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## EVALUATION

# Mid-Term Performance Evaluation of the West Africa Fertilizer Program (WAFP)

**December 2014**

This document was prepared at the request of the United States Agency for International Development (USAID). It was prepared by the Analytical Support Services and Evaluations for Sustainable Systems (ASSESS) activity, a partnership of the United States Department of Agriculture/Foreign Agriculture Service (USDA/FAS), the University of Rhode Island (URI), Delaware State University (DSU), and Kwame Nkrumah University of Science and Technology (KNUST).

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# ACRONYMS

<b>AFAP</b>	: African Fertilizer and Agribusiness Partnership
<b>AGRA</b>	: Alliance for Green Revolution in Africa
<b>ASPRODEB</b>	: Association Sénégalaise pour la Promotion de Développement a la Base
<b>ADESCAW</b>	: Association Socio-Educative, Sportive et Culturelle des Agriculteurs du Walo
<b>ASSESS</b>	: Analytical Support Services and Evaluations for Sustainable Systems
<b>CAADP</b>	: Comprehensive Africa Agriculture Development Program
<b>DCA</b>	: Development Credit Authority
<b>ECOWAP</b>	: Regional Agriculture Policy for West Africa
<b>ECOWAS</b>	: Economic Community of West African States
<b>EGO</b>	: Economic Growth Office
<b>FEPRODES</b>	: Fédération des Groupements et Associations de femmes productrices de Saint-Louis
<b>FDP</b>	: Fertilizer Deep Placement
<b>FPA</b>	: Fédération des Périmètres autogérés
<b>ICS</b>	: Industries Chimiques du Sénégal
<b>IFDC</b>	: International Fertilizer Development Center
<b>IPs</b>	: Implementing Partners
<b>ISRA</b>	: Institut Sénégalais de Recherches Agricoles
<b>M&amp;E</b>	: Monitoring and Evaluation
<b>MOA</b>	: Ministry of Agriculture
<b>MOFA</b>	: Ministry of Food and Agriculture
<b>NGO's</b>	: Non-Governmental Organizations
<b>PRIME</b>	: Produire Riz Moins d'engrais
<b>SWOT</b>	: Strength, Weaknesses, Opportunities and Threats
<b>UDP</b>	: Urea Deep Placement
<b>US</b>	: United States
<b>USAID</b>	: United States Agency for International Development
<b>WA</b>	: West Africa
<b>WACFC</b>	: West Africa Committee for Fertilizer Control
<b>WAFP</b>	: West Africa Fertilizer Program
<b>WAPP</b>	: West Africa Productivity Program
<b>WASP</b>	: West Africa Seed Program

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It is important to recognize the West African Fertilizer Program in Accra, IFDC offices in the host countries, AFAP, and AGRA offices for taking time to share valuable information on the Fertilizer program.

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Recognition goes to the private sector actors in these focus countries, as well as Togo for the information supplied to assist the team to develop its report. Equal appreciations are directed to the various Statistics Departments of various Government Ministries and Research Institutions.

However, accountability for any misrepresentations or faults in the document rests on the ASSESS team members.

# EXECUTIVE SUMMARY

USAID West Africa's mission-wide goal is to improve the social and economic wellbeing of West Africans. The Feed the Future (FtF) regional and country programs contribute to this goal by increasing agricultural productivity and production of key staples and food crops as indicated. However, efforts to increase crop and livestock yields are constrained by a number of factors including low quantity and quality of fertilizer use. The amount of fertilizer used in FtF countries is less than ten times the targeted amount proposed (50kg per hectare per annum) by ECOWAS in 2006. Not only is the quantity of fertilizers used low, but there is also significant concern about the quality of fertilizers sold in the region.

To respond to this critical challenge, USAID West Africa in alignment with the Comprehensive Africa Agriculture Development Program (CAADP), and the sub-regional ECOWAS Agriculture Plan (ECOWAP), designed and awarded the West African Fertilizer Program (WAFP) to the International Fertilizer Development Center (IFDC) in June 5th 2012. WAFP is an integral part of USAID West Africa's strategy to achieve the U.S. Feed the Future (FtF) goals to increase regional availability of appropriate and affordable fertilizer. WAFP is well aligned to the Mission's Regional Development Cooperation Strategy (RDSCS), Economic Growth Objectives (RDSCS-REGO) and it is directly contributing to enhancing regional integration and increased agricultural productivity, under RDSCS Intermediate Results as follows: (IR 2:1) Increased regional supply and distribution of selected fertilizers by the private sector; (IR: 2, 3 & 4) Increased use of improved fertilizers; Improved efficiency of regional market transactions; and improved enabling environment for fertilizer policy and regulatory framework development.

IFDC is the lead implementer of WAFP, with additional technical support provided through the African Fertilizer and Agribusiness Partnership (AFAP) and local public and private sector institutions in the targeted countries. WAFP is a regional project but activities are concentrated primarily in the region's FtF focus countries: Ghana, Senegal, Mali, and Liberia.

The 5-year WAFP which began on June 5, 2012 and will end on May 31st 2017 is at its halfway point, and USAID West Africa has subsequently commissioned the Analytical Support Services and Evaluation for Sustainable Systems (ASSESS) project to conduct the mid-term evaluation to help the Mission better understand the program's progress to date and determine whether the interventions and team are properly oriented to achieve the program's goal or not. Specifically, the evaluation addresses the following areas: 1) cohesiveness of WAFP's regional approach, 2) results and performance to date, 3) effectiveness of private sector and access to finance approaches, 4) compliance with FtF cross-cutting issues, and 5) capacity of IFDC's mobilized resources for the program implementation.

The ASSESS team participated in a number of remote consultations, and reviewed annual and quarterly reports and other project documents. The team conducted fieldwork in Ghana, Nigeria, Mali and Senegal, and held meetings with USAID/WA/RAO, the IFDC/WAFP team, AFAP, private and public sector institutions.

Examination of WAFP's achievements to date was based on review of the four intermediate results: 1) IR-1. Increased regional supply and distribution of selected fertilizers by the private sector; 2) IR-2. Increased use of improved fertilizers; 3) IR-3. Improved efficiency of regional market transactions; and 4) IR-4. Improved enabling environment for fertilizer policy and regulatory framework development which showed a low level of performance.

The ASSESS evaluation team found that IFDC had not achieved WAFP objectives as expected at the time of evaluation. IFDC has failed to build a well-structured regional program with a clear vision and mission and to put in place a strategy and tactical approaches to address the challenges facing them. The WAFP program had faced changes in staff that negatively influenced the consistency in the program's progress. The West Africa Fertilizer Regulatory Policy is progressing towards adoption at country level but is not yet adopted by all ECOWAS countries.

Despite some efforts at the field level, WAFP activities have neither increased the supply of fertilizer regionally nor increased use of quality fertilizers. There was no evidence of increase in efficiency of fertilizer use, in spite of the slight improvement in the enabling environment fostered through the marginal improvement in infrastructure, and private sector involvement. Private sector engagement was low and investment funds leveraged were less than anticipated. There has not been establishment of a credit program through the Development Credit Authority (DCA) strategy.

**The ASSESS team made observations and recommendations by answering these questions:**

➤ **Is the program focused on a clear set of regional activities?**

The program does not focus on a clear set of regional activities because the collaborating and implementing partners, WAFP, ECOWAS and AFAP, did not work together from the start and had separate activities.

**Recommendations:**

- ✓ WAFP should set up a working group involving IFDC, the sub-grantee AFAP, and programs such as WAPP and WASP to provide essential support services to the program. In addition WAFP should bring together ECOWAS representatives at the country level (National Assembly) to assist in the institutionalization and the implementation of the fertilizer regulation on quality control. WAFP should develop MOU's with all Ministries of regional governments involved in the project and keep them informed of the WAFP progress and their role in project success.

➤ **Will it impact on availability of affordable quality fertilizer?**

While IFDC promotes the improved use and methods of fertilizer application, the overall collective support of WAFP to this activity is weak. There need to be regulation enforcement to improve the quality and quantity of fertilizer on the market.

**Recommendations:**

- ✓ For good and standardized fertilizers with the right amounts of nutrients to be made available to farmers throughout the region, regulation should be enforced. This will encourage private sector participation in the program, increase farmer use of fertilizer, and will have a definite impact on the countries' agriculture.

➤ **How should the program interact with regional and national programs?**

An effort was made to bring the ministries and high ranking government officials together in November 2012 but there is an absence of follow-up activities, regular networking and exchanges between national and regional programs for fertilizer quality assurance. There are no common goals and operational procedures developed for laboratories, input suppliers, warehousing and fertilizer storage operators to work together to satisfy in some way the project objectives.

**Recommendations:**

- ✓ The regional program should interact with the national programs through joint activities developed during workshop participation and networking. WAFP could take the initiative to connect Ministries of Agriculture of the various countries to cooperate on ECOWAS policy regulations.
- **What specific opportunities or innovations exist to enhance effective program implementation and sustainability at the regional level (in particular in relation to relevant bilateral USAID programming), and to further strengthen the regional cohesive approach of the program?**

Opportunities and innovations exist for the increase in fertilizer use. Among these are: Important phosphates mines in West Africa; On-going national government initiatives; USAID bilateral programs are already implementing activities in all visited countries: Finally, there is a large regional fertilizer deficit that can stimulate increases in market demand and supply.

**Recommendations:**

- ✓ WAFP should build on existing institutions and organizations: Opportunities exist at institutions such as ECOWAS, AFAP, AGRA, and programs (WAPP, WASP) to introduce the WAFP in countries where initial penetration may have been difficult. The same organizations could also serve to include visibility of WAFP. WAFP should work closely with WAPP and WASP to develop joint programs and policies, to endorse the use of good seeds and fertilizers in order to enhance crop and farm productivity.

➤ **What has been accomplished to date? Which results have sufficient evidence to meet program audit standards?**

WAFP did not meet most of its targets during the first two years. The expected percent change in volume of fertilizer sold over the two years did not occur, and WAFP has not gained visibility. The following observations under each Intermediate result support are made:

- *IR.1- Increased regional supply and distribution of selected fertilizers by the private sector:*

WAFP provided assistance to many private enterprises, but did not meet the targets. Over the two years WAFP did not assist any private fertilizer related firms operating at import, blender and wholesale levels. WAFP provided assistance to MSMEs including farmers to access loans but most of them did not take advantage of the DCA. Only 2% (600) of public and private fertilizer stakeholders received fertilizers and market information through WAFP support compared to the two years' target of 30,000 stakeholders.

- *IR.2 – Increased use of improved fertilizers*

The WAFP program facilitated the formation of Fertilizer Recommendation Task Forces in Ghana, Liberia, Mali and Senegal to coordinate work on soil testing and modeling, leading to fertilizer recommendations. Almost 56% of technologies (Fertilizer granulation and deep fertilizer placement) were promoted and made available to the farmers. The accumulated percentage of rice fertilizer use per targeted area is 48.4%, compared to 65.5% for maize and 48.03% for seed-cotton. Hence the intermediate results of increased fertilizer use was under achieved.

- *IR.3 - Improved efficiency of regional market transactions*

The value of new private sector investment in agricultural sector or food chain leveraged by FtF implementation was only 7.47 percent achieved. There was no progress made with the number of private fertilizer related firms operating at the import, blender, and wholesale levels in USG assisted countries, infrastructure development experienced an 83.3 percent increase; the number of loan application documents submitted to commercial banks and micro-finance institutions increased.

- *IR.4 - Improved enabling environment for fertilizer policy and regulatory framework development*

WAFP provided technical assistance to partners to improve the policy and regulatory environment for fertilizer production, trade and quality control and only 28.57% of the policy and regulatory framework procedures were developed over the two years.

**Recommendations:**

- ✓ WAFP should make its program visible. The branding should be included in all stipulated communication messages. There should be a clear distinction between WAFP and other IFDC in-country programs. WAFP should revise its program targets and focus on policy and regulatory development mainly on the regional activities including improving the business and harmonization of the fertilizers.

- ✓ After two years of activities, WAFP should re-examine its strategy of inclusion of national governments in the program. Joint MOU should be developed with each of them and should be made to understand the importance of the program; that is, to strengthen but not to replace national initiatives that are in place.
- ✓ WAFP should not be promoting the development of technologies such as Fertilizer Granulation and Deep Fertilizer Placement directly to the farmers. WAFP assistance should be provided through local institutions including governments' entities, NGOs and IFDC projects that can work closely with farmers and producer organizations.

➤ **Sufficiency of evidence to meet audit standards:**

WAFP results outlined in its annual reports do not meet audit standards.

**Recommendations:**

- ✓ WAFP should implement a strong program monitoring system that can meet USAID reporting requirements. USAID and IFDC should discuss and revise indicators as needed.

➤ **What factors (both internal and external to the program) help or hinder the achievement of the program's expected outcomes and what corrective actions and/or areas for improvement are needed?**

Two key factors, human resources and organizational structure help or hinder the achievement of WAFP expected outcomes.

- WAFP has a weak leadership as illustrated by a lack of building a common vision and missions with all participating countries;
- WAFP has been unable to put an appropriate governance model to develop a structure and timetable to measure achievements.

**Recommendations:**

- ✓ WAFP needs to have a Chief of Party (COP) who can ensure strong leadership. WAFP needs to have a strong policy analyst at the headquarters to promote regional policies and to provide support and direction to the WAFP program.
- ✓ WAFP needs to have a strong Agri-business Specialist with interest oriented towards the private sector.
- ✓ WAFP needs to have a dynamic and well-rounded Communication Specialist to: promote activities such as branding, developing a communication plan; promote the program and results throughout the region and increase its visibility.

➤ **Is the current DCA strategy, that emphasizes coordination with bilateral Missions for smaller investments, correctly positioned? Is there a clear strategy for achieving the large investments needed for regional results?**

There is confusion between the concept of line of credit and the DCA guarantee mechanism. The DCA mechanism appears to have some limitations to adequately cover large investments particularly medium and long term investments. There is no clear strategy for WAFP to encourage large business enterprise financing.

**Recommendations:**

- ✓ WAFP needs to develop a clear strategy with AFAP on how best to use the limited resources under the DCA to fund farmers and enterprises.

- ✓ WAFP needs to work closely with ECOWAS to identify, promote and place large business enterprises.
- ✓ WAFP must explore the possibility to convene meetings with AFAP and local and regional banks to present to the banks the opportunities that exist in using the DCA to fund limited resource farmers and investors in the fertilizer business.

➤ **Is the program leveraging the right group of partners? What additional approaches are needed to encourage sufficient private sector investment and access to credit? What are the most promising areas of investment?**

The project is meeting the right type of partners (input suppliers, traders, banks, producers organizations), but has not developed the strategy for maintaining the agri-business firms interest over a sustainable period of time to adequately promote the type of network that would encourage investment in the fertilizer value chain.

**Recommendations:**

- ✓ WAFP should develop a strategy to encourage national governments, NGOs and private sector involvement into the program and to participate in the activities that will increase the production and use of fertilizers.
- ✓ WAFP should also develop a solid working relationship with WAPP or WASP in order to provide accompanying technologies to the private sector and farmers. Finally, WAFP should develop a joint policy with ECOWAS to bring together the private sector to participate effectively.

In spite of WAFP's failure to leverage large business investments, there are promising areas where small and medium businesses are likely to make a difference in the fertilizer industry. These include:

- Identification of regional fertilizer markets for development.
- Development of electronic directories of targeted farmers in subsidy programs and information sharing - this is being piloted in Ghana by an implementing partner and entrepreneur.
- The employment and use of soil tool kit tests on a larger scale by local entrepreneurs is especially interesting when combined with an electronic directory previously discussed.

**Recommendations:**

- ✓ Development of a regional alliance for the promotion of fertilizer equipment and tools.
- ✓ Development of regional laboratories for fertilizer quality control in selected ECOWAS countries.
- ✓ Composting with the application of additional inorganic nutrients.

➤ **To what extent are the project interventions addressing cross-cutting issues such as gender and climate-smart agriculture?**

- All projects include programs for women and youth. WAFP is providing technical assistance to FEPRODES (Federation des groupements et association de femmes productrices de Saint-louis) in Senegal, which has 40,000 women members.

WAFP has not adequately addressed climate smart agriculture. However in few countries, CSA issues are being incorporated.

- In Mali and Senegal a resilience program is in place at the national level to address climate change (by using improved seeds and prudent water management).
- With respect to research, efforts have been made to examine micro-dose use on millet, sorghum and corn by ISRA in Senegal.
- The IFDC prime project in Senegal has studied the effects of supplementary irrigation to minimize the negative effects of plant stress.

### **Recommendations:**

- ✓ WAFP should increase women's access to fertilizers, farm and business resources through increased collaborative ventures and information dissemination.
  - ✓ WAFP should move beyond its environmental compliance to include comprehensive and regional activities on climate change patterns on agriculture and environment (DPU, micro-dose, complementary irrigation).
- **Does the core staff have the right skills, knowledge and capacity needed to achieve the work at hand? If not, can they get it from other IFDC resources and/or their sub-grantees?**

WAFP staff meets the basic qualifications to run the project. They have solid technical background and field experience, but strong leadership is missing. However, WAFP/IFDC is constrained by an excessive bureaucratic structure that slows down the implementation of program activities. WAFP does not have the right mix of expertise among the field staff. A strong Policy Analyst, an Agri-Business Specialist (this is a recently recruited position) and a dynamic Communication Specialist are required to strengthen the team. The policy analyst should be working hand-in-hand with the project Chief of Party (COP).

### **Way forward**

WAFP requires a viable and vibrant senior management team led by a strong leader with great skills in advocacy and relationship building at all levels, especially regionally. WAFP has not been successful in meeting its targets. Most of the achievements noted were during the second year; hence the poor level of achievement at mid-term. The project must speed up its activities in order to attain some measure of success.

WAFP should strengthen engagement/collaboration with existing stakeholders at all levels: regionally with ECOWAS, UEMOA etc., nationally with the ministries/departments of Agriculture and the private sector. This will enhance and clarify the mission of the program to stakeholders and promote ownership of the program's objectives.

WAFP as a regional program should be more focused and should work to promote the regional visibility of its activities through effective communication, advocacy and collaboration, leveraging common platforms for information sharing and dissemination.

To promote access to finance and explore new financial mechanisms which will attract the full private sector participation in the program, WAFP should strengthen its engagement with the sub-grantee AFAP, expanding its scope to undertake the private sector initiatives and work closely with the SMEs in-country and regionally. WAFP should find a way to encourage the private sector to utilize the funds available through the DCA.

# I. INTRODUCTION AND BACKGROUND

## I.1. The West Africa Fertilizer Program

Agriculture is the pillar of economic advancement in West African states. About 65 percent of the population depends on agriculture as their primary source of livelihood. This sector contributes 30-40 percent of the region's gross domestic product (GDP), over 15 percent of regional export earnings, and employs on average 50 to 60 percent of the workforce. However, the sector has experienced relative stagnation in the last decade when compared to other developing areas such as Asia and Latin America. The sector's growth is hampered by low agricultural productivity, lack of small holder farmer integration into markets and poor access to services and agro-inputs.

Fertilizers, combined with accompanying technologies, are essential elements to increase agricultural productivity, production and to stimulate agribusiness development. Unfortunately, average fertilizer application across Sub Saharan Africa has remained low, only between 5 and 10 kg/hectare since the 1990s, which is less than 10% of the world's average, and far below the 50kg/hectare target set by the African Union's Abuja Declaration on Fertilizer in June 2006. Currently total fertilizer consumption in West Africa is the lowest in the world and the fertilizer distribution chain is characterized by a wide array of constraints. Constraints include but are not limited to: policies that restrict or exclude competitive participation in the market, credit risks for suppliers, underdeveloped distribution networks and output markets, along with insufficient infrastructure at various points in the value chain. Additional limitations are high fertilizer costs, lack of market information and failure of supplies to reach farmers at the appropriate time during the growing season. Despite these challenges, West Africa is well positioned to increase fertilizer use and agricultural productivity due to increasing policy and regulatory coherence and agricultural investments.

In response to these challenges and in alignment with the Comprehensive Africa Agriculture Development Program (CAADP), and the sub-regional ECOWAS Agriculture Plan, (ECOWAP), USAID/ West Africa designed and awarded WAFP to IFDC in June 2012. WAFP is an integral part of USAID West Africa's strategy to achieve U.S. Feed the Future (FtF) Initiative goals and increase regional availability of appropriate and affordable fertilizer. WAFP aligns with the Mission's Regional Development Cooperation Strategy, Economic Growth Objectives, and it is directly linked to enhancing regional integration and increased agricultural productivity, which are RDCS Intermediate Results (IR 2:1 and 2 to 4).

IFDC is the lead implementer of WAFP, with additional technical support provided through the African Fertilizer and Agribusiness Partnership (AFAP), and local public and private sector institutions in the targeted countries. WAFP is a regional project with activities concentrated primarily in the region's FtF focus countries, Ghana, Senegal, Mali, and Liberia. However, in areas such as fertilizer market collaboration, fertilizer policy and regulatory framework development, the project provides assistance to all 15 ECOWAS countries.

The regional scope applies to an enabling environment, regulatory harmonization and quality control, and fertilizer subsidy policy. Target beneficiaries for WAFP are primarily producers, agro-input dealers, agricultural enterprises, private sector actors involved in fertilizer production, distribution and blending, research institutions/laboratories, as well as government and regulatory bodies responsible for creating and maintaining an enabling environment for a dynamic fertilizer sector.

