ce dialogue se fonde sur le choix d'une thématique annuelle, préparée par une étude et une capitalisation dans les OPN ainsi que la définition des positions politiques qui seront défendues par les organisations de producteurs. Le premier cadre s'est tenu au Libéria en 2013 et a porté sur l'évaluation de l'application des engagements de Maputo par les Etats de l'Afrique de l'Ouest et l'impact sur le développement agricole et rural. Une évaluation, la première du genre, a été conduite avec l'appui technique, financier et méthodologique du European Centre for Development Policy Management (ECPDM). Un débat a été engagé, dont une publication du ROPPA (à financer par le PAOPA) rendra compte, et diverses initiatives ont ensuite été développées au niveau national (rapprochement OP-ministère de l'agriculture et mobilisation de bailleurs au Libéria, financement de plaidoyers au Sénégal par le CTA, suivi du budget de l'agriculture au Niger...). Le cadre de concertation 2014 qui devait être consacré à l'année de l'agriculture familiale a été annulé à cause d'Ebola. Le thème de 2015 est l'évaluation des OMD pour le secteur agricole.

103. **Cadre permanent dialogue OP-recherche.** Le ROPPA a mis en place un mécanisme semblable pour renforcer les liens entre OP et recherche et orienter les activités de recherche pour répondre aux besoins des petits producteurs. Une première réunion a eu lieu au Libéria en 2013 avec le ROPPA, ses membres et des institutions de recherche de la sous-région, qui a décidé de formaliser le cadre et de commanditer une étude sur le développement d'espaces de dialogue OP-recherche au niveau national, cofinancée par le PAOPA. D'autres organisations paysannes et le CORAF sont fortement impliqués dans ce processus.

### Recommandations

- *Sur le suivi-évaluation* : accélérer le recrutement du responsable suivi évaluation pour conduire le processus de mise en place du système de SE du ROPPA ;
- *Sur la visibilité* : le ROPPA prépare une stratégie de communication (hors financement PAOPA) qui inclura des orientations sur la visibilité des bailleurs. La mission recommande néanmoins que des orientations simples sur comment obtenir et refléter les logos des bailleurs du PAOPA soient envoyées aux OPN sans attendre la stratégie, en s'appuyant sur le plan de communication et visibilité préparé par le FIDA et les manuels des bailleurs qui y sont attachés. Il appartiendra aussi aux chargés de programme du ROPPA d'assurer un suivi vigilant du respect de ces orientations. En outre, le ROPPA devra préparer le Plan de Communication et visibilité du PAOPA et le partager avec le FIDA dans les plus brefs délais.

## COMPOSANTE 2 – INFLUENCE ET POLITIQUE

176. D'une façon générale, l'ensemble des activités soutenues par le PAOPA ont permis au ROPPA et aux OPN de renforcer leur crédibilité et leur visibilité, d'augmenter leur capacité à conduire des plaidoyers auprès des décideurs politiques et d'accéder aux espaces de discussion et de formulation des politiques, au niveau régional comme au niveau national.

### 2.1 Composante 2.1 – Etudes et analyse

104. **Vision paysanne.** Trois numéros du magazine du ROPPA ont été publiés, avec l'objectif de renforcer la dynamique interne du ROPPA et d'accroître la visibilité du réseau.

### 2.2 Composante 2.2 – Plaidoyer politique

105. **Atelier régional de partage et d'exploitation des produits de capitalisation.** La 2<sup>e</sup> édition a été financée par le PAOPA en 2014 avec des participants et des thèmes préalablement sélectionnés pour le plaidoyer politique et les services économiques (et un appel à propositions pour ces derniers). L'objectif général de l'atelier est d'identifier les pratiques et les compétences qui pourront ensuite alimenter les formations de l'Université paysanne, les participants au Forum des affaires (voir ci-dessous), les thèmes pour la recherche, les sujets de plaidoyer, l'identification d'initiatives régionales de soutien aux OPs etc. Ainsi à la suite du dernier atelier, 4 OPN ont monté un projet de recherche sur la transformation agro-alimentaire avec la CORAF pour 1.2 millions USD

106. **Missions de plaidoyer et lobbying.** Ces missions ont eu lieu au niveau national, régional et international. Des formations et participations financières ont aussi été fournies aux collèges de femme nationaux pour soutenir leurs activités de plaidoyer.

### COMPOSANTE 3 – RENFORCEMENT DES SERVICES ECONOMIQUES

107. L'approche développée par le ROPPA pour la composante 3 associe :

- des activités avec des objectifs de long terme, soit l'opérationnalisation des fonds de développement agricole de l'UEMOA et de la CEDEAO (respectivement intégrés dans la Politique agricole de l'UEMOA et dans la Politique agricole régionale de la Communauté économique des Etats de l'Afrique de l'Ouest), en partenariat avec les autres acteurs du financement agricole, et en particulier le secteur financier, y compris au niveau régional (BOAD et BIDC);
- des activités pouvant être conduites immédiatement pour l'appui aux initiatives économiques des OP: (i) au niveau national: financement de Conseillers nationaux aux initiatives économiques des producteurs (CNIEP) dans les OPN qui d'une part identifient les initiatives économiques des OP (membres et non membres) et d'autre part jouent un rôle de formateurs/facilitateurs pour les OP porteuses de ces initiatives ; (ii) au niveau régional en favorisant l'intermédiation entre OP et marchés potentiels, à travers le Forum des affaires.

108. Cette approche est pertinente. La réflexion sur le fonds régional s'inscrit dans une dynamique régionale existante, elle est en harmonie avec d'autres interventions d'un partenaire du PAOPA, la DDC, et elle intègre d'autres réseaux régionaux d'OP qui ne bénéficient pas du PAOPA (Association pour la Promotion de l'Elevage au Sahel et en Savane (APESS) et Réseau Billital Marobé (RBM)).

109. Toutefois elle diffère du dispositif initialement prévu par le ROPPA pour la composante 3, qui prévoyait de soutenir les initiatives économiques des OP par la constitution de deux guichets de financement: (i) un guichet de soutien à des grands projets doté par d'un budget de 106 000 EUR et (ii) un guichet d'apprentissage centré sur le renforcement de capacités doté d'un budget de 66 000 EUR. Si la nouvelle approche proposée gagne en pertinence, intégration, durabilité et ambition, elle se déroulera avec un pas de temps plus long et il n'est pas possible de garantir l'opérationnalité de ce dispositif avant la fin du PAOPA2. Pour pallier à cela les ressources initialement prévues pour les 2 guichets seront en partie utilisées en 2015 pour soutenir le développement et la valorisation d'initiatives économiques au niveau des OPN et leurs membres.

#### Composante 3.1 – Analyse, planification et coordination

110. **Etude sur la mise en place d'un mécanisme régional de financement des exploitations familiales et des OP.** Le PAOPA 2 a contribué au financement du processus de consultation des parties prenantes (CEDEAO, UEMOA, BOAD, BIDC, CTA, etc.) associées à la réflexion sur ce mécanisme régional, selon un processus progressif qui permette aux acteurs de s'approprier les options proposées. Une étude sur la mise en place d'un mécanisme régional pour le financement des exploitations familiales et des OP en Afrique de l'Ouest a été entreprise et présenté aux acteurs concernés à l'occasion de deux rencontres régionales en novembre 2014 et mars 2015. L'étude se penche davantage sur un état des lieux des dispositifs de financement existants et fournit une vue partielle des besoins de financement des exploitations familiales et des instruments existants dans les institutions financières. Le mécanisme proposé dans l'étude demeure sommaire et l'analyse incomplète (pas d'analyse des facteurs de blocage du fonctionnement des fonds existants par exemple). Le ROPPA prévoit d'engager des études complémentaires en 2015 avec pour objectif la présentation d'une proposition affinée à l'occasion du Sommet des chefs d'Etat de la CEDEAO prévue en décembre 2015. Une feuille de route a été produite suite aux dernières concertations sur le contenu de l'étude.

111. **Conseillers nationaux aux initiatives économiques des producteurs (CNIEP).** Huit OPN sont ciblées par cette activité. Le ciblage des OPN bénéficiaires de cette activité a priorisé les plateformes ayant une certaine capacité organisationnelle et institutionnelle, de la structuration et de la gouvernance (cela exclut les plateformes encore fragiles telles que Sierra Leone, Libéria, Guinée Bissau) et en excluant les plateformes déjà avancées dans le domaine (Guinée, Sénégal). Sur les 8

plateformes ciblées<sup>34</sup>, 7 OPN ont recruté leur CNIEP (toutes sauf le Ghana). Les activités conduites par les CNIEP sont variées et adaptées au niveau d'intervention des plateformes nationales :

- L'identification des initiatives économiques des OP pouvant faire l'objet de capitalisations (activité commune à l'ensemble des CNIEP) ;
- L'intermédiation entre OP membres et acheteurs pour la commercialisation des produits (au Togo, l'appui a permis aux producteurs de maïs de bénéficier d'un contrat de 200 tonnes) ;
- L'organisation de formations au bénéfice des OP membres sur des thèmes utiles au développement d'initiatives économiques (processus de certification des produits agricoles, techniques de négociation de crédit, élaboration de plans d'affaires, gestion des unités économiques pour les femmes, etc.).

112. La dynamique impulsée est variable selon les pays, ce qui est visible d'une part par la quantité et la nature des activités accomplies et d'autre part par la quantité d'initiatives économiques (IE) recensées pour être capitalisées (cf. sous composante 3.3). Au Ghana, le CNIEP n'est toujours pas en place; pourtant, avec la tenue du Forum des affaires en septembre 2015, il pourrait jouer un rôle central dans l'organisation.

### **Composante 3.2 – Appui à l'entrepreneuriat des OP**

113. Le budget alloué à cette sous-composante devait initialement alimenter deux guichets de financement des initiatives économiques des OP. Compte tenu de l'approche plus globale adoptée par le ROPPA décrite ci-dessus, le ROPPA souhaite conserver une partie des ressources allouées à la composante pour apporter une contribution financière au mécanisme de financement régional une fois que celui-ci sera opérationnel. En attendant cette concrétisation, le ROPPA compte progressivement réallouer une partie des fonds à des activités complémentaires à celles actuellement mises en œuvre. Ainsi, en 2015, il est prévu d'engager 60 000 euros dans des activités d'intermédiation entre les OP et les acheteurs pour donner suite aux contacts établis lors des Forum des Affaires (voir ci-dessous), en formant les responsables d'OP dans les méthodes de contractualisation et négociations et en subventionnant partiellement des missions de prospection de marchés pour ces OP. Un processus sélectif sera mis en place pour cibler les appuis. Les filières céréales sèches et sésame sont d'ores et déjà identifiées comme prioritaires pour 2015.

### **Composante 3.3 – Capitalisation des acquis et gestion des savoirs**

114. **Capitalisation des initiatives économiques des OP.** Suite à la tenue de l'atelier méthodologique sur la capitalisation en avril 2014 (cf. Composante 1), le ROPPA a lancé un appel à propositions à destination des OP filières membres des plateformes (fédérations, unions) en vue de recenser les initiatives économiques prometteuses du réseau. L'appel vise à collecter des fiches succinctes présentant les initiatives économiques des OP qui pourraient être capitalisées. Le processus est compétitif dans la mesure où seules les OP porteuses des initiatives retenues par le comité de sélection (mis en place également lors de l'atelier méthodologique) peuvent bénéficier d'une formation méthodologique en capitalisation et d'un financement pour réaliser la capitalisation. En 2014 le premier appel a été lancé et sur les 57 fiches reçues par le ROPPA, le comité de sélection a retenu 42 initiatives dont le financement du processus de capitalisation a commencé. Ce processus est mis en œuvre à travers un comité de pilotage comprenant des partenaires clés qui soutiennent la capitalisation des initiatives des OP en Afrique de l'Ouest (CTA, GRET, CFSI, Fondation de France, AFDI, Interréseaux).

115. La première étape de formation des responsables d'OP dont l'initiative a été retenue a été réalisée et le financement pour la capitalisation de 12 expériences a été versé. La mission constate que la majorité des fiches soumises au ROPPA provient de 2 pays: Togo et Bénin (27): il semble que le succès de la remontée des fiches d'identification d'expérience est fortement lié au dynamisme des CNIEP;

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<sup>34</sup> Bénin, Togo, Mali, Niger, Ghana, Côte d'Ivoire, Burkina Faso, Gambie.

116. A la date de la mission, aucune capitalisation n'est finalisée. En Côte d'Ivoire, l'ANOPACI a utilisé les ressources affectées à la capitalisation d'initiatives de gouvernance/plaidoyer (composante 1) pour mobiliser un consultant qui a réalisé la capitalisation d'une initiative de certification d'une union de coopératives de café/cacao (UIREVI). La mission note que le produit obtenu est encore de qualité insuffisante en l'état pour être valorisé dans le réseau.

117. **Organisation du Forum des affaires.** La seconde édition du Forum des Affaires du ROPPA<sup>35</sup> devait avoir lieu à Accra en novembre 2013 mais n'a pas pu se tenir à cause de l'interdiction de grande rencontre internationale par le gouvernement du Ghana pour raisons sanitaires (virus Ebola) et a été reportée à septembre 2015. Le format de l'événement comprend (1) des espaces B2B ; des espaces de réflexions thématiques ; des stands institutionnels de partages des projets et programmes et d'informations sur les institutions régionales et partenaires et des stands de vente de produits locaux, matériels agricoles, intrants ; une journée spécifique pour le Ghana.... Le ROPPA se propose d'améliorer l'événement par: (i) la mise à disposition des participants OP d'une expertise sous forme d'appui-conseil par exemple sur les négociations avec les institutions financières, (ii) la mise en place d'un dispositif permanent de suivi et d'accompagnement pour finaliser les engagements de partenariats commerciaux développés lors du forum des affaires. Le forum est mis en œuvre en partenariat avec des réseaux d'acteurs du secteur privé (Patronat ouest africain, chambres de commerce, AAFEX, GrowAfrica...).

118. A ce jour, le ROPPA ne dispose pas d'une vision claire des résultats concrets des rencontres B2B du Forum des affaires d'Abidjan, mais il semble que peu de contrats aient été signés, ce qui justifie de fournir un soutien à la contractualisation (voir ci-dessus 3.2).

## Recommandations

- *Sur les CNIEP*
  - En plus de la formation des CNIEP prévue dans le PTBA 2015, prévoir des ressources pour financer des missions d'appui technique/méthodologique entre pairs pour valoriser les acquis et dynamiques des uns au profit des autres ;
  - Afin de stimuler la motivation des CNIEP entre les pays, le ROPPA pourrait mettre en place un système de mise en compétition des CNIEP via l'attribution d'un Prix annuel du meilleur CNIEP (selon des critères de performance prédéfinis);
  - Les rapports globaux des plateformes rendent compte de façon trop succincte (voir pas du tout au Niger, Mali, Gambie) des activités des CNIEP, ce qui ne facilitera pas la capitalisation. Il serait préférable d'envisager des rapports annuels spécifiques pour les CNIEP ;
  - Au Ghana, accélérer le processus de recrutement du CNIEP qui pourrait avoir comme principale tâche en 2015 l'organisation du Forum des Affaires sur le volet Ghana (identification des acteurs de l'aval des filières en vue de constituer un répertoire, identification des expériences innovantes d'IE des OP au Ghana en vue de les présenter à la journée Ghana, etc.) ;
- *Sur le Forum des Affaires et l'appui à l'intermédiation entre OP et acheteurs*
  - Améliorer le dispositif de suivi des contacts B2B établis dans les Forums, pour compléter le dispositif d'appui à l'intermédiation entre OP et acheteurs qui est maintenant prévu dans la composante 3.2. Une première fiche de suivi pourrait être diffusée dès maintenant à l'ensemble des participants au Forum 2013 afin de collecter de l'information sur les contrats aboutis suite à ces séances de négociations (qui a formalisé un contrat, quel est l'objet, quels volumes, etc.) ;
  - Compte tenu de l'enveloppe limitée allouée à l'intermédiation entre OP et acheteurs (60 000 EUR), définir un mécanisme d'allocation des contractualisations à soutenir qui : (i) prévoit des critères de sélection tenant compte du potentiel de l'opération (en particulier en termes de volumes et de prix), du nombre de producteurs impliqués, du potentiel de répétition de l'opération (possibilité de signer des contrats pluriannuels pour éviter les opérations isolées); et (ii) établisse un plafond de subvention par opération. Il est recommandé de ne pas inclure

<sup>35</sup> La première édition, en 2013, n'a pas été financée par le PAOPA, le ROPPA n'ayant reçu la première tranche de financement qu'en 2014.

de missions de prospection, compte tenu de leur coût, mais de se concentrer plutôt sur l'intermédiation dans le cadre de contacts déjà pris lors d'un Forum des affaires ;

- *Sur la capitalisation des initiatives économiques des OP*
  - Au-delà des produits de capitalisation des initiatives économiques sélectionnées centrés sur la description de l'expérience d'une OP dans la mise en place d'un ou plusieurs services économiques, prévoir de valoriser les autres types de produits utiles pour la gestion des connaissances: modules de formation, modèles de contrats de vente de produits ou de partenariats avec des IMF, liste d'organismes certificateurs, etc. L'ensemble de ces outils pourrait également être valorisés dans la préparation des sessions de l'Université paysanne ;
  - Partager avec les agri-agences intervenant en Afrique de l'Ouest la liste des fiches d'IE recensées afin de susciter de nouveaux partenariats. En retour, les agri-agences devraient partager l'état d'avancement de leurs activités en partenariat avec les OP locales dans les pays où elles interviennent dans le cadre du projet Farmers fighting poverty avec les OPN correspondantes. NB : besoin d'approfondir. Certaines agri-agences comme AFDI sont impliquées.

## **MOBILISATION DES RESSOURCES ET PARTENARIATS**

119. La diversification des sources de financement et la recherche de l'autonomie financière sont des préoccupations centrales tant des OPN que du ROPPA, qui soutient ses membres dans la recherche de partenaires. Quelques exemples récents qui s'ajoutent à ceux déjà cités et qui montrent aussi la capacité croissante des OPN et du ROPPA de monter des projets en partenariats avec plusieurs partenaires, aussi bien des bailleurs institutionnels que des ONG:

- La Banque mondiale a financé un audit organisationnel et le plan stratégique de l'ANOPACI (Côte d'Ivoire), qui doit permettre d'identifier les domaines de partenariat ;
- La CPF (Burkina Faso) a des partenariats avec la DDC, Oxfam, SOS Faim, l'Union européenne et l'AFDI ;
- La FONG (Ghana) qui fait partie des OPN plus fragiles, a mobilisé des financements d'Agrierra, Slow Food International, Women in Law and Development African Fund (WILDAF), a eu des contributions d'OXFAM et de l'USAID pour l'organisation de la Journée internationale de l'agriculture et prépare une proposition de financement à SNV et TRIAS pour son programme dans le domaine de la filière riz ;
- En partenariat avec des ONG, VECO et Sos Faim, le Cadre de concertation du riz du ROPPA a remporté un financement de l'UE sur la gouvernance des filières pour un montant de 270 753 euros pour 3 ans. Il prépare des programmes locaux de soutien à la compétitivité des producteurs de riz avec des co-financements de SNV, Oxfam, SOS Faim, VECO et TRIAS. La DDC et l'UEMOA contribuent également au programme régional d'activités du Cadre de concertation ;
- Le ROPPA reçoit une subvention annuelle de l'UEMOA (152 000 EUR/an, inscrite dans la PAU) et de la CEDEAO (100 000 USD/an, inscrite dans l'ECOWAP). En partenariat avec l'Association pour la Promotion de l'Élevage au Sahel et en Savane (APESS) et le Réseau Billital Marobé (RBM), l'UNOPS, Oxfam, Inter-réseaux et l'IPAR (Initiative de Prospective Agricole et Rurale, Sénégal), le ROPPA a obtenu un financement de l'Union européenne pour un projet de renforcement des capacités des OP régionales à influencer les politiques agricoles. Le budget total du projet est de 3,8 millions EUR. Le ROPPA bénéficie d'un appui du CORAF pour le renforcement de l'accès des exploitations familiales à des semences certifiées d'un montant de 4 millions de dollars environ pour 3 ans. L'USAID vient d'apporter au ROPPA et à d'autres acteurs un montant de 750 000 dollars pour une année dans le cadre d'un soutien aux OP pour la production et diffusion de semences améliorées.
- Suite aux visites d'échange financées par le PAOPA, les collèges des femmes de 4 OPN (Gambie, Burkina Faso, Ghana et Togo) ont soumis une proposition de financement pour le programme TCP/FAO dans le domaine de la transformation.

120. En dépit de ces développements très prometteurs, tant pour les OPN que le ROPPA de parvenir à l'autonomie financière. En effet, la plupart des financements ne prévoient pas de participation aux frais de gestion de l'organisation porteuse ou ne le font que de façon très limitée (7% dans le cas du projet régional UE/ROPPA). Par ailleurs, les OPR/OPN ne gèrent pas d'activités économiques qui leur assure un flux de revenus. Diverses pistes sont envisagées, y compris la prestation de services par les experts du ROPPA et la contribution par les fédérations de filières.

### **Synergies avec les bailleurs du PAOPA**

121. **FIDA.** Il y a des exemples très positifs dans plusieurs pays comme Sénégal, Guinée, Mali, Liberia, Niger, Guinée Bissau, Gambie ou Togo. Néanmoins des efforts ultérieurs pourraient être fait pour renforcer les synergies entre le PAOPA et les projets d'investissement du FIDA Si certaines OPN ont tenté de systématiquement inviter ou contacter les représentants du FIDA dans les pays, le succès de ces initiatives semble largement dépendre de l'intérêt personnel des représentants pour les OP. Une réponse souvent entendue est que les programmes du FIDA étant mis en œuvre par les gouvernements, les OP doivent 's'adresser au ministère'. Des recommandations générales à ce sujet sont incluses dans le rapport principal.

