

**Ex-Ante Evaluation (for Japanese ODA Loan)**

**Africa Division 4, Africa Department,  
Japan International Cooperation Agency (JICA)**

**1. Basic Information**

1. Country: Republic of Côte d'Ivoire
  2. Program site: the whole region in the Republic of Côte d'Ivoire
  3. Program: Food Security Emergency Support Loan
- Loan Agreement: December 21, 2022

**2. Background and Necessity of the Program**

1. Current State and Issues of the Agriculture Sector in the Republic of Côte d'Ivoire and Positioning of the Program

The Republic of Côte d'Ivoire (hereinafter, the Country) enjoys a natural environment suitable for agriculture with the annual average precipitation and temperature of 1,200 to 1,500 mm and 24 to 28 degrees Celsius, respectively (The World Bank, 2021). Its climate is tropical monsoon in the north and humid, equatorial in the south. Agriculture accounts for 21% of the Country's GDP (The World Bank, 2020) and the ratio of population working in the agricultural sector for 40% of the total workforce of the Country (The World Bank, 2019). Along with the Country's economic and social development, the domestic demand for food crops has been increasing by approximately 4 to 5% annually (AfDB, 2022). Meanwhile, 95% of agricultural producers are small-scale farmers with small yields, on average. Fertilizers and excellent seeds very rarely are used in production, excluding some cash crops (cotton, oil palms, and pineapples) and rice. The Country's agriculture sector is facing a challenge how to utilize high-quality fertilizers, excellent seeds, and other agricultural inputs.

The Country's Government stated in its Plan National de Développement (from 2021 to 2025) (hereinafter, PND) to achieve the annual growth of agricultural output by 7.5% by improving the productivity of food crop cultivation. Furthermore, it formulated an agricultural investment plan, the Second Programme National d'Investissement Agricole de deuxième génération (from 2018 to 2025) (hereinafter, PNIA2), on the basis of the first PND (from 2016 to 2020). In the PNIA2, the Government expressed its commitment to make the agriculture sector competitive, nurture it as a sustainable core industry, and attain no hunger by 2025. PNIA2's strategic

objectives are (1) development of primary industries, (2) strengthening of environment-friendly production systems, and (3) comprehensive growth that is oriented to agricultural area development and welfare of citizens. Towards these goals, the Country has determined to invest 4.3 trillion FCFA (approximately 800 billion yen) in the agriculture sector over eight years aiming mainly to promote the private sector's entrance in the sector. The Government also formulated the Programme d'Urgence de Soutien aux filières agricoles impactées par la COVID 19 (hereinafter, PURGA1) in April 2020. Under PURGA1, agricultural materials and equipment were provided to secure food and nutrition security against COVID-19 for small-scale farmers and reestablish production systems. Subsequently in November 2021, the Government formulated the La deuxième phase du Programme d'Urgence de Soutien aux filières agricoles impactées par la COVID 19 (hereinafter, PURGA2) to support procurements of agricultural inputs (seeds and fertilizers). The ratio of public spending on the agriculture sector, however, remains 3.2%, far below the 10% target stipulated by the Maputo Declaration on Agriculture and Food Security in Africa in 2003<sup>1</sup>. In order to achieve PNIA2 objectives, financial resources are still in shortage. Moreover, the Country has been dependent on imports from Russia for approximately 25% of domestic wheat supply (FAO, 2022) and 55% of nitrogen-based fertilizers (The United Nations Comtrade database, 2019). Since the conflict in Ukraine, Russia has been limiting wheat and fertilizer exports to secure stable domestic supplies amid spikes in cereals and fertilizer prices in the world. Accordingly, prices of wheat and basic fertilizers in the Country have almost doubled by March 2022 (RFI, 2022), bringing substantial damage to the Country's food security. In response to this crisis, the Country's Government has removed duties on imported wheat, 5% charged at arrival, and announced a financial support to provide a subsidy to wheat producers (RFI, 2022). The Government has introduced other measures such as provisions of agricultural machinery, seeds, and fertilizers and the announcement of ordinance to introduce caps to prices of food products including those made of wheat in November 2022 (jeune afrique, 2022). Improvement in access to agricultural inputs of which prices are spiking (seeds and fertilizers) is, however,

---

<sup>1</sup> Endorsed at the Second Ordinary Assembly of the African Union in July 2003 in Maputo. The Declaration contains several decisions regarding agriculture including "commitment to the allocation of at least 10% of national budgetary resources to agriculture and rural development policy implementation within five years."

indispensable for maintaining food production base. Accordingly, the Country has requested financial assistance to African Development Bank (hereinafter, AfDB) and Japan.