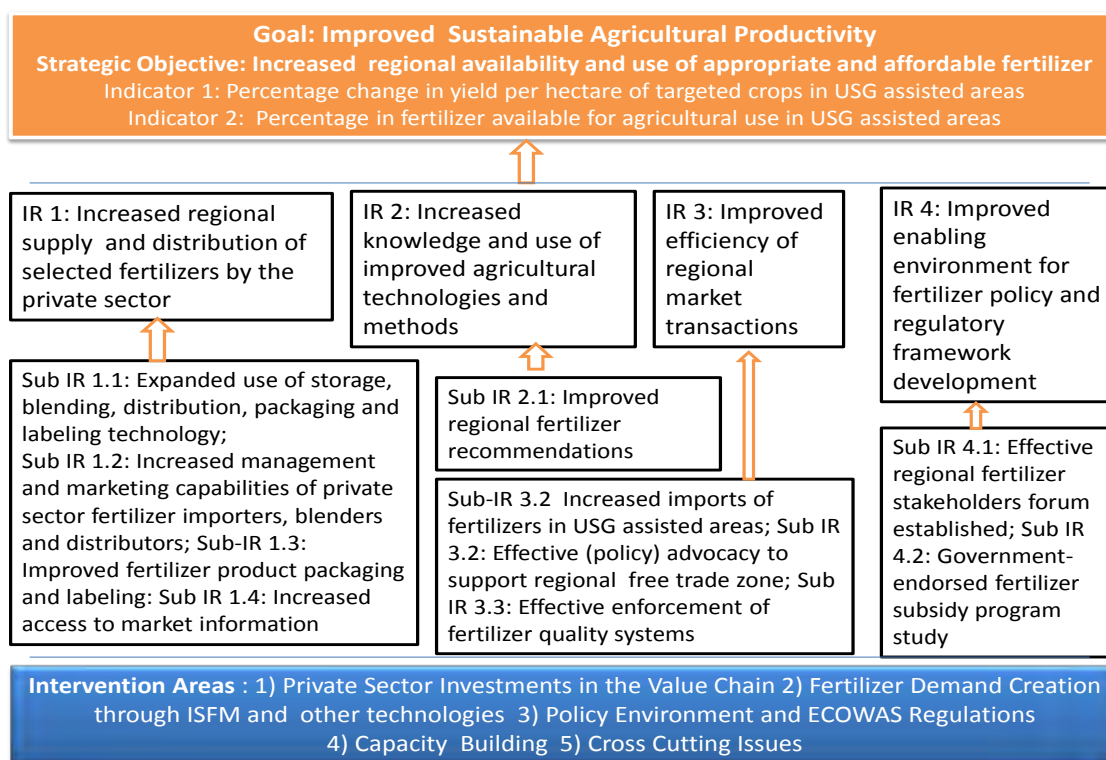
## 1.2. WAFP Intended Results, Approach and Beneficiaries

The West Africa Fertilizer Program (WAFP) is designed to contribute to the overall goal of “**Improved Sustainable Agricultural Productivity**”. Through an analysis of the critical challenges and issues impacting sustainable agricultural productivity at the ECOWAS regional level, IFDC believes that four key elements are necessary to ensure the attainment of WAFP’s **Strategic Objective (SO) of “Increased Regional Availability and Use of Appropriate and Affordable Fertilizer”**, including i) regional supply and distribution, ii) knowledge and use of improved technologies and methods, iii) efficiency of market transactions, and iv) an enabling policy environment.

WAFP’s development hypotheses are: (1) public-private partnerships are essential to achieve food security through increased fertilizer use; and (2) the private sector is more effective in supplying and distributing fertilizers than the public sector. WAFP aligns with the Mission’s Regional Development Cooperation Strategy Economic Growth Objectives and it is directly linked to increasing regional integration and increased agricultural productivity, which are RDCS Intermediate Results (IR 2:1 and 2-4).

Based on this, IFDC developed the WAFP Results Framework that recognizes the necessity to focus on these key areas to respond to the problems of inadequate access and the use of appropriate and affordable fertilizer by smallholder farmers (Figure 1).

**Figure 1 : WAFP Results Framework**



WAFP’s Results Framework outlines the program and is created as part of the program’s design and performance management plan (PMP). Along with the results framework, five assumptions are identified: (1) PPP as a tool to contribute to the efficiency of the fertilizer value chain and to support policy changes; (2) ECOWAS will put in place a regulatory framework for fertilizer quality control; (3) member countries will implement ECOWAS regulatory framework; (4) ECOWAS fertilizer regulations will contribute to reduce fertilizer costs; (5) there is a large and unmet effective demand from farmers in West Africa for timely and

affordable fertilizers of the correct type tailored to their specific soil types and crop varieties in appropriately sized units.

IFDC is the lead implementer of the WAFP with additional technical support provided through AFAP and local public and private sector institutions in the targeted countries. AFAP which is a WAFP sub-grantee, provides technical expertise on financing, political strategy and private sector development to the program.

ECOWAS plays an important role by promoting and driving policy development and regulatory consistency. It ensures the enactment of the new standards and provides some regional financial and technical support through IFDC to ensure harmonization at the country level. IFDC recently signed an MOU with ECOWAS and an Action Plan for the establishment of the West Africa Committee for Fertilizer Control (WACFC). The MOU and the Action Plan are currently in force. IFDC as the lead facilitator to set up and operationalize the WACFC; and national committees tasked to enforce fertilizer control-(IFDC, 2013).

Other main stakeholders include producers, agro-input dealers, agricultural enterprises, private sector actors involved in fertilizer production, distribution and blending, research institutions, government and regulatory bodies responsible for creating and maintaining an enabling environment for a dynamic fertilizer sector.

WAFP's activities are concentrated primarily in the region's FtF focus countries, Ghana, Senegal, Mali, and Liberia; however, the broader regulatory, enforcement and private sector initiatives which cover all ECOWAS countries, have a regional scope that applies to the enabling environment, regulatory harmonization and quality control, and fertilizer subsidy policy. Within the target countries, WAFP focuses on specific commodity value chains such as maize and rice. Given the market driven nature of fertilizer for high value crops, WAFP also works with cotton, vegetables, and cocoa (although to a minor extent).

WAFP's intervention areas include the establishment of the West Africa Fertilizer Forum and Trade Association, the development of a Fertilizer Market Information System, technical assistance to help countries harmonize and implement regional fertilizer regulations, policy assistance on subsidy elimination/efficiency, private sector financing linkages and technical assistance, and promotion of new technologies (such as Urea Deep Placement (UDP) and specialized blends). These activities are conducted within the context of crosscutting issues, which include gender, access to finance, and safe environmental practices.

# 2. EVALUATION PURPOSE, QUESTIONS AND METHODS

## 2.1. Evaluation Purpose and Scope

The purpose of this mid-term evaluation is to assess the performance of WAFP, funded by USAID West Africa, to evaluate the program's progress to date and to determine whether the program interventions and staff are properly oriented to achieve the stated goals. The evaluation team was required to make recommendations for program improvement after a little over two years of project implementation, including identification of gaps and areas for expanded partnership. In addition to evaluating progress, ASSESS was also tasked to provide "specific conclusions and recommendations on ways to keep the momentum, boost the program, and/or make the most suitable modifications to the program."

The results will be used to improve the performance during the second half of program implementation and make necessary adjustments to enhance the measurement of outcomes when the program is complete. The evaluation is also expected to be useful to other USAID missions, donors, NGOs, and host country governments working to address similar aspects of agriculture productivity through improved fertilizer quality and use.

## 2.2. Evaluation Questions

The evaluation team responded to the following questions raised by USAID West Africa which are grouped under five sections: a) Cohesiveness of WAFP's regional approach, b) WAFP's results and performance to date, c) Effectiveness of WAFP's private sector and access to finance approaches, d) WAFP's compliance with FtF cross-cutting issues, e) Capacity of IFDC mobilized resources for WAFP's implementation.

### **a) Cohesiveness of WAFP's regional approach**

1. Is the program focused on a clear set of regional activities? Will it impact the availability and use of affordable, high quality fertilizer? How should the regional program interact with national programs?
2. What specific opportunities or innovations exist to enhance effective program implementation and sustainability at the regional level (in particular in relation to relevant bilateral USAID programming), and to further strengthen the regional cohesive approach of the program?

### **b) WAFP's results and performance to date**

1. What has been accomplished to date? Which results have sufficient evidence to meet program audit standards?
2. What factors (both internal and external to the program) help or hinder the achievement of the program's expected outcomes and what corrective actions and/or areas for improvement are needed?

### **c) Effectiveness of WAFP's private sector and access to finance approaches**

1. Is the IFDC private sector approach appropriate for a regional program?
2. Is the program leveraging the right group of partners? What additional approaches are needed to encourage sufficient private sector investment and access to credit? What are the most promising areas of investment?
3. Is the current DCA strategy, that emphasizes coordination with bilateral Missions for smaller investments, correctly positioned? Is there a clear strategy for achieving the large investments needed for regional results?

**d) WAFP's compliance with FtF cross-cutting issues**

1. To what extent are the project interventions addressing cross-cutting issues such as gender and climate-smart agriculture?

**e) Capacity of IFDC mobilized resources for WAFP's implementation**

1. Does the core staff have the right skills, knowledge and capacity needed to achieve the work at hand? If not, can they get it from other IFDC resources and/or their sub-grantees?

## **2.3. Methodology, Sampling Frame and Review of Documents**

Consistent with USAID's Automated Directive System (ADS) 203.3.1.6 guidance on evaluation methodologies, ASSESS team used both qualitative and quantitative methods for data collection and analysis (Mixed-Method). ASSESS team systematically gathered comprehensive information on the program, analyzed and triangulated information gathered to provide accurate and valid responses to the evaluation questions. ASSESS team also referred to the Mixed-method Evaluation guideline developed by USAID (June 2013) and other relevant evaluation approaches (DAC, OECD) to fine-tune its methods for this evaluation. The ASSESS team developed corresponding tools and instruments including documentation review checklists, SWOT analysis tools, semi-structured questionnaires tailored to the different categories of stakeholders: IPs, USAID bilateral programs, private sector actors, producers' organizations, government agencies and regional institutions.

The team employed multiple sampling techniques that were commensurate with the level of detail required to provide a comprehensive response to each of the evaluation questions. In particular, the team ensured the selection of representative samples that provide an accurate reflection of the variations and diversity of the WAFP stakeholders identified through an initial beneficiary and partners mapping conducted by the team in collaboration with USAID/WA RAO and IFDC. Sampling techniques employed in this evaluation include purposive, convenient and quota sampling.

Data collection tools and instruments were pre-tested and validated through initial consultations with WAFP IPs, key stakeholders and/or beneficiaries. Additionally, the data collection tools were fine-tuned progressively during field work and this approach was critical in ensuring that contextual variances were appropriately addressed in all countries covered by the evaluation. In the data collection phase of the evaluation, ASSESS team conducted field work in four countries (Ghana, Mali, Nigeria and Senegal) in addition to remote consultations with core stakeholders in Liberia and Togo.

The evaluation team progressively and systematically analyzed data gathered, employing scientific approach and analytical techniques including SWOT. Triangulation of the evaluation information was conducted from three different perspectives ensuring adequate verification of information for accuracy and validity prior to drawing findings and conclusions in respect of the evaluation questions. ASSESS team engaged in several brainstorming sessions and consulted additional relevant consultations and literature review in the assessment of the feasibility and practicability of recommendations, taking cognizance of activities' relevance, available program resources including time and finance.

### **Sampling frame**

A cross sectional group of individuals at the administrative levels of all representative groups were selected. A representative sample of the key actors of the fertilizer value-chain distribution network, participated in this evaluation. The sampling frame was based on those individuals contacted who were willing and ready to be interviewed. In addition, the team identified key informants and purposively sampled them to provide in-depth information relevant to providing accurate responses to the evaluation questions. Using the technique of quota sampling, the team further ensured that for each of the identified categories of

stakeholders, the sample was to a large extent representative. The team conducted interviews and focus group discussions with the identified stakeholders. A total of 83 persons participated in the evaluation. The sampling procedure and the question answered is seen in annex table 5 section 4. The sample size was constrained by the level of resources and geographical considerations.

## Review of documentation

The evaluation team conducted desk studies and reviewed WAFP program documents shared by USAID and IFDC. The team also consulted additional documentation relevant to the evaluation. The documentation review provided valuable information on substantive program issues that enhanced the team's understanding and consequent appreciation of the evaluation questions including appropriate tools and methods for generating findings.

Documents consulted in the conduct of this evaluation include:

- USAID-IFDC/WAFP Co-operative Agreement No. AID-624-12-000022 dated 02/24/2012
- WAFP Program documents including quarterly and annual reports, Data Quality Assessment reports, work plan and Monitoring and Evaluation Manuals (Original and Revised) and two working papers.
- Specific component documents including USAID Senegal Economic Growth project (PCE) documents analysis on fertilizers and subsidies.
- Documents including the fertilizers regulations and policies for controlling quality in the member states of the ECOWAS region, other documents related to policy and marketing of fertilizers in West Africa.
- The team reviewed documents on the marketing of fertilizers, including the various reform policies in the fertilizer industry in Senegal and West Africa. The document on 'USAID/PCE, 2011: Rapport de synthèse: Analyse de la filière engrais au Sénégal et de son évolution sur la période 2000 à 2010'; USAID/PCE, 2011: Plan d'action pour l'accompagnement des reformes et initiatives en faveur du sous-secteur des engrais chimiques au Sénégal. December 2011 and "USAID/PCE, 2011; Accompagnement des reformes et initiatives en faveur de la filière des engrais chimiques. Juin 2011" provided information on the marketing network of fertilizers in Senegal and the various reforms that affected the value chain of fertilizers during the period from 2000 to 2011.
- The publications dealing with the subsidy programs in the various countries included 'USAID/PCE, 2011 : Diagnostic approfondi du dispositif de Cession des Engrais subventionnées, December 2011 and USAID/WAFP FY 2013 Working paper N° 1: Fertilizer subsidy program in West Africa: lessons learned and implications for the West Africa Fertilizer Program, Kofi Debrah and K.M. Alognikou'.
- There was one publication reviewed on manufacturing and blending of fertilizers in West Africa, USAID/WAFP FY 2013 Working paper N° 2: Fertilizer Production and Blending Capacities and Fertilizers Business and Directory of West Africa: Patrice Annequin and Japhet Lartey assistant'.
- The other project documents 'USAID/WAFP FY 2012, June to September 2012 Quarterly Report, IFDC, September 2012'; 'USAID/WAFP FY 2013: First Annual West Africa Fertilizer Stakeholders: Main Conclusions, recommendations and Perspectives. Accra September 18-19, 2013'; 'USAID/WAFP FY 2013 Annual Report, IFDC, October 2013'; 'USAID/WAFP FY 2014 Work-plan, IFDC, May 2014'; 'USAID/WAFP FY 2014 Annual Report, IFDC, October 2014' gave a general overview and detailed information on WAFP activities and progress.
- An assortment of documents published by IFDC and related sources.

## **Fieldwork and data analysis**

The evaluation team embarked on field visits to four countries, Ghana, Mali, Nigeria and Senegal. The ASSESS team interacted with stakeholder groups including IFDC country offices, USAID bilateral programs, input-dealers association, and national government ministries. The strategy for field work consisted of interviews and focus group discussions with the stakeholders and working sessions of the evaluation team aimed at analyzing progressively the data gathered.

Interviews and FGDs with Stakeholders (In all, ASSESS team interacted with 83 persons across the implementing countries): The evaluation team classified the stakeholders into 5 categories namely regional, government, USAID bilateral programs, private sector partners and the core implementing partners. Interviews and FGDs were accordingly targeted using specific questionnaires or interview guides to probe and elicit responses. The interactions with core implementing partners IFDC and AFAP focused on the program's achievements to date, capacity of program staff, the private sector approach, the DCA and related challenges as well as the program's approach for addressing the FtF cross-cutting issues of gender and climate change.

Interviews and discussions with the private sector partners included input dealer associations, suppliers and distributors. The discussions focused on the program's private sector and access to credit approaches and how they can be strengthened to achieve greater investments at the regional level. The interviews and discussions held with USAID bilateral programs centered on the program's private sector approach, the DCA and the interaction of the WAFP with the bilateral programs.

In relation to the interviews with regional bodies such as ECOWAS, discussions focused on the program's performance, cohesiveness of the program's regional approach and how to better position the WAFP to leverage greater investments at the regional level. At the interaction with the national agencies such as Ministries of Agriculture, discussions focused on the cohesiveness of WAFP's regional approach, program performance and the private sector approach.

In Ghana, the team interviewed USAID/RAO staff, IFDC/WAFP staff, two core IPs (AFAP, Africa Fertilizer.org), three government departments (PPRSD, CSD both of MoFA, GSS, ), two research institutions (SRI in Kumasi, ENVASERV in Accra) one regional private sector organization (AGRA) and five private sector organizations including one each from Kumasi and Tema. In Nigeria, the team interviewed staff from the ECOWAS commission, staff from IFDC-Nigeria, staff from Market II, staff from one government department (FMARD) and one private sector organization (FESPAN).

Interviews in Mali involved staff from IFDC/C4CP/FDPMD/DDB together, staff from government department (DNA), staff from banking institution Coris and staff from private sector organizations (APCAM, TOGUNA and Syngenta). Interviews in Senegal involved staff from USAID/ECO, USAID/Yaajeende, USAID/PCE, IFDC, one regional body (CORAF), one government department (DA/MAER), one research institute (ISRA), one national private sector organization (ICS) and staff from four private sector organizations from Dakar and the regions.

In addition to the direct consultations in the countries visited, the evaluation team conducted remote interviews for one government ministry (Agriculture) and one USAID contractor (DAI) in Liberia. Togo interviews were conducted with staff from private sector organizations (Agro-Input Suppliers, WABCOCOTIA and ETD).

## **Working Sessions**

The evaluation team organized working sessions in each of the countries visited. The working sessions afforded the team the opportunity to progressively analyze the data gathered through the interactions with the different stakeholders. In the case of the data gathered from remote consultations, the working sessions were held in Ghana to analyze and organize findings.

## Debriefing Sessions

The team had a debriefing session with IFDC and USAID separately. The meeting with IFDC was organized to provide opportunity for verifying and validating information gathered through interactions with the program stakeholders in the different countries. With respect to the meeting with USAID, the team provided first draft of findings and recommendations.

## 2.4 Limitations of Methods

The ASSESS team began its data collection with a desk study of existing documents and information, followed by consultations with key stakeholders in the region to further refine tools and techniques for data collection and analysis. These were followed by interviews of partners, stakeholders, and beneficiaries in the program’s target countries.

Several approaches, desk study, consultations, individual interviews and focus group discussions were employed to conduct the evaluation of WAFFP. Each approach has its strengths and limitations. The ASSESS team used personal interview techniques and tools to limit to the maximum extent possible bias linked to the approaches’ weaknesses. The table below gives a list of strengths and limitations of each approach.

**Table 1. List of strengths and limitations of methods and approaches**

Methods	Strengths	Limitations
Desk study	<ul style="list-style-type: none"> <li>• Provide valuable information on substantive issues and generate a list of questions including key stakeholders that can be used in other methods.</li> <li>• Help to focus efforts and prioritize issues and gaps</li> </ul>	<ul style="list-style-type: none"> <li>• Time consuming</li> <li>• Depends on resource availability</li> <li>• Lack of consistent data collection</li> <li>• Limited quality performance data</li> </ul>
Consultations	<ul style="list-style-type: none"> <li>• Provide valuable information on substantive issues and generate a list of questions including key stakeholders that can be used in other methods.</li> <li>• Provide greater depth and insights and general surveys</li> </ul>	<ul style="list-style-type: none"> <li>• Depends on availability of key stakeholders</li> <li>• Quality/reliability of data</li> </ul>
Individual interviews	<ul style="list-style-type: none"> <li>• Potentially data rich, detailed answers</li> </ul>	<ul style="list-style-type: none"> <li>• Might need to interview through translators (possible loss of meaning and data richness)</li> <li>• Might have informants’ bias</li> </ul>
Focus group discussion	<ul style="list-style-type: none"> <li>• Can generate a range of ideas and responses.</li> <li>• Can include a greater number of participants in less time and result in rich discussion.</li> </ul>	<ul style="list-style-type: none"> <li>• Might need to conduct discussion through translators (possible loss of meaning and data richness)</li> <li>• Some respondents may dominate in answering, Informant bias</li> </ul>

## 2.5. Team Composition

In the conduct of this evaluation, ASSESS put together a four-member team of consultants with approval from USAID WA for the WAFP mid-term evaluation. The team of experts were supported with technical assistance by the ASSESS staff in Accra. The evaluation team-members are:

- **Dr. Curtis Jolly**, Team Leader, is an Agricultural Economist and a Performance Evaluation Expert with many years of evaluation experience across the globe and especially in West Africa. **Dr. Aminata Niane Badiane**, Deputy Team Leader, is a Fertilizer Specialist with demonstrable experience having worked in various capacities on USAID funded projects in Senegal for the past 30 years. **Guy Francis Fievez**, Team Member, is an Agribusiness Specialist with demonstrable experience in Performance Evaluation in the Africa region. **Ababacar KANE**, Team Member, is an Agro-Economist and a Performance Evaluation Specialist. The ASSESS technical support staff provided coordination, supervision and technical and administrative backstopping. ASSESS COP, M&E Specialist and Activity Manager participated in the field visits in order to reinforce the quality of data collection and analysis and to ensure high quality deliverables.
- The COP, **Abdourahmane BA**, was responsible for overall technical coordination and supervision as well as communication among the key stakeholders including the USAID/WA, RAO, IFDC and government representatives in the beneficiary countries. The M&E Specialist, **Barbara Arthur**, provided technical assistance to the evaluation team with respect to the development and administration of evaluation data collection tools and analysis techniques. The Activity Manager, **Emmanuel Fletcher**, coordinated and facilitated field visits of the evaluation team by scheduling appointments with the stakeholders to be reached for information via Focus Group Discussions (FGDs), interviews, brainstorming sessions and workshops. The GIS Specialist, **Kofi Seyram LOH** provided support to the team.