122. **DDC.** La DDC s'est engagée sur un soutien de 10 ans au ROPPA ainsi qu'aux deux autres réseaux régionaux (APESS et RBM) et quatre pays de concentration. La deuxième phase vient de commencer et prévoit notamment d'améliorer l'accès au financement et la mobilisation de ressources, y compris un appui à l'opérationnalisation du fonds de développement agricole prévu par l'ECOWAP.

123. **Union européenne et AFD.** L'UE finance plusieurs projets d'appui aux OP dans le cadre du volet ONG financé sur appels à propositions. Cependant, comme pour l'AFD, le PAOPA est géré par le siège et il ne semble pas que les informations sur le projet soient partagées avec les délégations.

### **Synergies avec Farmers Fighting Poverty (FFP/AFRICA)**

124. Le niveau d'information des membres du ROPPA sur la complémentarité entre les programmes FFP/AFRICA et PAOPA est relativement faible. Si le ROPPA et certaines plateformes sont au courant que des agri-agences travaillent avec des OP dans les pays du réseau, le contenu des appuis, les dispositifs et résultats obtenus restent très faiblement partagés.

125. Dans le cadre du FFP/AFRICA, les agri-agences appuient trois types d'OP:

- *les OPN membres du ROPPA (cas le moins fréquent):* on constate que dans ce cas ces plateformes utilisent déjà de façon rationnelle les fonds des deux programmes pour cofinancer leurs activités (audit pour le CNCR (Sénégal), plaidoyer pour la CPF (Burkina Faso)) ;
- *les OP sous nationales membres des plateformes nationales membres du ROPPA:* l'OPN pourrait jouer un rôle pour impulser des synergies mais pour le moment le fait que ces OP sous nationales communiquent encore faiblement les résultats de leurs activités avec leurs faitières OPN constitue une limite au développement de synergies (cas de la CPF notamment)
- *les OP sous nationales non membres des plateformes nationales membres du ROPPA:* il est plus difficile de faire le lien dans ce cas-là, mais les agri-agences pourraient (i) faciliter les connexions entre ces OP et les faitières existantes afin de renforcer le réseau, (ii) améliorer globalement la communication sur les actions qu'elles entreprennent en appui à l'OP en particulier en direction de l'OPN.

### **Recommandations**

126. Au niveau régional, le ROPPA souhaiterait que les actions des agri-agences (via FFP/AFRICA mais aussi autres financements) permettent d'accompagner les dynamiques qu'il impulse au sein du réseau. Au niveau national, les synergies pourraient être renforcées de la façon suivante:

- les actions des OP entreprises en partenariat avec les AAs mériteraient d'être mieux diffusées auprès des OPN et partagées avec le ROPPA. Le CNCR par exemple rend compte au ROPPA

sous la composante 3 des activités économiques soutenues par l'ASPRODEB. L'évolution vers un reporting global des OPN (et non spécifique au PAOPA) pourrait renforcer cela.

- dans les pays, l'ensemble des agri-agences qui interviennent pourraient d'avantage échanger et coordonner leurs actions (une réunion par an au moins), en invitant systématiquement à ces rencontres un représentant de l'OPN.
- les activités conduites dans le cadre du PAOPA pourraient dégager de nouveaux partenariats potentiels entre agri-agences et OP: par exemple, la mise en place des CNIEP qui facilitent le travail d'identification d'IE prometteuses des OP pourrait permettre de guider des appuis futurs des agri-agences.

## GESTION

127. **Gestion financière.** Le ROPPA a enregistré des progrès dans la normalisation de la gestion financière. En termes d'outils, le manuel de procédures a été validé par le conseil d'administration et le ROPPA a démarré le processus de mise à jour du logiciel de gestion TOMPRO par l'acquisition de la nouvelle version TOM2PRO. En termes du personnel, il est prévu cinq personnes dans le département des finances : le RAF, le comptable et trois assistantes. Cependant, la mission déplore la vacance au poste de Responsable Administratif et Financier, le dernier RAF actuel ayant présenté sa démission en janvier 2015. Le conseil d'administration du ROPPA a accepté la démission et a fixé son départ en date du 30 juin 2015 après la réalisation de l'audit global des comptes du ROPPA. Malheureusement pour cause de maladie, depuis le 11 mars 2015, le RAF n'assure pas sa fonction. La 6<sup>ème</sup> convention du ROPPA tenue en juin 2014 a pris des mesures « tolérance zéro » visant à exclure des financements des projets, les plateformes nationales qui ne seraient pas à jours de l'application des pratiques et outils de adoptés. L'USAID a organisé un diagnostic pour la gestion administrative et financière en vue de renforcer les capacités du ROPPA dans ce domaine. Cela s'inscrit dans le cadre d'un partenariat direct et plus ambitieux que l'USAID voudrait développer avec le ROPPA.

128. Pour préserver les progrès enregistrés dans sa gestion financière impérativement, le ROPPA devra recruter dans les meilleurs délais le nouveau RAF. De plus, le ROPPA devra voir comment bien valoriser l'ensemble des compétences disponibles dans le département des finances et procéder à une meilleure répartition des tâches pour réduire le volume d'activités excessif qui pèse actuellement sur le comptable du ROPPA. **Pour optimiser les prestations des agents, le ROPPA devrait organiser de temps en temps des formations de mise à niveau dans la tenue des livres comptables, la production des pièces justificatives, dans le classement, dans l'utilisation des technologies de l'information ainsi que dans la passation des marchés non seulement pour les agents du département des finances mais aussi pour les agents du ROPPA en général.**

129. L'opération de migration de données de TOMPRO vers la nouvelle base de TOM2PRO devra être minutieusement supervisée. Au terme de l'installation, le consultant recruté à cet effet sera tenu de dispenser une formation poussée à l'équipe des finances et de consultation aux chargés des programmes. Le ROPPA devra communiquer au conseil d'administration les soldes d'ouvertures de la nouvelle base et gardera l'ancienne base pour servir en cas de besoin.

130. La saisie des opérations dans TOMPRO a été arrêtée au mois de février 2015 (la dernière opération date du 25/02/2015) Après l'installation de la nouvelle base, le ROPPA recrutera un agent de saisie supplémentaire et la comptabilité retrouvera son cours normal au début du mois de juin 2015. Le paramétrage tiendra en considération les nouvelles exigences du Système Comptable Ouest Africain (SYSCOA) pour les organisations non gouvernementales

131. **Gestion du personnel.** Le ROPPA a accusé un retard dans l'élaboration du PTBA de 2015 et dans la production des rapports. Cela est lié entre autres à la faiblesse des ressources humaines pour faire face au volume grandissant du travail. La mission a noté le recrutement d'un nouveau Secrétaire Exécutif, qui occupera ses nouvelles fonctions à partir du 1er juillet 2015. Le Secrétaire Exécutif sortant achèvera son terme au 30 Juin 2015. Pour plus de transparence, le secrétaire exécutif sortant a informé la mission de ses intentions de faire auditer les 6 premiers mois de 2015 afin de rendre au nouveau Secrétaire Exécutif une situation financière certifiée par les auditeurs. Le ROPPA a prévu de recruter du personnel (7 personnes). Dans cette perspective il devra recruter dans

les meilleurs délais recruter un nouveau chargé de programme. Pour stimuler la productivité de ses agents, le ROPPA devra annuellement procéder à l'évaluation de ses agents et normalement le renouvellement des contrats devrait être assujéti à une évaluation positive.

132. **Contrôle interne.** Les règles et procédures visant la sauvegarde du patrimoine du ROPPA sont en place et la hiérarchisation permet une bonne ségrégation des tâches. Cependant, le RAF devra augmenter la vigilance et veiller à l'exhaustivité des documents avant d'autoriser les paiements. La mission a noté l'inconsistance dans la validation des bons de dépenses et des contrats mal formalisés.

133. **Décaissement.** Le budget quinquennal du PAOPA pour le ROPPA est arrêté à 3 732 293 EUR. Un seul décaissement a été effectué en date du 12 mars 2014 pour un montant de 1.401.900 EUR représentant 95% du budget de 2014 estimé à 1.475.687 EUR. Les dépenses au 31 décembre 2014 étaient estimées à 999,412 EUR. Les taux de réalisation des composantes 1, 2, 3, sont respectivement 88,9%, 59,4%, et 31,6%. Les chiffres montrent un taux de décaissement faible pour la composante 3 due au fait qu'aucun décaissement n'a été réalisé sur la sous-composante 3.2 d'appui à l'entreprenariat des agriculteurs et des associations des producteurs.

134. **Budgets 2016 et 2017.** Les projections montrent que l'addition des dépenses effectives (999.412 EUR), plus le budget de 2015 (1.536.392 EUR) et les budgets prévisionnels pour 2016 et 2017 qui sont respectivement de 463.951 EUR et de 372 461 EUR ; il y aura un dépassement budgétaire de l'ordre de 141 353 EUR sur la première composante et des fonds non utilisés pour un montant de 446 766 EUR sur la troisième composante. Globalement, un montant de 360.072 EUR fera l'objet de réallocation sur les deux exercices de 2016 et 2017.

135. Les projections montrent qu'avec la planification actuelle, à l'horizon de 2017, il y aura des dépassements sur la catégorie d'ateliers et séminaires pour un montant de 178.499 et que la catégorie aura un taux de décaissement de 121,6%. La mission recommande au ROPPA de revoir les budgets prévisionnels de 2016 et de 2017 pour ajuster les activités au fonds disponibles.

136. **Qualité des DRF.** La mission a noté que la préparation de la deuxième DRF est au stade avancé. **Toutefois, la vérification des éléments retenus dans les états certifiés des dépenses a révélé trois dépenses qui dépassent le montant de 7 700 EUR et pour lesquelles aucune non-objection n'a été demandée. Il s'agit de la facture d'interprétariat Université Paysanne de Cotonou du 20/12/2014 pour un montant de 15 240 490 EUR, Billet d'avions des participants dans l'atelier de bilan du 25/04/2014 pour un montant de 17 806,35 EUR, facture Hôtel SAHEL pour la convention de Niamey pour un montant de 9 230,41 EUR. Le ROPPA devra demander une non-objection ex-post pour toutes ces dépenses.**

137. La formulation n'a pas tenu en considération la catégorie VIII de gestion du programme pourtant bien mentionnée dans le texte de l'accord de financement du ROPPA. Par conséquent, le ROPPA a été obligé de comptabiliser les frais de gestion du programme dans la catégorie I de services contractuels. La mission recommande la création de la catégorie VIII de gestion du programme. La création de la catégorie de gestion du programme et d'autres ajustements budgétaires recommandés par la mission de revue à mi-parcours, nécessitera l'amendement de l'accord entre le FIDA et le ROPPA. Après l'amendement de l'accord, les dépenses de gestions du programme seront rétroactivement affectées par le FIDA à la catégorie VIII de gestion du programme.

138. **Budget PAFO.** Le budget de la PAFO pour 2014 est estimé à un montant de 251.985 EUR. Le FIDA a décaissé un montant de 239.386 représentant 95 % du budget de 2014. Les dépenses effectives au 31 décembre 2014 sont évaluées à 60.210 EUR et concernent essentiellement l'organisation de l'Assemblée générale et les réunions du Conseil d'Administration de la PAFO.

139. Les perdiems fixés et perçus par les participants lors des Conseils d'Administration de la PAFO sont nettement supérieurs au taux des Nations Unies. Par exemple à la réunion de Tunis, ils ont perçu 305 USD alors que le taux des Nations Unies à Tunis est de 173 USD. Le FIDA a notifié au ROPPA (gestionnaire actuel des fonds de la PAFO) que les dépassements sur le taux des Nations Unies seront considérés non éligibles. Le FIDA respecte la souveraineté du Conseil dans la fixation du taux de per diem et estime que les administrateurs devraient chercher les moyens supplémentaires pour compléter et à défaut se conformer au taux des Nations Unies. Pour les

dépassements passés, deux options de redressement sont possibles. Retirer les montants sur les prochains perdiems ou demander le remboursement de l'excédent de perdiems versés aux OPR. Le Conseil d'Administration qui se tiendra à Yaoundé au début du mois de juin de 2015 décidera sur la méthode à appliquer pour rembourser les dépassements sur les perdiems. La mission a demandé au secrétariat du ROPPA de présenter au Président en exercice de la PAFO le récapitulatif de la totalité du montant à rembourser.

140. En outre, les rapports techniques et financiers des rencontres de la PAFO organisés avec les fonds PAOPA devront être partagés avec le FIDA dans les plus brefs délais afin de permettre au FIDA de décaisser la deuxième tranche suite à la soumission de la DRF de la PAFO.

141. **Passation des marchés.** La mission note que le ROPPA a réalisé des progrès en matière de passation des marchés. Une commission de passation des marchés a été mise en place et est opérationnelle. La commission a tiré profit de la formation dispensée par la dernière mission de supervision en matière de sélection des consultants. Elle a appliqué la méthode de qualité-prix dans la sélection du cabinet d'audit. Cependant, la mission a noté quelques insuffisances qui nécessitent des redressements notamment : (i) la classification des documents des marchés, (ii) la tenue du registre des contrats, (iii) l'usage d'une fiche de suivi de contrat, et (iv) l'élaboration du plan de passation des marchés. La mission a donné les formats et a expliqué à la secrétaire de la commission l'utilisation de ces outils.

142. **Contrat avec les OPN.** L'entretien avec les représentants des OPN participant à la mission de revue à mi-parcours (ANOPACI de la Côte d'Ivoire, FONG du Ghana, et CPF du Burkina Faso), a fait ressortir les points suivants auxquels le ROPPA devra porter une attention particulière :

- Les tranches de décaissement des fonds qui handicapent la mise en exécution des activités suivant le chronogramme établi. Le ROPPA a appliqué des taux de décaissements différents aux OPN. Les OPN qui avaient des difficultés dans la gestion financière ont reçu la première tranche de 30% et de plus, les fonds sont arrivés en retard. Après la réception des fonds, les 30% vont seulement couvrir les arrières de salaires et les fonds restants ne pouvaient pas permettre aux OPN de mener les activités retenues sur le programme. En outre, le ROPPA a exigé un taux de justification de la première tranche très élevé pour l'obtention de la deuxième tranche (90%). **Le taux devrait être ramené à 70% et les 30% restant devraient être utilisés en attendant la réception du deuxième versement. Il a été convenu que le taux de justification doit être ramené à 70 % pour éviter qu'il ait une interruption dans l'exécution des activités.**
- Le retard dans le décaissement des fonds en général. Le ROPPA transfère les fonds aux OPN quand il les reçoit du FIDA, ce qui advient toujours après le mois de mai. Par conséquent, les OPN disposent seulement cinq mois de mise en œuvre des activités. Les OPN sont obligés d'exécuter les activités à la hâte pour envoyer le rapport au ROPPA en octobre.
- **Les confusions sur les formats de rapportage par catégories et par composantes. Il y a toujours des défis liés à la compréhension globale du programme. Les points focaux et les financiers des OPN n'ont pas toujours le même niveau de compréhension du programme et des canevas. Des efforts doivent être faits pour relever ce défi, notamment en renforçant la formation et en assurant un bon suivi.**
- En raison des difficultés expérimentées dans la passation des marchés, tous les participants ont souhaité une formation en passation des marchés surtout sur le recrutement des consultants, les consultations restreintes et la tenue des documents de passation des marchés.

143. **L'audit des comptes.** Les opérations pour l'exercice de 2014 sont en cours. Selon l'accord de financement, le rapport d'audit doit arriver au FIDA avant la date du 30 juin. Au niveau des OPN, 9 sur 13 OPN encadrées par le ROPPA dans le programme PAOPA ont organisé les audits pour l'exercice 2013. La mission a été informée que les audits pour l'exercice de 2014 sont aussi en cours au niveau des OPN.

### Récapitulatif des mesures convenues en matière de gestion

Mesure convenue	Responsabilité	Date convenue
1. Finaliser le recrutement du Responsable Administratif et Financier	Secrétaire Exécutif, Président du ROPPA	Courant Juillet 2015
3. Terminer le paramétrage de la nouvelle base et dispenser la formation sur l'utilisation de TOM2PRO	Secrétaire Exécutif, Le cabinet Le comptable	Fin juillet 2015
4. Rattrape la saisie de toutes les opérations comptables et régulariser la comptabilité	Secrétaire Permanent, DAF et le Comptable	30 Juin 2015
5. Demande la non-objection ex-post pour toutes les dépenses qui dépassent les 7.700 EUR	Secrétaire Permanent Le comptable	Mi-juin 2015
6. Réorganiser les documents de passations des marchés (le registre des contrats, la fiche de suivi des contrats, le plan de passation des marchés)	Secrétaire Permanent et le RAF, président de la commission des marchés et la secrétaire de la commission des marchés.	Immédiatement
7. Revoir les modalités de décaissement au profit des OPN. Le taux de justification pour la deuxième tranche doit être au plus de 70%	Secrétaire Permanent, Le RAF	Immédiatement
8. Rembourser au compte FIDA le trop perçu sur les perdiems de la PAFO	ROPPA PAFO	Aout 2015
9. Partager les rapports techniques et financiers des rencontres de la PAFO organisés avec les fonds PAOPA afin de permettre au FIDA de décaisser la deuxième tranche suite à la soumission de la DRF de la PAFO	ROPPA PAFO	Immédiatement
10. Créer la catégorie VIII de gestion du programme.	FIDA ROPPA	Aout 2015

## ANNEX 5 – SACAU – MAIN FINDINGS AND RECOMMENDATIONS

### GENERAL CONTEXT

1. **Target NFOs.** Similar to the pilot phase, SACAU has opted for targeting the weakest of its members with a view to equip them with staff, sound governance structures and management tools, to provide them with specific backstopping from SACAU headquarters and to help them in becoming relevant and performing organisations for the farming community.
2. Target NFOs are the same as in the pilot phase (ACT/Tanzania, CPM/Madagascar, FEKRITAMA/Madagascar, LENAFU/Lesotho, SEYFA/Seychelles, SNAU/Swaziland) and an additional one, NNFU/Namibia, benefits exclusively from Component 3.
3. **Delayed project start-up.** The GA between SACAU and IFAD was concluded in April 2013 and the first disbursement was received by SACAU in July 2013. Three months of implementing activities were lost due to the delays in finalising the WA by SACAU and disbursing funds from IFAD. Although SACAU was able to pre-finance the cost of personnel and administration for some NFOs, the financing gap between the end of the pilot phase and the main phase translated into hardship for NFOs and, in the case of SEYFA and SNAU, in the loss of core staff as well as, with them a wealth of knowledge, capacities and experience. The progressive decreasing of SFOAP budget financing core costs (staff and operational costs) is likely to have again the same very detrimental effect, especially since SACAU has purposely targeted the younger and weaker organisations, which still have limited partners.

### COMPONENT 1 – STRENGTHENING OF FOS INSTITUTIONAL CAPACITIES

4. **Staff.** The total personnel cost allocated to SACAU staff is equivalent to 1.25 company cost of one technical staff and one administrative staff and covers the salaries of the Chief Executive Officer (4%), Accounts and Administration Officer (26%), Capacity Development Officer (91%), Marketing Advisor (14%), Receptionist/administration assistant (100%) and Messenger/Office Assistance (100%). These included three women.
5. In national organisations, SFOAP contributes to paying from 3 to 5 staff. In the youngest organisations, LENAFU, SEYFA and SNAU, which were promoted by SACAU with SFOAP support, staff is reduced to the CEO, one financial/administrative officer and an office assistant and they are all paid by SFOAP. Furthermore SFOAP finances office costs such as office rent, stationery and other office utilities for SACAU secretariat, SeyFA, LENAFU, SNAU, and CPM.
6. For the younger organisations in particular, the progressive decrease in SFOAP's contribution to salaries<sup>36</sup> and in management costs will have the most serious consequences. In fact the NFOs that participated in the MTR have already established partnerships, in particular with the ministries of Agriculture (which have provided some of them with office space and pay the full cost of utilities; additionally SNAU is negotiating a partnership with the extension service), donors (FAO/Agriterra at LENAFU and commercial ventures (Swazi Bank and EcoNet, a mobile phone company in Lesotho and Swaziland respectively). Altogether SACAU's members had 15 partnerships worth EUR 1.85 million on-going at the time of the MTR, while SACAU Secretariat had raised EUR 4.87 million. Appendix 1 shows the details of partnerships established by all NFOs.
7. Yet such good achievements, while they enable these organisations to expand the range of services they provide to their members, have no impact on NFOs ability to cost-share staff salaries. Even where donors are financing partnerships with NFOs, they refuse to include overheads in the

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<sup>36</sup> SFOAP is to pay full 12-month costs in the first two years, than the equivalent of 8 months in the third year, 8 months in the fourth year and 6 months in the final year.

budget or limit them drastically. For example even a like-minded donor such as CTA does not accept to finance more than 5% of overheads (as a matter of comparison IFAD receives 8% of the total amount delivered to RFOs for managing programme implementation). ACT indicated that donors only accept to finance new staff and is not willing to contribute to the costs of existing staff.

8. Furthermore, partnerships are essentially temporary. The TCP project supporting LENAUFU was for two years and is coming to an end in 2015. ACT was having all of its salaries paid by the government of Tanzania, but because of the need to cut public spending, the state budget will stop paying for them completely as of July 2015.

9. NFOs have strived, often with success, to develop partnerships with public and private, domestic and international organisations. Yet this is not enough to ensure that alternative sources of funds can take over and pay for salaries after five years of existence. NFOs have also engaged in setting up systems allowing them to generate resources (see Component 3) and they are exploring new avenues to generate resources, including:

- *Special Purpose Vehicles*: SACAU but also ACT, SeyFA and SNAU are in the processes of setting up commercial entities for their organizations. The model has worked in some countries in the region and has been instrumental in the sustainability of FOs (see below):
- *Service provision*: other organisations are thinking of developing service provision including consultancy services that could be offered to various clients in the country. There is a risk however that NFOs by focusing too much on service provision (especially where they are run by a single person, which is the case of some of the target NFOs), they evolve into a development NGO to the detriment of their core functions.