The Food Security Emergency Support Loan (hereinafter, the Program) is an emergency financial assistance to the Country's Government. The Program aims to satisfy the short-term need of the agriculture sector for excellent seeds and fertilizers and to reinforce producers' access to financial resources for procuring agricultural inputs through improving governance of the sector and associated policies. The Country's Government has been discussing the provision of partial credit guarantees to fertilizer providers with the African Fertilizer Financing Mechanism. The Program will support the implementation of this initiative, aiming to promote stable supply of fertilizers to small-scale farmers and to sophisticate the distribution network towards the establishment of resilient food system. The Program is to alleviate the short- and medium-term supply risks resulting from external factors and to promote PNIA2, PURGA1, and PURGA2, formulated by the Country's Government. Accordingly, the Program is positioned as a prioritized Program that will contribute to strengthening of the Country's capacity to cope with the food security risks, establishment of a resilient agricultural base, and promotion of food and nutrition safety.

## 2. Japan and JICA's Cooperative Policy for the Agriculture Sector

Japan has identified, in its Country Assistance Policy for the Republic of Côte d'Ivoire (March 2018), industry development as a development issue of the priority area "promotion of sustainable economic growth." Under the policy, Japan has been supporting the Country putting an emphasis on the promotion of domestic rice. The Program is consistent with this policy. JICA's project strategy concerning agricultural and rural development (sustainable food system) stated that in the framework of the Coalition for African Rice Development (CARD) Phase 2, JICA will prioritize rice cultivation promotion for 32 countries including the Country.

JICA has also positioned in its country analysis paper for the Country acceleration of economic growth (primary industry development) as a development issue that JICA should work on. Based on this recognition, JICA has determined to support the Country in improving its productivity and profitability of food crops, thereby contributing to food security and economic growth in the Country and in the region.

### 3. Other Donors' Activities

The World Bank has announced in May 2022 financial, balance of payments assistance based on the recognition of impact of food security risk and need for in securing food security: investment of more than 30 billion US dollars over the following fifteen months in African countries including the Country. AfDB has also proposed in May 2022 the African Emergency Food Production Facility (hereinafter, AEFPF) as a countermeasure against multiples risks such as the conflict in Ukraine. It has announced an emergency food production plan amounting to 1.5 billion US dollars (approximately 200 billion yen) including contributions from Japan and other developing partners. Among the amount, AfDB will finance 161.963 million US dollars (20.76 billion yen) to the Country.

### 3. Program Description

#### 1. Program Description

##### (1) Program Objective

The objectives of the Program are to promote supply of excellent seeds of food crops, such as rice, sophisticate the fertilizer distribution network, improve governance of the agriculture sector and associated policies in the Country, suffering the impact of food security risks, through the financial assistance, thereby contributing to stabilizing the Country's economy and society as well as advancing its effort to develop the Country.

##### (2) Program Components

The Program is co-financing with AfDB under the AEFPF framework, proposed by AfDB. This financial assistance is targeted at the three issues that have been identified by and agreed with the Country's Government: improvements in farmers' access to excellent seeds, access to fertilizers, and governance to execute associated policies. The timing of loan disbursement will be divided in two tranches in light of the progress of policy action. In the first tranche, 65% of the loan amount will be disbursed.

##### (3) Program Beneficiaries (Target Group)

People of Côte d'Ivoire (population of approximately 26.38 million) (The World Bank, 2020)

#### 2. Estimated Program Cost

35,760 million yen (including 15,000 million yen of yen loan)

#### 3. Program Implementation Schedule (Period of Assistance)

From December 2022 to February 2024 (15 months in total). The Program shall be complete upon the completion of disbursement of the full loan amount (scheduled to be February 2024).

#### 4. Program Implementation Structure

1) Borrower: The Government of the Republic of Côte d'Ivoire

2) Executing Agencies: Ministry of State, Ministry of Agriculture and Rural Development, Ministry of Economy and Finance (MEF), and Ministry of Budget and State Portfolio (MBPE)

#### 5. Collaboration and Sharing of Roles with Other Donors

##### 1) Japan's Activity

Based on the “industry development,” identified as one of the development issues in the priority area of “promoting sustainable economic growth,” JICA is implementing an industrial development program, through which it is engaged in developing primary industries—especially agriculture, which is the basis of the Country’s economy—as well as supporting the processing of agricultural products and enhancement of added value, which will contribute to the diversification and industrialization of the country’s economy. Specifically, through Local Rice Promotion Project Phase II (2021–2026), which is a technical cooperation project, and The Project for Improvement of Accessibility to the Machinery in the Rice Sector to Enhance the Valorization of Local Rice (preparatory survey currently in progress), which will provide grant aid, it aims to improve the production capacity of farmers and rice millers and promote agricultural mechanization, as well as strengthening the value chain through improving financial access in the agricultural sector, such as building the capacity of financial institutions and developing financial products. By realizing policy actions related to supplying excellent seeds for food crops such as rice and promoting financial services, the program will contribute to increased sales of high-quality domestic rice, which is the target of the technical cooperation project, and a stable supply of agricultural financing services.

##### 2) Other Donors' Activity

As indicated in “2.(3) Other Donors' Activities,” due to the impact of the food security crisis in recent years, various donors have collaborated in helping to supply food and improve the resilience of the agricultural base in the Country through financial support. The program’s policy matrix will

be based on close dialogue between AfDB, JICA, and the Country's Government and created with the agreement of the three parties. With regard to implementing the policy matrix, JICA will conduct monitoring in collaboration with AfDB and support the Country's Government's implementation of the policies.