# 3. FINDINGS AND GENERAL RECOMMENDATIONS

## 3.1. The Cohesiveness of WAFP's regional approach

**Question 1: Is the program focused on a clear set of regional activities? Will it impact the availability and use of affordable, high quality fertilizer? How should the regional program interact with national programs?**

### 3.1.1. Regional Program Focus

#### **Findings**

The program does not focus on a clear set of regional activities because the collaborating and implementing partners (i.e. IFDC, ECOWAS and AFAP) did not work together from the start and had separate activities that did not align with the overarching goal of the program. The evaluation team was unable to confirm while in the field the presence of a coordination mechanism responsible for developing common strategies and framework for effective project implementation. As outlined in the program documents, the development of key project papers including the logical framework and the work plans should have been done through a participatory process involving all the partners. However, this was not realized partly in view of the fact the respective partners joined the program at different times. The implication is that these partners could not identify readily with the documents, and thus severely constraining program coordination and implementation especially at the regional level. The set of planned activities in the various work plans (FY 2013, FY 2014 and FY 2015) were too ambitious and not lucid except the ECOWAS regulation policy on fertilizer quality control to which every participating country contributed to or were aware of the statement. On that aspect, WAFP played a major role in assisting to promote the policy at national government levels.

#### **Recommendations**

IFDC, ECOWAS and AFAP need to set up a working group of program partners that provide essential support services to WAFP. The working group should include regional programs such as WASP, WAPP that can work closely with WAFP programs in a number of West African countries to ensure the success of fertilizer provision and distribution. This voluntary support group will help WAFP elaborate communication strategies, plan forums meetings and review work plans. In addition WAFP needs to bring together ECOWAS representatives at the country level (National Assembly) to assist in the institutionalization and implementation of the fertilizer regulation on quality control.

### 3.1.2. Impact on Availability of Affordable Quality Fertilizer

#### **Findings**

Extensive fertilizer market research in five ECOWAS member countries showed that 0.3% of the fertilizer on the market were adulterated (IFDC, 2013). Fifty-one percent of the 106 samples of 15:15:15 blended were out of compliance with the newly adopted ECOWAS tolerance limits for nutrient deviation content while 86 percent of the 90 samples of the 20:10:10 blend, 12 percent of the 30 samples of the 6:20:10 blend and 96 percent of the 27 samples of the 15:10:10 blend were out of tolerance limits (Sanabria et al. 2013). Meanwhile, it has been noted that the promotion of quality fertilizer improves yields. For instance, the deep planted granular urea (UDP) reduced rice production costs by 40 percent and resulted in a net revenue gain to farmers of more than 20% in Senegal (confirmed by the following WAFP partners: ISRA, USAID/Yaajeende, USAID/PCE, FEPRODES women group, Beydounde NGOs). The discussions made

remotely with the Togo and the Liberia team led to the same conclusion. While IFDC promotes the improved use and methods of fertilizer application, the overall collective support of WAFP to this activity is weak.

### **Recommendations**

If the regulation is enforced, good and standardized fertilizers with the right amounts of nutrients would be made available to farmers throughout the region. The purchase of fertilizers with the correct ingredients and weight will lower cost per unit of fertilizer and make it more affordable to farmers. This will encourage the private sector's participation in the program, farmer use and application of fertilizer will increase, and will have a definite impact on the countries' agriculture. WAFP should ensure that the regulations governing standards proposed by ECOWAS are enforced. Hence, WAFP should encourage country representatives to ECOWAS to advocate for and to work through the West Africa Committee for Fertilizer Control (WACFC) to have their governments put in place policy measures to ensure enforcement of the regulations within a given time table.

### **3.1.3. Interaction of regional and national programs**

#### **Findings**

An effort was made to bring the ministries and high ranking government officials together in November 2012, however, there is an absence of follow up activities, regular networking and exchanges between national and regional programs for fertilizer quality assurance. The laboratories in the region do not have a common mission and vision for the development of unified working procedures with other participating countries. Input suppliers, warehousing and fertilizer storage operators do not have harmonized working relationships and methods of making transactions. Each market participant adheres to his national custom. This complicates matters of product transfers, especially when different currencies are involved in regional fertilizer business transactions. There is a need to put together regional fertilizer data bases on market participants' transactions but these ideas are still at the embryonic stages. Market information linkages between regional and national offices are still not in existence.

#### **Recommendations**

The regional program should interact with the national programs through joint activities developed by workshop participation and networking. The WAFP could assist in the establishment of a platform where the ECOWAS country representatives could meet with the country leaders charged with fertilizer quality control to accelerate the process in putting in place the fertilizer quality control policy. WAFP could develop a platform to bring together the national laboratories to focus and participate in activities to develop laboratory guides for testing fertilizers. It is important to develop alliances that would promote the program at the national level. WAFP could take the initiative to connect Ministries of Agriculture of the various countries to cooperate on ECOWAS policy regulations.

**Question 2: What specific opportunities or innovations exist to enhance effective program implementation and sustainability at the regional level (in particular in relation to relevant bilateral USAID programming), and to further strengthen the regional cohesive approach of the program?**

### **3.1.4. Existence of specific opportunities or innovations**

#### **Findings**

Opportunities and innovations exist for the increase of fertilizer use. Among these are:

**Important phosphates mines in West Africa:** According to the WAFP working paper N°2 dated December 2013, a total blending and granulation capacity of 4,236,500.00 tons is installed in West Africa based on annual nominal capacities of 22 plants listed in 8 countries. Nigeria alone accounts for 54% of this

total (12 plants) with TAK Agro & Chemicals LTD Company claiming a total capacity of 1 million tons in its plants. The 10 other plants are located in the seven countries including Burkina Faso, Ghana, Mali, Togo, Cote d'Ivoire, Niger and Senegal.

**On-going national government initiatives are already in place:** During the evaluation team-members' field visits to the respective countries, it was observed that governments were putting in place in-country national initiatives to boost economic growth through a strong focus on agricultural production with the support of various stakeholders. In addition, a strong private sector and functional laboratories were in existence in countries such as Nigeria, Ghana, Mali and Senegal.

**USAID bilateral programs are already implementing activities in all visited countries:** DCA, FtF programs and strong private sector initiatives. But WAFP linkages with USAID FtF bilateral programs are weak. WAFP has not yet figured out how to work with the DCA to increase the access of private funds to limited resource farmers and entrepreneurs. WAFP failed to capitalize on the potential to select large producer organizations in Senegal like FPA (Fédération des Périmètres Autogères, FPA), ASPRODEB (Association Sénégalaise pour la Promotion du Développement a la Base) and ASESCAW (Association socio-éducative, sportive et culturelle des agriculteurs du Walo) that could help the program to implement the regulation on fertilizer quality control.

**Existence of large regional fertilizer deficit:** At a suggested application rate of 50kg/ha, West Africa requires 3,412,233 Mt of fertilizer annually but only uses 682,446 Mt at a current rate of 10 kg/ha leaving annual deficit of 2,729, 788 Mt. This deficit is an opportunity for private sector involvement to foster the required market demand.

### Recommendations

**WAFP should build on existing institutions and programs:** opportunities exist at institutions such as ECOWAS, AGRA, and programs such as WAPP and WASP to provide an introduction to the WAFP program in countries where initial penetration may have been difficult. For example, WAFP participated in a program with the USAID PCE to create awareness on fertilizer quality control in Senegal. WAFP complements the WAPP and WASP programs. They should work together to increase the use of a quality product. In addition, WAFP should develop strong linkages with other USAID FtF projects at country level.

WAFP should work closely with WAPP and WASP to develop joint programs and policies, to endorse the use of good seeds and fertilizers in order to enhance crop and farm productivity. WAFP can develop this activity by encouraging the formation of a voluntary group of leaders of WASP, WAPP and AFAP to develop a network to guide the efficient dissemination of ideas that will promote the increase in agricultural productivity through the correct adoption of the agricultural recommendations guiding fertilizer and input use. This idea stems from the objectives of all participating programs.

## 3.2. WAFP's Results and Performance to Date

**Questions I: What has been accomplished to date? Which results have sufficient evidence to meet program audit standards?**

### 3.2.1. Accomplishments to date

**Table 2. Summary Project Status Performance June 5 2012 to September 30 2014**

Objective	Indicator	Level of Achievement (Midterm target Vs Achievement- %)	Status	Comment
Increase regional availability and use	Rice yield	48.24	Underachieved	All achievements during the second year.

Objective	Indicator	Level of Achievement (Midterm target Vs Achievement-%)	Status	Comment
of Fertilizer	Maize yield	65.56	Partially achieved	All achievements during the second year
	Seed Cotton yield	48.03	Under achieved	All achievements during the second year
	Value of new private sector investment in agricultural sector or food chain	7.47	Underachieved	All achievements during the second year
	Regional supply and distribution of selected fertilizers by the private sector	35.40	Underachieved	Low performance during the second year
IRI.1 Expanded use of storage, blending, bagging & labelling technology	Number of fertilizer related infrastructure facilities constructed as a result of USG assisted resources	50.00	Partially achieved	All achievements during the second year
IRI.2 Increased management and marketing capabilities of private sector fertilizer importers	Ind. 1.2.1 Number of individuals who have received USG support short term agricultural sector productivity or food security.	11.00	Underachieved	Very low performance during the second year
	Ind. 1.2.3 Number of MSMEs including farmers receiving business development services from USG assisted resources	73.14	Partially achieved	Reduced performance during the second year
	Ind. 1.2.4. Number of MSMEs including farmers receiving USG assistance to access loans	34.00	Low achievement	Low performance during the second year
	Ind. 1.25. Number of loan application documents submitted to commercial banks and micro-finance institutions by the targeted MSME including farmers as a result of USG assistance	83.00	High achievement	Low achievement during the first year; but exceeded expectations during the second year
	Ind.1.2.6 Value of loans received from commercial banks and microfinance institutions by the targeted MSME including farmer organizations as a result of USG assistance	6.00	Underachieved	Poor achievement in first and second year
IR2. Increased knowledge and use of improved agricultural technologies and methods	IR.2.1. Number of new technologies of/or management practices in one of the following phases of development	50.00	Partially achieved	Poor achievement during the second year.

Objective	Indicator	Level of Achievement (Midterm target Vs Achievement-%)	Status	Comment
	Ind. 2.1.1 Number of farmers and others who have applied improved technologies of management practices as a result of USG assistance	17.66	Low achievement	All achievements in the first year
IR3.2 Effective(policy) advocacy to support regional free trade zone	Ind. 3.2.1 Number of fertilizer stakeholders consultations leading to the alignment of national law/regulations/admin procedures to regional policy	70.0	Partially achieved	Marked improvement during the second year
	Ind. 4.1. Number of polices/regulations/admin procedures in each of the following stages of development as a result of USG assistance	28.57	Poor achievement	Low performance during the first and second year.
IR.4 Increased access to fertilizer market information	In.d.4.1 Number of public and private fertilizers stakeholders who have used fertilizer market information as their decision making tool as a result of USG assistance	0.00	Nothing achieved	No achievement
	Ind. 4.2.Number of public and private fertilizer stakeholders who have received fertilizer market information	2.00	Underachieved	Nothing achieved during the first year.
IR4.1. Effective regional fertilizer stakeholder forum established	Ind. 4.1. Number of country-level sensitization campaigns organized by fertilizer stakeholders to disseminate regional and national fertilizer policies	62.50	Partially achieved	Low performance during the second year

### Findings

On September 30, 2014, WAFP total expenditure was \$5,476,183 that represents 47.67% of the total project budget of the first two years (\$11,486,200). Based on the two annual reports and information gathered during the field trip visits in the various countries, the evaluation team found that overall the WAFP program did not meet most of its targets during the first two years (see annex 2). The expected percent change in volume of fertilizer sold over the two years were below target. In addition, the WAFP program is not visible. The evaluation team encountered a lot of difficulties to make distinctions between WAFP activities and those carried out under local IFDC programs.

The following observations under each Intermediate result support the team's general findings:

- **IR.1 - Increased regional supply and distribution of selected fertilizers by the private sector.**

During the first two years, WAFP had many meetings and fora including the WAFP preliminary work on mapping and profiling fertilizer production and blending, and fertilizer storage capacities in West Africa presented at the first stakeholders' forum held in Accra in September 2013. WAFP also sponsored 19 micro, small and medium enterprises (MSMEs) from various countries including Burkina Faso, Liberia, Ghana, Nigeria and Senegal to participate in and to explore business opportunities at the 2014 Argus FMB Africa Fertilizers conference in Marrakech, Morocco.

Over the two years, WAFP facilitated new private sector investment worth USD 54,560 both in Ghana and Senegal, and that only represents around 7% of the targets of USD 730,319. In addition for the same period WAFP facilitated USD 112,787 of loans to micro-finance institutions, which represents only 6% of USD 2,039,700 target. WAFP also facilitated 3 project MOU agreements with Ghana EPA, Presbyterian Agricultural Service (PAS) and Accra Compost and Recycling Plant (ACARP). However effective PPPs are yet to be put in place. WAFP provided assistance to 35% of private enterprises (involved in the program).

WAFP did not assist any private fertilizer firms operating at import, blender and wholesale levels. Only 11% of farmers received short term support in agricultural sector productivity training. Furthermore, WAFP did not meet the targets to provide business development services to MSMEs including farmers.

WAFP provided assistance to MSMEs including farmers to access loans but most of them did not take advantage of the DCA. They used their own resources to finance their investments. Example, Envaserv Research Consult (ERC) in Ghana invested \$970,000 own funds to expand its facility.

Only 2% (600) of public and private fertilizer stakeholders received fertilizers and market information through WAFP support compared to the targets of 30,000.

- **IR.2 – Increased use of improved fertilizers**

Achievements in this result area contribute to promoting effective use of fertilizer for increased agricultural productivity in West Africa, while maintaining a focus on fertilizer recommendations and Integrated Soil Fertility Management (ISFM).

The WAFP program facilitated the establishment of Fertilizer Recommendation Task Forces in Ghana, Liberia, Mali and Senegal to coordinate work on soil testing and modeling, leading to fertilizer recommendations. Sub-grants were awarded to install demonstration plots on ISFM in Senegal and Ghana. The technology packages included different combinations of inorganic fertilizers and organic compost applications in rice, maize and seed cotton production. This activity was highly appreciated by various stakeholders in all participating countries including Nigeria, Togo, Liberia, Senegal, Ghana and Mali. Almost 56% of technologies (Fertilization granulation and deep fertilizer placement) were promoted and made available to the farmers. The accumulated percentage of rice fertilizer use per targeted area is 48.4%, compared to 65.5% for maize and 48.03% for cotton. Hence, the intermediate results of increased fertilizer use was under achieved.

- **IR.3 - Improved efficiency of regional market transactions**

This result contributes to promoting efficiency in regional transactions through access to accurate and timely fertilizer statistics for decision making, free trade and fertilizer quality enforcement. It includes the provision of short-term agricultural sector productivity training for individuals working on food security including fertilizer inspectors and statisticians in West Africa; 12 fertilizer inspectors and one head of the fertilizer quality control were trained in Mali. IFDC and its sub-grantee AFAP conducted stakeholders consultation on business needs and obstacles to increased fertilizer trade. WAFP just signed an agreement with AFAP to participate in investment and credit management. The value of new private sector investment in agricultural sector or food chain leveraged by FtF implementation was only 7.47 percent achieved. There was no progress made with the number of private fertilizer related firms operating at the import, blender, and wholesale levels in USG assisted countries (Annex Table 2).

#### - **IR.4 - Improved enabling environment for fertilizer policy and regulatory framework development**

WAFP provided technical assistance to partners to improve the policy and regulatory environment for fertilizer production, trade and quality control and only 28.57% of the policy and regulatory framework procedures were developed over the two years.

Technical assistance included:

- Finalization of a desk review of existing subsidy programs in West Africa.
- Assistance to the Ministry of Food and Agriculture (MOFA) in Ghana to validate and finalize the draft Ghana fertilizer Policy and the Fertilizer Analytical Manual.
- Assistance to the ECOWAS legal services, in collaboration with the IFDC's MIR + project, for the adoption of the Regulation C/REG 13/12/12 relating to the fertilizer quality control in the ECOWAS region at the 69<sup>th</sup> ordinary session of the council of the Ministers in Abidjan, Cote d'Ivoire in November 2012.
- Partnered with ImageAD and the Crop Service Departments (CSD) of MOFA to pilot the USAID WAFP Information and Communication Technology (ICT) platform to track the nation-wide implementation of the 2013 Ghana fertilizer subsidy program. It was successful.
- Partnered with ImageAD and the Plant Protection and Regulatory Services Department (PPRSD) of the Ghana MOFA, to use the program's ICT platform to pilot the digitization of the Ghana fertilizer regulation administrative forms, to track compliance of with the regulation including recommendations on fertilizer rates and pricing throughout the country. The tracking of level of fertilizer used by crop has been facilitated and the information on farmers satisfaction with fertilizer quality and access are employed to enforce the fertilizer regulations.

#### **Recommendations**

WAFP should make its program visible. The branding should be included in all stipulated communication messages. There should be a clear distinction between WAFP and other IFDC in-country programs. WAFP should revise its program targets and focus on policy and regulatory development mainly on the regional activities including improving the business and harmonization of the fertilizers.

WAFP should allow AFAP to shoulder the responsibility of increasing the role of the private sector participation in the regional fertilizer supply and distribution. Since AFAP does not cover all countries where IFDC works there can be flexibility in meeting the needs of countries where AFAP is not present. This can be done through the formalization of an MOU to perform this responsibility.

After two years of activities, WAFP should re-examine its strategy of inclusion of national governments in the program. Joint MOU should be developed with each of them and should be made to understand the importance of the program; that is, to strengthen but not to replace national initiatives that are in place. The national government should be invited to participate in joint endeavors with the local IFDC and private sector to promote the use of low cost and high quality fertilizers to farmers. This will help WAFP meet some of its targets. Each country government must implement this regional legislation in order to harmonize objectives and activities of the fertilizer subsidy policy, also control fertilizer quantity and quality.

WAFP should not be promoting the development of technologies such as Fertilizer Granulation and Deep Fertilizer Placement directly to the farmers. WAFP assistance should be provided through local institutions including governments entities, NGOs and local IFDC that can work closely with farmers and producer organizations.

WAFP also should work closely with the WAPP and WASP to develop joint programs and policies including the endorsement of the use of high quality seeds and fertilizers in order to enhance crop and farm productivity.

### 3.2.2. Sufficiency of evidence to meet audit standards

#### **Findings**

WAFP results outlined in its annual reports do not meet audit standards in view of reasons listed below:

- The examination of the various reports indicate that there are some discrepancies and inconsistencies between the PMP, the annual reports and quarterly reports.
- The baseline study was obtained from a survey conducted only in Ghana and Senegal. These two countries cannot be used as a model for the rest of the participating countries. Data Quality Assessment (DQA) was done for some indicators which showed that for a number of indicators there was inadequate data, or data were not accurate. Most of the data presented in the FtFMS are not reported in the given annual reports. For about 30 percent of the indicators data were still being reviewed by USAID and IFDC for accuracy.
- Some indicators presented in the first year were removed during the second year (for example four set of indicators reported in FY13 were removed in FY14). Other indicators were added. The targets were also revised upward; thus increasing the difficulties in evaluating the project.

In conclusion, WAFP does not have sufficient data to meet audit standards.

#### **Recommendations**

Based on available data obtained from the annual reports and PMP, the evaluation team recommends that WAFP should implement a strong program monitoring system that can meet USAID reporting requirements. USAID and IFDC should discuss and revise indicators as needed. FtF indicators should be prioritized and followed by a set of customized indicators that can be well managed and followed up by the WAFP team.

**Question 2: What factors (both internal and external to the program) help or hinder the achievement of the program's expected outcomes and what corrective actions and/or areas for improvement are needed?**

### 3.2.3 Factors hindering or enabling achievements and corrective actions

#### **Findings**

The WAFP evaluation team has considered two key factors such as human resources and organizational structure that help or hinder the achievement of WAFP expected outcomes.

The main findings are as follows:

- WAFP has a weak leadership as illustrated by a lack of capacity to build a common vision and missions shared by all participating countries.
- WAFP has been unable to put in place an appropriate governance model to help develop a structure and timetable to achieve results.

#### **Recommendations**

The evaluation team recommends the following important changes necessary to achieve results:

- WAFP needs to have a COP who can ensure strong leadership by building a common vision and mission with all participating countries, developing a common strategy, approach and tactical techniques to work with diverse country programs, developing a structure and timetable to measure achievements (objectives, targets and results).
- WAFP needs to have a strong policy analyst at the headquarters to promote regional policies and to provide support and guidance to the WAFP program.

- WAFF needs to have a strong private sector specialist with interest on agri-business to: engage the private sector both at the national and regional level to develop partnerships and joint ventures, mobilize finance and investment, ensure that credit is available. Or private sector activities could be assigned to AFAP, as an alternative option.
- WAFF needs to have a dynamic and well rounded communication specialist to: promote activities such as branding, developing a communication plan, promote the program and results throughout the region and increase its visibility.
- IFDC should provide adequate backstopping assistance in regional strategy and policy development.

The external factors that could facilitate the achievement of results include :

- Increase in interest by the private sector, large cooperation and donor agencies in buying local products to source their raw material demand. A demand for raw material fosters a derived demand for fertilizers to enhance crop yields. An example is an increase in the demand for rice from 'Federation des groupements et association de femmes productrices de Saint-louis' (FEPRODES). The increase in multinational firms such as Uniliver, SABMiller and Nestle that show interest in sourcing raw products locally.
- Fertilizer is a high priority on the ECOWAS and member governments agenda, so WAFF should strengthen its engagement with ECOWAS to optimize their full potential to facilitate achievement of regional targets.