10. At any rate it will take time until these systems can generate sufficient resources to pay for staff salaries. As indicated by SACAU all of the strong NFOs in the region, including those representing the interests of commercial farmers, have grown strong largely due to decades of public funding (and so is the case in Europe). A recent external review of the Core Support Programme financed by Sweden and Finland in support of the Zambia National Farmers' Union<sup>37</sup> showed that the 109-year old organisation generates 35% of its own resources. Based on the recognition that ZNFU was playing a key role in promoting farmers' access to services and in ensuring the representation of farmers' interests, the Core Support Programme, which contributes to financing of core costs of the organisation, has been extended for a second phase.

11. The consequences of reducing SFOAP contribution to NFOs will be dramatic. If, despite all their efforts, they cannot find a partner willing to take over all of the salary costs currently financed by SFOAP, chances are that NFOs will just disappear. Past examples show that this is not just a fiction: delays in SFOAP channelling of funds from IFAD to RFOs led to SNAU (2012) and SEYFA (2013) losing all of their staff because they had no alternative source of financing to ensure the payment of salaries.

12. Similarly, at the regional level, SACAU has partnerships with a large range of organisations. However many of these donors do not accept to finance regular overheads – for example the latest agreement signed with CTA for USD 600,000 only contemplates 5% overheads.

13. **Improved accountability.** At the national level, SFOAP supported the implementation of eight Annual General Meetings and 47 board meetings. These meetings are statutory and they are key in ensuring accountability and transparency. In the younger organisations they contribute to establish NFOs as credible partners with a sound governance system and they provide venues for agreeing on strategic directions. They also offer opportunities for the Secretariat to profile participating members, provide capacity building and for developing strong ties with members. Furthermore, for the first time in 2014, AGMs of NFOs have included knowledge management events, and the same has happened at SACAU level. The participation of women in all these meetings has been above 30% on average.

14. Financial accountability has also improved. NFOs are submitting monthly financial reports with minimum errors. NFOs have also been audited on an annual basis and all of the audits were unqualified. NFOs are utilising internationally accepted accounting systems, with LENAFU in the process of using them as well (see details on financial management in section below).

15. At the regional level, SACAU organised one board meeting and two new types of events - a Presidents meeting and a CEO meeting. Both meetings aimed at discussing SACAU's priorities and at preparing SACAU's third strategic framework (2014-2018).

16. **Backstopping missions.** SACAU Chief Executive Officer, Capacity Development Officer and Accounts and Administration Manager undertook 16 out of 70 (23%). This represents an average of about 12 missions/year over the past 18 months. Backstopping missions fill multiple purposes (advice, capacity building and monitoring) and are very much appreciated. Through the financing of AGMs, workshops and backstopping missions, SFOAP has contributed to strengthening the relationship between SACAU and its members and to developing support services to members. This has proven very positive both to members and to SACAU secretariat, which has been better able to measure members' needs for support services. In addition, Secretariat staff provide regular guidance to NFOs through calls.

17. CEOs of NFOs met by the mission said that they would like to have more missions and more guidance from SACAU's Secretariat. However, while all of the Secretariat professional staff contributes to SFOAP implementation, the Capacity Development Officer bears most of the technical backstopping work and is not in a position to provide the significant amount of guidance required by NFOs, in particular the youngest ones. The situation is worsened by the fact that the post of SACAU Marketing Specialist, who was to provide support to the implementation of Component 3, has been vacant. Recommendations are made below to strengthen the capacity of SACAU secretariat to monitor and provide guidance on the implementation of Component 3, under the supervision of the Capacity Development Officer, which should lift his current overload.

18. **Donor mapping for resource mobilization.** Each NFO was allocated €2500 for donor mapping in view of supporting resource mobilisation. This activity was not implemented in 2014 and resources were transferred to 2015 (see specific section on Resource mobilisation below).

19. **Communication and visibility.** A regional communication strategy is being prepared with support from the Southern Africa Trust Hub. While it does not contemplate to include a section on the visibility of donors' identity (which, strictly speaking, is not seen as a building block of the communication strategy of an institution but rather as a requirement to be fulfilled as part of the agreement between this institution and development partners), the mission found that SACAU made efforts to make SFOAP donors' identity more visible. A difficulty is due to the fact that, while the EU gave a global authorisation for the utilisation of their logo once and for all for the entire project duration, and IFAD can give it based on RFOs specific request, AFD and SDC require prior clearance for every single use. SACAU has a website that regularly keeps track of events and publications, including of those taking place at the national level, which also mentions all the partners supporting the organisation.

20. The SFOAP visibility and communication plan was not yet developed by SACAU should be prepared and submitted to IFAD.

21. At the national level, some NFOs, have a communication strategy (for example ACT) and some are in the process of having one (LENAFU). ACT, CPM, NNFU and SNAU have websites. These are updated with varying regularity (which largely depends on the availability of human and financial resources) and most do not show all of the SFOAP partners.

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<sup>37</sup> External Review of Core Support under Joint Financial Agreement to Zambia National Farmers Union, SIDA, 2012.

22. SFOAP has also enabled the publication of brochures and videos both at the regional and national level. SNAU's efforts at developing effective and yet low-cost communication are worth mentioning – the CEO produced seven articles for local newspapers, covering key messages arising from their annual policy conference. Together with the President, he participated in 14 radio and one TV programme. These activities assisted SNAU to create awareness of their activities to the general public and farmers alike.

23. **Monitoring and evaluation.** SACAU's aim is to build an M&E system that could improve project effectiveness and relevance by providing information on the results and outcomes of activities and that would be connected to the overall SACAU Planning and M&E system, so that it can provide information required at SACAU corporate level as well information required to ensure the monitoring of SFOAP implementation, in line with the logical framework.

24. In September 2013, IFAD organised a regional training session facilitated by an M&E and KM consultant. The main objective was to support RFOs - including SACAU - in developing a Planning, Monitoring and Evaluation (PM&E) system for SFOAP. Tools, under the form of tables and reporting templates, were agreed upon. Additionally, the SACAU/SFOAP log frame was revised to make indicators SMART, avoid duplications and ensure that all outcomes can be properly monitored. Monitoring registers for recording main events and meetings, as well as studies and documents were designed. SACAU presented the revised M&E system to SFOAP target NFOs at the Annual KM and planning workshop in November 2013.

25. A quick evaluation of the use of the registers by the MTR mission team revealed that only one NFO - LENAUFU - did not use the registers. This is due to the fact that the CEO could not attend the 2013 KM & Planning workshop. All of the three NFOs interviewed during the mission agreed that the registers are very relevant to undertake M&E in their organizations. They help in reporting on SFOAP activities and in updating the log frame. NFOs are also using the registers to enter information related to other programmes they are undertaking. The main limitation of the registers is that it is not possible to customize the "indicator" column that is formatted with SFOAP indicators. It appears also that the register does not automatically link to the log frame that has to be filled manually.

26. Report drafting remains challenging for SACAU due to the varying quality of NFOs reports and the lack of sufficient information provided.

27. SFOAP M&E system feeds into SACAU's global M&E system, which is designed to monitor the implementation of SACAU's strategic framework. SACAU has a dedicated staff in charge of M&E and KM, who works closely with the Capacity Development Officer in charge of SFOAP. At SACAU's level, the M&E officer has also used the SFOAP registers for the corporate M&E system of SACAU. However the fact that NFOs are not required to share their M&E registers makes it difficult to collect information that could be highlighted in KM tools of SACAU such as its newsletter.

## Recommendations

- *On salaries and office costs:* decreasing SFOAP financing of salaries and office costs is likely to have a very adverse impact on NFOs and to lead to their disappearing or seriously decrease in the activities that they would be able to achieve. The MTR recommends that the rule be readapted (see main report for details) and that NFOs capacity to mobilise resources be strengthened;
- *On resource mobilisation:* the mission recommends that donors' mappings are carried out in 2015 and that detailed resource mobilisation strategies, including implementation plans and timeframes be prepared. It further recommends that given serious risks of disruption that would be the mission recommends that SACAU organizes, for example on the occasion of the AGM, a capacity building workshop on the mobilization of resources, and in the writing and presentation of project proposals presentation. Furthermore NFOs could consider inviting donors to a special session on the occasion of their AGM, on the model of the event organized by ACT with donors as part of the review of ACT strategic plan, where donors were invited to learn about the organisation and meet with leaders;

- *On partners' visibility:* clear instructions should be provided by SACAU to NFOs, which should detail how to address partners' visibility in various types of communication activities (publications, videos, websites, workshops and events...), how to request authorization and plan ahead, how to use disclaimers etc. Also, SACAU should develop their visibility and communication plan for the SFOAP
- *On M&E/KM:* the MTR team recommends that SACAU contact the M&E/KM consultant to review ways to improve the existing system. Furthermore, SACAU should organise training on reporting, building on good NFOs experience (e.g. SNAU) and using the share their registers with SACAU on a regular basis (monthly if possible), possibly using the consultants' line. Finally NFOs should be asked to share their registers with SACAU on a regular basis.

## COMPONENT 2 – POLICY ENGAGEMENT

28. SFOAP support to core functions and to setting up sound governance and management systems have raised the visibility and credibility of NFOs, who have become prominent players on the agriculture development scene and have capitalised the confidence of strategic partners. This has translated into increased number of invitations to participate in national policy and development events. Furthermore NFOs have become permanent members of important agricultural committees and task forces. This increased visibility and recognition, complemented by the commissioning of policy studies, policy consultations with members, communication efforts and capacity building activities, has enabled them to promote farmers' views and interests effectively and to gain influence on policy development. For example:

- ACT (Tanzania) has carried out numerous policy studies, which altogether have contributed to significant policy changes (reduction of the tax on crop sales, establishment of a government regulatory body to establish and monitor quality standards of agriculture inputs, VAT exemptions). SFOAP resources were used to commission a study aiming at including a section on agriculture in the Policy on Local Content. ACT subsequently sent the proposals related to the agriculture sector to the National Planning Commission and is now partnering with the Private Sector Foundation to have them adopted as part of the law. Another study was undertaken to advise the government on how to improve the coherence and coordination of the many overlapping government regulatory bodies in the agriculture sector, starting with the input sector. A similar study on the livestock sector is planned in 2015. Lobbying based on the outcomes of the first study is on-going but as ACT CEO indicated, 'effective lobbying takes a lot of time';
- CPM (Madagascar) chairs the CAADP steering committee, which, for a farmers' organisation is a major achievement. CPM also lobbied on behalf of smallholder farmers who were on the verge of losing their land to large scale private investors, trained their members on their land rights so they in turn could lobby to get land titles. The action resulted into establishment of 10 land offices in the municipalities to assist farmers to get certificates;
- During SFOAP pilot phase, LENAFU carried out two policy studies that led to two policy positions, on land use and on the national input subsidy programme. On land use, LENAFU advocates that livestock breeders organisations be involved in land administration. On input subsidy, the study found that input distribution by the government is inefficient and cutting off the participation of the private sector. LENAFU advocated that input distribution should be done by FOs where they have sufficient capacities. Now the system is based on the joint collaboration of FOs and the private sector. The Wool and Mohair Association specifically runs the dipping tanks that were previously managed by the government;
- Over 2013-2014 SNAU has carried out 10 policy consultations with members, which helped in prioritizing two areas for advocacy, i.e. the re-organisation of the management of government-owned tractors so that it become more effective, and youth participation in the agriculture sector. SNAU carried out a study on youth in agriculture in 9 Rural Development Areas along a methodology that was applied by the government in the remaining 8 areas. The government has accepted to implement two key recommendations on including youth components in all projects and establishing quotas for youth participations. A study was also carried out on the

tractor scheme, which proposed to entrust its management to SNAU, through the creation of a commercial company owned by SNAU. Negotiations with the government to improve the tractor scheme and involve FOs are on-going.

29. NFOs met by the mission stressed that policy engagement brings little visible results to farmers on the ground and, even when it is successful and have direct impact on farmers' lives throughout the country, it is not enough to attract new members. In turn, activities supported by Component 3 are more visibly geared towards bringing direct benefits to farmers, yet on a much more limited scale.

30. **Advocacy for women.** In August 2014, SACAU organized a regional forum for women on "Women and the commercialisation of Agriculture". Forty women farmers coming from 16 of the 17 SACAU members attended the forum. Main outputs were:

- The SACAU policy position on women is formulated and validated at regional level
- Visibility on the specific needs of women for enhanced commercialization has increased thanks to (i) a 2-page article was written in the newspaper *Mail & Guardian*, (ii) SACAU's production of a video and two magazines for women and commercialization of agriculture

31. Moreover, following on the regional forum, women from two member organizations in Malawi - the National Smallholder Farmers Association of Malawi (NASFAM) the Farmers' Union of Malawi (FUM) - decided to create a Women Forum at the national level.

32. **Advocacy for youth.** One key outcome is the adoption of a regional position statement of SACAU on youth in agriculture. SACAU has already shared with NEPAD its position statements and is entering in promising discussion for possibilities of support to its youth programme.

## Recommendations

33. The MTR recommends that:

- policy measures resulting from NFOs lobbying and advocacy that bear a direct impact on farmers be made more visible, through internal communication stressing concrete benefits accruing to farmers;
- in lobbying with governments, NFOs support the introduction of measures aimed at assessing the impact of policy decisions, with a view to make corrections as required and also to generate data that could be used in support to membership development efforts.

## COMPONENT 3

34. **Design.** NFOs were not involved in the design of Component 3, which resulted in a lack of shared understanding of SFOAP eligible activities. On the other hand, as SFOAP target NFOs are the less developed ones and are globally under-staffed, it was ambitious to presume that they would have the human capacity to undertake the planning and implementation of Component 3 without extra staff support.

35. **Overall progress.** Progress has faced important delays mainly due to: (i) delay in receiving the first instalment (in July 2013) and (ii) slow understanding of NFOs of the type of support Component 3 could provide. Moreover overall budget of component 3 in SACAU's POW accounts for 34% of the total budget but expenditures have only reached 5% at MTR's date (and only 3% of overall budget under subcomponent 3.2). As for now it seems unrealistic to implement Component 3 as it was initially planned in the two and a half years remaining.

36. **Targets.** Seven (7) NFOs were targeted by Component 3. FEKRITAMA (NFO from Madagascar) was suspended from SFOAP mid-2014 for governance related challenges they were

encountering. Meanwhile the suspension was lifted and a review will be made soon regarding resumption of SFOAP support.

37. **Contracts between SACAU and NFOs.** In July 2014, SACAU signed grant agreement amendments<sup>38</sup> with the six target NFOs : ACT, CPM, SeyFA, SNAU, LENAFU and NNFU. A provision of EUR 92,000 was allocated to every NFO for a period of four years, with provisional budgets of EUR 23,000/NFO/year. Every year, every NFO is expected to submit a project proposal for that particular year. The proposal could either be new or a continuation of the previous activity. It seems that most NFOs (for example SNAU) had in mind submitting several projects rather than continuing demanding support for established ones.

### **Sub-component 3.1: Coordination, management and value chain studies for the provision of economic services**

38. The subcomponent aimed at providing FOs with the necessary tools and instruments for the coordination and implementation of activities planned under Component 3, including the assessment of economic opportunities related to smallholder agriculture.

39. **Approach:** SACAU has adopted a two-pronged approach in implementing Component 3:

- In Namibia, Component 3 has focused on supporting the provision of economic services to farmers involved in the livestock value chain. A value chain analysis has been carried out and is to lead to a global value chain action plan (VCAP). The rationale for selecting the livestock value chain was its importance in Namibia and also the regional dimension of this value chain that is strategic to the region and thus to SACAU. Further to the elaboration of the VCAP, actions to be supported by SFOAP will be selected and implemented in a target area that is in the process of being identified;
- In the five other countries, the process of identification of projects under Component 3 was done through a call for proposals from SACAU to NFOs. For that purpose, SACAU prepared guidelines that were presented and validated in SACAU's Annual Planning and KM workshop in November 2013.

40. **Drafting of project proposals.** The formulation of relevant proposals regarding Component 3's overall objective and eligible activities by the NFOs has taken much more time than expected. This was mainly due to the gap of understanding between NFOs' expectations (most NFOs thought that SFOAP would finance investments such as equipments or inputs) and what the component was to achieve, i.e. building models of economic services provision by FOs to foster knowledge and exchange good practices at national and regional levels.

41. **SACAU's support to NFOs.** NFOs did not have the expected capacities to formulate sound proposals and it has required various backstopping missions from SACAU's secretariat (16 backstopping missions out of 90 planned in 5 years were undertaken with usual focus on Component 3 issues). In Lesotho, LENAFU is still waiting for SACAU's backstopping mission that has been postponed several times due to the fact that the SFOAP Manager in SACAU does not have enough time to undertake the number of missions that is needed.

42. **Regional team of experts.** The regional support facility that was supposed to be composed of SACAU experts (technicians, farmers) and external expertise could not be developed. The idea was to have different experts in various fields within SACAU to provide technical support to NFOs. SACAU will continue pursuing the idea but not this activity will be suppressed from SFOAP2 as it is a long-term process.

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<sup>38</sup> As Component 3 started its implementation late, SACAU had already signed agreements with NFOs in 2013 for the implementation of activities under Components 1 and 2. Therefore in 2014, amendments to these agreements were elaborated to include activities and related budget to implement Component 3 activities.

### **Sub-component 3.2: Support to entrepreneurship at farmers or commodity associations/local FO level.**

43. Sub-component 3.2 aims to develop economic services at the national and subnational level through the provision of annual grants to participating NFOs for developing service provision in accordance with the AWPB as well as proposals.

44. **Funding of projects.** Four projects proposed by 4 NFOs have started implementing their activities: SeyFA, NNFU, ACT and CPM. SNAU is on good tracks to start soon. In Lesotho, LENAFU has identified the topic of the proposal they want to develop (providing agricultural information to its members through partnership with a mobile phone company, E-connect) but still needs support in the design arrangements. The support to provide should (i) help LENAFU enter into discussions with various stakeholders to be involved in the design (especially the relevant public or private entities generating data on agriculture, etc.) and (ii) support the formulation of the project proposal.

45. The content of the validated proposals are diverse and quite innovative. The table in annex provides an overview of main activities the projects will support and the areas of attention/improvements suggested by the mission.

46. NFOs need specific human capacities to ensure proper support and follow up in the implementation of Component 3. For example SNAU needs a staff fully dedicated to provide support to the piggery cooperative and the 40 targeted members and to monitor their activities; LENAFU - who is still at design stage - needs a fully dedicated person that will be hired for a short term period (2 to 3 months) to support the design process. Then there will be also need for a staff fully dedicated to economic services. ACT has already budgeted in its proposal consultant fee for a short-term support to undertake legal registration of its Special Purpose Vehicle and funds to support a quick start its business activities (office and staff costs for 3 months);

47. **Youth activities.** In the SACAU's programme of work, Component 3.2 planned to developing support to youth but had no related budget allocation.

48. As part of its global strategic plan, SACAU secretariat organized in 2014 a regional young farmers' forum and a tour to an agricultural exhibition. Thirty-two young farmers from SACAU's 16 members NFOs attended the meeting, of which 16 women and 16 men. Young farmers were provided with an opportunity to share experience from South Africa, Botswana, Namibia, and Zimbabwe. The Forum and tour were a success and have generated high expectations from the youth. SACAU intends to plan learning visits and regional meetings to foster experience sharing between youth in the region.

### **Sub-component 3.3: Knowledge Management**

49. This sub-component aims at capitalizing lessons and experiences that will be generated throughout the implementation process of activities under economic services provision component, mainly through: (i) information sharing workshops at national and regional levels, (ii) documenting experiences and (iii) organizing exchanges.

50. Main activities undertaken so far are the organization of the first KM annual workshops at national level in October 2014 in five countries. These meetings were used to share progress in SFOAP implementation and plan 2015 activities. They were also the opportunity for NFOs to share one case study with members and to identify and prepare case studies related to SFOAP implementation to be presented in SACAU's regional KM and planning workshop.

51. In SFOAP target countries, some good stories deserve documenting, especially the processes undertaken for advocacy and policy dialogue; the mission also noted that there are tools within NFOs that deserved to be shared (for example membership database template and related

questionnaire in ACT). As Component 3 is still at an early implementation stage, there is not much to share or document at the moment but the mission has identified topics to cover in the future:

- Creation of a special purpose vehicle (ACT, SeyFA, SNAU)
- Business models for economic services provision
- Business training modules
- Models of MoUs with governments
- Models of MoUs with banks.

52. Besides SACAU also has older and stronger NFOs members, which are not targeted by SFOAP, but whom the young ones could visit to learn from.

## Recommendations

- *Continue implementing on-going projects rather than developing new ones:* considering the relatively new approach that is implemented (especially for young NFOs) and the little time remaining for effective implementation of Component 3 projects, the mission recommends that: (i) currently initiated projects are supported for the remaining project period (to consolidate and maybe extend beneficiaries where possible); and (ii) the funding of new proposals be limited to one per country (meaning to develop LENAFU's project and build on existing ones in other countries);
- *Additional HRs and capacity building:* the MTR team recommends to SACAU to create a budget line for consultation support at regional level to assist NFOs on specific issues (M&E for LENAFU, Resource mobilisation plan for CPM, skills for report writing for CPM, LENAFU, KM support for all NFOs). SACAU, in consultation with target NFOs, will also identify the specific needs in terms of overheads/staffing to support the implementation of Component 3 at national level and incorporate them in the overall budget of Component 3 projects.
- *Youth and Women activities:* focus support to youth and women activities on: (i) the organization of regional meetings for exchange of information and network building; (ii) setting up of regional platforms of young farmers to discuss on common issues and learn from each other's experiences; and (iii) capacity building in agricultural entrepreneurship for women and young farmers;
- *Knowledge management:* it is recommended that SACAU review a set of available successes in the countries not targeted by SFOAP in areas of interest to SFOAP target NFOs (such as value chains - livestock, maize, piggery - and types of services – special purpose vehicles, contracting with financial institutions, setting up a market information system through mobile devices) to develop exchange visits for SFOAP target NFOs. Furthermore it is recommended that SACAU organise a training session at the regional level to build NFOs capacities to capture and document successes in an adequate format.