## 6. Environmental and Social Consideration

### 1) Environmental and Social Consideration

(1) Category: C

(2) Reason for Categorization: Under the Guidelines for Environmental and Social Considerations (promulgated in January 2022), the undesirable impacts of this program on the environment are deemed to be minimal.

## 7. Cross-Sectoral Issues

(1) This program will support policy actions related to measures addressing the food security crisis. Moreover, in implementing this program, consideration will be given to ensuring fairness and transparency by promoting communication between stakeholders (local governments, residents, related organizations, etc.), and lingering social disparities due to the impact of civil war and political instability in the Country and disparities between regions will be taken into account.

(2) Climate change countermeasures:

By supplying high-quality seeds for climate change-resistant cultivars adapted to the local agricultural ecosystem, this program will enable stable crop production even in conditions with the potential for decreased rainfall or changing rain patterns, and by introducing an early warning system, it is expected to have the effect of reducing the impact of losses due to climate change, including flood risks. It will therefore contribute to climate change countermeasures (adaptation measures).

(3) Poverty-related measures/considerations: N/A

(4) AIDS/HIV-related measures: N/A

(5) Participative development: N/A

(6) Consideration for disabilities, etc.:

The Country ratified the UN Convention on the Rights of Persons with Disabilities in 2014 and has obligations relating to its ratification. In this program, Article 4, "Prohibition of discrimination on the grounds of disability" is a related provision.

## 8. Gender Category: ■GI (S) (Gender activity integration project)

<Details of Activities/Reason for Categorization> For this program, the policy matrix indicators specify that (1) at least 30% of the members of the task force handling revision of national seed sector policy be women or people with expertise on gender issues, and (2) 30% of the recipients of high-quality seeds for food crops be female producers. In addition, the implementation effect indicators include increasing the proportion of females among the beneficiaries of seeds and fertilizer. Furthermore, minimizing potential risks relating to financing, operations, human resources, market access, and personal security that are faced by women producers when obtaining seeds and fertilizer is positioned as a priority issue.

## 9. Other Important Issues

N/A

<b>4. Targeted Outcomes</b>
-----------------------------

## 1. Quantitative Effects

## 1) Outcomes (Operation and Effect Indicators)

	Baseline (2021 Results)	Target (2026) (2 Years after Program Ends)
Improving yield by area (tonnes/ha)	Rice: 4.5 Corn: 2.5 Cassava: 10	Rice: 9 Corn: 6 Cassava: 15
Improving annual yield (tonnes/year)	Rice: 1,659,007 Corn: 1,175,715 Cassava: 5,000,000	Rice: 2,455,330 Corn: 1,722,702 Cassava: 6,000,000
No. of beneficiary farmers (people)	Male: 0 Female: 0	Male: 560,000 Female: 240,000

\*These indicators are based on the synergistic effect of technological support that AfDB plans to implement in parallel with this program.

## (2) Qualitative Effects

Establishment of a resilient agricultural base and promotion of food/nutrition security (comprehensively judged based on quantitative effect indicators and indicators such as domestic food crop productivity and

yield).

(3) Internal Rate

Since this is a program lending project, the internal rate is not calculated.

## 5. External Factors and Risk Control

(1) Preconditions

N/A

(2) External Factors

Measures addressing the global food and fertilizer supply crunch and price increases are maintained and a rapid deterioration in global conditions is avoided.

## 6. Lessons Learned from Past Projects

Based on the ex-post evaluation of the “Financial Strengthening Support Loan” in the Democratic Republic of Laos (evaluation year: 2017), it was learned that combining this program with other support projects such as dispatching policy advisors and technical cooperation projects is essential to ensure the smooth implementation of general financial support.

In this program as well, JICA will support steady policy implementation through coordination with its existing technical cooperation projects as well as promoting the formulation of policies that will enhance the effects of Local Rice Promotion Project Phase II, a technical cooperation project currently being implemented, via program lending.

## 7. Evaluation Results

This program is consistent with the Country’s development issues/policies and with Japan and JICA’s cooperation policies, and it will contribute to food and nutrition security by enhancing the Country’s food production and expanding access to agricultural input materials that will help improve the income of small farmers and increase their yields. Since it may also be expected to contribute to Goal 2 of the SDGs (end hunger, achieve food security and improved nutrition, and promote sustainable agriculture), there is a strong need to support the program’s implementation.

## 8. Plan for Future Evaluation

(1) Indicators to Be Used



As indicated in Section 4.

(2) Future Evaluation Schedule

Ex-post evaluation: Two years after program completion

END

Appendix: Map of Republic of Côte d'Ivoire (Food Security Emergency Support Loan Recipient)

Map of Food Security Emergency Support Loan Recipient



Source: [Côte d'Ivoire | Geospatial, location data for a better world \(un.org\)](https://www.un.org/locations/geospatial/cote-divoire)