### 3.3. Effectiveness of WAFF's Private Sector and Access to Finance Approaches

**Question 1: Is the IFDC private sector approach appropriate for a regional program?**

#### 3.3.1. Appropriateness of IFDC's private sector approach for a regional program

##### **Findings**

There are a lot of existing opportunities but a strategy is not in place to bring together the private sector to act. Because of a lack of strategy, WAFF has not encouraged buy-ins from the national governments or research institutions but depend on the national IFDC offices to run the programs.

There is a lack of vision in all WAFF efforts as noted in the SWOT analysis table. There is no follow-up on activities after multiple fora (confirmed by partners in the visited countries). AFAP is listed as a project collaborator but its assistance in the development of the private sector was only engaged on September 2013 when AFAP approached WAFF with a proposal to perform such activities. There is diversity of initiatives at the regional level but WAFF has not yet developed a strategy to involve and strengthen the private sector.

WAFF has the right partners (input suppliers, traders, banks, producer organizations), but there are no follow-up actions. WAFF does not have a joint policy with ECOWAS to bring together the private sector to participate in joint activities. WAFF has not developed solid working relationships with WAPP or WASP that provide accompanying technologies to the private sector and farmers. In addition, the evaluation team concluded that WAFF has not developed and consolidated strong ties with important private companies such as CHEMICO and YARA in Ghana, NOTORE Chemical industries and Dangote Urea plant in Nigeria. Other private companies buying and blending fertilizers such as ETD and WABCOCOTIA in Togo do not have any relationship with WAFF. The absence of a shared business vision and relationship has negatively affected the program.

## **Recommendations**

WAFP should develop a strategy to encourage the private sector involvement in the program and should better leverage AFAP's expertise to develop a private sector alliance to promote the private sector approach of the program. WAFP should work with the private sector to:

- Formalize the estimation of existing fertilizer demand, and disseminate the information to potential investors.
- Identify the commodity buyers that are likely to increase their purchase and consumption of products that require fertilizers for increasing yields.
- Develop enterprise budgets for commodities to show the net benefits to be derived from the use of the right type of fertilizers by crops and ecological zones and make them available to farmers and agricultural enterprises via various electronic media.
- Ensure effective follow up visits or meetings after each forum and/meetings with the various stakeholders.
- Work with ECOWAS to promote the development and distribution of fertilizer business plans to share with large enterprises.

**Questions 2: Is the program leveraging the right group of partners? What additional approaches are needed to encourage sufficient private sector investment and access to credit? What are the most promising areas of investment?**

### **3.3.2. Leveraging the right group of partners, additional approaches for private sector investment and access to credit**

#### **Findings**

The project is meeting the right type of partners (input suppliers, traders, banks, producers organizations) but has not developed the strategy for maintaining the agri-business firms interest over a sustainable period of time to adequately develop the type of network that would encourage investment in the fertilizer value chain. It is apparent that WAFP cannot undertake all tasks alone, but should instead leverage partners in the Ministries of Governments, Research Institutions, NGO and the private sector to buy into the program.

#### **Recommendations**

WAFP should develop a strategy to encourage national governments, NGO's and private sector involvement and participation in the program:

- Mapping of stakeholders and formalizing the existing demand of fertilizer;
- Enhancing capacity building, for instance, training the private sector to develop business plans;
- Strengthening the capacity of the private sector would include the development of electronic templates for business plans that could be adapted for several types of enterprises at various regional locations.
- Identifying opportunities for facilitating the access to credits (working closely with DCA implemented by USAID Bilateral Mission).
- Leveraging investments funding for national and regional projects.
- Identifying key laboratories for fertilizer quality control for improvement (private or public sector)
- Developing regional alliances for the promotion of fertilizers, equipment and tools

WAFP should also develop a solid working relationships with WAPP or WASP in order to provide accompanying technologies to the private sector and farmers. Finally, WAFP should develop a joint policy with ECOWAS to bring together the private sector to participate in fertilizer investment and trade.

### 3.3.3. Promising Areas of Investments

#### **Findings**

In spite of WAFF's failure to leverage large business investments, there are promising areas where small and medium businesses are likely to make a difference in the fertilizer industry. These include:

- Identification of regional fertilizer markets for development - there is an expansion in the private sector linking farmers to agro-industry which is of investment interest. Storage and logistics are also receiving investment priority by credit and banking agencies.
- Development of electronic directories of targeted farmers in subsidy programs and information sharing - this is being piloted in Ghana by an implementing partner and entrepreneur. The entrepreneur is engaged in the development of an electronic directory that follows farmers who participate in the government subsidy program. The entrepreneur plans to scale up this technology in Togo and neighboring countries.
- The employment and use of soil tool kit tests on a larger scale by local entrepreneurs is especially interesting when combined with an electronic directory previously discussed. As the demand for fertilizers increases, so too will the demand for soil analyses; hence this is a promising area for entrepreneurs.

#### **Recommendations**

- Development of a regional alliance for the promotion of fertilizer equipment and tools is of importance. At present, interest in fertilizer briquettes and Urea Deep Placement (UDP) is high, but farmers do not possess the accompanying tools and equipment to take advantage of these new technologies. As research information is diffused, interest in the development and sale of tools is likely to increase, thus the need to establish regional industries to produce the tools and equipment for applying the new fertilizer technologies.
- Development of regional laboratories for fertilizer quality control in selected ECOWAS countries (example Ghana and Nigeria already have modern, well equipped and functioning laboratories).
- Composting with the application of additional inorganic nutrients. The mixture of compost and fertilizers is expected to stimulate the demand for more inorganic fertilizers. As soil fertility improves so too do crop yields.

**Questions 3: Is the current DCA strategy that emphasizes coordination with bilateral Missions for smaller investments, correctly positioned? Is there a clear strategy for achieving the large investments needed for regional results?**

### 3.3.4. Position of DCA Strategy

#### **Findings**

There is confusion between the concept of line of credit and the DCA guarantee mechanism. The DCA mechanism appears to have some limitations to adequately cover large investments particularly medium and long term investments. There is no clear strategy for WAFF to encourage large business enterprise financing.

#### **Recommendations**

- WAFF needs to develop a clear strategy with AFAP on how best to use the limited resources under the DCA to fund farmers and enterprises.

- WAFP needs to work closely with ECOWAS to identify, encourage and place large business enterprises.
- WAFP must explore the possibility to convene meetings with AFAP and local and regional banks to present to the banks the opportunities that exist in using the DCA to fund limited resource farmers and investors in the fertilizer business.

### 3.4. WAFP's Compliance with FtF Cross-Cutting Issues

**Question: To what extent are the project interventions addressing cross-cutting issues such as gender and climate-smart agriculture?**

#### **Findings**

In all visited countries, the evaluation team found out that while WAFP is making an effort to address gender and youth issues but is not adequately integrating CSA approaches:

- Through the collaboration of ECOWAS, AFAP, AGRA and national government programs, all projects include programs for women and youth. WAFP is providing technical assistance to FEPRODES (Federation des groupements et association de femmes productrices de Saint-louis) in Senegal, which has 40,000 women members.
- WAFP has not really addressed climate smart agriculture, but in a few countries visited such as Mali and Senegal a resilience program is in place at the national level to address climate change (by using improved seeds and prudent water management). On the research side, efforts have been made to examine micro-dose use on millet, sorghum and corn by ISRA in Senegal. The IFDC prime project in Senegal has studied the effects of supplementary irrigation to minimize the negative effects of plant stress.

#### **Recommendations:**

- WAFP should increase women's ownership of farm and business resources.
- WAFP should move beyond its environmental compliance to include comprehensive and regional activities on climate change patterns on agriculture and environment (DPU, micro-dose, complementary irrigation).

### 3.5. Capacity, Knowledge and Skills of Staff

**Question: Does the core staff have the right skills, knowledge and capacity needed to achieve the work at hand? If not, can they get it from other IFDC resources and/or their sub-grantees?**

#### **Findings**

WAFP staff meet the minimum qualifications to run the project. They have solid technical background and field experience, but strong leadership is missing. However, WAFP/IFDC is constrained by an excessive bureaucratic structure that slows down the implementation of program activities. IFDC has a portfolio management system that attempts to manage similar projects. The placement of a project in a given cluster is not scientifically determined, but is based on given project similarities and hence used for management purposes. WAFP is placed in a cluster with four other projects. The manager of the cluster oversees the general management of the project and the Chief of Party (COP) reports to this individual. The manager of the cluster serves as an added rung on the managerial ladder to which the COP must report and obtain permission for expenditures beyond certain limits. In many cases the COP has to divide invoices in two parts to obtain spending permission. This process absorbs much management time and effort.

WAFP staff meet the basic qualifications to run the project. They have solid technical background and field experience, but strong leadership is missing. However, WAFP/IFDC is constrained by an excessive bureaucratic structure that slows down the implementation of program activities. IFDC has a portfolio management system that attempts to manage similar projects. The placement of a project in a given cluster is not scientifically determined, but is based on given project similarities and hence used for management purposes. WAFP is placed in a cluster with four other projects. The manager of the cluster oversees the general management of the project and the Chief of Party (COP) reports to this individual. There is also a spending approval threshold of \$15,000 for the COP. Beyond this, permission must be obtained from the portfolio manager who also has to report to the West African project manager who in turn has a spending threshold of \$25,000. Hence the COP of the WAFP has two in-country persons to which his request must go before being able to make a given expenditure. This poses extra restrictions on the COP making direct decisions. This process absorbs much management time and effort.

WAFP does not have the right mix of expertise among the field staff. A strong Policy Analyst, an Agri-Business Specialist (this is a recently recruited position) and a dynamic Communication Specialist are required to strengthen the team. The policy analyst should be working hand-in-hand with the Chief of Party (COP).

IFDC is a well-known organization that can provide experienced human resources to WAFP. However, IFDC home office (headquarters does not provide a technical specialist to support the COP in decision making or to ensure that there is strong, periodic and sustained backstopping in WAFP areas of need). In the meantime, IFDC home office is providing support to WAFP upon the request of the COP. Given the nature of the project this is insufficient. While the COP must report to the regional office, the regional office provides limited support to the project. However, there are in the region, TA specialist teams from which the COP can call upon to assist in certain functions.

### **Recommendations**

WAFP needs to have a COP who can ensure strong leadership by building a common vision and mission with all participating countries, developing a common strategy, approach and tactical techniques to work with diverse country programs, developing a structure and timetable to measure achievements (objectives, targets and results).

WAFP needs to have a strong policy analyst at the headquarters to promote regional policies and to provide support and guidance to the WAFP program.

WAFP needs to have a strong private sector specialist with interest on agri-business to engage the private sector both at the national and regional level to develop partnerships and joint ventures, mobilize finance and investment, ensure that credit is available. Or private sector activities could be assigned to AFAP, as an alternative option.

WAFP needs to have a dynamic and well rounded communication specialist to: promote activities such as branding, developing a communication plan, promote the program and results throughout the region and increase its visibility.

USAID should request IFDC to provide adequate backstopping assistance in regional strategy and policy development.

# 4. CONCLUSION AND SPECIFIC RECOMMENDATIONS

The report makes numerous conclusions and recommendations based on the information the team has been able to extract from annual reports, project documents from USAID, IFDC, AFAP, information gathered during field work in the visited countries (Ghana, Mali, Nigeria and Senegal), and remote consultations made with stakeholders from Liberia and Togo. The team has attempted to answer the following questions outlined in the CA: .

## ➤ **Is the program focused on a clear set of regional activities?**

The program does not focus on a clear set of regional activities because the collaborating and implementing partners, WAFP, ECOWAS and AFAP, did not work together from the start and had separate activities.

### **Recommendations:**

- ✓ WAFP should set up a working group involving IFDC, the sub-grantee AFAP, and programs such as WAPP and WASP to provide essential support services to the program. In addition WAFP should bring together ECOWAS representatives at the country level (National Assembly) to assist in the institutionalization and the implementation of the fertilizer regulation on quality control. WAFP should develop MOU's with all Ministries of regional governments involved in the project and keep them informed of the WAFP progress and their role in project success.

## ➤ **Will it impact on availability of affordable quality fertilizer?**

While IFDC promotes the improved use and methods of fertilizer application, the overall collective support of WAFP to this activity is weak. There need to be regulation enforcement to improve the quality and quantity of fertilizer on the market.

### **Recommendations:**

- ✓ For good and standardized fertilizers with the right amounts of nutrients to be made available to farmers throughout the region, regulation should be enforced. This will encourage the private sector's participation in the program, increase farmer use of fertilizer, and will have a definite impact on the countries' agriculture.

## ➤ **How should the program interact with regional and national programs?**

An effort was made to bring the ministries and high ranking government officials together in November 2012 but there is an absence of follow-up activities, regular networking and exchanges between national and regional programs for fertilizer quality assurance. There are no common goals and operational procedures developed for laboratories, input suppliers, warehousing and fertilizer storage operators to work together to satisfy in some way the project objectives.

### **Recommendations:**

- ✓ The regional program should interact with the national programs through joint activities developed during workshop participation and networking. WAFP could take the initiative to connect Ministries of Agriculture of the various countries to cooperate on ECOWAS policy regulations.
- ## ➤ **What specific opportunities or innovations exist to enhance effective program implementation and sustainability at the regional level (in particular in relation to relevant bilateral USAID programming), and to further strengthen the regional cohesive approach of the program?**

Opportunities and innovations exist for the increase in fertilizer use. Among these are: Important phosphates mines in West Africa; On-going national government initiatives; USAID bilateral programs are already implementing activities in all visited countries: Finally, there is a large regional fertilizer deficit that can stimulate increases in market demand and supply.

**Recommendations:**

- ✓ WAFP should build on existing institutions and organizations: Opportunities exist at institutions such as ECOWAS, AFAP, AGRA, and programs (WAPP, WASP) to introduce the WAFP in countries where initial penetration may have been difficult. The same organizations could also serve to include visibility of WAFP. WAFP should work closely with WAPP and WASP to develop joint programs and policies, to endorse the use of goods seeds and fertilizers in order to enhance crop and farm productivity.

➤ **What has been accomplished to date? Which results have sufficient evidence to meet program audit standards?**

WAFP did not meet most of its targets during the first two years. The expected percent change in volume of fertilizer sold over the two years did not occur, and WAFP has not gained visibility. The following observations under each Intermediate result support are made:

- *IR.1- Increased regional supply and distribution of selected fertilizers by the private sector:*

WAFP provided assistance to many private enterprises, but did not meet the targets. Over the two years WAFP did not assist any private fertilizer related firms operating at import, blender and wholesale levels. WAFP provided assistance to MSMEs including farmers to access loans but most of them did not take advantage of the DCA. Only 2% (600) of public and private fertilizer stakeholders received fertilizers and market information through WAFP support compared to the two years' target of 30,000 stakeholders.

- *IR.2 – Increased use of improved fertilizers*

The WAFP program facilitated the formation of Fertilizer Recommendation Task Forces in Ghana, Liberia, Mali and Senegal to coordinate work on soil testing and modeling, leading to fertilizer recommendations. Almost 56% of technologies (Fertilizer granulation and deep fertilizer placement) were promoted and made available to the farmers. The accumulated percentage of rice fertilizer use per targeted area is 48.4%, compared to 65.5% for maize and 48.03% for cotton. Hence the intermediate results of increased fertilizer use was under achieved.

- *IR.3 - Improved efficiency of regional market transactions*

The value of new private sector investment in agricultural sector or food chain leveraged by FtF implementation was only 7.47 percent achieved. There was no progress made with the number of private fertilizer related firms operating at the import, blender, and wholesale levels in USG assisted countries, infrastructure development experienced an 83.3 percent increase; the number of loan application documents submitted to commercial banks and micro-finance institutions increased.

- *IR.4 - Improved enabling environment for fertilizer policy and regulatory framework development*

WAFP provided technical assistance to partners to improve the policy and regulatory environment for fertilizer production, trade and quality control and only 28.57% of the policy and regulatory framework procedures were developed over the two years.

**Recommendations:**

- ✓ WAFP should make its program visible. The branding should be included in all stipulated communication messages. There should be a clear distinction between WAFP and other IFDC in-country programs. WAFP should revise its program targets and focus on policy and regulatory development mainly on the regional activities including improving the business and harmonization of the fertilizers.

- ✓ After two years of activities, WAFP should re-examine its strategy of inclusion of national governments in the program. Joint MOU should be developed with each of them and should be made to understand the importance of the program; that is, to strengthen but not to replace national initiatives that are in place.
- ✓ WAFP should not be promoting the development of technologies such as Fertilizer Granulation and Deep Fertilizer Placement directly to the farmers. WAFP assistance should be provided through local institutions including governments' entities, NGOs and IFDC projects that can work closely with farmers and producer organizations.

➤ **Sufficiency of evidence to meet audit standards:**

WAFP results outlined in its annual reports do not meet audit standards.

**Recommendations:**

- ✓ WAFP should implement a strong program monitoring system that can meet USAID reporting requirements. USAID and IFDC should discuss and revise indicators as needed.

➤ **What factors (both internal and external to the program) help or hinder the achievement of the program's expected outcomes and what corrective actions and/or areas for improvement are needed?**

Two key factors, human resources and organizational structure help or hinder the achievement of WAFP expected outcomes.

- WAFP has a weak leadership as illustrated by a lack of building a common vision and missions with all participating countries;
- WAFP has been unable to put an appropriate governance model to develop a structure and timetable to measure achievements.

**Recommendations:**

- ✓ WAFP needs to have a Chief of Party (COP) who can ensure strong leadership. WAFP needs to have a strong policy analyst at the headquarters to promote regional policies and to provide support and direction to the WAFP program.
- ✓ WAFP needs to have a strong Agri-business Specialist with interest oriented towards the private sector.
- ✓ WAFP needs to have a dynamic and well-rounded Communication Specialist to: promote activities such as branding, developing a communication plan; promote the program and results throughout the region and increase its visibility.

➤ **Is the current DCA strategy, that emphasizes coordination with bilateral Missions for smaller investments, correctly positioned? Is there a clear strategy for achieving the large investments needed for regional results?**

There is confusion between the concept of line of credit and the DCA guarantee mechanism. The DCA mechanism appears to have some limitations to adequately cover large investments particularly medium and long term investments. There is no clear strategy for WAFP to encourage large business enterprise financing.

**Recommendations:**

- ✓ WAFP needs to develop a clear strategy with AFAP on how best to use the limited resources under the DCA to fund farmers and enterprises.

- ✓ WAFP needs to work closely with ECOWAS to identify, promote and place large business enterprises.
- ✓ WAFP must explore the possibility to convene meetings with AFAP and local and regional banks to present to the banks the opportunities that exist in using the DCA to fund limited resource farmers and investors in the fertilizer business.

➤ **Is the program leveraging the right group of partners? What additional approaches are needed to encourage sufficient private sector investment and access to credit? What are the most promising areas of investment?**

The project is meeting the right type of partners (input suppliers, traders, banks, producers organizations), but has not developed the strategy for maintaining the agri-business firms interest over a sustainable period of time to adequately promote the type of network that would encourage investment in the fertilizer value chain.

**Recommendations:**

- ✓ WAFP should develop a strategy to encourage national governments, NGOs and private sector involvement into the program and to participate in the activities that will increase the production and use of fertilizers.
- ✓ WAFP should also develop a solid working relationship with WAPP or WASP in order to provide accompanying technologies to the private sector and farmers. Finally, WAFP should develop a joint policy with ECOWAS to bring together the private sector to participate effectively.

In spite of WAFP's failure to leverage large business investments, there are promising areas where small and medium businesses are likely to make a difference in the fertilizer industry. These include:

- Identification of regional fertilizer markets for development.
- Development of electronic directories of targeted farmers in subsidy programs and information sharing - this is being piloted in Ghana by an implementing partner and entrepreneur.
- The employment and use of soil tool kit tests on a larger scale by local entrepreneurs is especially interesting when combined with an electronic directory previously discussed.

**Recommendations:**

- ✓ Development of a regional alliance for the promotion of fertilizer equipment and tools.
- ✓ Development of regional laboratories for fertilizer quality control in selected ECOWAS countries.
- ✓ Composting with the application of additional inorganic nutrients.

➤ **To what extent are the project interventions addressing cross-cutting issues such as gender and climate-smart agriculture?**

- All projects include programs for women and youth. WAFP is providing technical assistance to FEPRODES (Federation des groupements et association de femmes productrices de Saint-louis) in Senegal, which has 40,000 women members.

WAFP has not adequately addressed climate smart agriculture. However in few countries, CSA issues are being incorporated.

- In Mali and Senegal a resilience program is in place at the national level to address climate change (by using improved seeds and prudent water management).
- With respect to research, efforts have been made to examine micro-dose use on millet, sorghum and corn by ISRA in Senegal.
- The IFDC prime project in Senegal has studied the effects of supplementary irrigation to minimize the negative effects of plant stress.

### **Recommendations:**

- ✓ WAFP should increase women's access to fertilizers, farm and business resources through increased collaborative ventures and information dissemination.
- ✓ WAFP should move beyond its environmental compliance to include comprehensive and regional activities on climate change patterns on agriculture and environment (DPU, micro-dose, complementary irrigation).

### ➤ **Does the core staff have the right skills, knowledge and capacity needed to achieve the work at hand? If not, can they get it from other IFDC resources and/or their sub-grantees?**

WAFP staff meets the basic qualifications to run the project. They have solid technical background and field experience, but strong leadership is missing. However, WAFP/IFDC is constrained by an excessive bureaucratic structure that slows down the implementation of program activities. WAFP does not have the right mix of expertise among the field staff. A strong Policy Analyst, an Agri-Business Specialist (this is a recently recruited position) and a dynamic Communication Specialist are required to strengthen the team. The policy analyst should be working hand-in-hand with the project Chief of Party (COP).

### **Way forward**

WAFP requires a viable and vibrant senior management team led by a strong leader with great skills in advocacy and relationship building at all levels, especially regionally. WAFP has not been successful in meeting its targets. Most of the achievements noted were during the second year; hence the poor level of achievement at mid-term. The project must speed up its activities in order to attain some measure of success.