## RESOURCE MOBILISATION AND PARTNERSHIPS

53. **Strategies for resource mobilisation.** Donor mapping is the first step in developing resource mobilisation strategies. However it was found that capacity building is equally critical to ensure that NFO secretariats have a good understanding of key requirements for effective lobbying with donors. Another area where capacity building is required is in the calculation and presentation of overheads when preparing/negotiating project proposals. LENAFU has included this kind of support in a TCP project financed by FAO and implemented by Agriterra.

54. **Mobilisation of partnerships.** As indicated in Annex 1, SACAU and target NFOs have been developing quite a range of diverse partnerships, for a total of EUR 4,871,000 for SACAU and EUR 1,851,326 for NFOs, which represents around 60% of the total SFOAP amount. SACAU has partnerships with AGRA, Agrinatura-EEIG, Agriterra, the Bill and Melinda Gates Foundation,

COMESA, CTA, the International Land Coalition, NORAD, the Southern Africa Trust, We-Effect and WEF (Grow Africa). Partnerships developed by NFOs include the following:

- Lesotho National Farmers' Union (LENAFU) has partnered with FAO to implement a project aiming at improving agro-business skills of farmers in two districts of the country. It has also signed an MoU with EcoNet - a telecommunication company – by which LENAFU intends provide agricultural production and marketing tips to farmers in the country through EcoNet telephone network. In addition LENAFU is engaged in a joint venture with Rural Self Help Development Association (RSHDA) to promote conservation agriculture, in partnership with GIZ;
- In Swaziland, SNAU signed a partnership agreement with the Microfinance Unit (MFU) of Swaziland to jointly undertake activities aimed at developing skills of leaders and staff of SNAU. They have also partnered with the Ministry of Agriculture to implement a Swazi/Chinese maize block project. The project received the original funding from the Chinese embassy to support maize farmers with farming inputs. SNAU is also implementing Food Security and Agribusiness project and the Sigangeni Maize Block projects in partnership with COSPE and Technoserve respectively. All these initiatives are supported by the European Union;
- CPM is discussing with IFAD-funded AROPA project to identify areas of collaboration. While CPM is a member of AROPA's Committee of Orientation and Monitoring the collaboration between CPM and AROPA is taking very long to bear fruits;
- Lastly SeyFA is in contact with Seychelles Trading Company and Hilton Seychelles to develop a partnership that will enable farmers to supply these institutions with fruits and vegetables. The commercial entity SeyFA is planning to establish under component 3 will manage the supply of farmers' produce to these entities.

55. **Linkages with IFAD projects.** SACAU reports that collaboration with IFAD country interventions continues to be a big challenge. Despite efforts made by NFOs, there is little progress on the ground.

## MANAGEMENT

56. **Financial management.** The setup of the financial management system in SACAU is efficient and effective. It helps SACAU in achieving its objectives. There is cohesion between SACAU's financial policy and decisions on the utilisation of funds. Planning and internal control measures have been put in place and are fairly included in the SACAU draft manual of procedures as well as in SFOAP manual of procedures. The segregation of duties is satisfactory. Authorisation, custody, and records keeping roles are given to different people to prevent fraud or error. Audits are carried out on time. All NFOs are conversant with the reporting formats, which include expenditure by components and by categories. NFOs regularly submit monthly reports to SACAU. The mission noted the appointment of a new Finance and Administration Manager who benefited from a fast induction from SACAU management. He also needs to get used to IFAD procedures in terms of disbursement and reporting. The procedures are well detailed in the SFOAP manual of procedures

57. **Disbursement.** In total SACAU received EUR 1,428,022 in two instalments. An amount of 686,847 EUR received in May 2013 and an amount of EUR 741,175 received in July 2014. Total funds disbursed to SACAU so far (1,428,022 EUR) represent 38% of the five years budget that totals evaluated at EUR 3,727,793. Total expenditure amounts to 821,373 EUR and represents 24% of the five years budget. Component 1: 35%, Component 2: 25, 4 % and 6, 2% for component 3. The overall rate of 24% is a very low rate at Mid-Term Review. Measures should be taken to address the issue of low disbursement rate, which is partly related to delay in submitting/finalizing Was and receiving the first disbursement that came in July 2013 and to the challenges in the implementation of the 3<sup>rd</sup> component of economic services.

58. **Budget monitoring.** So far, there are no major cases of overspending on the SACAU budget lines but in terms of budgeting, there is a need to include previous year carried forward to the next year budget. As an example, all activities not implemented in 2014 budget and still relevant should be reflected in the 2015 budget.

59. Figures predict that there will be a delay in submitting the withdrawal application for 2015 budget. As of now SACAU has expensed 57 % of the last disbursement while the percentage required for the preparation of the Withdrawal Application is 70%. The low disbursement is due to the delay in getting eligible projects on components 3 and in receiving the first disbursement from IFAD. SACAU is expecting to boost its disbursement rate with five projects that have been recently approved.

60. **Statements of Expenditure (SoEs).** SACAU is conversant with the format used for Withdrawal Applications. However, the Financial Manager should always review NFOs statements of expenditure before submitting them for payment. The last Withdrawal Application included ineligible expenditure from FEKRITAMA. ***It has been agreed that SACAU should address a correspondence to IFAD stating the item and the amount that has been removed from Withdrawal Application n° 2 for adjustment.***

61. Withdrawal application n° 2 included two items that required to seek no objection from IFAD. These are related to accommodation at Manhattan Hotel, and tickets for the Women Forum, respectively for 14,824 EUR and 10,690 EUR. ***It has been agreed that SACAU should request ex-post no-objection from IFAD for the stated items.***

62. **Procurement.** For most of SACAU's expenditure, the quotation method is suitable. SACAU is conversant with the three quotations methods but there is a room to improve in respect of the procurement procedures. SACAU does not have a formally appointed tender committee, the tender documents are not properly filed and the contract register must be regularly updated, . ***SACAU assured the mission that the new Financial Manager would diligently address all the issues related to the procurement.***

63. **Contracts with NFOs.** At the beginning of the project phase, a contract is signed between SACAU and every participating NFO in the same format and wording as is signed between SACAU and IFAD. NFOs prepare one AWPB but receive funds every quarter based on activities. The disbursement is then based on the fund balance, the planned activities for the quarter and on the fact that 70% of the previous disbursement has been spent. Each NFO has to submit a monthly financial and technical report by the 10th of the next month. The reports are signed, scanned and sent electronically. At the end of the financial year, NFOs are required to send audit reports to SACAU. . Field Visits ,Email and telephone correspondences are used to provide backstopping and help in addressing challenges NFOs may be faced with. The discussion with NFOs representatives that participated in the MTR showed that they are conversant with the reports formats and are fulfilling SACAU reporting requirements. The same set up will continue in the post MRT period.

64. **Audit.** SACAU has been regular in submitting audit reports to IFAD before the deadline of 30 June. At the NFOs level, audits have been carried out for all NFOs in 2013 and the process is under way for 2014 fiscal year. At SACAU level, the audit for 2014 financial year is at advanced stage and will be delivered to IFAD before the deadline of 30th June 2015.

65. Based on the first EU audit experience, all supporting documents will have to be filed electronically and shared with IFAD.

**Summary of recommendations**

<b>Agreed action</b>	<b>Responsibility</b>	<b>Agreed date</b>
1. SACAU should address a correspondence to IFAD stating the item and the amount that has been removed from the Withdrawal Application n° 2 for adjustment of the Fekritama SOE in particular and for correcting WA 2 in general	-Finance and Administration manager - SACAU CEO - Capacity Adviser	30 June 2015
2. SACAU should request ex-post No Objection from IFAD for two items that are above the threshold for No Objection of EUR 7,700 EUR for services and EUR 15,400 for goods.	Finance and Administration manager - SACAU CEO - Capacity Adviser	30 May 2015
3. Continue backstopping missions to NFOs with a weak financial management system	Finance and Administration manager - SACAU CEO - Capacity Adviser	Throughout the year
4. SACAU should address the procurements issues: appointing a tender committee, regularly updating the contract register, reviewing filing system of tender documents	Finance and Administration manager - SACAU CEO	30 September 2015.
5. SACAU should develop their visibility and communication plan for the SFOAP	SACAU	

**APPENDIX 1 – RESOURCE MOBILISATION BY SACAU AND MEMBERS**

RFO/NFO	Name of the Partner	Period covered by contract/agreement	Total budget directly transferred to NFO (EUR)	In-kind contribution	Comments
SACAU	NORAD - Norwegian Development Aid	2012 - 2016	928 000	0	Funds for Climate Smart Agriculture
SACAU	We Effect	2014	430 000	0	For SACAU Programme support
SACAU	COMESA	2014 -2015	340 000	0	For Climate Change
SACAU	Southern Africa Trust	2014 -2015	135 000	0	Women and Young farmers support program
SACAU	ABSA Bank	2015	20 000	0	SACAU Policy Conference
SACAU	African Union	2015	18 000	0	SACAU Policy Conference
SACAU	Bill and Melinda gates	2012 - 2016	3 000 000	0	Support towards commercialization of smallholder farmers
			4 871 000	0	<b>4 871 000</b>
SEYFA	ESAFF	2013	2 000	0	SAYO TOOL WORKSHOP
			<b>2 000</b>	<b>0</b>	<b>2 000</b>
SNAU	COSPE (EU)	2013-2016	16 650	237 165	
SNAU	Technoserve (EU)	2013-2016	-	66 838	Signed partnership with Technoserve Swaziland for food security project. SNAU members are trained on entrepreneurship. The challenge is that the project does not finance operational costs for SNAU.
SNAU	Microfinance Unit (MoA, IFAD)	2014-2015	-	123 606	MFU financing 8 modules agribusiness certified Training of Trainers to 37 SNAU members. Funds managed by MFU, paying for accommodation, tuition fees, and training stationery. SFOAP contributes travel allowances for participants.
SNAU	Ministry of Agriculture (MoA,SADP, IFAD)	2010-2015	-	40 825	Donation of a double cab pick-up van 4x4+provides office/ utilities for free since 2010.
SNAU	Swazi/Chinese Maize Project (Chinese Embassy, maize farmers)	2013-2017	105 947	42 379	Project funds used as revolving funds for input loans. Funds not adequate for paying staff to implement the project.
SNAU	NAMBoard (MoA)	2014 (once off contrib.)	-	2 967	Sponsored 23.08% of SNAU 2014 annual policy conference, and 5 workshops for mobilizing horticulture commodity group.
SNAU	National Maize Corporation, (MoA)	2014 (once off contrib.)	5 297	-	Sponsored 7.7% of SNAU 2014 annul policy conference.
SNAU	<b>Totals</b>		<b>127 894</b>	<b>513 780</b>	<b>641 674</b>
LENAFU	FAO	Sept. 2013-2015		Not Calculated	Agribusiness capacity building project, Restricted funding, implemented through AGRITERRA, funds controlled and managed through FAO local Representative. Does not cover expenditure on administration costs, personnel costs.
			0	0	0
CPM	Entraide et Fraternité	2014-2016	105 000		
CPM	Développement et Paix	2015	53 200		
CPM	ANAE	2015			
			158 200		158 200
ACT	NORAD	2013-2017	390 625		Covers lobbying/advocacy activities including salaries for incoming staffs under the project
ACT	BEST-Dialogue	2015-2016	118 313		Covers Act's District representation, communication and networking activities and salaries for incoming staffs under the project
ACT	Trans-Sec	2013-2017	147 600		Covers dissemination of agricultural research findings

## ANNEX 6 – UMNAGRI – PRINCIPAUX CONSTATS ET RECOMMANDATIONS

### CONTEXTE GENERAL ET CONCEPTION DU PROJET

1. La formulation du programme de travail global pour l'UMNAGRI s'appuie sur une leçon de la phase pilote du SFOAP, c'est-à-dire que les organisations régionales sont différentes et ne devraient pas être soutenues selon une approche uniforme. Une approche sur mesure a donc été définie pour l'UMNAGRI, qui comprend deux volets :

- *Action A*: soutien à la revitalisation de l'UMNAGRI de façon qu'elle devienne une organisation représentative et démocratique, en construisant sur les transformations politiques et institutionnelles en cours en Afrique du Nord. L'action A avait une durée de deux ans et un budget de 515 017 EUR, dont : (i) 324 000 EUR pour la composante 1 ; (ii) 3 200 EUR pour la composante 2 ; et (iii) 152 000 EUR pour un petit projet par pays pour la composante 3. L'action A devait être mis en œuvre par l'UMNAGRI ;
- *Action B*: soutien à un petit nombre d'OP locales à sélectionner dans cinq pays (Algérie, Egypte, Maroc, Soudan, Tunisie) afin qu'elles deviennent des organisations offrant des services économiques à leurs membres, que leur expérience, les leçons apprises et les outils développés puissent être capitalisés et partagés à l'échelle nationale et régionale. L'action B a une durée de 5 ans et un budget de 2,403 millions EUR. FERT est chargée de la mise en œuvre de ce volet dans les cinq pays (Algérie, Egypte, Maroc, Soudan et Tunisie), mais au Soudan, la maîtrise d'œuvre a été délégué à la Sudanese Farmers' General Union. FERT a été choisie de gré à gré par le FIDA, qui a signé un contrat directement avec FERT, sans co-signature d'UMNAGRI et sans memorandum d'accord d'accompagnement pour préciser les liens entre FERT et UMNAGRI et ses membres. Dans la formulation de l'action B, le FIDA a demandé à FERT d'intervenir en financement direct de la SFGU et non via le dispositif de facilitateurs/techniciens locaux mis en place dans les autres pays, alors que les capacités de gestion de la SFGU s'avèrent faibles;

2. Ce montage appelle les principaux constats suivants:

- *Durées et budgets* : les deux volets ont une durée différente et la continuation du premier était soumise à une évaluation positive au terme de la deuxième année, tandis que le second a été conçu d'emblée pour 5 ans. Les budgets sont eux aussi différents, le budget du volet B représentant cinq fois le budget du volet A. Les montages différents des deux volets n'ont pas facilité les relations entre FERT et les OPN. Il aurait été préférable de donner la même durée aux deux volets ;
- *Changement* : le changement institutionnel est un processus endogène qui doit s'appuyer sur une appropriation et la responsabilisation (empowerment) des acteurs. Il était peu réaliste de supposer qu'un projet externe serait suffisant pour générer des changements significatifs, et que deux ans (volet A) seraient une durée suffisante à cet effet. A titre de référence, dans des contextes politiques différents, la phase pilote du PAOPA a eu une durée de trois ans. En outre, il paraît peu vraisemblable que les changements attendus (plus d'ouverture, de transparence, d'indépendance et de réponse aux attentes des producteurs) puissent avoir lieu au niveau régional, indépendamment du niveau national. Pourtant le volet A ne comprenait aucune action de soutien aux organisations nationales, mis à part la cartographie et les quelques microprojets portés par les OPN (voir ci-dessous) ;
- *Ciblage du volet B* : le choix des zones d'intervention du volet B n'a pas fait intervenir les OPN. Il a plutôt été orienté par l'approche de les faire coïncider avec les zones d'intervention dans lesquelles le FIDA finançait déjà des projets d'investissement, ce qui a engendré un potentiel de collaboration, mais a creusé encore l'écart entre le projet et l'UMNAGRI et ses membres. Par ailleurs ce choix s'est également reflété sur les coûts, en particulier au Soudan, puisqu'il a conduit à sélectionner des OP dans des zones éloignées les unes des autres. Enfin, la durée initialement prévue pour le choix des zones, des filières ciblées et des OP (7 mois) était trop courte.

## COMPOSANTE 1 – APPUI INSTITUTIONNEL

### Composante 1.1 – Appui institutionnel et organisationnel

3. Mis à part le financement du personnel et des coûts d'opération de l'UMNAGRI, les activités de la composante 1 comprenaient : (i) un diagnostic institutionnel de l'UMNAGRI et des propositions de révision des statuts et des mécanismes de gouvernance à discuter et adopter par l'UMNAGRI et ses membres ; (ii) une cartographie des OP au niveau régional et national ; (iii) un processus de concertation pour la révision du statut et des mécanismes de gouvernance ; (iv) l'élaboration d'un plan stratégique ; et (vi) la tenue d'un congrès extraordinaire pour valider les statuts, mécanismes de gouvernance et le plan stratégique.

4. **Personnel.** Le PAOPA a financé les coûts de personnel (coordonnatrice technique, responsable du suivi-évaluation, assistante administrative, assistante financière) sur deux ans.

5. **Diagnostic.** Le diagnostic institutionnel a été entrepris pendant le processus de concertation et est reflété dans le plan stratégique sous la forme d'une analyse SWOT. Bien que peu détaillée, cette analyse inclut de nombreux points importants et pertinents liés au pluralisme syndical, la fourniture de services aux membres, la communication, la transparence etc. La cartographie des OP n'a pas été utilisée pour cet exercice, ce qui est dommage puisque, bien que les membres de l'UMNAGRI considèrent qu'elle était très générale, elle contenait beaucoup d'information utile et moins générale que l'analyse SWOT.

6. **Concertation.** Le processus de concertation s'est déroulé entre avril et novembre 2013 à travers des missions dans six pays. Il a engagé environ 15 personnes par pays, soit du personnel de l'OPN, quelques élus et des personnes ressources. Si l'on peut considérer que ce processus est resté très restrictif et qu'il n'a pas impliqué beaucoup d'ouverture ou de participation, il faut reconnaître que le budget disponible (environ 5 500 EUR) était limité.

7. **Cartographie.** La cartographie des OP a été conduite par la FAO. Un rapport par pays et un rapport synthétique ont été préparés par les consultants de la FAO dans cinq pays. Les membres de l'UMNAGRI ont indiqué à la mission qu'ils pensaient que l'étude n'était pas utile parce qu'elle ne contenait que des informations dont ils disposaient déjà. Même dans ce cas, la mission a trouvé que l'étude contenait beaucoup d'informations pertinentes qui auraient pu appuyer la préparation du processus consultatif et du plan stratégique et compenser le manque de consultations élargies. Il apparaît cependant que le principal problème en cause concernant cette étude est qu'elle a été mise en œuvre par des organisations extérieures à l'UMNAGRI. Il en est résulté un manque d'appropriation et de reconnaissance par l'UMNAGRI. En outre la réalisation de l'étude a connu d'importants retards: commandée en avril 2013, elle a été livrée en mai 2014.

8. **Plan stratégique et actes constitutifs.** Le plan stratégique de l'UMNAGRI (2015-2017) définit nombre de principes très valables, tels que l'ouverture à de nouveaux membres, la transparence, la reddition de comptes, la réactivité aux besoins des membres. Si ces principes n'ont pas encore été traduits en changements significatifs, ils constituent une bonne base pour amener les changements progressivement. Le plan contient quatre axes stratégiques, très succinctement développés : (i) renforcement des capacités institutionnelles et organisationnelles de l'UMNAGRI ; (ii) création d'un observatoire agricole régional ; (iii) amélioration de la qualité et de la productivité ; et (iv) mise en place d'une stratégie de commercialisation des produits agricoles. Le plan stratégique prévoit l'organisation d'ateliers spécifiques à chaque axe avec tous les membres pour en développer le contenu et développer un budget sur la base d'estimation de coûts.

9. Les actes constitutifs (statuts, règlement intérieur et règlement financier) ont été élaborés avec l'aide d'une consultante juriste. Ils ne sont disponibles qu'en arabe. Ils consacrent la possibilité d'ouverture à de nouveaux membres mais uniquement des fédérations de filières et pas à de nouvelles OPN. En effet les statuts indiquent qu'une seule OPN par pays est admise au sein de l'UMNAGRI, ce qui supprime la possibilité de faire entrer les nouvelles organisations de producteurs issue de la libéralisation (par exemple SYNAGRI en Tunisie).

10. Le congrès extraordinaire a eu lieu à Rabat en janvier 2014 et a approuvé le plan stratégique et les actes constitutifs.

11. **Atelier de développement et de partenariat.** Suite à la mission de supervision 2014, le l'UMNAGRI et le FIDA ont convenu sur la nécessité d'organiser un atelier avec les membres de l'UMNAGRI, les instances étatiques et régionales de l'agriculture et du développement rural et les partenaires techniques et financiers dans le secteur agricole au niveau sous-régional afin de rediscuter du rôle de l'UMNAGRI dans la région dans le futur. Finalement, l'atelier a été organisé les 31 mars et 1<sup>er</sup> avril 2015, avec l'objectif de faire connaître l'UMNAGRI et son plan stratégique et de mobiliser des ressources, particulièrement au moment où le financement du PAOPA prend fin. Le public comprenait les représentants de tous les membres de l'UMNAGRI ainsi que de divers départements ministériels tunisiens mais peu de bailleurs de fonds, ce qui tend à montrer que beaucoup reste à faire pour asseoir la crédibilité et la visibilité de l'UMNAGRI et pour mobiliser des sources de financement.

12. Au cours de l'atelier, l'UMNAGRI a présenté quatre propositions de projets préparées par ses membres. Chacune d'entre elles traduit un axe du plan stratégique et a vocation à s'appliquer au niveau régional, même si chacune est portée par une OPN. Il s'agit des quatre projets suivants : Amélioration de la qualité des produits agricoles et des échanges commerciaux intra-régionaux (porté par la Tunisie), Renforcement des capacités institutionnelles et organisationnelles des organisations de producteurs (porté par la Mauritanie), Création d'une Fédération maghrébine des organisations de femmes (porté par le Maroc) et Création d'un Observatoire agricole (porté par l'Algérie). Les projets ont été présentés oralement et devraient être traduits en documents.