WAFP should engage in internal restructuring to increase its effectiveness. WAFP should have in place strong Policy/Agribusiness Specialist and Communication Specialist (the program has recently recruited a communication specialist and an agribusiness specialist and a bit of time is required to fully integrate them into the program).

WAFP should strengthen engagement/collaboration with existing stakeholders at all levels: regionally with ECOWAS, UEMOA etc., nationally with the ministries/departments of Agriculture and the private sector. This will enhance and clarify the mission of the program to stakeholders and promote ownership of the program's objectives.

WAFP as a regional program should be more focused and should work to promote the regional visibility of its activities through effective communication, advocacy and collaboration, leveraging common platforms for information sharing and dissemination.

To promote access to finance and explore new financial mechanisms which will attract the full private sector participation in the program, WAFP should strengthen its engagement with the sub-grantee AFAP, expanding its scope to undertake the private sector initiatives and work closely with the SMEs in-country and regionally. WAFP should find a way to encourage the private sector to utilize the funds available through the DCA.

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# 6. ANNEXES

## Annex I: SWOT Analysis WAFP-IFDC

FACTORS	POSITIVE	NEGATIVE
<b>INTERNAL</b>	<p><b>STRENGTHS</b></p> <p>a) PERSONNEL AND HUMAN RESOURCE</p> <ul style="list-style-type: none"> <li>• IFDC as an international implementing organization possesses experienced human resource base. Specifically, IFDC has:</li> <li>• Solid technical background in agricultural/food security interventions</li> <li>• Strong field experience in fertilizers at country levels especially Nigeria, Ghana and Mali</li> <li>• Private sector technical support from AFAP</li> </ul> <p>b) FINANCIAL RESOURCES</p> <ul style="list-style-type: none"> <li>• Availability of funds</li> <li>• Credit and investment possibilities through the DCA mechanism</li> </ul> <p>c) STRUCTURE</p> <ul style="list-style-type: none"> <li>• Strong in –country presence</li> <li>• Provision of analytical and logistical support to the program.</li> <li>• Strong institutional reputation</li> </ul>	<p><b>WEAKNESSES</b></p> <p>a) PERSONNEL AND HUMAN RESOURCES</p> <ul style="list-style-type: none"> <li>• Ineffective leadership: The COP is weak in strategic direction and relationship building with key actors (such as ECOWAS) at the regional level.</li> <li>• The policy and communication specialists are weak with respect to their roles on the program. For example, in communications WAFP has low visibility among the stakeholders, in majority of the countries.</li> <li>• Inappropriate mix of key personnel</li> <li>• Rapid turnover of personnel</li> </ul> <p>b) FINANCIAL RESOURCES</p> <ul style="list-style-type: none"> <li>• WAFP/IFDC is not leveraging the DCA</li> <li>• Poor collaboration between WAFP and banks on the DCA mechanism</li> <li>• Lack of awareness on the credit facility among private sector stakeholders</li> </ul> <p>c) STRUCTURE</p> <ul style="list-style-type: none"> <li>• Inability to mobilize existing IFDC structure to the advantage of WAFP.</li> <li>• Inability to address regional and macro issues</li> <li>• Lack of clarity of WAFP objectives For instance although WAFP is a regional program, it is being implemented mainly as country level program.</li> </ul>
<b>EXTERNAL</b>	<p><b>OPPORTUNITIES</b></p> <ul style="list-style-type: none"> <li>• WAFP can collaborate with many existing institutions such as ECOWAS, NARES, MOA, MOFA, USAID bilateral project mission to strengthen its capacities and to achieve its goals</li> <li>• Existence of regional fertilizer policy framework e.g. regulation on fertilizer quality control</li> <li>• Institutions in place</li> <li>• Regional policy framework</li> <li>• Strong demand for fertilizer</li> <li>• Strong domestic government initiatives: There are many local government initiatives on increasing agriculture productivity in place in most of the countries.</li> <li>• Strong private sector engagement; for example fertilizer suppliers, blenders, distributors and producers and importers in most of the countries. (WAFP has numerous partners in fertilizer production</li> </ul>	<p><b>THREATS</b></p> <ul style="list-style-type: none"> <li>• Conflict between national and regional policy ECOWAS has in place a regulation on fertilizer policy quality control by all member states, however some countries (eg. Ghana) believe they still have to make some amendments to that regulation before implementing.</li> <li>• The likelihood of change in national policies</li> <li>• Changes in economic and financial stability in which cost of fertilizer could be prohibitive in the world market and possible fluctuations in the local currency which could adversely affect the fertilizer market in West Africa</li> <li>• Environment and climate change Using fertilizers in harsh conditions (lack or excess of rainfall will always affect fertilizers efficiencies);</li> <li>• Changes in global economic and financial conditions</li> <li>• High interest rates affecting DCA implementation.</li> </ul>

FACTORS	POSITIVE	NEGATIVE
	<p>and blending such as Toguna in Mali; ICS in Senegal).</p> <ul style="list-style-type: none"> <li>• Supporting research institutions</li> <li>• Inter professional bodies within the ECOWAS countries in the major value chain such as rice, cocoa, and maize serving as fertilizer market for the program. E.g. the Rice Inter Professional Body in Ghana.</li> <li>• Supply chain management where WAFP could help the private sector intervene in all sector of the fertilizers industries present in the ECOWAS member states from fertilizer processing, distribution and transportation.</li> <li>• Financial linkage and networking at both the regional and country-level</li> <li>• Existence of a regional platform for technology transfer e.g. Network of Farmers' and Agricultural Producers' Organizations of West Africa</li> <li>• Buy-in from other organizations such as AGRA, FAO and private sector</li> <li>• Local government cost share and buy-in.</li> </ul>	
	<p style="text-align: center;"><b>WAY FORWARD</b></p> <ul style="list-style-type: none"> <li>• WAFP requires a viable and vibrant senior management team led by a strong leader with great skills in advocacy and relationship building at all levels, especially regionally. WAFP has not been successful in meeting its targets. Most of the achievements noted were during the second year; hence the poor level of achievement at mid-term. The project must speed up its activities in order to attain some measure of success.</li> <li>• WAFP should engage in internal restructuring to increase its effectiveness. WAFP should have in place strong Policy/Agribusiness Specialist and Communication Specialist (the program has recently recruited a communication specialist and an agribusiness specialist and a bit of time is required to fully integrate them into the program).</li> <li>• WAFP should strengthen engagement/collaboration with existing stakeholders at all levels: regionally with ECOWAS, UEMOA etc., nationally with the ministries/departments of Agriculture and the private sector. This will enhance and clarify the mission of the program to stakeholders and promote ownership of the program's objectives.</li> <li>• WAFP as a regional program should be more focused and should work to promote the regional visibility of its activities through effective communication, advocacy and collaboration, leveraging common platforms for information sharing and dissemination.</li> <li>• To promote access to finance and explore new financial mechanisms which will attract the full private sector participation in the program, WAFP should strengthen its engagement with the sub-grantee AFAP, expanding its scope to undertake the private sector initiatives and work closely with the SMEs in-country and regionally. WAFP should find a way to encourage the private sector to utilize the funds available through the DCA.</li> </ul>	

## Annex 2: WAFP FtFMS Data Entry Status Report

Indicator / Disaggregation	Baseline Year	Baseline Value	2014		2015	2016	2017
			Target	Actual	Target	Target	Target
<b>4.5.1(24): (OLD) Numbers of Policies/Regulations/Administrative Procedures in each of the following stages of development as a result of USG assistance in each case: (Stage 1/2/3/4/5)</b>			10	4	4	10	
Sector			10	4	4	10	
Inputs			10	4	4	10	
Disaggregates Not Available							
Stages of development			10	4	4	10	
Stage 1 of 5 Number of policies / regulations / administrative procedures analyzed						0	
Stage 2 of 5 Number of policies / regulations / administrative procedures drafted and presented for public/stakeholder consultation						0	
Stage 3 of 5 Number of policies / regulations / administrative procedures presented for legislation/decreed						0	
Stage 4 of 5 Number of policies / regulations / administrative procedures prepared with USG assistance passed/approved						0	
Stage 5 of 5 Number of policies / regulations / administrative procedures passed for which implementation has begun			10	4	4	10	
Disaggregates Not Available							

Indicator / Disaggregation	Baseline Year	Baseline Value	2014		2015	2016	2017
			Target	Actual	Target	Target	Target
<b>4.5.2(11): Number of food security private enterprises (for profit), producers organizations, water users associations, women's groups, trade and business associations, and CBOs receiving USG assistance</b>			840	36			
Type of organization			840	36			
Private enterprises (for profit)			168	32			
Producers organizations			336	4			
Water users associations			17				
Women's groups			168				
Trade and business associations			126				
Community-based organizations (CBOs)			25				
Disaggregates Not Available							
New/Continuing			840	36			
New			384	36			
Continuing			456	0			
Disaggregates Not Available							
<b>4.5.2(12): Number of public-private partnerships formed as a result of FTF assistance</b>			3	0	3	4	4
Agricultural production			3	0	2	3	3

Indicator / Disaggregation	Baseline Year	Baseline Value	2014		2015	2016	2017
			Target	Actual	Target	Target	Target
Other				0	1	1	1
Disaggregates Not Available							
<b>4.5.2(2): Number of hectares under improved technologies or management practices as a result of USG assistance</b>			150	0	90	110	
Technology type			150	0	90	110	
soil-related fertility and conservation			150	0	90	110	
total w/one or more improved technology			150	0	90	110	
Sex			150	0	90	110	
Male			100	0	63	77	
Female			50	0	27	33	
<b>4.5.2(30): Number of MSMEs, including farmers, receiving USG assistance to access loans</b>			150	82			
Size of MSME			150	82			
Micro			45	20			
Small			75	60			
Medium			30	2			
Sex of owner			150	82			
Male			105	43			
Female			30	10			
Joint			15	29			

Indicator / Disaggregation	Baseline Year	Baseline Value	2014		2015	2016	2017
			Target	Actual	Target	Target	Target
<b>4.5.2(37): Number of MSMEs, including farmers, receiving business development services from USG assisted sources</b>			250	42	250	300	350
Size of MSME			250	42	250	300	350
Micro			75	2	100	120	140
Small			125	39	100	120	140
Medium			50	1	50	60	70
MSME Type			250	42	250	300	350
Agricultural producer			25	2	75	90	105
Input supplier			150	30	100	120	140
Trader			75		50	60	70
Non agriculture				10			
Other					25	30	35
Sex of owner			250	42	250	300	350
Male			150	41	125	150	175
Female			75	1	50	60	70
Joint			25		75	90	105
<b>4.5.2(38): Value of new private sector investment in the agriculture sector or food chain leveraged by FTF implementation</b>	2014	3,000,000.00	500,000.00	54,560.00	4,000,000.00	5,000,000.00	6,000,000.00

Indicator / Disaggregation	Baseline Year	Baseline Value	2014		2015	2016	2017
			Target	Actual	Target	Target	Target
<b>4.5.2(39): Number of technologies or management practices in one of the following phases of development: (Phase I/II/III)</b>							
Phase 3 Number of new technologies or management practices made available for transfer as a result of USG assistance			10	1	2	4	
<b>4.5.2(5): Number of farmers and others who have applied improved technologies or management practices as a result of USG assistance</b>			12,880	0	9,186	11,530	14,290
Producers			12,880	0	1,350	1,500	
Sex			12,880	0	1,350	1,500	
Male			7,728	0	1,080	1,200	
Female			5,152	0	270	300	
Technology type			12,880	0	1,350	1,500	
soil-related fertility and conservation				0	1,350	1,500	
total w/one or more improved technology			12,880	0	1,350	1,500	
Disaggregates Not Available							
Others					7,836	10,030	14,290
Sex					7,836	10,030	14,290
Male					6,269	8,024	11,432

Indicator / Disaggregation	Baseline Year	Baseline Value	2014		2015	2016	2017
			Target	Actual	Target	Target	Target
Female					1,567	2,006	2,858
Technology type					7,836	10,030	14,290
other					7,836	10,030	14,290
total w/one or more improved technology					7,836	10,030	14,290
<b>4.5.2(7): Number of individuals who have received USG supported short-term agricultural sector productivity or food security training</b>			46,000	417	18,372	23,060	28,580
Type of individual			46,000	417	18,372	23,060	28,580
Producers			18,400	36	2,700	3,000	3,500
People in government			13,800	238	15,630	20,000	25,000
People in private sector firms			13,800	143	30	40	50
People in civil society				0	12	20	30
Sex			46,000	417	18,372	23,060	28,580
Male			27,600	365	14,698	18,448	22,864
Female			18,400	52	3,674	4,612	5,716

## Annex 3: Evaluation Design Matrix

QUESTION	APPROACH	DATA COLLECTION METHOD	DATA COLLECTION TOOL	DATA SOURCE/STAKEHOLDERS (RESPONDENTS)	SAMPLING
<p>1) Is the program focused on a clear set of regional activities? Will it impact the availability and use of affordable, high quality fertilizer? How should the regional program interact with national programs?</p>	<p>a. Assess the program's alignment to regional initiatives (eg. ECOWAP), identify the linkages to existing regional/global initiatives and targets. Determine the extent to which program components &amp; activities are linked to objectives and targets of regional interventions</p> <p>b. Assess the program theory of change and effectiveness of implementation approach to cause the expected impact (increased availability and use of improved fertilizers). Review planned vs. actual implementation strategy, identifying modifications and their implications on the achievement of the expected program impact</p> <p>c. Assess the current synergy between the program and national initiatives? Identify existing gaps and suggest recommendations for improving upon the interaction at the national level</p>	<p>a. Documentation review, Interview with ECOWAS fertilizer program managers</p> <p>b. Documentation review of WAFP documents (PIP, PMP, TOC, activity reports, annual reports etc.), interview program managers, program officers/staff at both regional and local levels [local level IPs are relevant for verifying the actual implementation approach]</p> <p>c. Documentation review, interview with National Agricultural program managers/staff</p>	<p>a. Program synergy review checklist Semi-structured questionnaire (for stakeholders)</p> <p>b. Program component review checklist, Semi-structured questionnaire (for Core IPs)</p> <p>c. Program synergy review checklist Semi-structured questionnaire (for Stakeholders)</p>	<p>a. Program documents (Cooperate agreement, TOC, PIP, Work plans), ECOWAS documentation eg. Regional fertilizer policy IFDC-WAFP program managers/staff, ECOWAP Managers</p> <p>b. Program documents (TOC, PMP, Results Framework, activity reports, and annual reports. IFDC-WAFP program staff</p> <p>c. Program documents (Cooperate Agreement, activity reports, work plans) Government agencies - Ministry of Agriculture, managers of national agricultural programs</p>	<p>Convenient, quota, purposive</p>

<p>2) What specific opportunities or innovations exist to enhance effective program implementation and sustainability at the regional level (in particular in relation to relevant bilateral USAID programming), and to further strengthen the regional cohesive approach of the program?</p>	<p>Review program reports and conduct a SWOT analysis to identify program strengths and opportunities in relation to program success and sustainability. Identify existing linkages and interactions between WAFP and other relevant USAID programming in the region</p>	<p>Documentation review, SWOT assessment Interview with core IPs</p>	<p>Semi-structured questionnaire (for IPs), Program review checklist</p>	<p>Program documents (Activity &amp; annual reports) SWOT assessment tool, ECOWAP, USAID bilateral programs</p>	<p>Convenient, quota, purposive</p>
<p>3) What has been accomplished to date? Which results have sufficient evidence to meet program audit standards?</p>	<p>Review reports, program deliverables, studies etc. as well as the indicator tracking table and identify achieved results compared to what was planned. Subject selected (or all) achievements to a quality assessment based on a defined criteria emphasizing accuracy, reliability, validity, timeliness and integrity of achieved results. Interview IPs</p>	<p>Documentation review, data quality assessment of selected KPIs,</p>	<p>Program results review checklist, Data Quality assessment tool,</p>	<p>Program documents (PMP, KPI matrix), FTFMS Platform</p>	<p>Convenient, quota, purposive</p>
<p>4) What factors (both internal and external to the program) help or hinder the achievement of the program's expected outcomes and what corrective actions and/or areas for improvement are needed?</p>	<p>Review program reports for documented challenges and successes. Review program log frame and assess proposed strategies to mitigate risks. Interact with core IPs</p>	<p>Documentation review of program reports, SWOT, log frame analysis, risk and assumptions analysis &amp; context analysis. Interview core IPs</p>	<p>SWOT assessment tool, Context assessment tool  Semi-structured questionnaire (for IPs)</p>	<p>Program documents (Activity &amp; annual reports) Core IPs (IFDC, AFAP) and key stakeholders - private sector partners, regional, government agencies</p>	<p>Convenient, quota, purposive</p>
<p>5) Is the IFDC private sector approach appropriate for a regional program?</p>	<p>a. In-depth review of the private sector approach in relation to recommended approaches or best practices for achieving impact at the regional level, followed by interactions with key actors identified in IFDC's approach.</p>	<p>Documentation review Interviews with private sector IPs and beneficiaries as well as regional program managers</p>	<p>Program review checklist  Semi-structured questionnaire</p>	<p>Program documents (Private Sector Strategy), Private sector IPs - Agro-input dealers, producer organizations, fertilizer supplier associations etc. ECOWAP Managers</p>	<p>Convenient, quota, purposive</p>

<p>6) Is the program leveraging the right group of partners? What additional approaches are needed to encourage sufficient private sector investment and access to credit? What are the most promising areas of investment?</p>	<p>a. Assess the institutional strengths and weaknesses of IPs identified in IFDC's approach and in relation to promoting private sector investments.</p> <p>b. Based on gaps identified, interact with key stakeholders and review relevant literature on recommended approaches for achieving increased investments in the private sector and access to credit</p> <p>c. Review literature, explore the stock market and interact with relevant private sector institutions, available agri-business agencies and micro-credit facilities (both WAFP &amp; non-WAFP beneficiaries)</p>	<p>a. Institutional capacity assessment involving IPs at all levels i.e. regional, national</p> <p>b. Literature review, Interview staff of private sector IPs</p> <p>c. Literature review, Interview managers/staff of agri-business agencies and micro-credit facilities</p>	<p>a. SWOT assessment tool,</p> <p>b. Semi-structured questionnaire (for stakeholders &amp; private sector IPs)</p> <p>c. Semi-structured questionnaire (for agribusinesses &amp; micro-finance institutions)</p>	<p>a. IFDC, AFAP, other key partners (both national &amp; regional eg. ECOWAP)</p> <p>b. Literature (eg. success stories, best practices) on fertilizer related interventions &amp; similar regional projects. Private Sector IPs</p> <p>c. Literature, Stock market Microfinance Institutions Agri-business agencies</p>	<p>Convenient, quota, purposive</p>
<p>7) Is the current DCA strategy which emphasizes coordination with bilateral Missions for smaller investments correctly positioned? Is there a clear strategy for achieving the large investments needed for regional results?</p>	<p>a. Assess how USAID's Development Credit Authority (DCA) strategy is being operationalized and determine whether the implementation of the strategy is ensuring better leverage of small investments at the different country levels.</p> <p>B. Assess and determine whether IFDC has a clearly-defined strategy (proposed/in place) for achieving larger investments at the regional level.</p>	<p>a. Documentation review, SWOT and policy analyses</p> <p>b. Interview core IPs and stakeholders</p>	<p>a. Program component review checklist, SWOT assessment tool</p> <p>b. Semi-structured questionnaire (for IPs &amp; stakeholders)</p>	<p>a. DCA background documents, program documents (activity and annual reports)</p> <p>b. IFDC-WAFP managers/staff AFAP managers/staff</p>	<p>Convenient, quota, purposive</p>
<p>8) To what extent are the project interventions addressing cross-cutting issues such as gender and climate-smart agriculture?</p>	<p>Review implemented activities and planned program components to ascertain how the program is promoting climate-smart approaches and gender issues including youth involvement in the private sector at the local or national level.</p>	<p>Documentation review and Interview with Stakeholders. Conduct gender mainstreaming analysis and climate-smart agricultural innovations review</p>	<p>Program component review checklist, Semi-structured questionnaire (for stakeholders)</p>	<p>Program documents (Activity &amp; annual reports) IFDC, ECOWAP, government agencies</p>	<p>Convenient, quota, purposive</p>

<p>9) Does the core staff have the right skills, knowledge and capacity needed to achieve the work at hand? If not, can they get it from other IFDC resources and/or their sub-grantees?</p>	<p>Identify core program staff, conduct a capacity assessment</p>	<p>Capacity assessment of core staff</p>	<p>Staff capacity and skills assessment tool</p>	<p>IFDC - WAFP staff AFAP staff</p>	<p>Convenient, quota, purposive</p>
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## Annex 4: Tools for data collection

### Annex 4.I. Interview Questions – USAID Bilateral Missions

<b>Name of interviewer</b>	
<b>Name of interviewee</b>	
<b>Organization</b>	
<b>Country</b>	
<b>Position</b>	
<b>Date of interview</b>	
<b>Start time</b>	
<b>End time</b>	
<b>Status of interview</b>	<input type="checkbox"/> Completed <input type="checkbox"/> Incomplete <input type="checkbox"/> Participant declined interview <input type="checkbox"/> No usable information
<b>Interview method</b>	<input type="checkbox"/> Face to face <input type="checkbox"/> Phone <input type="checkbox"/> Skype
<b>Comments</b>	
<b>Evaluation Section</b>	<b>Questions</b>
<b>Cohesiveness of WAFP's regional approach</b>	1. What will you say are the key contribution of WAFP to the achievement of USAID and FtF overarching goals in West Africa?
	2. How will you describe the current relationship between WAFP and the USAID bilateral program [specify name of program] a. How should this interaction be strengthened for improved results?
	3. How can USAID and its partners improve upon the WAFP to respond to the regional fertilizer program?
	4. What are the existing opportunities for WAFP to increase interactions with the national and regional programs such as ECOWAP?
<b>WAFP Program Results</b>	1. How will you describe the performance of the WAFP since its inception?

<p><b>and Performance to date</b></p>	<p>2. In your view, is the WAFP implementation approach and level of interaction with the national fertilizer program adequate for improving availability and use of affordable high quality fertilizer?</p> <p>a. If yes, what specific features or aspects of the WAFP approach are contributing or has the potential to enhance availability and use of affordable high quality fertilizer? [Probe for all positive/enhancing factors]</p> <p>b. If no, what aspects or components of the approach are limiting or has the potential to inhibit availability and use of affordable high quality fertilizer? [Probe for all negative or inhibitory factors]</p> <p>3. For a regional program that aims to increase availability and use of affordable high quality fertilizer, what approach would you recommend in order to achieve success?</p> <p>4. What additional opportunities exist for WAFP to strengthen its linkages with the national fertilizer program(s)?</p> <p>5. What specific opportunities exist to enhance sustainability of the WAFP at the regional level?</p>
<p><b>Effectiveness of WAFP's private Sector and access to finance approaches</b></p>	<p>1. How will you describe the participation of the private sector organizations both at the country and the regional level on the WAFP?</p> <p>2. In your opinion, which level of participation (country or regional) is more effective?</p> <p style="padding-left: 40px;">Please explain why and provide examples.</p> <p>3. What is your impression of WAFP's approach to engaging with the private sector at the regional and bilateral levels?</p> <p>4. How have similar USAID programs at the regional or national level engaged with the private sector in the past?</p> <p>a. Were these approaches effective? In other words, did these approaches help to improve the fertilizer system?</p> <p>b. Did these approaches encourage sufficient private sector investment in fertilizers?</p> <p>6. How should WAFP interact with the private sector to promote investments in this area?</p> <p>7. How should WAFP interact with the private sector to enhance access to credit facility to SMEs at both national and regional levels?</p> <p>8. The Development Credit Authority (DCA) is a mechanism aimed at ensuring access to credit facilities to SMEs. What are your thoughts on the functioning of the DCA in leveraging resources for the SMEs on WAFP?</p> <p>9. What are some of the key constraints in implementing the DCA as part of the WAFP strategy for resources mobilization for SMEs?</p> <p>10. What are some of the ways you think the private sector at the both regional and national levels can adopt to increase their participation and effectiveness on the program?</p> <p>11. What new ideas /strategies will you recommend to the regional level to ensure that program interventions are well harmonized with country implementation of the program?</p> <p>12. Working at the regional level could prove very difficult. What recommendations do you have for ensuring regional cohesion of the program?</p> <p>13. What recommendations do you have to ensure sustainability of the program at the regional level?</p>
<p><b>WAFP's compliance with FtF cross-cutting issues</b></p>	<p>1. On this program, how will you assess the participation of women and the youth in the fertilizer trade-supplies, distribution and usage?</p> <p>2. In your opinion, is the WAFP approach to engaging with private sectors encouraging women and youth involvement in fertilizer investments?</p>

	3. What are some of the effective ways you propose to encourage women and youth involvement in the fertilizer program at both the regional and national levels?
	4. Climate change is affecting every aspects of life especially in agriculture. How will you describe the impact of climate change on fertilizer utilization at both the national and regional levels?
	5. To what extent is WAFP adopting approaches that are climate friendly?
	6. In your opinion, what strategies should WAFP adopt to make its activities at all level climate smart?

## Annex 4.2. Interview Questions – Regional Level Stakeholders e.g. ECOWAS

<b>Name of interviewer</b>	
<b>Name of interviewee</b>	
<b>Organization</b>	
<b>Country</b>	
<b>Position</b>	
<b>Date of interview</b>	
<b>Start time</b>	
<b>End time</b>	
<b>Status of interview</b>	<input type="checkbox"/> Completed <input type="checkbox"/> Incomplete <input type="checkbox"/> Participant declined interview <input type="checkbox"/> No usable information
<b>Interview method</b>	<input type="checkbox"/> Face to face <input type="checkbox"/> Phone <input type="checkbox"/> Skype
<b>Comments</b>	
<b>Evaluation Section</b>	<b>Questions</b>
<b>Cohesiveness of WAFP's regional approach</b>	1. What fertilizer programs or initiatives are being implemented at the regional level?
	2. How do the objectives of the regional level program [e.g. ECOWAP] compare with these national programs?
	3. From your (regional program) perspective, how relevant are the WAFP activities to the national fertilizer program?
	4. How is WAFP contributing to the achievement of the regional program objectives? OR To what extent are the WAFP activities helping to achieve the objectives of the regional fertilizer program(s)?

	<p>5. Describe the current relationship between the regional program (name the program) and the USAID WAFP? OR What is the level of interaction between the regional program(s) and USAID WAFP? [Probe for linkages, convergence in objectives, etc.]</p> <p>6. In your opinion, what should USAID and its implementing partners (e.g. IFDC, AFAP) do to better position the WAFP as a regional program?</p> <p>7. How can USAID and its partners improve upon the WAFP to respond to the regional fertilizer program?</p> <p>8. What are the existing opportunities for WAFP to increase interactions with the regional programs? [Probe for recommendations etc.]</p>
<p><b>WAFP Program Results and Performance to date</b></p>	<p>1. How will you describe the performance of the WAFP program since its inception?</p> <p>2. In your view, is the WAFP implementation approach and level of interaction with the regional fertilizer program adequate for improving availability and use of affordable high quality fertilizer?</p> <p style="padding-left: 20px;">a. If yes, what specific features or aspects of the WAFP approach are contributing or has the potential to enhance availability and use of affordable high quality fertilizer? [Probe for all positive/enhancing factors]</p> <p style="padding-left: 20px;">b. If no, what aspects or components of the approach are limiting or has the potential to inhibit availability and use of affordable high quality fertilizer? [Probe for all negative or inhibitory factors]</p> <p>3. For a regional program that aims to increase availability and use of affordable high quality fertilizer, what approach would you recommend in order to achieve success?</p> <p>4. What additional opportunities exist for WAFP to strengthen its linkages with the regional fertilizer program(s)?</p> <p>5. What specific opportunities exist to enhance sustainability of the WAFP at the regional level?</p> <p>6. What are some of the factors you believe are helping the program to achieve its expected objectives and/or outcome?</p> <p>7. In your opinion, what are some of the major constraints you find as preventing the program from achieving its objectives?</p>
<p><b>Effectiveness of WAFP's private Sector and access to finance approaches</b></p>	<p>1. How will you describe the participation of the private sector organizations at the regional level on this program?</p> <p>2. What is your impression of WAFP's approach to engaging with the private sector at the regional level?</p> <p>3. How have similar programs in the region engaged with the private sector in the past?</p> <p style="padding-left: 20px;">a. Were these approaches effective? In other words, did these approaches help to improve the fertilizer system?</p> <p style="padding-left: 20px;">b. Did these approaches encourage sufficient private sector investment in fertilizers?</p> <p>4. How should WAFP interact with the private sector to promote investments in this area?</p> <p>5. How should WAFP interact with the private sector to enhance access to credit?</p> <p>6. To what extent is the current WAFP approach encouraging investments in fertilizer and other agro-inputs? [Probe for evidence]</p> <p>7. In your opinion, what are the challenges and constraints in the program's engagement with the private sector?</p>

	8. What approaches should USAID and its partners (IFDC & AFAP) adopt in the WAFP implementation to achieve large investments at the regional level? OR What are some of the strategies to adopt to increase participation of the private sector at the regional level.
	9. Working at the regional level could prove very difficult. What recommendations do you have for ensuring regional cohesion of the program?
	10. What recommendations do you have to ensure sustainability of the program at the regional level?
<b>WAFP's compliance with FtF cross-cutting issues</b>	1. In your opinion, are the WAFP activities promoting or integrating climate-smart agricultural practices?
	2. Please explain why and provide examples
	3. What approaches and strategies can you recommend to the program to ensure integration of climate-smart agriculture?
	4. In your opinion, what strategies should WAFP adopt to make its activities in the region climate smart?

### Annex 4.3. Interview Questions – Government Agencies & National level Stakeholders

<b>Name of interviewer</b>	
<b>Name of interviewee</b>	
<b>Organization</b>	
<b>Country</b>	
<b>Position</b>	
<b>Date of interview</b>	
<b>Start time</b>	
<b>End time</b>	
<b>Status of interview</b>	<input type="checkbox"/> Completed <input type="checkbox"/> Incomplete <input type="checkbox"/> Participant declined interview <input type="checkbox"/> No usable information
<b>Interview method</b>	<input type="checkbox"/> Face to face <input type="checkbox"/> Phone <input type="checkbox"/> Skype
<b>Comments</b>	
<b>Evaluation Section</b>	<b>Questions</b>
<b>Cohesiveness of WAFP's regional approach</b>	1. What national fertilizer programs or initiatives are being implemented in your country?
	2. How do the objectives of the WAFP compare with these national programs?
	3. From your (national program) perspective, how relevant are the WAFP activities to the national fertilizer program?
	4. How is WAFP contributing to the achievement of national program objectives? OR To what extent are the WAFP activities helping to achieve the objectives of the national fertilizer program(s)?

	<p>5. Describe the current relationship between the national program (name the program) and the USAID WAFP? OR What is the level of interaction between the national programs and USAID WAFP? [Probe for linkages, convergence in objectives, etc.]</p> <p>6. In your opinion, what should USAID and its implementing partners (e.g. IFDC, AFAP) do to better align the WAFP to the existing national programs? OR How can USAID and its partners improve upon the WAFP to respond to the national fertilizer program?</p> <p>7. What are the existing opportunities for WAFP to increase interactions with the national programs? [Probe for recommendations etc.]</p>
<b>WAFP Program Results and Performance to date</b>	<p>1. How will you describe the performance of the WAFP program since its inception?</p> <p>2. In your view, is the WAFP implementation approach and level of interaction with the national fertilizer program adequate for improving availability and use of affordable high quality fertilizer?</p> <p>3. If yes, what specific features or aspects of the WAFP approach are contributing or has the potential to enhance availability and use of affordable high quality fertilizer? [Probe for all positive/enhancing factors]</p> <p>4. If no, what aspects or components of the approach are limiting or has the potential to inhibit availability and use of affordable high quality fertilizer? [Probe for all negative or inhibitory factors]</p> <p>5. For a regional program that aims to increase availability and use of affordable high quality fertilizer, what approach would you recommend in order to achieve success?</p> <p>6. What additional opportunities exist for WAFP to strengthen its linkages with the national fertilizer program(s)?</p> <p>7. What specific opportunities exist to enhance sustainability of the WAFP at the regional level?</p>
<b>Effectiveness of WAFP's private Sector and access to finance approaches</b>	<p>1. How will you describe the participation of the private sector organizations both at the country and the regional level on this program?</p> <p>2. In your opinion, which level of participation (country or regional) is more effective?</p> <p>3. Please explain why and provide examples</p> <p>4. What is your impression of WAFP's approach to engaging with the private sector in your country?</p> <p>5. How have similar regional programs in this country engaged with the private sector in the past?</p> <p>a. Were these approaches effective? In other words, did these approaches help to improve the fertilizer system?</p> <p>b. Did these approaches encourage sufficient private sector investment in fertilizers?</p> <p>6. How should WAFP interact with the private sector to promote investments in this area?</p> <p>7. How should WAFP interact with the private sector to enhance access to credit?</p> <p>8. To what extent is the current approach encouraging investments in fertilizer and other agro-inputs? [Probe for evidence]</p> <p>9. In your opinion, what are the challenges and constraints in the program's engagement with the private sector?</p> <p>10. What are some of the ways you think the private sector at the regional level can adopt to increase their participation and effectiveness on the program at:</p> <p>a. Country/national level?</p> <p>b. Regional level</p> <p>11. What new ideas /strategies will you recommend to the regional level to ensure that program interventions are well harmonized with country implementation of the program?</p> <p>12. Working at the regional level could prove very difficult. What recommendations do you have for ensuring regional cohesion of the program?</p> <p>13. What recommendations to you have to ensure sustainability of the program at the regional level?</p>
<b>WAFP's compliance with</b>	<p>1. In the WAFP program, how do you see the participation of women and the youth in the fertilizer trade-supplies, distribution and usage?</p>

<b>FtF cross-cutting issues</b>	2. In your opinion, is the WAFP approach to engaging with private sectors encouraging women and youth involvement in fertilizer investments?
	3. How can the program encourage women and youth participation at country level? OR What are some of the best ways to encourage women and youth involvement in the fertilizer
	4. Climate change is affecting every aspects of life especially in agriculture. How will you describe the impact of climate change on fertilizer utilization in your country?
	5. To what extent is WAFP adopting approaches that are climate friendly?
	6. In your opinion, what strategies should WAFP adopt to make its activities in the country climate smart?

#### Annex 4.4. Interview Questions – Research Institutions

<b>Name of interviewer</b>	
<b>Name of interviewee</b>	
<b>Organization</b>	
<b>Country</b>	
<b>Position</b>	
<b>Date of interview</b>	
<b>Start time</b>	
<b>End time</b>	
<b>Status of interview</b>	<input type="checkbox"/> Completed <input type="checkbox"/> Incomplete <input type="checkbox"/> Participant declined interview <input type="checkbox"/> No usable information
<b>Interview method</b>	<input type="checkbox"/> Face to face <input type="checkbox"/> Phone <input type="checkbox"/> Skype
<b>Comments</b>	
<b>Evaluation Section</b>	<b>Questions</b>
	1. How long have you been involved in the program?
<b>Effectiveness of WAFP's private sector and access to finance approaches</b>	1. How will you describe your level of engagement and participation in the WAFP program?
	2. What kind of support have you received under the program?
	3.
	4. How relevant is this support to your existing program sustainability?
	5. How could your lab play a major role at the regional level?
	6. What measures have you taken to participate in the WAFP?

	7. What should the program do to increase the participation and effectiveness of farmers and private sector organizations to observe the program regulation in force?
	8. In your opinion, what should the USAID and its partners do to increase participation and effectiveness of the regulatory program?
	9. How have similar regional programs engaged with your program in the past? a. Were these approaches effective? In other words, did these approaches help to improve the fertilizer system? b. Did it encourage sufficient private sector investment in fertilizers? Please explain and provide examples.
	10. In your opinion: a. How should WAFP interact with the private and public sector to enhance adoption of regulatory polices? b. How should WAFP interact with the private sector to promote those policies?
	11. What are some of the challenges and constraints in the program's engagement with the private sector?
	12. What are some of the adjustments you had to make to adopt the regulatory polices?
	13. Are you satisfied that WAFP has done sufficient effort to promote the regulatory policies? If not what are some of the steps should WAFP take to promote the policies?
	14. What are the constraints in the current system?
	15. What can USAID and its implementing partners (IFDC, AFAP) do to improve visibility and adoption of the program?
	16. How should the program be improved to better meet beneficiary needs? What changes or improvements can you recommend to enable the program achieve increased participation of the private sector?
	17. What are the existing opportunities for WAFP to increase interaction with the national program?

## Annex 4.5. Interview Questions – Private Sector Stakeholders

<b>Name of interviewer</b>	
<b>Name of interviewee</b>	
<b>Organization</b>	
<b>Country</b>	
<b>Position</b>	
<b>Date of interview</b>	
<b>Start time</b>	
<b>End time</b>	
<b>Status of interview</b>	<input type="checkbox"/> Completed <input type="checkbox"/> Incomplete <input type="checkbox"/> Participant declined interview <input type="checkbox"/> No usable information
<b>Interview method</b>	<input type="checkbox"/> Face to face <input type="checkbox"/> Phone <input type="checkbox"/> Skype
<b>Comments</b>	
<b>Evaluation Section</b>	<b>Questions</b>
	18. How long have you been involved in the program?
	19. How did you learn about WAFP?
	20. Have you attended a forum organized by WAFP?
<b>Effectiveness of WAFP's private sector and access to finance approaches</b>	21. How will you describe your level of engagement and participation in the WAFP program?
	22. Can you describe the support you received under the program?
	23.
	24. How important is this support to your business development, growth and sustainability?
	25. Would you encourage other private firms to participate in WAFP?
	26. What should the program do to increase the participation and effectiveness of private sector organizations in the program?
	27. Can you describe the support you received from AFAP?
	28. In your opinion, what should be done to increase participation and effectiveness of the private sector in the WAFP program?

	29. Can you describe your participation in similar regional private sector programs?
	30. In your opinion: a. How should WAFP interact with the private sector to enhance access to credit? b. How should WAFP interact with the private sector to promote investments in this area?
	31. What are some of the challenges and constraints you have encountered in your engagement with WAFP?
	32. Do you think that the WAFP could do to assist in fertilizer marketing program?
	33. Are you satisfied with the current program arrangement and systems for accessing financial support?
	34. How could the program arrangement and system be improved to support the private sector?
	35. What are the constraints faced by the current system in meeting the needs of the private sector?
	36. What can USAID and its implementing partners (IFDC, AFAP) do to improve upon this system to better meet your organizational needs?

## Annex 5: List of persons/organizations met

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## Annex 6: The Evaluation Scope of Work

### I. Background

Agriculture is the main engine of economic growth in West Africa, with roughly 65 percent of the population depending on agricultural activities as their principal source of livelihood. This sector contributes for 30-40 percent of the region's gross domestic product (GDP) and over 15 percent of regional export earnings. The agricultural sector is best positioned to drive sustained and rapid poverty reduction in West Africa. However, the sector is hampered by low agricultural productivity and lack of smallholder farmer integration into markets and poor access to services and agro-inputs.

Increasing fertilizer use is a critical element in raising agricultural production and productivity and in realizing the potential of agribusiness opportunities. Despite this fact, average fertilizer application across Sub Saharan Africa has remained only between 5 and 10 kg/hectare since the 1990s, which is less than 10% of the world average and far below the 50kg/hectare target set by the African Union's Abuja Declaration on Fertilizer in June 2006. Currently total fertilizer consumption in West Africa is the lowest in the world and the fertilizer distribution chain is characterized by a wide array of constraints. Constraints include but not limited to: policies that restrict or exclude competitive participation in the market, credit risks for suppliers, underdeveloped distribution networks and output markets, along with insufficient infrastructure at various points in the chain.

Additional limitations are high fertilizer costs, lack of market information and failure of supplies to reach farmers at the appropriate time during the growing season. Despite these challenges, West Africa is well positioned to increase fertilizer use and agricultural productivity due to increasing policy and regulatory coherence and agricultural investments.

In response to these challenges and in alignment with the Comprehensive Africa Agriculture Development Program (CAADP), and the sub-regional ECOWAS Agriculture Plan, (ECOWAP), USAID/West Africa designed and awarded WAFP to IFDC in June 2012. WAFP is an integral part of USAID West Africa's strategy to achieve U.S. Feed the Future (FtF) Initiative goals and increase regional availability of appropriate and affordable fertilizer. ECOWAS has shown regional leadership in fertilizer, and in December 2012, ECOWAS passed harmonized regional fertilizer regulations. In May 2013, ECOWAS designated IFDC to facilitate harmonization efforts in member states and to establish the West Africa Fertilizer Control Committee (WAFCC) as a regional coordinating body for implementation of the regulations. These factors have propelled fertilizer issues to the forefront and have given West Africans the opportunity to make significant progress on chronic input challenges.

IFDC is the key Implementing Partner (IP) responsible for technical management of the fertilizer program. In addition, IFDC partners with AFAP, the African Fertilizer and Agribusiness Partnership, to increase private sector investment, financing linkages and coordinate fertilizer Forum and trade association activities through a sub-grant. AFAP is a non-profit initiative funded by the Alliance for a Green Revolution in Africa (AGRA) that catalyzes private sector investment with seed grants and credit guarantees that increase storage and distribution. IFDC and AFAP work together as technical partners on a continental level to complement their respective areas of expertise. In addition, USAID Washington has an MOU with AFAP that supports collaboration on fertilizer related private sector and policy work.

Now that the project is halfway through implementation, USAID/West Africa is seeking the service of the Analytical Support Services and Evaluation for Sustainable Systems (ASSESS) project to conduct the midterm evaluation of WAFP. ASSESS is a USAID funded activity implemented by USDA and its partners (US and Africa Universities partners) that conducts evaluations of USAID REG Portfolio programs and strengthens IP monitoring and evaluation capacity. The outcome of this evaluation will help the Mission better understand the program's progress and determine if the interventions and staff

are properly oriented to achieve program goals for improved decision making process in achieving USAID objectives in the region.

## II. WAFP intended results, approach and beneficiaries

WAFP's development hypotheses are: (1) public-private partnerships are key to achieving food security through increased fertilizer use; and (2) the private sector is more effective in supplying and distributing fertilizers than the public sector. WAFP aligns with the Mission's Regional Development Cooperation Strategy Economic Growth Objectives and it is directly linked to increasing regional integration and increased agricultural productivity, which are RDCS Intermediate Results (IR 2:1 and 2:4).

The five-year WAFP's four Intermediate Results are:

- Increased regional supply & distribution of selected fertilizers by the private sector,
- Increased use of improved fertilizers,
- Improved efficiency of regional market transactions,
- Improved enabling environment for fertilizer policy & regulatory framework development.

WAFP's Results Framework outlines the program and was created as part of the program's design and performance management plan (PMP).

IFDC is the lead implementer with additional technical support provided through the African Fertilizer and Agribusiness Partnership (AFAP) and local public and private sector institutions in the targeted countries. While AFAP is a sub-grantee within the agreement, they are an equal partner and have a strong relationship with USAID Washington. AFAP contributes technical expertise on financing, political strategy and private sector development.

The Economic Community of West African States (ECOWAS) plays an important role by driving policy and regulatory consistency with the new standards and will also provide some regional financial and technical support through IFDC to ensure harmonization at the country level. IFDC recently signed an MOU with ECOWAS and an Action Plan for the establishment of the West Africa Fertilizer Control Committee.