### **Composante 1.2 – Appui à la communication et à la visibilité**

13. **Stratégie de communication.** Une stratégie de communication succincte a été préparée, sur la base du processus de concertation des membres décrit ci-dessus. Le PAOPA a financé diverses activités prévues dans la stratégie, en s'appuyant sur le recrutement d'une experte en communication : une formation des membres, la révision de la charte graphique de l'UMNAGRI, l'édition de brochures d'information et la révision du site internet de l'organisation.

Le site web constitue un premier pas vers une plateforme électronique qui vise à mettre à disposition des membres et de tous les acteurs en lien avec l'UMAGRI une base d'informations utiles et à soutenir une dynamique d'échange entre les membres des organisations et les professionnels du secteur agricole dans la région. Il s'agit là d'un objectif très ambitieux qui nécessite probablement une clarification à la fois sur le contenu du site et sur les étapes de son développement. Le site actuel présente sommairement l'UMNAGRI et ses membres ainsi que les projets réalisés, mais ne fait par exemple pas ou peu référence aux services fournis par l'UMNAGRI et ses membres et les publications mises en ligne sont très limitées (essentiellement des bulletins météorologiques – en revanche la cartographie des OP ne figure pas sur le site). Par ailleurs ni le site web ni la brochure sur le PAOPA n'indiquent les logos des partenaires financiers du projet, alors que leur indication contribuerait aussi à renforcer la reconnaissance et la crédibilité de l'UMNAGRI.

### **Recommandations**

14. Dans la mesure où le FIDA ne dispose plus de ressources pour financer un prolongement du volet A, le plus urgent pour l'UMNAGRI va être de devoir trouver des ressources pour pouvoir donner une continuité aux actions lancées jusqu'ici. L'UTAP (Tunisie) a annoncé qu'elle hébergera le secrétariat de l'UMNAGRI et qu'elle paiera son personnel. La Secrétaire exécutive de l'UMNAGRI étant sur le point d'être nommée Secrétaire exécutive de la PAFO, le plus urgent sera de lui trouver un(e) remplaçant(e), sur la base d'un processus compétitif. Ensuite les actions prioritaires devraient comprendre :

- *Plans d'action* : la traduction du plan stratégique en plans d'action annuels, en commençant par celui pour 2015, avec des objectifs réalistes compte tenu aussi de la situation financière. L'élaboration de plans de mise en œuvre du plan stratégique devrait aussi être l'occasion de détailler comment les principes généraux définis dans ce plan trouveront à s'appliquer, en particulier par quels mécanismes l'UMNAGRI sera une organisation ouverte et transparente, qui soit véritablement représentative de ses membres et qui réponde à leurs attentes en matière de services et d'appui au plaidoyer (ce qui suppose de les connaître). Il s'agit donc de poursuivre le

processus de changement amorcé avec le plan stratégique. Il serait utile à l'UMNAGRI et à ses membres de bénéficier d'appuis extérieurs pour soutenir ce processus. La PAFO pourrait se charger de faciliter les échanges avec les autres OPR de façon à faire bénéficier l'UMNAGRI de leur expérience. La FAO pourrait aussi être sollicitée directement par l'UMNAGRI. Cependant, il est peu vraisemblable que les changements annoncés par le plan stratégique puissent trouver à s'appliquer uniquement au niveau régional, sans être portés par les organisations nationales membres de l'UMNAGRI;

- *Actes constitutifs* : la traduction des actes constitutifs en français et en anglais et leur mise en ligne sur le site de l'UMNAGRI ;
- *Propositions de projets* : Les propositions de projet présentées à l'atelier de développement et partenariat devraient être documentées et mettre en évidence notamment : (i) les liens avec le plan stratégique ; (ii) la dimension régionale, en particulier dans les échanges en matière commerciale, de gestion des connaissances, d'expertise ; (iii) la façon dont le principe de subsidiarité trouve à s'appliquer en mettant bien en évidence les responsabilités respectives des niveaux locaux, nationaux, régional ; (iii) la valorisation des expériences existantes (par exemple l'expérience du Maroc dans la création d'une union des agricultrices) les étapes envisagées dans la réalisation (par exemple en incluant des plans de réalisation annuels concrets et détaillés avec des budgets détaillant les coûts par an et par activité) ; (iv) les modalités de financement/les financements recherchés. Elles devraient ensuite être transmises au FIDA qui a proposé de rechercher des financements ;
- *Mise en œuvre de la stratégie de communication* : la traduction de la stratégie de communication, elle aussi en plans annuels réalistes, y compris pour le développement progressif du site internet. A cet effet, une enquête plus précise (qui pourrait être faite online) devrait être conduite pour clarifier avec les membres le type d'informations qu'ils souhaiteraient y trouver mais aussi les modes de collecte de cette information et de transfert sur le site ;
- *Stratégie de mobilisation des ressources* : l'établissement d'une stratégie de mobilisation de ressources, qui pourra s'appuyer notamment sur les propositions du rapport principal de la mission de revue à mi-parcours. Pour les partenaires financiers potentiels, l'évaluation de la capacité de l'UMNAGRI à représenter les producteurs de la façon la plus large ou de la mesure dans laquelle l'UMNAGRI soutient cet objectif et s'efforce de le traduire dans la réalité sera vraisemblablement un élément clé pour décider de futurs engagements ;
- *Visibilité* : l'indication des partenaires (et de leurs logos) qui soutiennent l'UMNAGRI sur le site.

## COMPOSANTE 2 : PARTICIPATION DES OP AUX PROCESSUS POLITIQUES

15. Il était prévu un appui à l'UMAGRI et aux OP partenaires du volet B pour qu'elles puissent conduire des plaidoyers et participer à la formulation des politiques sectorielles, mais compte tenu du budget dérisoire (3 200 EUR), le FIDA a autorisé l'utilisation de ces fonds pour compléter le financement de l'atelier.

## COMPOSANTE 3 - PRESTATION DES SERVICES ECONOMIQUES

### Volet A

16. Conformément au document de conception du projet, la composante 3 a financé des projets ponctuels des OPN membres de l'UMNAGRI pour un montant total de 101 856 EUR. Le dispositif de mise en œuvre choisi par l'UMNAGRI a été l'appel à projets auprès de ses membres (à raison d'un projet par OPN). Ainsi sur les sept OPN membres, quatre ont soumis des propositions de projets ponctuels pour financement par l'UMNAGRI sur la composante 3 (fin 2013/début 2014)<sup>39</sup>, qui sont résumées dans le tableau 1.

<sup>39</sup> Il s'agissait de l'UTAP (Tunisie), l'UNPA (Algérie), le CACU (Egypte) et l'UMA (Maroc). L'OPN de Lybie (Syndicat Général des Agriculteurs et Eleveurs Libyens) n'a pas soumis de projet à cause de la situation sécuritaire du pays. En Mauritanie, la FAEM n'était pas prête à soumettre un projet et au Soudan, la SFGU bénéficie d'un appui direct de FERT sur la composante 3.

**Tableau 1 – Projets financés par la composante 3 – Volet A**

Pays/ OPN	Thème / filière	Date signature Montant	Activités réalisées	% exécution financière
Algérie/ UNPA	Formation technique / élevage bovin	03/2014 24 72 EUR	-formation de 190 cadres, -exploitants et vétérinaires -appui technique à 1440 exploitations agricoles	80%
Egypte/ CACU	Soutien AGR / femmes	09/2014 25 000 EUR	-formation de 300 femmes à l'entrepreneuriat -appui aux projets de PME des femmes	80%
Maroc/ UMA	Structuration faitière nationale / intégration des agricultrices	07/2014 29 680 EUR	-Mise en place de 8 Unions régionales féminines sur 10 prévues	80%
Tunisie/ UTAP	Plan stratégique mise en place services/ généraliste	03/2014 22 448 EUR	-6 ateliers régionaux de concertation tenus -formulation du Plan stratégique	80%

17. La mission note un intérêt important des OPN membres de l'UMNAGRI pour la réplication de leurs projets ponctuels au sein du réseau. Ces projets ponctuels ont d'ailleurs pour certaines OPN inspiré la formulation de programmes régionaux (cas du Projet femmes au Maroc qui a inspiré un Programme régional de soutien à l'émergence de réseaux féminins dans les pays présenté lors de l'atelier de mars 2015). D'autre part, il faut saluer le fait que deux des quatre projets financés par le PAOPA ciblent spécifiquement les femmes (Egypte et Maroc).

18. Cependant, le faible rapportage de l'exécution de ces projets (un seul projet - UTAP - a pu fournir deux rapport trimestriels de ses activités<sup>40</sup>) ne permet pas d'avoir (i) ni une appréciation de leurs résultats concrets et impacts (ii) ni de visibilité sur la continuité de l'action au sein de chacune des OPN.

### Recommandations

- *Rapports d'activités* : diffuser les rapports d'activité des projets ponctuels à l'ensemble des OPN, à FERT et au FIDA, en mettant en évidence les résultats concrets, leur impact et les leçons qui pourraient notamment être utilisées dans la préparation des nouveaux projets (voir composante 1), et poster les rapports sur le site internet de l'UMNAGRI.

### Volet B

19. **Dispositif.** Conformément au document de projet, l'intervention de FERT est prévue dans cinq pays<sup>41</sup> où elle y développe dix projets d'appui aux OP (soit 2 par pays) ayant pour objectifs le développement local d'activités économiques collectives, l'entrepreneuriat agricole des femmes en milieu rural, la mise en place des filières, l'organisation de l'accès aux intrants. Le dispositif de mise en œuvre du volet B s'opère en plusieurs étapes avec une approche similaire dans l'ensemble des pays à l'exception du Soudan. Les étapes sont:

- Identification d'un facilitateur par pays (bureau d'étude, ONG) dont le rôle principal est d'assurer la coordination des activités et la gestion administrative et financière pour le compte de FERT au niveau national;
- Phase 1 (7 mois): identification des projets pilotes (zone d'intervention, filière, OP bénéficiaire) et des techniciens locaux qui seront chargés de l'animation de proximité, puis élaboration et validation concertée<sup>42</sup> d'un plan d'action par projet ;
- Phase 2 (14 mois): démarrage des actions sur le terrain (devait théoriquement être accompagnée par la mission de revue à mi-parcours) ;

<sup>40</sup> Mais le rapport est de faible qualité et ne comprend que peu d'informations concrètes: on parle respectivement de conduite de diagnostic institutionnel et d'élaboration d'un plan stratégique de formulation de services de l'UTAP mais aucun élément de leur contenu n'apparaît.

<sup>41</sup> Maroc, Tunisie, Algérie, Egypte et Soudan.

<sup>42</sup> La phase d'identification des projets pilotes s'est terminée dans chaque pays par un atelier national qui a regroupé les principaux partenaires locaux et nationaux identifiés pour chaque filière et zone concernée, ainsi que des institutions officielles nationales et les organisations nationales membres de l'UMNAGRI.

- Phase 3 (36 mois): consolidation des acquis sur le terrain, capitalisation et partage des enseignements.

20. Au Soudan, la formulation a prévu que sous la coordination régionale de FERT, l'OPN membre de UMNAGRI (SFGU) soit en charge de la mise en œuvre des activités, toutefois sans intermédiaire ni assistance technique externe de proximité.

21. **Retard.** La mission relève un retard global dans l'exécution du Volet B. La revue à mi-parcours devait arriver à la fin de la phase 2 or elle arrive à son démarrage pour 80% des projets ciblés. Cela est lié : (i) d'une part à la sous-estimation du temps nécessaire à réaliser l'identification des projets dans les quatre pays, du fait que FERT n'avait pas de représentation locale et a dû identifier un facilitateur dans chaque pays (avec deux pays où le facilitateur initialement recruté a dû être changé) ; et (ii) d'autre part aux nombreux échanges et concertations nécessaires pour satisfaire toutes les parties prenantes (consultation de représentants des OPN, approche d'opérer dans les zones géographiques où le FIDA a déjà des projets d'investissement, etc.).

22. **Projets mis en œuvre par FERT.** A la date de la revue à mi-parcours, les deux projets prévus dans chaque pays sont lancés. La phase 2 a démarré avec des plans d'action finalisés et validés à l'occasion d'ateliers nationaux (cf. note de bas de page) et certaines activités de formation ont été initiées. Ces projets apportent un appui à 33 OP locales regroupées en huit faïtières et comprenant au total 3 700 agriculteurs membres (voir détails à l'Appendice 1). La mission note toutefois que pour l'instant les femmes ne sont pas suffisamment ciblées par les activités des projets, à l'exception de la filière apicole au Maroc où certaines des coopératives de l'Union de Taza sont féminines.

23. Les projets identifiés ciblent un panel varié de filières (seule la filière apicole est ciblée par 2 projets) et ont un caractère innovant dans certains cas (suivi informatique des troupeaux en Tunisie, insémination en apiculture au Maroc, etc.). De plus, les premières formations dispensées au sein des OP ont déjà suscité des idées de projets économiques, en particulier sur la valorisation des produits (cf. tableau récapitulatif des projets en annexe).

24. **Financement d'investissements.** Dans le programme de travail Afrique du Nord/volet B, les investissements ne font pas partie de la liste des activités éligibles. Néanmoins, FERT a prévu de financer de l'équipement dans le cadre des projets d'OPL (une enveloppe moyenne de 17 000 EUR par projet a été budgétisée à cet effet) et cela se reflète dans son budget détaillé qui a été validé par le FIDA. Si le caractère innovant de certains des projets peut justifier de financer de l'investissement, il faudra toutefois que FERT s'assure (i) de la valeur ajoutée de l'investissement dans le cadre du développement des activités de l'OPL, (ii) de la rentabilité de l'investissement et (iii) de la durabilité de la gestion de ces investissements.

25. FERT a pris de nombreuses dispositions pour associer les OP faïtières et OPN membres de l'UMNAGRI au processus de la phase 1<sup>43</sup>, en particulier lors des ateliers de validation des projets/plans d'action, mais aussi en amont de l'identification des projets au Maroc (avec l'UMA). Cela se matérialise par exemple par : (i) l'identification d'un référent régional au sein de l'UTAP en Tunisie qui est informé et invité à l'ensemble des activités, (ii) l'implication de deux coopératives membres de la CACU en Egypte comme bénéficiaires des projets pilotes.

26. Dans les quatre pays où le dispositif de mise en œuvre passe par les facilitateurs, le ratio des coûts de gestion sur le coût des activités est élevé (40%), ce qui n'est pas inattendu puisqu'il découle directement du dispositif de mise en œuvre choisi (ONG internationale qui n'est pas implantée dans les pays cibles, un facilitateur par pays, un technicien local par projet). Dans la mesure où ce coût rend le dispositif difficilement répliquable, il est essentiel que le système de gestion des connaissances qui doit être mis en place pour diffuser les acquis soit conçu et développé le plus tôt possible en collaboration avec les acteurs intéressés et qu'une attention particulière soit attachée à son bon fonctionnement.

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<sup>43</sup> Plus précisément, suite à l'identification des projets pilotes, FERT a amélioré la collaboration directe avec les OP nationales de filières concernées dans les pays: (i) Maroc : contact régulier avec l'UMA; (ii) Tunisie : référents locaux et régionaux identifiés + Vice-Président au niveau national; (iii) Algérie : participation des représentants locaux de l'UNPA mais pas d'implication au niveau national (malgré les sollicitations de FERT); (iv) Egypte : suite au changement de Président de la CACU, séance de travail avec le Directeur CACU au Caire en Janvier 2015; (v) Soudan: appui direct à la SFGU

27. **Projets mis en œuvre par la SFGU.** Au Soudan, les activités de l'action B accusent beaucoup de retard pour plusieurs raisons: (i) dans la formulation de l'action B, le FIDA a demandé à FERT d'intervenir en financement direct de la SFGU et non via le dispositif de facilitateurs/techniciens locaux mis en place dans les autres pays, alors que les capacités de gestion de la SFGU s'avèrent faibles; (ii) un manque de compréhension partagée des objectifs de l'action qui, aux yeux de la SFGU, doit financer son plan stratégique et ne pas suivre la même stratégie que dans les autres pays (appui aux initiatives économiques des OP locales avec valorisation des résultats par la capitalisation); (iii) l'embargo financier n'a pas permis à FERT d'effectuer de virements vers ce pays et c'est finalement le FIDA qui a procédé au virement direct de la première tranche de 39 000 EUR en novembre 2014; (iv) des contraintes institutionnelles locales (en décembre 2014, le gouvernement a fait voter une loi pour dissoudre les unions de producteurs au Soudan, loi qui a après quelques mois été abrogée).

28. A la date de la revue à mi-parcours, la SFGU n'a pas encore pu démarrer les activités (aucun des fonds reçus n'a été décaissé) mais les contraintes institutionnelles sont en bonne voie d'être résolues. La SFGU est en train de recruter un nouveau conseiller technique qui sera en charge de l'exécution du PAOPA. Par ailleurs la SFGU a confirmé que la composante 3 interviendra en appui à 165 OP dans deux régions (Al Jazirah et Gedaref) et que la phase de consultation pour la formulation des actions pourra être conduite dès le mois de juillet. Etant donné les difficultés de communication téléphonique entre FERT et SFGU, et le besoin d'accompagnement rapproché de cette organisation dont FERT assume la responsabilité de l'engagement des fonds du PAOPA, les deux parties sont d'accord pour que FERT identifie un bureau/conseiller local à Khartoum.

29. **Leçons.** Les leçons suivantes peuvent être tirées de la mise en œuvre des volets A et B / Composante 3 :

- Volet A: il aurait fallu renforcer le leadership de UMNAGRI/des OPN dans la conduite des activités et confier à l'UMNAGRI le pilotage du travail de cartographie des OP dans les 5 pays (avec l'aide d'une assistance technique) ;
- Volet B: pour le ciblage des interventions de FERT, il aurait été mieux de :
  - associer davantage les OPN au processus d'identification des projets (OP cibles et filières) et pas seulement à la restitution des plans d'action ;
  - prendre en compte l'avis des OPN membres de l'UMNAGRI pour le ciblage des zones/filières d'intervention et pas seulement les zones/filières d'intervention des projets d'investissement du FIDA (cas de la Tunisie où la filière datte était recommandée par l'UTAP et finalement c'est la filière cameline cible d'un Projet d'investissement du FIDA qui a été retenu).

## Recommandations

30. **Accord avec l'UMNAGRI.** La mission recommande à FERT et UMNAGRI de passer un protocole d'accord qui clarifie les relations entre FERT et l'UMNAGRI et ses membres, ainsi que les responsabilités respectives. Pour assurer la circulation des informations et la valorisation des résultats obtenus sur le volet mis en œuvre par FERT, il est recommandé que les PTBA et les rapports d'activités soient partagés par FERT avec UMNAGRI et les OPN concernées.

31. **Projets mis en œuvre par FERT.** Si FERT a associé ponctuellement les OPN des quatre pays où la phase 2 est initiée (en particulier au stade de validation des plans d'action), une collaboration plus systématique avec les OPN membres d'UMNAGRI devrait être instaurée dans la mise en œuvre des projets (phases 2 et 3). Cela devrait se faire par : (i) la désignation par chaque OPN d'une personne-contact qui sera le relais de l'information entre FERT et l'OPN; (ii) l'invitation systématique de représentants des OPN au niveau local à participer aux formations et aux ateliers d'échanges; (iii) le partage des outils méthodologiques développés au fur et à mesure lors de l'exécution de la phase 3.

32. **Investissements.** Le financement d'investissements (équipements de production/transformation) devra être précédé de l'analyse de leur rentabilité et de la démonstration

de leur valeur ajoutée pour les OPL et leurs membres, et des plans d'affaire simplifiés devront être élaborés en amont de ces investissements (avec formation à la clé pour les responsables des OPL. Des modalités de gestion devront être définies avec les utilisateurs pour chaque investissement afin d'en garantir l'appropriation et la durabilité.

33. Par ailleurs, afin d'organiser au mieux la capitalisation des acquis et la gestion des connaissances, il est proposé que FERT prépare un plan de gestion des connaissances en collaboration avec l'UMNAGRI et les OPN participantes, qui précisera notamment : (i) les types de produits à développer ; (ii) les publics à cibler ; (iii) les canaux et les outils à utiliser pour assurer la diffusion et en particulier le rôle des producteurs bénéficiant du volet B.

34. **Projets mis en œuvre par la SFGU.** Pour le Soudan, la mission recommande que:

- FERT et la SFGU élaborent conjointement une feuille de route qui précise les prochaines étapes dans la mise en œuvre des actions du PAOPA au Soudan ;
- FERT et la SFGU révisent ensemble le budget affecté au Soudan pour y inclure le financement d'un relais technique local de FERT; et FERT accélère le recrutement de ce bureau relais;
- La SFGU, FERT, UMNAGRI et le FIDA planifient une mission technique en octobre 2015 pour faire le point de l'avancement des activités menées et s'accorder sur la programmation 2016/2017.

## SUIVI-EVALUATION

35. **Volet A – UMNAGRI.** Lors du comité de pilotage du PAOPA de mars 2013 à Addis Abeba, les outils de suivi-évaluation mis en place par le FIDA à l'aide d'une consultation externe (registres de suivi et grilles de "profiling" des OP notamment) ont été partagés avec l'équipe d'UMNAGRI. UMNAGRI utilise le cadre logique et les registres pour effectuer le suivi-évaluation des activités et considère que ces outils sont utiles.

36. **Volet B – FERT.** Lors de sa participation à l'atelier de lancement du PAOPA en mars 2013 à Addis Abeba, FERT a aussi bénéficié de la présentation des outils de SE mis en place par le consultant du FIDA. Cependant FERT n'a pas été associée aux ateliers de formation qui ont suivi en 2013 et qui ciblaient les OPR. La mission a noté que si l'équipe de FERT s'emploie à remplir les canevas de registres, ceux-ci ne sont pas à jour car cela demande beaucoup de travail supplémentaire alors que la valeur ajoutée de cet outil n'est pas démontrée dans ce cas spécifique.

37. Il est prévu de mettre en œuvre le système de suivi-évaluation à deux niveaux: (i) au niveau régional: un suivi par FERT de l'évolution des indicateurs spécifiques au volet B du PAOPA/Afrique du Nord ; et (ii) au niveau local: un suivi spécifique de l'état d'avancement des projets en appui aux OPL, pour lesquels un cadre de SE spécifique va être mis en place par FERT en collaboration avec les bureaux d'études facilitateurs et les OP faitières courant 2015.

38. Lors de la phase d'identification des projets dans les pays, une collecte d'informations systématique sur les OPL partenaires a été réalisée avec des études diagnostiques. Ces données serviront de base pour mesurer l'évolution de la maturité de ces OPL. Par ailleurs, en fonction du niveau d'organisation des OPL partenaires, FERT pourra utiliser son expérience dans d'autres pays d'Afrique subsaharienne pour effectuer un profiling des OPL qu'elle accompagne en utilisant ses propres outils.

## Recommandations

39. La mission recommande à FERT :

- d'établir une situation de référence des OPL cible au démarrage des interventions, en s'appuyant sur la collecte des données sur les OPL partenaires lors de la phase d'identification;

- de définir au plus vite un cadre de suivi-évaluation pour les projets mis en place dans les pays, en concertation avec ses partenaires locaux (facilitateurs, OP faitières, etc.) et en s'assurant de son articulation avec le cadre logique du PAOPA/volet B, et de former ses partenaires nationaux à l'opérationnalisation du suivi-évaluation.

## SYNERGIES AVEC LES PROJETS D'INVESTISSEMENT DU FIDA

40. Des synergies sont envisageables pour le volet B. En Tunisie, un des projets soutenus par FERT (filiale camelins au sud) a été choisi dans une zone d'intervention d'un projet d'investissement financé par le FIDA. Des contacts ont eu lieu entre le facilitateur engagé par FERT et les projets du FIDA et des pistes de travail ont été identifiées qui devraient maintenant être exploitées. Un mémorandum d'accord entre chacun des projets et FERT identifiant les domaines d'action semblables ou complémentaires ainsi que les responsabilités respectives faciliterait leur concrétisation.

41. Une des zones choisies en Egypte (Sohag) ainsi qu'au Maroc (Taza), coïncide avec une zone d'intervention d'un projet FIDA et des contacts ont été pris par FERT mais sans succès. En Algérie, il n'y a pas de projets FIDA en cours. Au Soudan, les activités du volet B n'ont pas démarré.

## GESTION

### Action A - UMNAGRI

42. **Gestion financière.** La date d'achèvement pour l'action A gérée par UMNAGRI est fixée au 30 juin 2015 et la date de clôture est au 31 décembre 2015. Entre ces deux dates, les activités administratives, financières et comptables doivent normalement se focaliser sur les activités d'achèvement et de clôture. Pour ce faire, l'UMNAGRI doit établir une feuille de route pour les activités de clôture qui comprennent : (i) le règlement de toutes les dettes aux fournisseurs ; (ii) la préparation du rapport final ; (iii) la récupération des pièces comptables auprès des OP membres ; (iii) l'organisation de l'audit final ; et (iv) la clôture du compte PAOPA.

43. Les missions de supervision précédentes avaient identifié quelques insuffisances dans la gestion financière notamment dans le rapprochement des comptes, l'absence de contrôles inopinés de la caisse de la part du Secrétaire Exécutif de l'UMNAGRI, certaines utilisations des fonds du PAOPA pour financer les activités d'autres bailleurs (cas d'AGROMED), le non-respect des procédures du FIDA en matière de passation des marchés (demande de non objection pour les dépenses de plus de 7.700 EUR). La mission a constaté que presque toutes les insuffisances ont été redressées. Les remboursements au compte du PAOPA ont été effectués, l'UMNAGRI a introduit les demandes de non objection ex-post pour le recrutement des consultants (Jihene Ferjani, Antonino Trimarchi, Mamadou Goita et Same Team) et des améliorations notables ont été constatées dans la gestion de la caisse. Cependant, la mission a noté des insuffisances dans la fourniture de pièces justificatives : il y a des cas de missions pour lesquelles les termes de références ne sont pas attachés ou qui ne sont pas supportées par des ordres de mission. Dans un cas on note l'absence d'un rapport de mission avant de procéder au paiement des consultants.

44. **Décaissement.** L'UMNAGRI a reçu deux décaissements de la part du FIDA, pour un total de 490.272 EUR, soit un premier décaissement en 2013 pour un montant de 212.338 EUR représentant 92% du PTBA de 2013 et un second montant de 277 884 EUR représentant 98% du PTBA de 2014 (voir Appendice 2). Le total décaissé représente 95 % du don total de 515.017 EUR alloué à l'UMNAGRI. Il est prévu que les 5 % restants, soit 24.745 EUR doivent être préfinancés par l'UMNAGRI qui se fera rembourser par le FIDA après la soumission du rapport final des activités.

45. Les dépenses effectives au 15 avril sont évaluées à 404.083 EUR et les engagements jusqu'à l'achèvement du don au 30 juin 2015 sont estimés à 37.531 EUR. En tout, les projections montrent qu'au 30 juin les dépenses seront environ de 441.614 EUR soit 86% du montant total du don, ce qui laissera des fonds non utilisés de 73.402 EUR et un montant de 48.641 EUR sur le compte d'UMNAGRI.

46. L'UMNAGRI devra soumettre au FIDA la liste des dépenses à payer pendant la période de clôture. Seules les activités de clôture notamment l'audit final, le rapport d'achèvement et les salaires des agents impliqués dans les activités de clôture sont éligibles pendant la période de clôture. Au cas où l'UMNAGRI ne parviendrait pas à consommer tout le Don, l'UMNAGRI transmettra au FIDA le rapport final d'activités et financier accompagné par le tableau des états certifiés des dépenses. Le solde non utilisé sur le compte de Don au niveau de l'UMNAGRI sera envoyé au FIDA. Pour dire qu'une partie du Don non consommée sera annulée.

47. **Passation des marchés.** L'analyse des états certifiés des dépenses de l'UMNAGRI montre que la plupart des acquisitions nécessitent seulement l'application de la méthode de cotation. Des difficultés se posent dans l'évaluation des consultants où il faut valoriser les compétences plutôt que le prix. Ceci implique l'application de la méthode de qualité-prix et l'UMNAGRI n'est pas familier avec cette méthode. En outre, l'UMNAGRI n'avait pas demandé les avis de non-objection pour les dépenses de plus de 7.700 EUR pour les services et de 15.400 EUR pour les fournitures. Sur recommandation de la mission l'UMNAGRI a introduit des demandes de non objection ex-post pour régularisation. A l'avenir, le service financier du FIDA devra vérifier toutes les dépenses qui dépassent les seuils et demander des explications aux OPR avant d'autoriser le paiement de la DRF.

48. **Audit des comptes de l'action A gérée par l'UMNAGRI.** La comptabilité de l'UMNAGRI est sous-traitée à un expert-comptable mais les engagements des dépenses sont effectués par l'UMNAGRI et les pièces sont classées au bureau de l'UMNAGRI. Les comptes pour l'exercice clos au 31 décembre 2013 ont été certifiés par le cabinet MILADI Kais en date du 26 juin 2014. L'auditeur a émis une opinion sans réserve mais a formulé un bon nombre de recommandations dans sa lettre de contrôle interne. Les insuffisances concernent des irrégularités dans la gestion de la caisse, le retard dans le versement des retenues à source et des avances au personnel non formalisés. La mission rappelle à l'UMNAGRI que le rapport d'audit pour 2014 devra arriver au FIDA avant le 30 juin 2015.

## **ACTION B - FERT**

49. **Gestion financière.** La mission de revue à mi-parcours a travaillé avec l'équipe de FERT qui s'était déplacée de Paris à Tunis pour participer à la mission. Rappelons que FERT met en œuvre le volet B du programme PAOPA dans cinq pays d'Afrique du Nord (Maroc, Algérie, Tunisie, Egypte, Soudan) sur la période du 1/04/13 au 31/12/17, en lien avec UMNAGRI et dans le cadre d'un Accord de don du FIDA. En matière de gestion financière, les échanges ont abouti sur les recommandations d'amélioration suivantes :

- Les fonds pour les activités au niveau des plateformes sont transférés sur les comptes de facilitateurs et sont mélangés avec les fonds propres des facilitateurs. Pour éviter que les fonds soient utilisés pour des activités autres que les activités PAOPA, la mission recommande l'ouverture d'un compte dédié aux activités PAOPA. Après l'ouverture du compte, le solde de la subvention non encore utilisé sera transféré du compte du facilitateur au compte dédié aux activités du PAOPA. Chaque demande de décaissement devra être accompagnée du rapprochement bancaire, d'un extrait du relevé de compte et d'un état des dépenses détaillées.
- Les pratiques comptables des facilitateurs doivent être améliorées par l'introduction d'un bon de dépense qui doit revêtir les signatures du comptable et du responsable du cabinet. Le classement devra être chronologique suivant la numérotation des bons de dépenses.
- La rémunération des prestations des facilitateurs doit être clairement indiquée dans les budgets des facilitateurs. Pour se faire rémunérer, le facilitateur devra toujours établir une facture équivalente aux prestations de la période. FERT devrait revoir les contrats de chaque facilitateur et clairement indiquer la rémunération annuelle des prestations du facilitateur. Par la suite, les facilitateurs établiront les factures trimestrielles et se feront payer par virement du compte dédié PAOPA au compte propre du facilitateur.
- Pour mieux se préparer aux futures vérifications, les prestataires de même que FERT constitueront des fichiers électroniques par le scannage des pièces comptables qui devront être transmis progressivement au FIDA lors des demandes de décaissements.

50. **Budget global de FERT.** La formulation du budget de FERT a été trop détaillée, ce qui rend le rapportage difficile. Le budget a plus de 300 lignes budgétaires, alors que pour les OPR, le nombre de lignes budgétaires varie entre 120 et 150. En outre, des insuffisances ont été observées dans la classification des activités dans les catégories de dépenses. FERT a préparé une proposition d'un budget réorganisé. Le budget sera soumis à la validation du FIDA et nécessitera l'amendement de l'accord de financement entre le FIDA et FERT. Après l'amendement de l'accord, rétroactivement, le FIDA ajustera les dépenses par catégories suivant la nouvelle configuration du budget.

51. **Décaissement.** En tout, FERT a reçu du FIDA deux décaissements. Le premier (en deux versements) reçu début juillet 2013 pour un montant total de 291.878 EUR et le deuxième au mois de septembre 2014 pour un montant de 356.666 EUR. Les deux totalisent un montant de 648.544 EUR représentant 27% du montant total du don qui est de 2.403.344 EUR. Les dépenses effectives au 28 février étaient évaluées à un montant de 454.583 EUR représentant 19% du don. Les réalisations par composante sur les deux ans par rapport au budget global sont de 10% pour la première composante, 4% pour la composante 2 et 19,4% pour la composante 3. Sur le même don, le FIDA a opéré deux décaissements directement au profit de l'OPN du Soudan, pour un montant total de 39 648 EUR en date du 23 septembre 2014. FERT a exprimé des inquiétudes sur la bonne gestion de ces fonds. Au moment de la mission FERT n'avait pas de données sur l'utilisation des fonds par l'OPN.

52. Le niveau des réalisations semble être bas à mi-parcours (19,4%) au vu de la période qui reste. Des mesures doivent être prises pour remonter le taux de décaissement. Les éléments qui justifient le retard sont notamment le décaissement tardif du budget Soudan, la phase d'identification qui a pris du temps et le montage du dispositif qui a nécessité aussi un temps considérable (voir ci-dessus).

53. **Passation des marchés.** Dans la passation des marchés, les procédures de FERT sont appliquées. La mission a expliqué à l'équipe de FERT la tenue du registre des contrats en les alignant d'une façon chronologique du premier jusqu'au dernier.

54. **Audit des comptes.** Les dépenses engagées par FERT en 2013 ont été certifiées par le cabinet " Eric Martin et associés " en date du 22 juillet 2014. L'auditeur a émis une opinion sans réserve. Cependant, FERT n'a pas respecté la date butoir du 30 juin indiquée dans l'accord de don pour soumettre le rapport d'audit au FIDA. Les documents comptables audités doivent être délivrés au FIDA dans les 6 mois suivant la clôture de l'exercice fiscal du bénéficiaire.

## Recommandations

55. Les mesures convenues avec UMNAGRI et FERT pour refléter les recommandations de la mission sont présentées ci-dessous.

<b>Mesures convenues - Action A UMNAGRI</b>	<b>Responsabilité</b>	<b>Date convenue</b>
1. Etablir une feuille de route pour les activités de clôture du Don et l'envoyer au FIDA.	Secrétaire Exécutif, Assistant comptable	Fin mai 2015
2. Vérifier que toutes les dépenses sont appuyées par des pièces justificatives adéquates pour se préparer à l'audit final du projet	Secrétaire Exécutif, Assistante comptable	Fin Juillet 2015
3. Procéder toujours à l'évaluation du travail des consultants avant de procéder aux paiements	Secrétaire Exécutif, Assistante comptable	Continu
3. Constituer un fichier électronique par le scannage des toutes les pièces du PAOPA phase principale.	Secrétaire Exécutif, Assistant comptable	A partir du mois d'avril jusqu' à la clôture du Don au 31 décembre 2015.
4. Organiser l'audit pour l'exercice 2014 et déposer le rapport au FIDA avant le 30 juin 2015	Secrétaire Exécutif, Assistant comptable Comptable	30 juin 2015.
5. Demander la non-objection ex-post pour toutes les dépenses qui dépassent les 7.700	Secrétaire Exécutif Comptable	Fin juin 2015
<b>Mesures convenues - Action B FERT</b>	<b>Responsabilité</b>	<b>Date convenue</b>
6. Demander aux facilitateurs d'ouvrir des comptes dédiés aux activités PAOPA	FERT. Facilitateurs	Immédiatement
7. Scanner progressivement les pièces comptables et constituer un fichier électronique	FERT	Continu
8. Revoir les contrats des facilitateurs et indiquer clairement les rémunérations annuelles des facilitateurs.	FERT	Fin mai 15
9. Améliorer les pratiques comptables au niveau des facilitateurs par l'introduction d'un bon de dépense	FERT Facilitateur	Continu
10. Tenir à jour le registre des contrats	FERT	Immédiatement

**APPENDICE 1 - VOILETS B - CIBLAGE des PROJETS ET PARTENARIATS FIDA ET OPN**

Pays	Zones	Filières	OP locales	Nb de membres	OP régionales	OP nationales	Lien Projets FIDA	Lien avec OPN/membre UMNAGRI	Premiers résultats/idée de projet économique d'OP	
ALGERIE	Blida	Apiculture	ADAWB	200	Chambre Agriculture Blida	FAA	Pas de projets FIDA en Algérie	Chambre Blida représentée à la CNA Adhérents UNPA membres de la Chambre	Projet insémination artificielle	
						CNA				
	Sétif	Céréaliculture	Association Céréaliéristes Sétif	120	Chambre Agriculture Sétif	CNA		Chambre Blida représentée à la CNA Adhérents UNPA membres de la Chambre		Action d'amélioration de la qualité du blé dur en partenariat avec un industriel semoulier
			Association ATU	50						
Réseau REQUABLE	30									
EGYPTE	Al Fayoum	Plantes médicinales et Aromatiques	3 associations villageoises et 1 coopérative locale	564	Inexistant	UPEHC	Pas de projets FIDA	la coopérative locale est une unité de base de la CACU (membre d'UMNAGRI)		
	Suhag	Oignon	3 associations villageoises et 1 coopérative locale	1615	Inexistant	UPEHC	Contacts pris avec projets Haute Egypte	la coopérative locale est une unité de base de la CACU (membre d'UMNAGRI)	relations établies entre OP et exportateurs Projet de triage calibrage et collecte d'oignons	
MAROC	Taza	Apiculture	10 coopératives	100	Union des coopératives apicoles Taza	FIMAP	Contacts pris avec projet PDFAZNT	membres d'une OPN filière (FIMAP)	Projet de mise en place de pépinière (rucher école)	
	Rich Imilchil /	Arboriculture de montagne	2 antennes régionales d'ANARBOM	45	Antenne régionale FIMAP					
TUNISIE	Beja / Bizerte / Jendouba	Elevage ovin	SMSA Tahent	7	GDAEBN	Inexistant	Pas de projets FIDA	Un référent régional UTAP identifié	Réflexion sur la valorisation de la laine de mouton par l'artisanat	
			Groupe informel Toro	20						
SMSA El Feleh			220							
Groupe informel Krib			9							
Mednine / Tataouine / Douz	Elevage camelin		Association Saharaouite des camélidés (ASC)	62	Inexistant	inexistant	pistes de synergies avec les Projets PRODESUD, PRODEFIL	Un référent régional UTAP identifié	Réflexion sur la valorisation de la viande et du lait, ainsi que du poil de chameau par l'artisanat	
			GDA Dhaher	233						
			GDA Ben Guerdene	220						
			Association Amel de développement (AAD)	55						
			SMSA Tataouine	150						
<b>TOTAL</b>			<b>33</b>	<b>3700</b>	<b>5</b>	<b>6</b>				

**APPENDICE 2 – SITUATION DES DEPENSES DE L'UMNAGRI PAR COMPOSANTES AU 15 AVRIL 2015 EN EUR**

Composantes	A	B	C	B+C	D	A-( B+C+D)
	Budget initial	Dépenses cumulées au 15 Avril 2015	Engagements à l'achèvement de l'accord de don (au 30 Juin 2015)	Dépenses cumulées + engagements au 30 Juin 2015	Dépenses jusqu'au 31 décembre 2015	Reliquat sur les fonds
<b>Composante 1 – Renforcement institutionnel et organisationnel</b>	<b>371 494,00</b>	<b>284 702,08</b>	<b>17 159,82</b>	<b>301 861,90</b>		69 632,10
Sous-composante 1.1 - Appui aux principales fonctions OP et OPR	319 797,00	247 047,11	16 309,82	263 356,93		56 440,07
Sous-composante 1.2 – Appui à la communication et à la visibilité	51 697,00	37 654,97	850,00	38 504,97		13 192,03
<b>Composante 2 – Participation à l'élaboration des politiques</b>	<b>3 500,00</b>	<b>428,57</b>		<b>428,57</b>		3 071,43
Sous-composante 2.1 – Études et analyses	3 500	428,57		428,57		3 071,43
Sous-composante 2.2 - Participation à la formulation des politiques et engagement dans le processus d'élaboration des politiques						
<b>Composante 3 – Fourniture de services économiques</b>	<b>140 023,00</b>	<b>118 952,66</b>	<b>20 371,20</b>	<b>139 323,86</b>		699,14
Sous-composante 3.1 – Analyse, planification et coordination	4 000	4 539,15		4 539,15		- 539,15
Sous-composante 3.2 – Renforcement des capacités entrepreneuriales au niveau des OP, des groupements de producteurs et des OP locales	136 023	114 413,51	20 371,20	134 784,71		1 238,29
Sous-composante 3.3 – Gestion des savoirs						
<b>Composante 4 – Soutien des activités panafricaines</b>						
Sous-composante 4.1 - Soutien des principales fonctions de la PAFO						
Sous-composante 4.2 – Participation à la formulation des politiques et engagement dans les processus d'élaboration des politiques à différents niveaux						
<b>Total</b>	<b>515 017,00</b>	<b>404 083,31</b>	<b>37 531,02</b>	<b>441 614,33</b>		<b>73 402,67</b>

**APPENDICE 3 - SITUATION DES DEPENSES DE L'UMNAGRI PAR CATEGORIES DE DEPENSES AU 15 AVRIL 2015 EN EUR**

		A	B	c	B+C	D	A-( B+C+D)
Cat. No	Catégorie de dépenses	Budget initial	Dépenses cumulées au 15 Avril 2015	Engagements au 30 juin 2015	Dépenses cumulées + engagements au 30 Juin 2015	Les dépenses jusqu'au 31 décembre 2015	Reliquat sur les Fonds
I	Services contractuels	155 376,00	114 413,50	20 371,20	134 785		<b>20 591</b>
II	Service de consultants	83 858,00	61 045,53	5850,00	66 895,53		16 962,47
III	Ateliers, séminaires, réunions	83 806,00	59 293,05	900,00	60 193,05		23 612,95
IV	Equipement						
V	Salaires	109 169,00	87 783,55	7409,82	95 193,37		13 975,63
VI	Formation	19 803,00	6 283,06		6 283,06		13 519,94
VII	Communication et publications	9 121,00	22 086,95		22 086,95		-12 965
VIII	Gestion du Programme	53 884,00	53 177,67	3000,00	56 177,67		-2 293,67
<b>Total</b>		<b>515 017,00</b>	<b>404 083,31</b>	<b>37 531,02</b>	<b>441 614,33</b>		<b>73 402,67</b>