Other main stakeholders include producers, agro-input dealers, agricultural enterprises, private sector actors involved in fertilizer production, distribution and blending, research institutions, government and regulatory bodies responsible for creating and maintaining an enabling environment for a dynamic fertilizer sector.

WAFP is a regional project but activities are concentrated primarily in the region's FtF focus countries, namely **Ghana, Senegal, Mali, and Liberia**. The regional scope applies to enabling environment work on regulatory harmonization and quality control, and fertilizer subsidy policy. Within the target countries, WAFP focuses on specific commodity value chains such as **maize and rice**. Due to the market driven nature of fertilizer for high value crops, WAFP also works with **cotton, vegetables, and cocoa** (although to a minor extent).

Target beneficiaries for WAFP are primarily small and medium private sector fertilizer businesses, public regulatory officials, agriculture research center staff, and extension agents. Secondary beneficiaries are small farmers operating within targeted value chains and other entrepreneurs and workers who derive their livelihoods from those value chains. **WAFP does not work directly at the farm level but partners with bilateral Mission and other projects that reach down. The project is expected to benefit farmers, but does not directly intervene at the farm level.**

WAFP's intervention areas included the establishment of the West Africa Fertilizer Forum and Trade Association, the development of a Fertilizer Market Information System, technical assistance to help

countries to harmonize and implement regional fertilizer regulations, policy assistance on subsidy elimination/efficiency, private sector financing linkages and technical assistance, and promotion new technologies (such as Urea Deep Placement (UDP) and specialized blends). These activities are conducted within the context of crosscutting issues, which include gender, access to finance, and safe environmental practices.

### III. Scope of Work

The proposed Commissioned Activity is to conduct a Mid Term Performance Evaluation of the West Africa Fertilizer Program (WAFP), to assess the program’s progress to date and to determine if the program’s interventions and staff are properly oriented to achieve goals. ASSESS is required to make recommendations for the program improvements after three years of implementation including identification of gaps and areas for expanded partnership.

#### 1. Evaluation purpose

The mid-term evaluation will be used to improve the performance of the second half of the program and make necessary adjustments to enhance the measurement of outcomes when the program is complete. The evaluation is also expected to be useful to donors, NGOs, host country governments, and other USAID missions working to address similar aspects on improved agriculture productivity and food security.

The scope of the mid-term performance evaluation must encompass all the key activities that contribute to the achievement of the WAFP program’s overall goal and objectives. ASSESS must provide evidence in support of the evaluation findings.

#### 2. Audience and intended users

USAID, IPs, IFDC, AFAP, ECOWAS and participating host country government agencies are the primary stakeholders for the evaluation. Bilateral USAID Missions in Ghana, Senegal, Mali, and Liberia, USAID/Washington and Missions with similar programs will take a particular interest in any lessons for success and opportunities for collaborative gains. NGOs and multilateral organizations operating in this sphere would also benefit from reviewing evaluation results, which may help identify implementation challenges and best practices.

This table summarizes how these audiences will or could use the evaluation results.

Evaluation Tasks	Principle Information Users
1) Assess progress to date towards agreed program objectives and intermediate results	USAID/West Africa, IPs, participating host countries, bilateral USAID Missions
2) Identify implementation challenges, assess if the realignment steps correctly focus the program, specify additional corrective actions if needed and/or areas for improvement	USAID/ West Africa, IPs, participating host countries, bilateral USAID Missions
3) Recommend specific opportunities to strengthen programmatic effectiveness at the regional level and leverage bilateral impacts through partnerships	USAID/ West Africa, IPs, NGOs, bilateral USAID Missions, participating host country partners, and other Missions with similar programs

### **3. The evaluation questions**

ASSESS should provide responses to the following questions in the evaluation:

- 1) Is the program focused on a clear set of regional activities? Will it impact the availability and use of affordable, high quality fertilizer? How should the regional program interact with national programs?
- 2) What has been accomplished to date? Which results have sufficient evidence to meet program audit standards?
- 3) Is the IFDC private sector approach appropriate for a regional program?
- 4) Is the program leveraging the right group of partners? What additional approaches are needed to encourage sufficient private sector investment and access to credit? What are the most promising areas of investment?
- 5) Is the current DCA strategy which emphasizes coordination with bilateral Missions for smaller investments correctly positioned? Is there a clear strategy for achieving the large investments needed for regional results?
- 6) What factors (both internal and external to the program) help or hinder the achievement of the program's expected outcomes and what corrective actions and/or areas for improvement are needed?
- 7) What specific opportunities or innovations exist to enhance effective program implementation and sustainability at the regional level (in particular in relation to relevant bilateral USAID programming), and to further strengthen the regional cohesive approach of the program?
- 8) To what extent are the project interventions addressing cross-cutting issues such as gender and climate-smart agriculture?
- 9) Does the core staff have the right skills, knowledge and capacity needed to achieve the work at hand? If not, can they get it from other IFDC resources and/or their sub-grantees?

## **IV. Evaluation design and approach**

### **I. Evaluation design**

ASSESS is required to strategically gather information on the program, analyze results and data, and provide responses to the key evaluation questions.

Additional sub-questions for each of the main evaluation questions will be provided for consideration and further discussion. ASSESS's approach used to answer these questions must focus on examining actual results and expected targets, key informant interviews, site visits, and consultations with relevant stakeholders.

ASSESS will examine the current and past performance of WAFFP from the start of the agreement through the evaluation period. While the evaluation should address past performance, ASSESS must also provide recommendations on possible strategies for improving the second half of the program, particularly in light of the recent "regionalization" realignment.

ASSESS's team will work in conjunction with staff at the Regional Agriculture office to plan and implement the proposed evaluation. USAID/ West Africa and the evaluation team will be involved with design, planning, and limited logistical support. Consultants are expected to provide leadership and direction, as well as having the final responsibility for all evaluation duties and deliverables.

## 2. Data collection and analysis methods

ASSESS team will evaluate this multi-faceted program in a timely manner across countries in the region, focusing mainly on Ghana, Senegal and Mali. Data requirements, collection methods, and required analyses will be determined by ASSESS, coordinating with USAID/ West Africa but under the direction of ASSESS's team leader. Consistent with USAID's Automated Directives System (ADS) 203.3.1.6 guidance on evaluation methodologies, a combination of quantitative (when applicable) and qualitative methods for data collection and analysis must be employed by ASSESS in the process. Details on final datasets, collection methods (including interview questions, questionnaire guidelines and key informants to be interviewed), and analytical framework(s) will be approved by the AOR as part of initial work plan approval.

ASSESS must disaggregate data by sex, where relevant and level of intervention (regional, country where available). **Country level data will be particularly important for the countries where WAFP is focused in order to ensure that regional efforts are synergistic and adding value to the bilateral FtF programs.**

ASSESS will begin its data collection with a desk study of existing documents and information, followed by consultations with key stakeholders in the region to further refine the implementation approach. This will be followed by interviews of partners, stakeholders, and beneficiaries in the program's target countries mostly in Senegal, Mali and Ghana, and potentially other countries remotely as appropriate. Details on these illustrative approaches and the evaluation questions they are anticipated to help answer are as follows:

- **Desk study:** Review existing documents and information listed above. Work with USAID/ West Africa to acquire additional documents and information as needed, and prioritize primary data collection where gaps remain.
- **Internal Consultations:** Meet or conference call with key stakeholders in West Africa for recommendations on specific areas of consideration. This is separate from the survey or interview process by which data may be collected among some of the same stakeholders.
- **External interviews and focus group discussions:** In-person interviews and focus group discussions with program IPs, collaborating partners, program beneficiaries, and USAID bilateral missions will allow for a range of perspectives and give depth to the evaluation. Such consultations will be limited to individuals and organizations in the program's target region, to be prioritized based on Mission and other stakeholder consultation, drawing from the range of stakeholders the program is engaged with. USAID/ West Africa and IFDC will provide a preliminary list of stakeholders to the evaluation team that ASSESS will complete after documentation review. Stakeholders may include but are not limited to: (a) IP headquarter and field staff; (b) cooperating country government staff, focusing on the three target countries and those directly involved; (c) staff and IPs of USAID/ West Africa and other USAID missions and programs which have engaged in WAFP; (d) fertilizer related businesses participating in Program activities such as Forums or business fairs; (e) staff of multilateral organizations and development partners; (f) national and local NGOs and community representatives. The decision on whether to conduct an interview or focus group depends on a variety of factors including the type of questions and analyses planned, individual and cultural norms and preferences, and efficiency. Where a focus group is suitable, it may be appropriate to separate by gender or specific groups, or participants from different countries and/or organizations. Different types of questions will be tailored to the specific target stakeholder group. The data will be analyzed by using transcription

and/or coding methods as appropriate. **Targeted follow-up phone calls with stakeholders outside the priority geographic region may also be utilized.**

- **Surveys** may be conducted with businesses/public regulatory officials/ scientists and other beneficiaries of technical assistance and market information.
- **Site visits** to areas of WAFP activities will enable the evaluation team to meet with and interview direct program beneficiaries, verify activity outputs and outcomes, and observe first-hand program outcome.

Each approach has its strengths and limitations, ASSESS team must come-up with techniques and tools to limit at maximum bias linked to approaches weaknesses.

Methods	Strengths	Limitations
Desk study	<ul style="list-style-type: none"> <li>• Provide valuable information on substantive issues and generate a list of questions including key stakeholders that can be used in other methods.</li> <li>• Help to focus efforts and prioritize issues and gaps</li> </ul>	<ul style="list-style-type: none"> <li>• Time consuming</li> <li>• Depends on resource availability</li> <li>• Lack of consistent data collection</li> <li>• Limited baseline data</li> </ul>
Consultations	<ul style="list-style-type: none"> <li>• Provide valuable information on substantive issues and generate a list of questions including key stakeholders that can be used in other methods.</li> <li>• Provide greater depth and insights and general surveys</li> </ul>	<ul style="list-style-type: none"> <li>• Depends on availability of key stakeholders</li> <li>• Need to consider time zone difference.</li> <li>• Quality/reliability of data</li> </ul>
Individual interviews	<ul style="list-style-type: none"> <li>• Potentially data rich, detailed answers</li> </ul>	<ul style="list-style-type: none"> <li>• Might need to interview through translators (possible loss of meaning and data richness)</li> <li>• Might have informants' bias</li> </ul>
Focus group discussion	<ul style="list-style-type: none"> <li>• Can generate a range of ideas and responses.</li> <li>• Can include a greater number of participants in less time and result in rich discussion.</li> </ul>	<ul style="list-style-type: none"> <li>• Might need to conduct discussion through translators (possible loss of meaning and data richness)</li> <li>• Some respondents may dominate in answering</li> <li>• Informant bias</li> </ul>

### 3. Existing Data

Varieties of program-related documents are available and will be provided to ASSESS:

- WAFP cooperative agreement and program description
- WAFP annual work plans (FY12, FY13, FY14)
- Performance Management Plan (PMP)
- Quarterly and Annual reports
- WAFP Newsletters and Fertilizer Price Bulletins
- Reports and Newspapers on CAAPD and Abuja Declaration on Fertilizer
- Baseline report for the fertilizer program

- USAID reports on field trips/site visits
- Minutes/reports of stakeholder meetings and consultations
- Data Quality Assessment Records (DQA)
- National data sources

In September 2013, USAID/ West Africa undertook a data quality assessment of key standard indicators being used to monitor the performance across WAFP. Most indicator DQA criteria: Validity, Integrity, Precision, Reliability and Timeliness responses were acceptable. However, since this was the first DQA for the WAFP program, some of the indicators did not have enough data or program activity to achieve results. ASSESS team should use at maximum existing information and data at PIs level and M&E systems.

## **V. Deliverables, evaluation activities and timeline**

### **I. Deliverable I: Work-plan, Methodology and tools for data collection and analysis**

A detailed **evaluation work plan and timeline** will be prepared in consultation with USAID/West Africa, RAO. The consultation for the final work-plan and revised timeline will start immediately after the approval of the CA SOW and budget. ASSESS team will interact directly with the designated USAID/WA RAO evaluation team or committee. This step will not necessitate travels in Ghana for the ASSESS team, remote consultations will be organized, the ASSESS team must complete the documentation review before the consultations to better identify in relation with USAID/WA key stakeholders that are relevant to consult in the finalization of the timeline and work-plan. This deliverable is core and will be the basis to orient and perform the next steps.

In line with the approaches described above, ASSESS will develop a detailed **data collection and analysis approach and tools** based on the evaluation questions and sub-questions, aligned with USAID regulations and directives for performance evaluation. Tailored questionnaires, interview forms and guidelines will be developed by the ASSESS team. ASSESS will map the evaluation questions and sub-questions with the core evaluation criteria (relevance, efficiency, effectiveness, sustainability, institutional and implementation arrangements strategy and partnerships at regional level) and stakeholders, and then create relevant groups of thematic and observation units to better tailor data collection tools and instrument. As required, gender and categories of groups and organization will be taken properly into account by the ASSESS team at levels where relevant.

<b>Activities</b>	<b>Strategy</b>	<b>Timeline</b>
Documentation and literature review	Review of documentation shared by USAID/WA RAO, documentation on Fertilization program collected through other source of information by all ASSESS team members.	D0 + 3 days
Consultations with core stakeholders and tests of tools	Remote consultation with core stakeholders USAID/WA first and then in the core countries.  SWOT analysis of the program institutional arrangements and achievements based on reports review and information gathered with stakeholders. This SWOT analysis will help/guide the direct consultation and the development of sub-evaluation questions	D3 + 3 days
Development and submission of revised Work-plan and timeline including tools for data collection and analysis	Working session of the team in West Africa to finalize the report for this deliverable, interaction with USAID/WA RAO and submission of the report	D6 + 2 days

## **2. Deliverable 2: Draft Executive summary and recommendations for briefing session**

After the validation of the Methodology and tools report and in line with the approved timeline, ASSESS team will start meetings and interviews with the program stakeholders and organization partners and beneficiaries. The meetings will focus on the selected partners, stakeholders and beneficiaries lists approved prior by USAID/WA RAO. The approach will be participatory and will include capitalization of best practices, analysis of threats and weaknesses. Data collected through reports and M&E documents will reinforce primary data gathered through focus groups and individual face-to-face meetings, different actors will be selected for the interviews and triangulation of information will be at the center of this qualitative approach to better ensure quality of collected information.

ASSESS team will interview and discuss with stakeholders at different levels including USAID/WA, IPs, IFDC, AFAP, ECOWAS and participating host country government agencies, bilateral USAID Missions in Ghana, Senegal and Mali. In each country ASSESS intends to visit, a list of core stakeholders will be established. The ASSESS team will visit essentially four countries to ensure a better coverage of the program in the region: Ghana, Mali, Senegal and Nigeria (Abuja, ECOWAS). Data analysis will be disaggregated by country, component, type of stakeholder, gender (where applicable) and, most important, the analysis will be consolidated in a regional perspective to better understand and evaluate the value addition and outcome of the program in the FtF implementation in the region at country level.

In each country, ASSESS team will have brainstorming sessions to consolidate information gathered and start analysis. The data analysis process will be integrated and ASSESS team will make sure that specific data analysis at country and stakeholders levels is made progressively so as to better prepare the analysis and findings at regional level. Immediately after the visits of different countries, ASSESS team will

organize in Accra working sessions with the principal IP and USAID/WA ROA, and an internal ASSESS team two days brainstorming that will aimed at producing the draft report for the Briefing session on the evaluation main issues and recommendations.

<b>Activities</b>	<b>Strategy</b>	<b>Timeline</b>
Meetings with core stakeholders in Accra (USAID WA, ASSESS team, IPs)	Consultation and discussions on the evaluation work-plan and tools for data collection and analysis  Discussions on the program objectives and achievements	D12 + 1 days
Interviews of IPs, other stakeholders and working sessions in Ghana	Focus group interviews of groups and/individuals, surveys, site visits  Working sessions, barnstorming, progressive data analysis	D13 + 3 days
Interviews of IPs, other stakeholders and working sessions in Senegal	Focus group interviews of groups and/individuals, surveys, site visits  Working sessions, barnstorming, progressive data analysis	D16 + 3 days
Interviews of IPs, other stakeholders and working sessions in Mali	Focus group interviews of groups and/individuals, surveys, site visits  Working sessions, barnstorming, progressive data analysis	D19 + 3 days
Interviews and discussions with core stakeholders in Abuja, ECOWAS, AFAP, etc.	Focus group interviews of groups and/individuals, surveys, site visits  Working sessions, barnstorming, progressive data analysis	D24 + 2 days
Working sessions in Accra, Ghana and debriefing USAID/WA RAO and first recommendations	ASSESS team mini workshop in ASSESS office in Accra, consultation with USAID/WA RAO  A 2 hours debriefing in ASSESS Main conference room, restitution of findings and first recommendations to the RAO	D26 + 2 days

### **3. Deliverable 3: First draft evaluation report**

ASSESS must take into account feedbacks from the debriefing session and pursue the analysis process for all questions or sub-questions to improve findings and recommendations. ASSESS team will then develop a draft evaluation report.

The evaluation report must follow the guidelines stated in the USAID Evaluation Policy (<http://www.usaid.gov/evaluation/policy>). Specifically, the report must adhere to the following quality criteria for the preparation of evaluation reports, as outlined in Appendix I of the Evaluation Policy.

- The evaluation report should represent a thoughtful, well-researched and well-organized effort to objectively evaluate what worked in the project, what did not and why.
- Evaluation reports shall address all evaluation questions included in the scope of work.

- The evaluation report should include the scope of work as an annex. All modifications to the scope of work, whether in technical requirements, evaluation questions, evaluation team composition, methodology, or timeline need to be agreed upon in writing
- Evaluation methodology shall be explained in detail and all tools used in conducting the evaluation such as questionnaires.
- Evaluation findings will assess outcomes on males and females.
- Limitations to the evaluation shall be disclosed in the report, with particular attention to the limitations associated with the evaluation methodology.
- **Evaluation findings should be presented as analyzed facts, evidence, and data and not based on anecdotes, hearsay or the compilation of people’s opinions. Findings should be specific, concise and supported by strong quantitative or qualitative evidence.**
- Recommendations need to be supported by a specific set of findings.
- Recommendations should be action-oriented, practical, and specific, with defined responsibility for the action.

Activities	Strategy	Timeline
Elaboration of draft evaluation report	Internal Working sessions of ASSESS team Data analysis, verification and triangulation of information Analysis of the relevance of findings and practicability of recommendations	D31 +4 days
Submission of draft evaluation report	ASSESS team will ensure that the draft evaluation report is consistent and meets USAID evaluation guidelines and directives before submission	D35 + 2 days

USAID/West Africa will provide written comments on the draft evaluation report based on the agreed time. An improved second draft will be submitted by the ASSESS team for Technical Evaluation and Monitoring Squad (TEAMS) peer review.

#### 4. Deliverable 4: Final evaluation report and raw evaluation data set

ASSESS will pursue consultations on the draft evaluation report with USAID/WA RAO and integrate all observations in a final report. The final evaluation report should follow the basic layout outlined in the USAID Evaluation Report Template (<http://usaidlearninglab.org/library/evaluation-report-template>). All checklists and discussion guides will be included in an Annex in the final report. Sources of information need to be properly identified and listed in an annex.

The final report must be organized using the following sections:

1. Executive summary (No longer than 2 pages)
2. Table of contents
3. Evaluation purpose and questions (About 2 pages)
4. Project background (About 1-2 pages)
5. Methods and limitations (About 1-2 pages)

6. Findings (about 12 pages)
7. Conclusions (no more than 8 pages)
8. Recommendations (About 3-5 pages)
9. References
10. Annexes, including but not limited to the evaluation statement of work, detailed description of the evaluation design and methods, copies of data collection tools, a list of information sources (including documents reviewed, sites visited, and key informants), and disclosure of any conflict of interest by evaluation team members.

The final version of the report must be submitted to USAID/West Africa electronically in Microsoft Word. **The report must be no longer than 40 pages (excluding table of contents, references and annexes), written in English, single-spaced in Gils Sans MT, size 11 type font.** All data and materials are to be surrendered to and will remain the property of USAID.

Activities	Strategy	Timeline
Elaboration of final evaluation report	Internal Working sessions of ASSESS team Integration of USAID/WA RAO comments Technical Evaluation and Monitoring Squad (TEAMS) peer review, comments	D38 + 5 days
Submission of evaluation final report to USAID/WA RAO	ASSESS team will ensure that the final evaluation report is consistent and meets USAID evaluation guidelines and directives before submission	D43 + 3

## 5. Summary of evaluation timeline (Total of 41 days including USAID review)

### ***Deliverable 1: Work-plan, Methodology and tools for data collection and analysis, 10 days***

- D0: The first day (day 0) of the evaluation is proposed for November 6, 2014
- D0 + 3 days: Documentation and literature review
- D3 + 3 days: Consultations with core stakeholders and tests of tools
- D6 + 2 days: Development and submission of revised Work-plan and timeline including tools for data collection and analysis

### ***USAID/WA review and validation, 2 days***

### ***Deliverable 2: Draft Executive summary and recommendations for briefing session, 14 days***

- D12 + 1 day: Meetings with core stakeholders in Accra (USAID WA, IPs, etc.)
- D13 + 3 days: Interviews of IPs, other stakeholders and working sessions in Ghana.  
*Team members travel to Senegal (Dakar), 1 day*
- D16 + 3 days: Interviews of IPs, other stakeholders and working sessions in Senegal.  
*Team members travel to Mali (Bamako), 1 day*

- D19 + 3 days: Interviews of IPs, other stakeholders and working sessions in Mali.  
*Team members travel to Nigeria (Abuja), 1 day*
- D24 + 2 days: Interviews and discussions with core stakeholders in Abuja, ECOWAS, AFAP, etc.  
*Team members travel to Ghana (Accra), 1 day*
- D26 + 2 days: Working sessions in Accra, Ghana and debriefing USAID/WA RAO and first recommendations.

**Deliverable 3: First draft evaluation report, 10 days**

*Team members travel back home, 1 day*

- D37 + 4 days: Elaboration of draft evaluation report.
- D41 + 2 days: Submission of draft evaluation report.

**USAID/WA review and validation, 4 days**

**Deliverable 5: Final evaluation report and raw evaluation data set, 7 days**

- D31 + 4 days: Elaboration of final evaluation report.
- D35 + 2 days: Submission of evaluation final report to USAID/WA RAO.

## 6. Sharing findings with partners

ASSESS will assist USAID/WA RAO in sharing the evaluation findings with core stakeholders and partners. A half day workshop will be organized in the ACE Center. This event is not budgeted in this CA SOW. USAID/WA RAO will use the formal channel established with ACE and RTIO to request the event organization in the Center. ASSESS will then assist technically USAID/WA RAO and facilitate the event preparation and implementation.

## VI. Proposed team.

The proposed ASSESS team for this evaluation is based on the requirements of the SOW and the findings after USAID/WA RAO and ASSESS meeting in July 2014. ASSESS proposes for this evaluation a team composed by high level Experts from two LGU in US (URI,DSU) and 1 LPU in Africa (KNUST). The team is composed by: 1) Economist, Performance Evaluation Specialist, team leader, 2) Agricultural economist, Fertilizer Specialist, 3) Agribusiness economist, performance evaluation Specialist, 4) Agricultural Economist, Performance evaluation Specialist.

- I. **Dr Curtis Joly, Chair, Alumni Professor Auburn University, Auburn and Charles Barkley Endowed Professor, Agricultural Economist. Performance Evaluation Expert.**
  - a. **Role: Team Leader**, Agricultural Economist, Performance Evaluation Specialist. He will lead the team for the WAFP Midterm evaluation. His role is to provide technical insights in fertilizers trade issues and backstop the team work, ensure the different deliverables are consistent and well consolidated to reach USAID requirements. His core specific tasks are as follows:
    - Lead the team for the WAFP Midterm evaluation. Provide technical insights in fertilizers policies, strategies and other issues and backstop the team work. Lead the documentation of the evaluation report writing and finalization in accordance with USAID requirements. Lead all briefing and restitution sessions with USAID WA RAO.
    - Lead the review of documentation shared by USAID/WA RAO, organize and provide for the team's review additional documentation on Fertilization program collected through other

source of information. Will consolidate team members' inputs and finalize the list of core stakeholders for interviews and will cross-check if the list of needed information is comprehensive to answer all evaluation questions.

- Coordinate site visits of evaluation team, conduct interviews and focus group discussions with program IPs and other stakeholders.
- Based on analysis, recommend best practices for improving enabling environment for fertilizer policy and regulatory framework development and private sector roles. Assess progress made to date on the WAFP and determine whether implementation of program activities is focused and on track to enable the project achieve its goals and objectives
- Lead all working session of the team in West Africa to finalize the report for this deliverable, facilitate team's interaction with USAID/WA RAO and ASSESS team in Accra. Submit reports the ASSESS for final review along with all the tools for data collection and analysis documentations.

- a. **Expertise and qualifications specific to the West Africa Fertilizer Project/ASSESS effort:** Dr. Curtis Jolly is Alumni Professor and The Charles Barkley Endowed Professor of the Agricultural Economics and Rural Sociology Department at Auburn University. Dr. Jolly has served as a Farming Systems Economist at the Institut Senegalais des Recherches Agricoles (ISRA) from 1982 to 1985 and a Farming Systems Economist at the Institut de l'Economie Rurale (IER) in Mali from 1986 to 1987.

Dr. Jolly has more than 30 years' experience working on agricultural development issues and has evaluated USAID projects in Chad, Cameroon, Senegal, Benin, Sierra Leone, Ghana and DRC (Zaire) among others. Dr. Jolly is a native English speaker and is fluent in French.

Dr. Jolly possesses demonstrable skills in research, evaluation including performance and impact evaluation, capacity building and high quality report writing in the areas of Agriculture, Economics and development studies.

He has conducted a number of assessments including consumer preference studies and provided technical assistance for evaluating the marketing efficiency of peanuts and other agricultural products. Recently in 2014 Dr. Jolly led a team of experts from the USAID-funded ASSESS project to review the baseline methodology of the West Africa Trade Hub and the African Partnership Network (THAPN) project.

Among his rich experience, Dr. Jolly has served in different capacities including as team leader and member for a number of agricultural and social development interventions in Africa. For instance, he served as the Team Leader and a Representative of the Auburn University on a USAID funded project for the evaluation of the Agricultural Sector Studies project in the former Zaire (now Democratic Republic of Congo). He equally led a team to evaluate the quality of analysis for the Division of Strategy and Planning for the DRC Ministry of Agriculture for the DRC.

In 1994, Dr. Jolly was the Agricultural Marketing Economist for the evaluation of a \$16 million USAID/World Bank/European Union Coffee marketing project in Cameroon as well as the Economist on the evaluation of a USAID funded project in Chad. Additionally, he provided technical support to the Auburn/USAID funded project in Rwanda with the mandate to prepare data collection instrument and design for a marketing study.

**2. Dr. Aminata Niane Badiane, Agricultural /Natural Resource Management Specialist.**

- b. **Role in this activity: Deputy Team Leader, Technical Expert, Fertilizer Specialist.** Will provide additional technical support to the evaluation team as well as support elaboration and finalization of different deliverables. The core roles and responsibilities are as follows:

- Provide technical support to the evaluation team. Provide leadership and continuity to build internal team capacity for the mid-term evaluation of the Fertilizer project. Provide technical inputs and analysis for in Fertilizer issues in West Africa. Co-lead the evaluation report finalization and participate in briefing and restitution sessions with USAID WA RAO.
- Participate in the review of documentation shared by USAID/WA RAO and additional documentation on WAFP. Will collect all information related on the program performance in improving fertilizer system in West Africa and contribution to the FtF achievement at regional level. Identify all relevant stakeholder in this area and prepare list of necessary information to collect to address evaluation questions.
- Participate in working sessions of the team to finalize the inception report. Will provide technical guidance and inputs in all aspect related to Fertilizer system and the program approach to deliver its objectives in this area. Will develop tools for data collection and analysis in this regard.
- Provide technical direction and for finalizing the evaluation methodology and tools for data collection and analysis including advising the team on appropriate sampling techniques to adopt.
- Provide technical input to the evaluation team to assess the opportunities or innovations that exist to enhance effective program implementation and sustainability at the regional level particularly how they relate to relevant bilateral USAID programming; as well as provide insights on recommended approaches for strengthening the regional cohesive approach of the program.
- Provide timely input and to team leader on member's specific sections contributed to the report as well as participate in the review of the final evaluation report, prior to submission to USAID.

- c. ***Expertise and qualifications specific to the West Africa Fertilizer Project/ASSESS effort:*** Dr. Aminata Niane Badiane has been engaged in agriculture project development, environmental studies and collaborative research for the past 33 years. She has an extensive experience in program evaluation. Her career has included extensive agriculture research, program development, technology generation, soil fertility studies and natural resource management. For the past 10 years, she has served as Agricultural Natural Resource Management specialist at USAID/Senegal. She was the AOTR/COR of many USAID/Senegal programs; the total net worth of these projects is \$ 150 million. She served as the Acting USAID Economic Growth office Director for more than one year with a portfolio of 30 million US dollars per year. She was the Co-Principal Investigator (PI) of the NRM Intercrsp project 1997-2002 on Improving and Sustaining food and raw material Production in West Africa: Reversing soil acidification, loss of organic matter and Erosive Runoff in Food Production systems. In collaboration of the University of Hawaii, Virginia Tech university, Blacksburg, Virginia, the NARS of Gambia (NARI), Mali (IER), Cap-Vert (INIDA). She was from 1995 to 1997 the PI for Transfer of technology involving use of organic matter (composting in rural areas of northern Central Part of Senegal: Thiès, Bambey, Diourbel and Kaolack) in participatory approach with NGO's such as Rodale, Africare and Winrock International and farmer's organization with the collaboration of NRBAR/USAID/ISRA project and Oregon State University. She conducted the assessment of social benefits for introducing biogas energy use in the rural areas of the basin groundnut of Senegal. She was the PI and Project leader from 1986 – 1995 for the Biological Nitrogen fixation (BNF) on grain legumes (groundnut and cowpeas) under two projects

with the collaboration of the IAEA and the FAO and emphasis on phosphorus and inoculation impact on BNF and soil fertility.

### 3. **Guy Francis FIEVEZ, Agribusiness-Agricultural Economist Specialist, Evaluation Expert.**

- a. **Role in this activity:** Technical Expert, Agricultural economist, Agribusiness Specialist for the West Africa Fertilizer Project midterm assessment: Provides technical support to the team for the mid-term evaluation of the Fertilizer project in the sub region. Core specific tasks are as follows:
  - Provides technical support to the team for the mid-term evaluation of the Fertilizer project in the sub region and analyses private sector roles in the Fertilizer system and trade in the region. Analyses WAFP achievement and performance in enhancing fertilizer trade and regulations within the region.
  - Participate in the review of documentation shared by USAID/WA RAO and additional documentation on WAFP and will collect all information related to agribusiness, roles of private sector and the program achievement and performance on fertilizer trade. Identify all relevant stakeholders in this area.
  - Provide technical input for assessing whether activities of private sector are correctly oriented. Based on analysis, recommend approaches for encouraging private sector investment. Lead the analysis to determine the most promising areas of investment and suggest corrective actions for increasing the efficiency of regional market transactions on fertilizer.
  - Lead the analysis to assess and advice WAFP in relation to the current positioning of the DCA strategy, etc.
- b. **Expertise and qualifications specific to WAFP assessment/ASSESS effort:** Guy Francis Fievez has 38 years of experience in agricultural cooperation, food security rural development, agro-industrial manufacturing and processing. He is a senior consultant with Value Engineer and has worked significantly in project identification, implementation, monitoring and evaluation. He has provided consultancy services in agro-industry and has proven experience in the auditing and monitoring of technical assistance for agricultural sector programs including in Asia and Africa. He has also managed large scale rural projects in both the public and private sectors. He is knowledgeable in international development programs and has extensive experience in project formulation, mid-term and impact evaluations and has participated and led on evaluation assignments in the agricultural and rural sector, farming, livestock production, fisheries and forestry programs. He has extensive experience working in West Africa and has participated in the Midterm review of the “Outgrowers Plantation Project” in Ghana financed by AFD and KfW. In addition, He participated in the evaluation of the “Ecole d’agriculture pratique” training program and extension agricultural development in Cameroon. Mr. Fievez also participated in the final evaluation of the Rubber program in Thailand. He has provided technical assistance, institutional support and led evaluation missions to support decentralized cooperation in the area of food security as well as in the diversification of agricultural food policies in developing countries. He is multi-lingual and very fluent in both French and English languages.

### 4. **Ababacar Kane, Agro-economist, Performance evaluation Specialist**

- a. **Role in this activity:** Technical Expert, performance evaluation expert on strategy, policy analysis and institutional arrangements assessment. Will support the team leader in the implementation of the

mid –term evaluation of the West Africa Fertilizer Project. Evaluation Specialist for the West Africa Fertilizer Project midterm assessment. His core tasks are as follows:

- Support the team in the implementation of the mid –term evaluation of the WAFP and provides technical analysis in Fertilizer strategies, policies and institutional arrangement in the region and WAFP contribution to environment enabling for Fertilizer system in the region.
- Participate in the review of documentation shared by USAID/WA RAO and additional documentation on Fertilization program collected through other source of information. Will address policy, strategy and institutional issues. Will review information and documentation on IFDC institutional arrangements and approach for the WAFP preparation, implementation and monitoring and evaluation.
- Analyze and assess existing opportunities and innovations for enhancing effective program implementation and sustainability at the regional level particularly and include an analysis of how they relate to relevant bilateral USAID programming.
- Analysis the institutional arrangement for the program implementation. Develop a deep review of IFDC approaches and capacities to achieve the program objectives at regional level and its contribution to the FtF initiative.
- Provide an analysis and recommend approaches for strengthening the regional cohesive approach of the program.

- b. *Expertise and qualifications specific to the West Africa Fertilizer Project/ASSESS effort:* Ababacar Kane is an Agro-Economist Engineer with significant years of experience managing projects and programs particularly in the Agricultural Sector. He is the founding president of MGP-Afrique; a center, specialized in strategic planning, program formulation, implementation of projects and programs. He has over 18 years of experience in the formulation and evaluation of sectorial and regional policies and has provided research and evaluation support for projects and programs implemented under the partnership between Governments in West Africa and development partners including USAID, ADB, IFAD, UNDP and the World Bank.

He has worked in several strategic and organizational audit assignments on economic development policies and programs and provided technical advice for strengthening the impact of these programs. He has conducted several researches and evaluations studies including assessing the economic impact of Agricultural Development Projects, evaluation of fisheries agreements between the EU and Senegal Government as well as evaluation of the GEOMAR project for the Agricultural and Tourism Sectors etc.

Additionally, he has conducted formative researches, feasibility studies of agro-industrial products and provided capacity building support as part of the implementation of the World Bank-funded program “Reducing Poverty through Food Security and Agricultural Growth”. As a former advisor at the presidency and a Project Director at the Ministry of Agriculture, Mr. Kane provided technical direction for the implementation and management of Agricultural Support programs and has a wealth of experience conducting program assessments and analysis for programs in the forestry, livestock, and fertilizer. He is a native French speaker and fluent as well in the English Language.

## Annex 7: Disclosure of Real or Potential Conflict of Interest for USAID Evaluations

### Disclosure of Real or Potential Conflict of Interest for USAID Evaluations

Instructions:

*Evaluations of USAID projects will be undertaken so that they are not subject to the perception or reality of biased measurement or reporting due to conflict of interest.<sup>1</sup> For external evaluations, all evaluation team members will provide a signed statement attesting to a lack of conflict of interest or describing an existing conflict of interest relative to the project being evaluated.<sup>2</sup>*

Evaluators of USAID projects have a responsibility to maintain independence so that opinions, conclusions, judgments, and recommendations will be impartial and will be viewed as impartial by third parties. Evaluators and evaluation team members are to disclose all relevant facts regarding real or potential conflicts of interest that could lead reasonable third parties with knowledge of the relevant facts and circumstances to conclude that the evaluator or evaluation team member is not able to maintain independence and, thus, is not capable of exercising objective and impartial judgment on all issues associated with conducting and reporting the work. Operating Unit leadership, in close consultation with the Contracting Officer, will determine whether the real or potential conflict of interest is one that should disqualify an individual from the evaluation team or require recusal by that individual from evaluating certain aspects of the project(s).

In addition, if evaluation team members gain access to proprietary information of other companies in the process of conducting the evaluation, then they must agree with the other companies to protect their information from unauthorized use or disclosure for as long as it remains proprietary and refrain from using the information for any purpose other than that for which it was furnished.<sup>3</sup>

#### **Real or potential conflicts of interest may include, but are not limited to:**

1. Immediate family or close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated.
2. Financial interest that is direct, or is significant/material though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation.
3. Current or previous direct or significant/material though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project.
4. Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated.
5. Current or previous work experience with an organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated.
6. Preconceived ideas toward individuals, groups, organizations, or objectives of the particular projects and organizations being evaluated that could bias the evaluation.

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<sup>1</sup> USAID Evaluation Policy (p. 8); USAID Contract Information Bulletin 99-17; and Federal Acquisition Regulations (FAR) Part 9.5, Organizational Conflicts of Interest, and Subpart 3.10, Contractor Code of Business Ethics and Conduct.

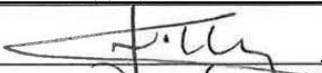
<sup>2</sup> USAID Evaluation Policy (p. 11)

<sup>3</sup> FAR 9.505-4(b)

Disclosure of Conflict of Interest for USAID Evaluation Team Members

<b>Name</b>	Prof. CURTIS JOLLY
<b>Title</b>	FERTILIZER SPECIALIST
<b>Organization</b>	ASSESS
<b>Evaluation Position?</b>	<input type="checkbox"/> <b>Team Leader</b>
<b>Evaluation Award Number (contract or other instrument)</b>	624-14-P-000004
<b>USAID Project(s) Evaluated (Include project name(s), implementer name(s) and award number(s), if applicable)</b>	WEST AFRICA FERTILIZER PROGRAM, IFDC AID-624-A-12-00003
<b>I have real or potential conflicts of interest to disclose.</b>	<b>No</b> <input type="checkbox"/>
<p><b>If yes answered above, I disclose the following facts:</b></p> <p><i>Real or potential conflicts of interest may include, but are not limited to:</i></p> <ol style="list-style-type: none"> <li>1. Close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated.</li> <li>2. Financial interest that is direct, or is significant though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation.</li> <li>3. Current or previous direct or significant though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project.</li> <li>4. Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated.</li> <li>5. Current or previous work experience with an organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated.</li> <li>6. Preconceived ideas toward individuals, groups, organizations, or objectives of the particular projects and organizations being evaluated that could bias the evaluation.</li> </ol>	


I certify (1) that I have completed this disclosure form fully and to the best of my ability and (2) that I will update this disclosure form promptly if relevant circumstances change. If I gain access to proprietary information of other companies, then I agree to protect their information from unauthorized use or disclosure for as long as it remains proprietary and refrain from using the information for any purpose other than that for which it was furnished.

<b>Signature</b>	
<b>Date</b>	2/25/15

Disclosure of Conflict of Interest for USAID Evaluation Team Members

<b>Name</b>	<b>Aminata Niane BADIANE</b>
<b>Title</b>	<b>FERTILIZER SPECIALIST</b>
<b>Organization</b>	<b>ASSESS</b>
<b>Evaluation Position?</b>	<b>Deputy Team Leader</b>
<b>Evaluation Award Number (contract or other instrument)</b>	<b>624-14-P-000004</b>
<b>USAID Project(s) Evaluated (Include project name(s), implementer name(s) and award number(s), if applicable)</b>	<b>WEST AFRICA FERTILIZER PROGRAM, IFDC AID-624-A-12-00003</b>
<b>I have real or potential conflicts of interest to disclose.</b>	<b>No</b> <input type="checkbox"/>
<p><b>If yes answered above, I disclose the following facts:</b></p> <p><i>Real or potential conflicts of interest may include, but are not limited to:</i></p> <ol style="list-style-type: none"> <li><i>1. Close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated.</i></li> <li><i>2. Financial interest that is direct, or is significant though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation.</i></li> <li><i>3. Current or previous direct or significant though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project.</i></li> <li><i>4. Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated.</i></li> <li><i>5. Current or previous work experience with an organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated.</i></li> <li><i>6. Preconceived ideas toward individuals, groups, organizations, or objectives of the particular projects and organizations being evaluated that could bias the evaluation.</i></li> </ol>	

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<b>Signature</b>	
<b>Date</b>	

Disclosure of Conflict of Interest for USAID Evaluation Team Members

<b>Name</b>	Guy Francis FIEVEZ	
<b>Title</b>	Agro-Economist	
<b>Organization</b>	ASSESS	
<b>Evaluation Position?</b>	Agribusiness-Agricultural Economist specialist	Guy Francis FIEVEZ
<b>Evaluation Award Number (contract or other instrument)</b>	624-14-P-000004	
<b>USAID Project(s) Evaluated (Include project name(s), implementer name(s) and award number(s), if applicable)</b>	WAFP West Africa Fertiliser Program	Mid Term Performance Evaluation
<b>I have real or potential conflicts of interest to disclose.</b>	<b>No</b>	
<p><b>If yes answered above, I disclose the following facts:</b>  <i>Real or potential conflicts of interest may include, but are not limited to:</i></p> <ul style="list-style-type: none"> <li>• <i>Close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated.</i></li> <li>• <i>Financial interest that is direct, or is significant though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation.</i></li> <li>• <i>Current or previous direct or significant though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project.</i></li> <li>• <i>Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated.</i></li> <li>• <i>Current or previous work experience with an organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated.</i></li> <li>• <i>Preconceived ideas toward individuals, groups, organizations, or objectives of the particular projects and organizations being evaluated that could bias the evaluation.</i></li> </ul>		

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<b>Signature</b>	
<b>Date</b>	February 12 2015

Disclosure of Conflict of Interest for USAID Evaluation Team Members

<b>Name</b>	Ababacar KANE
<b>Title</b>	E Agro-economist, Performance evaluation Specialist
<b>Organization</b>	
<b>Evaluation Position?</b>	<input checked="" type="checkbox"/> Teammember
<b>Evaluation Award Number (contract or other instrument)</b>	
<b>USAID Project(s) Evaluated (Include project name(s), implementer name(s) and award number(s), if applicable)</b>	
<b>I have real or potential conflicts of interest to disclose.</b>	<input checked="" type="checkbox"/> <input type="checkbox"/> No
<p><b>If yes answered above, I disclose the following facts:</b></p> <p><i>Real or potential conflicts of interest may include, but are not limited to:</i></p> <ol style="list-style-type: none"> <li><i>1. Close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated.</i></li> <li><i>2. Financial interest that is direct, or is significant though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation.</i></li> <li><i>3. Current or previous direct or significant though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project.</i></li> <li><i>4. Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated.</i></li> <li><i>5. Current or previous work experience with an organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated.</i></li> <li><i>6. Preconceived ideas toward</i></li> </ol>	

I certify (1) that I have completed this disclosure form fully and to the best of my ability and (2) that I will update this disclosure form promptly if relevant circumstances change. If I gain access to proprietary information of other companies, then I agree to protect their information from unauthorized use or disclosure for as long as it remains proprietary and refrain from using the information for any purpose other than that for which it was furnished.

<b>Signature</b>	
<b>Date</b>	2015 - Feb. 16