**APPENDICE 4 - SITUATION DES DEPENSES DE FERT PAR COMPOSANTES AU 28 FEVRIER 2015 EN EUR**

Composantes	B	Dépenses 1/04/13- 31/12/13		Dépenses 1/01/14- 31/12/14	Dépenses 1/01/15- 28/02/15	TOTAL Dépenses	Total du Don	Disponible
<b>Composante 1 – Renforcement institutionnel et organisationnel</b>	<b>20 349</b>	-	<b>113 640</b>	<b>20 135</b>	<b>6 411</b>	<b>26 546</b>	<b>263 560</b>	237 014
Sous-composante 1.1 - Appui aux principales fonctions des OP et OPR	19 777	-	109 640	20 135	6 411	26 546	255 560	229 014
Sous-composante 1.2 - Appui à la communication et à la visibilité	571	-	4 000	-	-	-	8 000	8 000
<b>Composante 2 – Participation à l'élaboration des politiques</b>	<b>16 000</b>	-	<b>16 000</b>	-	<b>736</b>	<b>736</b>	<b>16 000</b>	15 264
Sous-composante 2.1 - Études et analyses	16 000	-	16 000	-	736	736	16 000	15 264
Sous-composante 2.2 - Participation à la formulation des politiques et engagement dans le processus d'élaboration des politiques	-	-	-	-	-	-	0	-
<b>Composante 3 – Fourniture de services économiques</b>	<b>250 314</b>	<b>89 729</b>	<b>489 893</b>	<b>256 776</b>	<b>37 834</b>	<b>384 339</b>	<b>1 984 000</b>	<b>1 599 661</b>
Sous-composante 3.1 - Analyse, planification et coordination	237 771	89 729	322 093	220 845	34 776	345 351	1 357 600	1 012 249
Sous-composante 3.2 - Renforcement des capacités entrepreneuriales au niveau des OP, des groupements de producteurs et des OP locales	10 257	-	71 800	26 915	257	27 172	71 800	44 628
Sous-composante 3.3 - Gestion des savoirs	2 286	-	96 000	9 016	2 801	11 817	554 600	542 783
<b>Composante 4 - Soutien des activités panafricaines</b>	-	-	-	-	-	-	<b>0</b>	-
Sous-composante 4.1 - Soutien des principales fonctions de la PAFO	-	-	-	-	-	-	-	-
Sous-composante 4.2 - Participation à la formulation des politiques et engagement dans les processus d'élaboration des politiques à différents niveaux	-	-	-	-	-	-	-	-
<b>Imprévus et Frais de gestion</b>	<b>20 577</b>	<b>16 824</b>	<b>30 831</b>	<b>22 857</b>	<b>3 281</b>	<b>42 962</b>	<b>139 784</b>	96 822
Imprévus	3 753	-	7 974	-	-	-	25 498	25 498
Frais de gestion	16 824	16 824	22 857	22 857	3 281	42 962	114 286	71 324
<b>Total</b>	<b>307 240</b>	<b>106 553</b>		<b>299 768</b>	<b>48 262</b>	<b>454 583</b>	<b>2 403 344</b>	<b>1 948 761</b>

**APPENDICE 5 - SITUATION DES DEPENSES DE FERT PAR CATEGORIES DE DEPENSES AU 28 FEVRIER 2015 EN EUR**

Catégorie de dépenses	No	Budget 1/04/13- 31/12/13	Dépenses 1/04/13- 31/12/13	Budget 1/01/14- 31/12/14	Dépenses 1/01/14- 31/12/14	Dépenses 1/01/15- 28/02/15	TOTAL Dépenses	Total du don	Disponible
Services contractuels	I	37 429	-	46 000	7 921	-	7 921	70 000	62 079
Service de consultants	II	89 543	12 277	167 293	106 688	14 990	133 955	776 420	642 465
Ateliers, séminaires, réunions	III	18 000	-	98 000	8 788	-	8 788	178 000	169 212
Equipement	IV	-	-	-	2 193	228	2 421	170 000	167 579
Salaires	V	10 320	-	43 440	4 497	2 983	7 480	99 440	91 960
Formation	VI	52 571	-	152 000	36 491	6 779	43 270	592 000	548 730
Communication et publications	VII						-	25 000	25 000
Gestion du Programme	VIII	78 800	77 453	112 800	110 333	20 000	207 786	352 700	144 914
Imprévus		3 753	-	7 974				25 498	25 498
Frais de gestion		16 824	16 824	22 857	22 857	3 281	42 962	114 286	71 324
<b>Total</b>		<b>307 240</b>	<b>106 553</b>	<b>650 364</b>	<b>299 768</b>	<b>48 262</b>	<b>454 583</b>	<b>2 403 344</b>	<b>1 948 761</b>

**ANNEX 7 - INSTITUTIONAL BUILDING AT A GLANCE. Section I - Overview of NFOs/RFOs Institutional situation - SACAU, PROPAC, EAFF - 15/04/2015**

I - INSTITUTIONAL DATA	SACAU	SeyFA	SNAU	LENAFU	CPM	ACT	NFOs SACAU	PROPAC	CNOP CAM	CNCPR	COPACO PRP	CNOP Congo	CNOP CAF	NFOs PROPAC	EAFF	SYDIP	CAK	KENAFF	NFOs EAFF
Year of creation	2004	2002	2009	2008	2001	1999		2005	1998	2005	1998	2004	2009		2005	1993	2009	1946	
Year of last GA	2014	2014	2014	2013	2014	2014		2012	2012	2012	2012	2013	2012		2013	2015	2013	2014	
Year of last election	2014	2013	2012	2013	2010	2014		2012	2012	2012	2012	2011	2012		2013	2015	2013	N.D.	
Number of members (FOs)	17	0	6	16	1310	145	1 494	10	5 172	40 000	452	478	892	46 994	23	0	17 000		
Total (individuals)	17	100	5027	50000	25253	NA	80 397		1 845 000	527 217	292 000		18 233	2 682 450	N.A.	18750	12000000	2000000	
Number of women	NA	33	2262	31000	10101	NA				247 792	87 600	5 434	7 211	348 037	N.A.	7480	3600000	N.D.	
Number of youth	NA	10	251	NA	NA	NA				94 900	116 800	3 176	3 031	217 907	N.A.	2298	1200000	N.D.	
Number of women in executive bodies	1	3	16	2	1	4	26	4	9	8	6	10	2	35	2	230	3400	N.D.	
Number of youth in executive bodies	0	1	5	0	0	2	8	2	2	4	5	4	1	16	1	189	170	N.D.	
Has constitution	1	1	1	1	1	1	100%	1	1	1	1	1	1	100%	1	1	1	1	100%
Has strategic plan	1	1	1	1	1	1	100%	1	1	1	0	1	0	60%	1	1	1	1	100%
Has annual plans	1	1	1	1	1	1	100%	1	1	1	1	1	1	100%	1	1	1	1	100%
Has training plan	0	1	0	1	1	1	80%	0	0	1	1	1	1	80%	N.A.	0	1	1	67%
Has members' database	0	1	1	1	1	1	100%	0	1	0	1	1	1	80%	1	1	1	1	100%
Communication plan	0	1	0	0	1	1	60%	0	1	1	1	1	1	100%	1	1	1	1	100%
Has manual of operations	1	1	0	0	1	1	60%	1	1	0	1	1	1	80%	1	1	0	1	67%
Has financial manual	1	1	1	1	1	1	100%	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	1	N.D.	0	1	50%
M&E system in place	0	1	1	1	1	1	100%	1	0	0	1	1	0	40%	0	0	0	1	33%
KM system in place	0	1	1	1	1	1	100%	0	0	0	1	1	0	40%	1	0	1	1	67%
Provides accurate reports on time	1	1	1	1	1	1	100%	0	1	1	1	1	1	100%	1	1	1	1	100%
System to monitor implementation of strategic plan	1	0	1	0	1	1	60%	0	0	0	0	1	0	20%	0	1	1	1	100%
System to measure members' satisfaction	1	0	0	0	1	1	40%	0	1	0	1	1	0	60%	1	1	1	1	100%
Has resource mobilisation strategy	1	1	0	0	1	1	60%	0	0	0	1	1	0	40%	0	0	1	1	67%
Has website	1	1	1	0	1	1	80%	1	1	0	1	1	0	60%	1	0	1	1	67%
Is in social networks	0	0	1	0	1	1	60%	1	0	1	1	1	1	80%	1	0	1	1	67%

II - STAFFING	SACAU	SeyFA	SNAU	LENAFU	CPM	ACT	NFOs SACAU	PROPAC	CNOP CAM	CNCPRT	COPACO PRP	CNOP Congo	CNOP CAF	NFOs PROPAC	EAFF	SYDIP	CAK	KENAFF	NFOs EAFF
Total # of staff in the RFO/NFO secretariat	9	2	4	2	4	14	26	7	8	4	7	3	5	27	11	44	8	157	209
Number of women	4	2	1	1	1	7	12	1	3	1	2	1	3	10	5	14	2	65	81
Number of youth	3	1	3	1	2	6	13	2	5	2	1	1	2	11	7	29	5	41	75
# of staff supported by SFOAP2	5	2	3	3	4	5	17	2	5	4	3	3	5	20	2	7	0	0	7
% of staff budget co-financed by SFOAP in 2015	from 5% to 90%	100%	90,13 %	100%	n.d.	36%		41%	n.d.	100%	n.d.	100%	100%			7%	0	0	

**Section I - Overview of NFOs/RFOs Institutional situation - UMNAGRI, ROPPA - 15/04/2015**

I - INSTITUTIONAL DATA	UMNAGRI	UNPA	CACU	UGAEL	UMA	FAEM	SFGU	UTAP	NFOs UMNAGRI	ROPPA	ANOPACI	CTOP	CNOP Mali	NACOFAG	FONG	PNOPPA	NFOs ROPPA
<b>Year of creation</b>	1989	1974	1970	1960	1958	1988	1976	1950		2000	1998	2001	2004	2000	2003	2006	
<b>Year of last GA</b>	2014	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.		2014	2008	2014	2013	2011	2009	2014	
<b>Year of last election</b>	2013	2013	2014	N.D.	N.D.	N.D.	N.D.	2013		2014	2008	2012	2011	2011	2007	2012	
<b>Number of members (FOs)</b>	7	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	13	31	17	11	15	150	10	234
Total (individuals)	0	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.			378902	6 000 000	36 127	4500		
Number of women	0	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.			125670	3 120 000	1211	2700		
Number of youth	0	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.			25702	2 700 000	821	2000		
<b>Number of women in executive bodies</b>	0	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	6	4	2	4	4	3	3	20
<b>Number of youth in executive bodies</b>	0	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	0	2	1	2	1	1	1	8
<b>Has constitution</b>	1	1	1	1	1	1	1	1	100%	1	1	1	1	1	1	1	100%
<b>Has strategic plan</b>	1	0	0	0	0	0	1	1	29%	1	1	1	1	1	1	1	100%
<b>Has annual plans</b>	1	0	1	0	0	0	1	1	43%	1	1	1	1	1	1	0	83%
<b>Has training plan</b>	0	0	1	0	0	0	0	1	29%	0	1	0	0	0	0	0	17%
<b>Has members' database</b>	1	1	1	1	1	1	1	1	100%	0	0	1	0	1	0	0	33%
<b>Has communication plan</b>	1	0	0	0	0	0	0	0	0%	1	1	1	1	1	0	1	83%
<b>Has manual of operations</b>	0	0	N.D.	0	0	N.D.	N.D.	1	14%	1	1	1	1	1	1	1	100%
<b>Has financial manual</b>	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	1	1	N.D.	N.D.
<b>M&amp;E system in place</b>	1	0	0	0	0	0	0	0	0%	0	1	1	0	0	0	1	50%
<b>KM system in place</b>	0	0	0	0	0	0	0	0	0%	1	0	0	0	1	0	0	17%
<b>Provides accurate reports on time</b>	1	1	1	0	1	1	1	1	86%	1	1	1	1	1	1	1	100%
<b>Has system to monitor implementation of strategic plan</b>	0	0	0	0	0	0	0	0	0%	1	1	0	1	1	0	0	50%
<b>Has system to measure members' satisfaction</b>	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	0%	1	0	0	1	1	0	1	50%
<b>Has resource mobilisation strategy</b>	1	1	1	1	0	1	1	1	86%	0	0	0	0	1	0	0	17%
<b>Has website</b>	1	0	1	0	0	0	N	1	29%	1	1	1	1	0	1	1	83%
<b>Is in social networks</b>	1	0	1	0	0	0	N	1	29%	1	0	1	1	1	1	0	67%

II - STAFFING	UMNAGRI	UNPA	CACU	UGAEL	UMA	FAEM	SFGU	UTAP	NFOs UMNAGRI	ROPPA	ANOPACI	CTOP	CNOP Mali	NACOFAG	FONG	PNOPPA	NFOs ROPPA
<b>Total # of staff in the RFO/NFO secretariat</b>	3	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.		15	9	27	13	6	8	7	70
Number of women	3	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.		6	2	5	4	2	3	2	18
Number of youth	1	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.		6	4	20	9	1	2	5	41
# of staff supported by SFOAP2	2	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.	N.D.		15	7	9	4	4	4	3	31
<b>% of staff budget co-financed by SFOAP in 2015</b>	75,76	0	0	0	0	0	0	0		30%	39,62%	0,42	33	15%	50%	40%	

**Section II - Overview of RFOs/NFOs participation in key policy processes - 15/04/2015**

Participation in key policy processes / RFOs/NFOs	# of decision making bodies R/NFOs is in	# of seats	List of structures
SACAU	5		SADC - Regional Agriculture Policy Committee COMESA - Tachnical Committees on Biotechnology; Agriculture Commodity Trading; CAADP - Climate Change Technical Committee Caolition of Non State Actors for CAADP - SADC - Bio-safety Committee
SeyFA	4		Chairmanship of ESAFF Seychelles Agricultural Agency Livestock Trust Fund CLISSA (Technical Working Group)
SNAU	11	2 1 1 1 2 1 1 1 1 1 33 1	CAADP Country Team (2 seats) National Technical Drafting Team (Swaziland National Investment Plan) (1 seat) National Biosafety Steering Committee FANRPAN Country Node Steering Committee (SNAU is Chairperson) Marketing Investment Fund Steering Committee (2 seats) Swaziland Agricultural Development Programme Steering Committee (1 seat) National Maize Corporation Marketing Advisory Committee (1 seat) Swaziland Standards Authority Stakeholder Committee (1 seat) National Food Security Project Steering Committee (1 seat) National Food Security Project Agrocenter Committees (33 seats) Climate Smart Agriculture Project Steering Committee (1 seat)
LENAFU	5	2 1 1 1 1	CAADP Country Team - 2 seats SADP/IFAD Project - 1 seat Natioanal State Council - 1 seat Lesotho Chamber of Commerce and Industry - 1 seat Natioanal Conservation Agric. Task Force -1 seat
CPM	4		AROPA FORMAPROD Chamber of Agriculture Funds for Agricultural Development

ACT	4	1 1 1 2	Tax reform Task force Agricultural Policy framework(ASDP program) BRN Steering committee Tanzania Agricultural Development Bank(TADB)
PROPAC	5		PRIASAN PRASAC CORAF HUB Rural More and Better
CNOP CAM	5		PACA PIDMA AFOP PEAJEUNES PNIASAN
CNCPRT	7		Mecanisme De Suivi Du Secteur Rural(Cp, Cts, Cra, Cda, Cla) Projet D'appui A La Production Agricole Au Tchad (Papat) Projet D'appui Au Developpement De La Region Du Guera (Pader-G) Institut Tchadien De Recherche Agronomiques Pour Le Developpement Conseil Economique, Social Et Culturel (Casagc) Mecanisme Africain D'evaluation Par Les Pairs (Maep) Comite D'action Pour La Securite Alimentaire Et La Gestion Des Crises (Casagc)
COPACO PRP	1		PNIASAN
CNOP-Congo	6		MAE FIDA Pays / PRODER Recherche scientifique FAO PCPA PDARP
CNOP CAF	5		PREVES(projet de relance des cultures vivrières et de petit élevage dans la savane) PRAP(projet de relance agropastorale) Equipe Pays PDDAA PNIASAN Comité technique conjoint de rencontre avec les Partenaires techniques et financiers pour la relance du secteur Agro-Pastorale

ANOPACI	10	1 2 1 1 1 1 1 1 1 1 1 1	PNIA (Comité de pilotage) PPAAO WAAPP (Comité de pilotage) Loi d'orientation Agricole (Comité de pilotage) La restructuration de la Chambre d'Agriculture (Comité de pilotage) Comite de relecture des procédures de mise en œuvre de la loi sur le foncier rural (Comité de pilotage) PROFIAB (Comité de pilotage) PACCS (Comité de pilotage) FIRCA (Conseil d'Administration) PSAC (Comité de pilotage) Fonds Vivrier (Comité de pilotage)
CTOP	16	1 5 1 1 1 2 3 3 1 1 1 1 1 1 2 3	Fonds National de Finance Inclusive (FNFI) Forum National du Conseil Rural (FNCR) Comité de pilotage du projet FAO sur le Droit à l'Alimentation Comité d'élaboration des Priorités Résiliences Pays-AGIR Comité Technique de Pilotage du PASCRENA (Projet d'Appui à la Société de la Réconciliation Nationale) Conseil d'Administration de l'Institut de Conseil et d'Appui Technique (ICAT) Conseil d'Administration de l'Institut Togolais de la Recherche Agronomique (ITRA) Conseil d'administration de la Centrale D'achat ET DE GESTION DES INTRANTS AGRICOLES (CAGIA) COMITE DE GESTION DE LA TRANSHUMANCE Commission Technique de Pilotage des projets fonds compétitifs du PPAAO Togo Comité Technique d'Evaluation des projets du fonds compétitifs du PASA (Projet d'Appui au Secteur Agricole) Cadre Harmonise d'Evaluation de la Securite Alimentaire et Nutritionnelle au Togo Comité National de Négociation sur le Commerce International Comité interministériel d'évaluation du PNIASA (Programme National d'Investissement Agricole et de Sécurité Alimentaire) Cadre de Concertation et de dialogue des OP et OSC sur le secteur Agricole au Togo Comité National des Plants et Semences
CNOP Mali	7		Conseil Superieur de l'Agriculture Comité de Pilotage mise en œuvre de la Loi d'Orientation Agricole Comité de Pilotage du Fonds National d'Appui à l'Agriculture Comité de plitage de l'elaboration de la Loi Foncière Agricole Comité de pilotage mise en œuvre de la Loi Semencièr Comité de plitage mise en œuvre du Projet de la Formation Proferssionnelle, Insertion et Appui à l'Entreprenariat des Jeunes Ruraux(FIER) Comité de pilotage Projet de renforcement de la securité alimentaire et nutritionnelle dans la region de Koulikoro(PreSAN-KL)

FONG	4		Medium Term Agric Sector Investment Plan (METASIP) SAKSS Nodes Food and Agriculture Organisation (FAO) Country Implementation Committee Global Environmental Facility(GEF) of the UNDP National Steering Committee of Ministry of Food and Agriculture (MoFA) Directorate of Agric Extension Services (DAES)
EAFF	5	15	Forum for Agricultural Research in Africa (FARA) Association for Strengthening Agricultural Research in Eastern and Central Africa (ASARECA) Fertilizer Financing Mechanism, African Development Bank EAC Regional Working Group on Aflatoxin Partnership for Aflatoxin Control in Africa
CAK	5		EAFF - 1 Council Member Kenya Private Sector Alliance - 1 member International Co-operative Alliance - 2 seats; 1 President; 1 Board member Ethics Commission for Co-peratives (ECCOs) 1 member Co-operative University College of Kenya (CUCK), 1 Board member
KENAFF	4		KEPSA AIN AFFA GOVERNORS
<b>Total</b>	<b>113</b>		

**Section III - Overview of RFOs/NFOs partnerships developed - 15/04/2015**

RFO/NFO	Name of the Partner	Period covered by Contract or Agreement	Total Budget directly transferred to NFO (in Euros)	In kind contrib° or EUR equivalent	Comments, remarks and challenges
SACAU	NORAD - Nowegian Development Aid	2012 - 2016	928 000	0	Funds for Climate Smart Agriculture
SACAU	We Effect	2014	430 000	0	For SACAU Programme support
SACAU	COMESA	2014 -2015	340 000	0	For Climate Change
SACAU	Southern Africa Trust	2014 -2015	135 000	0	Women and Young farmers support program
SACAU	ABSA Bank	2015	20 000	0	SACAU Policy Conference
SACAU	African Union	2015	18 000	0	SACAU Policy Conference
SACAU	Bill and Mellinda gates	2012 - 2016	3 000 000	0	Support towards commercialization of smallholder farmers
<b>Sub Total</b>			<b>4 871 000</b>	<b>0</b>	<b>4 871 000</b>
SEYFA	ESAFF	2013	2 000	0	SAYO TOOL WORKSHOP
SEYFA	Hilton Hotel	n.d.	0	0	SeyFA is in contact with Seychelles Trading Company and Hilton Seychelles to develop a partnership that will enable farmers to supply these institutions with fruits and vegetables.
<b>Sub Total</b>			<b>2 000</b>	<b>0</b>	<b>2 000</b>
SNAU	COSPE (EU)	2013-2016	16 650	237 165	Signed Partnership with COSPE for PRO-Swazi Project, direct budget transferred to SNAU for salaries of 1 project staff. The project train's SNAU members, rehabilitates processing structure, promotes value addition and marketing, purchasing of inputs for SNAU members. The challenge is that there is no budget transfer to SNAU for operational costs
SNAU	Technoserve (EU)	2013-2016	0	66 838	Signed partnership with Technoserve Swaziland for food security project. SNAU members are trained on entrepreneurship. The challenge is that the project does not finance operational costs for SNAU.
SNAU	Microfinance Unit (MoA, IFAD)	2014-2015	0	123 606	MFU financing 8 modules agribusiness certified Training of Trainers to 37 SNAU members. Funds managed by MFU, paying for accomodation, tuition fees, and training stationery. SFOAP contributes travel allowances for participants.
SNAU	Ministry of Agriculture (MoA, SADP, IFAD)	2010-2015	0	40 825	Donation of a double cab pick-up van 4x4 to SNAU. Also provides office and utilities (i.e electricity, water) to SNAU for free since 2010.
SNAU	Swazi/Chinese Maize Project (Chinese Embassy, maize farmers)	2013-2017	105 947	42 379	Project funds used as revolving funds for input loans. Funds not adequate for paying staff to implement the project.
SNAU	NAMBoard (MoA)	2014 (once off contribution)	0	2 967	Sponsored 23.08% of SNAU 2014 annual policy conference, and 5 workshops for mobilizing horticulture commodity group.
SNAU	National Maize Corporation, (MoA)	2014 (once off contribution)	5 297	0	Sponsored 7.7% of SNAU 2014 annul policy conference.
SNAU	Micro Finance Unit of Swaziland	n.d.	0	Yes	SNAU signed a partnership agreement with the Microfinance Unit (MFU) of Swaziland to jointly undertake activities aimed at developing skills of leaders and staff of SNAU
SNAU	Government	n.d.	0	Yes	Accomodation and utilities
<b>Sub Total</b>			<b>127 894</b>	<b>513 780</b>	<b>641 674</b>

LENAFU	FAO	September 2013-2015	0	392 915	Agribusiness capacity building project, Restricted funding, implemented through AGRITERRA, funds controlled and managed through FAO local Representative. Does not cover expenditure on administration costs, personnel costs.
LENAFU <b>Sub Total</b>	Government	n.d.	0 <b>0</b>	Yes <b>392 915</b>	Accommodation and utilities <b>392 915</b>
CPM	Entraide et Fraternité	2014-2016	105 000	0	
CPM	Developpement et Paix	2015	53 200	0	
CPM	ANAE	2015	0	0	
<b>Sub Total</b>			<b>158 200</b>	<b>0</b>	<b>158 200</b>
ACT	NORAD	2013-2017	390 625	0	Covers Lobbying and advocacy activities including salaries for incoming staffs under the project
ACT	BEST-Dialogue	2015-2016	118 313	0	Covers Act's District representation, Communication and Networking activities and salaries for incoming staffs under the project
ACT	Trans-Sec	2013-2017	147 600	0	Covers dissemination of agricultural research findings
ACT	Government	n.d.	0	Yes	Accommodation and utilities
<b>Sub Total</b>			<b>656 538</b>	<b>0</b>	<b>656 538</b>
PROPAC	CEEAC	depuis 2013	0	0	partenariat institutionnel
PROPAC	FAO	2014-2015	203 201	0	TCP
PROPAC	CORAF	2013-2015	98 903	0	cible 4 pays: Cameroun, Tchad, Congo, RCA
PROPAC	CTA	2013-2015	240 000	0	
PROPAC	GFAR	2015	47 653	0	trois pays: Cameroun, Gabon, Congo
PROPAC	FARA	2013-2016	120 000	0	PAEPARD
<b>Sub Total</b>			<b>709 757</b>	<b>0</b>	<b>709 757</b>
CNOP CAM	PACA	2010-2015	243 502	Oui	Appui en nature: Elaboration des plans de travail, campagne de sensibilisation de masse et d'information des OP sur le projet; structuration des OP en filière, suivi-évaluation du projet, sélection des sous-projets, formation des OP, accompagnement des OP dans la mise en oeuvre des sous-projets, rédaction des rapports narratifs et financiers; C'est un partenariat en cours depuis 2010. Les budgets alloués permettent de payer le transport des participants, restauration, location de la salle, hébergement des participants, kits des participants. Le personnel n'est pas pris charge par le Projet. Comme défis, nous suggérons que le temps consacré par le personnel pour la réalisation des activités du projet soient pris en compte dans les budgets, et que les services rendus par la CNOP-CAM soient payés.
CNOP CAM	C2D/PAR Horticulture -IRAD	2015-2016	0	Oui	Appui en nature: Apprêter les sites devant abriter les parcs à bois ou les parcelles des spéculations retenues; La CNOP-CAM ne bénéficie pas d'appuis financier direct
CNOP CAM			0	Oui	Appui en nature: Mobiliser et sensibiliser les OP, à participer aux activités de suivi-évaluation du projet (collecte des informations et partage des données)

CNOP CAM	C2D/PAR MANIOC-IRAD	2015-2016	0	Oui	Appui en nature: Sensibilisation et mobilisation des OP, apprêter les sites devant abriter les UDs; mettre à la disposition du projet la liste de coopératives et GICs impliqués dans la production ou multiplication des boutures et transformation du manioc ; suivi-évaluation des activités; La CNOP-CAM ne bénéficie pas d'appuis financier direct
<b>Sub Total</b>			<b>243 502</b>	<b>0</b>	<b>243 502</b>
CNCPRT	OXFAM	2013-2014	74 678	1807	Un projet de renforcement des capacités des femmes leaders du Collège des femmes du CNCPRT
CNCPRT	PADER-G	2014-2016	75 642	0	Le CNCPRT est sollicité comme prestataire pour la mise en œuvre des activités. Sur la base d'un PTBA, le PADER-G met à la disposition des fonds qui sont justifiés à la fin de chaque activité. Le PADER-G ne transfère pas des fonds sur le compte du CNCPRT
CNCPRT	PAPAT	2014-2015	75 223	0	Le CNCPRT est sollicité comme prestataire pour la mise en œuvre des activités. Sur la base d'un PTBA, le PAPAT met à la disposition des fonds qui sont justifiés à la fin de chaque activité.
CNCPRT	Fondation pour le Progrès de l'Homme (FPH)	2013-2014	28 000	0	Subvention pour la réalisation de l'Année Internationale de l'Agriculture Familiale
<b>Sub Total</b>			<b>253 543</b>	<b>1807</b>	<b>255 350</b>
COPACO-PRP	WRM		12 902	0	
COPACO-PRP	VSF		55 386	0	
COPACO-PRP	UE/RCN		110 000	0	
COPACO-PRP	FIDA PAYS		4 496	0	
COPACO-PRP	MINISTERE AGRICULTURE		1 394	0	
<b>Sub Total</b>			<b>184 177</b>	<b>0</b>	<b>184 177</b>
CNOP Congo	Organisation Internationale des Migrations (OIM)	2015	4 571	0	partenariat pour la cohésion sociale, c'est un partenariat au coup par coup, pour des actions bien identifiées
CNOP Congo	Projet PREVES	2014-2016	10 000	0	C'est le projet FIDA pays, les besoins se font selon le plan d'action annuel de la CNOP CAF, et le projet examine ce qu'il ya à financer selon leur porte monnaie
CNOP Congo	PRODER 3 / Projet FIDA Pays	2013	42 838	0	Ce financement a visé le renforcement des capacités des groupements d'intérêt économique communautaire (GIEC) mis en place par le PRODER 3. C'est pourquoi il a été organisé des sessions de formation dans les départements de la Likouala et la Sangha. Ces GIEC dont des faiblesses ont été identifiées pour la gestion et fonctionnement de leurs structures se sont vus être mis à niveau pour comprendre et connaître le rôle et les responsabilités qu'ils doivent assurer et ainsi qu'à bien gérer leurs structures dans le fonctionnement et les finances.
<b>Sub Total</b>			<b>57 409</b>	<b>0</b>	<b>57 409</b>
CNOP CAF	Organisation Internationale des Migrations (OIM)	2015	4 571	0	partenariat pour la cohésion sociale, c'est un partenariat au coup par coup, pour des actions bien identifiées
CNOP CAF	Projet PREVES	2014-2016	10 000	0	C'est le projet FIDA pays, les besoins se font selon le plan d'action annuel de la CNOP CAF, et le projet examine ce qu'il ya à financer selon leur porte monnaie
<b>Sub Total</b>			<b>14 571</b>	<b>0</b>	<b>14 571</b>

UMNAGRI	FAO-SNE	fin des travaux	N.A.	N.A.	Réalisation de la Cartographies des OP
UMNAGRI	ARES	n.d.	N.A.	N.A.	Accord de coopération Technique
UMNAGRI	GAL Terre del Nisseno	n.d.	N.A.	N.A.	Accord de coopération Technique
<b>Sub Total</b>			<b>0</b>	<b>0</b>	<b>0</b>
ROPPA	CEDEAO	2012-2014	55 110	0	
ROPPA	DDC	2013-2015	352 767	0	
ROPPA	UE A TRAVERS HUB RURAL	2013-2017	0	0	Concours ponctuels
ROPPA	AFDI		18 500	0	Concours ponctuels
ROPPA	FONDATION De France	2013-2015	63 000	0	
ROPPA	ECDPM	2012-2016	20 000	0	Concours ponctuels
ROPPA	UEMOA	2012-2016	121 959	0	
ROPPA	CTA	2013-2016	216 509	0	
ROPPA	PAEPARD	2010-	36 000	0	
ROPPA	GAFSP	2012-2016	14 210	0	
ROPPA	INTER RESEAU		13 411	0	Concours ponctuels
ROPPA	CONTRIBUTION CORAF A LA RENCONTRE OP/RECHERCHES		1 524 490	0	PROJET ROPPA AUPRES DE L'ASPROBED AU SENEGAL
ROPPA	PROJET CORAF SUR LE RENFORCEMENT DES CAPACITES	2013-2015	134 155	0	
ROPPA	CILS	2014	0	0	
ROPPA	WILDAF		14 972	0	
<b>Sub Total</b>			<b>2 585 083</b>	<b>0</b>	<b>2 585 083</b>
ANOPACI	Banque Mondiale (WAAPP)		0	Oui	Contribution en nature sous forme de consultants; Le budget n'a pas été transféré à l'ANOPACI, les consultants chargés de l'audit organisationnel et du plan stratégique sont payés par le WAAPP. Le contrat est signé entre les consultants et le WAAPP.
<b>Sub Total</b>			<b>0</b>	<b>0</b>	<b>0</b>
CTOP	MAEP (FIDA et GAFSP)	2013 - 2016	688 122	79 578	Projet d'Appui au Développement Agricole au Togo (PADAT)
CTOP	AFDI	2012-2015	51 556	0	Appuyer la participation des OP et des OSC dans la mise en œuvre dans la mise en œuvre des projets financés par le GAFSP
CTOP	CORAF/WECARD (Banque Mondiale)	2013 - 2016	71 079	0	Projet « Identification d'options politiques et stratégiques pour une meilleure adoption des résultats de la recherche par les exploitations agricoles familiales en Afrique de l'Ouest » (AGRIFAM)
CTOP	CORAF/WECARD (Banque Mondiale)	2014 - 2015	155 096	0	Projet de "Partenariat entre la recherche et les organisations de producteurs pour une amélioration de la qualité et une meilleure mise en marché des produits transformés des filières agricoles prioritaires au Sénégal, au Togo, au Niger et au Bénin" PROPAQ
CTOP	Union Européenne	2014-2015	38 875	0	Projet d'Appui à la Société Civile et à la Réconciliation Nationale (PASCRENA)
<b>Sub Total</b>			<b>1 004 728</b>	<b>79 578</b>	<b>1 084 306</b>

CNOP-MALI	BUCO	2012-2015	304 898	60980	
CNOP-MALI	SOS FAIM	2014-2016	90 000	14483	
CNOP-MALI	PAOSC II	2013-2014	45 733	11967	
CNOP-MALI	FIBANI	2014-2016	29 755	6906	
CNOP-MALI	VECO/UE	2014-2016	30 801	4955	
CNOP-MALI	NEW-FIELD	2013-2014	320 142	110 000	
CNOP-MALI	FORUM AE (SOS -FAIM, OXFAM, ACTION AID, WOW, GOUVERNEMENT Français, CNCD, COOPERATION SUISSE)	2015	178 913	12 580	
<b>Sub Total</b>			<b>1 000 242</b>	<b>221 871</b>	<b>1 222 113</b>
NACOFAG	PIWAMP (Ministry of Agriculture)	2012- 2014	9 000	0	Late disbursement of funds
NACOFAG	NEMA (Ministry of Agriculture)	2013-2019	9 000	0	Differences created as a result of lower exchange rates from the banks.
NACOFAG	IYFF	January to December 2014	25 000	0	
NACOFAG	IPAR	1st April 2014 - 31st December 2015	31 275	0	
<b>Sub Total</b>			<b>74 275</b>	<b>0</b>	<b>74 275</b>
QNCOCPA-GB	UEMOA		29 695	0	Renforcement Capacité institutionnelle, matériels roulants (Véhicule 4x4 et motos) - équipement bureau (ordinateurs imprimante )- consommable bureau ( classeurs ,papiers etc ,,), Appui aux femmes relancement filière horticole et rizicole
QNCOCPA-GB	SNV	2013	611	0	Structuration des OP filière riz
QNCOCPA-GB	SNV	2013	2 290	0	Honoraire consultant diagnostic OP Filière riz- Montant payé Directement au Consultant
<b>Sub Total</b>			<b>32 596</b>	<b>0</b>	<b>32 596</b>
FONG	FAO	2013-2014	4 941	0	
FONG	Oxfam	2014	2 703	0	
FONG	Slowfood	2014	4 000	0	
FONG	World Food Program(WFP)	2013-2014	2 700	0	
FONG	WILDAF	2013-2014	1 786	0	
FONG	PAAR	2013	7 100	0	
FONG	Africalead	2014	0	4 000	
<b>Sub Total</b>			<b>23 230</b>	<b>4 000</b>	<b>27 230</b>

PNOPPA	DDC	2014-2016	169 218		
PNOPPA	AGRITERRA	2013-2015	95 207		
PNOPPA	PPAAO	2013-2017	0		Concours ponctuels, Sans transfert de ressources
PNOPPA	AFDI	2012-2014	38 578		Contribution en nature: Amélioration de la communication interne et externe
PNOPPA	CORAF	2013-2015	52 435		
PNOPPA	PADA	2012-2016	0	oui	Contribution en nature: Moyen roulant; Concours ponctuels, Sans transfert de ressources
<b>Sub Total</b>			<b>355 438</b>	<b>0</b>	<b>355 438</b>
EAFF	USAID East Africa	2013-2015	N.A.		
EAFF	We Effect	2014-2016	N.A.		
EAFF	Norwegian Government	2012-2015	N.A.		
EAFF	European Union (Kenya delegation)	2014-2015	N.A.		
EAFF	CTA	2015	N.A.		
EAFF	IFAD (Knowledge Management)	2013-2015	N.A.		
EAFF	SDC	2013-2015	N.A.		
EAFF	COMESA Climate Change	2014-2015	N.A.		
<b>Sub Total</b>					
SYDIP	AGRITERRA	2013-2015	177 940		
SYDIP	ZOA	2013-2015	39 350		
SYDIP	IFDC/ CATALIST	2013-2015	295 554		
SYDIP	UNHABITAT	2015	53 520		
SYDIP	VECO	2013-2015	214 173		
SYDIP	MINAGRI, RDC	2013-2015	22 478		
SYDIP	WWF/ ECO-MAKALA	2013-2015	16 713		
SYDIP	SYDIP	2013-2015	561 521		
<b>Sub Total</b>			<b>1 381 249</b>	<b>0</b>	<b>1 381 249</b>
CAK	German - Kenyan Association Partnership in the Cooperative Sector (DGRV – CAK),	2014 - 2017	0	100 000	The Project is focusing on strengthening procedures of good corporate governance in agricultural cooperatives by improving education and further training in the areas of management, governance, monitoring and financial audits of agricultural cooperatives.
<b>Sub Total</b>			<b>0</b>	<b>100 000</b>	<b>100 000</b>
<b>TOTAL</b>			<b>13 735 433</b>	<b>1 313 951</b>	<b>15 049 384</b>

**Appendix 1 - Final Evaluation of the pilot phase - Summary of the evaluation report**



## Appendix 2 - Implementation by components and by recipients as at 31 March 2015 (in EUR)

Component/Subcomponent	EAFF		FERT		PAFO		PROPAC		ROPPA		SACAU		UMNAGRI		TOTAL		% of expenditure to the budget
	Budget	Expenditure	Budget	Expenditure	Budget	Expenditure	Budget	Expenditures	Budget	Expenditures	Budget	Expenditures	Budget	Expenditures	Budget	Expenditure	
Component 1: Institutional Strengthening																	
Subcomponent 1.1 - Support to core functions RFOs/NFOs	1 028 334	494 190	255 560	69 508			757 084	357 649	1 595 785	649 011	1 948 529	602 648	319 797	263 357	<b>5 905 089</b>	2 436 363	41,3%
Subcomponent 1.2 - Support to communication / visibility	263 541	230 144	23 775				169 055	12 143	320 564	85 454	64 645	48 492	51 697	38 505	<b>893 277</b>	414 738	46,4%
<b>Subtotal Component 1</b>	<b>1 291 875</b>	<b>724 334</b>	<b>279 335</b>	<b>69 508</b>			<b>926 139</b>	<b>369 792</b>	<b>1 916 349</b>	<b>734 465</b>	<b>2 013 173</b>	<b>651 140</b>	<b>371 494</b>	<b>301 862</b>	<b>6 798 366</b>	<b>2 851 101</b>	<b>41,9%</b>
Component 2: Policy Engagement																	0
Subcomponent 2.1 - Policies studies and analysis	143 380	60 000	16 953	736			43 609	8 700	150 075	7 318	159 751	66 387	3 500	429	<b>517 267</b>	143 570	27,8%
Subcomponent 2.2 – Policy consultations	398 040	144 621					691 173	133 600	302 079	119 375	281 319	34 258			<b>1 672 611</b>	431 854	25,8%
<b>Subtotal Component 2</b>	<b>541 420</b>	<b>204 621</b>	<b>16 953</b>	<b>736</b>			<b>734 782</b>	<b>142 300</b>	<b>452 154</b>	<b>126 693</b>	<b>441 070</b>	<b>100 645</b>	<b>3 500</b>	<b>429</b>	<b>2 189 879</b>	<b>575 424</b>	<b>26,3%</b>
Component 3: Provision of economics services																	0
Subcomponent 3.1 – Analysis planning, coordination	203 529	126 596	1 357 600	345 351			345 000	179 082	479 506	85 046	244 785	22 952	4 000	4 539	<b>2 634 420</b>	763 566	29,0%
Subcomponent 3.2 – Support to entrepreneurship of FOs	1 208 644	376 389	71 800	27 172			1 486 372	10 870	585 189	0	546 958	17 142	136 023	134 785	<b>4 034 986</b>	566 358	14,0%
Subcomponent 3.3 – Knowledge Management	486 824	79 578	677 656	11 817			240 000	<b>3 293</b>	299 095	53 208	486 306	29 494			<b>2 189 882</b>	177 390	8,1%
<b>Subtotal Component 3</b>	<b>1 898 997</b>	<b>582 563</b>	<b>2 107 056</b>	<b>384 340</b>			<b>2 071 372</b>	<b>193 245</b>	<b>1 363 790</b>	<b>138 254</b>	<b>1 278 049</b>	<b>69 588</b>	<b>140 023</b>	<b>139 324</b>	<b>8 859 288</b>	<b>1 507 314</b>	<b>17,0%</b>
<b>Component 4: Pan African level Activities</b>					803 000	60 210									<b>803 000</b>	60 210	7,5%
<b>Total*</b>	<b>3 732 293</b>	<b>1 511 519</b>	<b>2 403 344</b>	<b>454 584</b>	<b>803 000</b>	<b>60 210</b>	<b>3 732 293</b>	<b>705 337</b>	<b>3 732 293</b>	<b>999 412</b>	<b>3 732 293</b>	<b>821 373</b>	<b>515 017</b>	<b>441 614</b>	<b>18 650 532</b>	<b>4 994 049</b>	<b>26,8%</b>
Percentage		40,5%		18,9%		7,5%		18,9%		26,8%		22,0%		85,7%		26,8%	

**Appendix 3 - Implementation by categories and by recipients as at 31 March 2015 (in EUR)**

		EAFF		FERT		PAFO		PROPAC		ROPPA		SACAU		UMNAGRI		TOTAL		% of expenditure to the budget
Report Summary by Categories of Expenditure-2014		Budget	Expenses	Budget	Expenses	Budget	Expenses	Budget	Expenses	Budget	Expenses	Budget	Expenses	Budget	Expenses	Budget	Expenses	
1	Contractual services	1124752	376389	77 650	7 921			1 768 972	128 815	906 461	90 832	697054	17 142	155376	134 785	4 730 265	755 884	16,0%
2	Consultancy services	686700	269376	823 255	133 955	25000	2 457	270 972	31 423	827 115	160 469	679064	86 042	83858	66 896	3 395 964	750 617	22,1%
3	Meetings and workshops	906590	521408	188 672	8 788	486000	57 753	717 799	200 263	826 979	415 369	762540	215 185	83806	60 193	3 972 386	1 478 959	37,2%
4	Equipment	6000	5885	180 164	2 421	142000		133 420	75 027	0	0	5379	3 368			466 963	86 701	19%
5	Salaries / staff costs	349200	185689	105 397	7 480	150000		305 311	169 710	584 704	219 902	1072258	330 146	109169	95 193	2 676 039	1 008 121	37,7%
6	Training	17000	9141	627 509	43 270			254 015	82 357	392 549	81 139	107032	11 723	19803	6 283	1 417 908	233 913	16,5%
7	Communication and publications	165500	72206	<b>26 495</b>				281 804	<b>17 741</b>	194 485	31 701	36576	6 057	9121	22 087	713 981	149 792	21,0%
8	Programme management	476551	71425	374 202	250 748							372391	151 710	53884	56 178	1 277 028	530 061	
<b>Total</b>		<b>3732293</b>	<b>1511519</b>	<b>2 403 344</b>	<b>454 583</b>	<b>803000</b>	<b>60210</b>	<b>3 732 293</b>	<b>705 336</b>	<b>3 732 293</b>	<b>999 412</b>	<b>3732294</b>	<b>821 373</b>	<b>515017</b>	<b>441 615</b>	<b>18 650 534</b>	<b>4 994 048</b>	<b>26,8%</b>
<b>Percentage</b>		40,5%		18,9%		7,5%		18,9%		26,8%		22,0%		85,7%		26,8%		