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AEPRP/CELT TECHNICAL ASSISTANCE

Final Report

Activities of the Technical Assistance Team

July 1989 to April 1990

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LIST OF ACRONYMS

AEPRP	African Economic Policy Reform Program
CELT	Cereals Export Liberalization in Togo
CEPE	Comité d'Etude et de Promotion des Exportations des Vivriers et des Produits Agricoles non-Traditionnels
CFA	Communauté du Franc Africain
CNCA	Caisse Nationale de Crédit Agricole
DCV	Direction de la Coopération et de la Vulgarisation
DESA	Direction des Enquêtes et Statistiques Agricoles
DGDR	Direction Générale du Développement Rural
DSG	Direction des Statistiques Générales
ECOWAS	Economic Community of West African States
GOT	Government of Togo
ILO	International Labor Organization
MCT	Ministère du Commerce et des Transports
MDR	Ministère du Développement Rural
MEF	Ministère de l'Economie et des Finances
MPM	Ministère du Plan et des Mines
ORSTOM	Institut Français de Recherche Scientifique pour le Développement en Coopération
PAM/WFP	Programme Alimentaire Mondial/World Food Program
PIR	Program Implementation Report
REDSO	Regional Economic Development Services Office
RFP	Request for Proposals

LIST OF ACRONYMS, CONT.

TA	Technical Assistance
TOGOGRAIN	Office Togolais des Produits Vivriers
UNDP	United Nations Development Program

YEAR II REPORT Phase II—July 1989 to April 1990

Project Management

An outline of the workplan for Phase II activities was initially prepared on April 28, 1989, and a charted schedule was attached as an annex to the first annual report. These drafts were not immediately developed into a full-scale annual workplan for several reasons: (1) it was apparent that the implementation of Decree 86-210—regulating the export of food crops—was not fulfilling expectations; (2) there was uncertainty about the payment of the second tranche; (3) the Minister of Rural Development had been replaced in December 1988; and (4) this replacement was followed by the replacement of the General Director of Rural Development. These factors created a period of waiting for new leadership. However, by the time the first annual report was completed in June 1989, the project's objectives for the remaining 9 months emerged clearly. The workplan outline follows.

Broad Objective

The broad objective of the project is to increase liberalization of food-crop foreign trade in conjunction with activities of the Comité d'Etudes et de Promotion des Exportations des Vivriers et des Produits non-Traditionnels (CEPE), a working group for the study and promotion of production of food crops and non-traditional agricultural products for export.

Specific Activities

Support of DESA Activities

- Implement Decree 86-210 and forecast crop,
- Prepare and publish 1989 production statistics,
- Collect, process, and publish 1989 agricultural prices in rural markets, and

- Construct and teach a forecasting model.

Support of CEPE Activities

- Attend working group meeting,
- Define mission of the Agricultural Trade and International Marketing Specialist,
- Attend Chamber of Commerce meeting October 31, 1989, and
- Design International Fair booth for the Minister of Rural Development (MDR) and the Minister of Commerce and Transport (MCT).

Enlarging the Scope of the Project's Concern

- **Trade.** Liberalize international trade of food crops within a larger framework, and

Emphasize non-traditional crops (fruits, vegetables, and flowers).
- **Computers.** Continue to pursue DESA'S progress toward a more ambitious vision of a general computerization of information processing and use.

Performance Reporting

As in the year before, the team contributed to USAID's Program Implementation Report (PIR) in September 1989 and March 1990. Between reports, the team had frequent contact with USAID's Lomé office and submitted oral and written briefs on project activities.

Logistics and the short time available before the end of the project slowed project accomplishments and delayed reporting. However, written reports were produced periodically and presented to the USAID office in Lomé; and that office was first to receive computer output on all work completed.

Technical Assistance Activities

Technical assistance (TA) activities were to be carried out in different avenues, as outlined below and explained more fully in the following paragraphs.

Continued Support of DESA Activities

- Prepare 1989 crop forecast;
- Implement Decree 86-210 and prepare the Technical Committee meeting;
- Prepare 1989 statistics on food-crop production;
- Continue to expand the collection, processing, and publication of prices data; and
- Create a rain-crop forecasting model.

Promotion of International Trade of Food Crops and of Non-traditional Agricultural Products

- Make contacts with potential importers in Europe and the United States,
- Advise potential Togolese exporters and investors, and
- Publicize the new policy favoring private exporters.

Moving Toward a More Liberal Export System

- Contribute to CEPE's activities, and
- Identify project investment opportunities.

Continued Support of DESA Activities

1989 Crop Forecast

Preparatory work on the 1989 crop forecast was carried out in the field as it had been the year before. In September, the first reports arrived from the field and were processed on the computer by a DESA operator. The statistician engineer in charge of the annual survey left for Germany to attend a 4-month course. In his absence, the agricultural studies adviser to DESA spent 3 full months reviewing the records (the initial computer printout had contained many errors) and released the estimate of the 1989 crop in November. The 3 months gave the adviser the opportunity to explain in greater detail the survey organization and to make several recommendations to improve the transmission of data from the field to DESA (see Annex 20: a form for gathering forecast data).

Technical Committee Meeting

The report to the Technical Committee came out later than the year before. A new Rural Development General Director (DGDR) had been appointed and, later, a new Minister of Rural Development and a new Minister of Commerce and Transport were appointed. Even if the report had been presented sooner, these newly appointed decision makers would not have been ready to call the meeting of the Technical Committee sooner. Finally, the meeting was held on January 4, 1990 (that is, the same date recommendations of the Technical Committee were issued the year before).

1989 Final Production Statistics

Using the format of the previous year, the final statistics were ready for publication at the end of January. The final figures were not very different from the forecast. A computer printout was sent to USAID's Lomé office as soon as it was finished.

1989 Price Statistics

Before 1989, prices were collected on rural markets only once a month. It was decided that, from March 1989 on, prices would be collected twice a month. The program written in dBase III used in 1988 was upgraded with dBase IV procured in the United States in May 1989. Tables were ready for publication in March.

Two issues need to be highlighted. First, the work on 1989 agricultural prices was entirely carried out by the Togolese staff in charge of the prices data bank. The agricultural studies adviser to DESA was called on only when minor difficulties occurred. The terms of reference in regard to staff training and skills transfer have been accomplished very satisfactorily.

Second, the dBase program shared by ORSTOM is being upgraded by a French software company in Paris. It will comprise a digitized map of the 21 prefectures and 5 regions of Togo as well as several mathematical analysis components and an improved data bank. Because of the progress made by DESA, the person in charge of the prices data bank and the agricultural studies adviser to DESA were encouraged to attend the Bamako seminar on the markets information system organized by CILSS/Club du Sahel (see Annex 24). Both participants from Togo made a significant contribution to defining the objectives and methodology for a regional database on market information systems. The program tested by DESA may well be adopted as a standard for the countries of the subregion. DESA has more experience in using the program than any other statistical office in the region. Togo representatives at this seminar also learned a lot from other participants, especially from the Mali experience (with assistance from USAID experts using SPSS).

Development of a Rainfed-Crop Forecasting Model

Nathan Associates' statistical consultant, Dr. Philip Parker (whose mission was initially programmed in August 1989), was brought to Lomé in February 1990. He gave several courses and advanced training on how to use TSP. He also developed a model of rain-crop forecasting and showed it to the most advanced personnel at DESA. The model will have to be tested for some time before the results are published. The skills and technology were transferred, and two or three well-trained statistical engineers now know how to use it (see Philip Parker's report in annexes 12, 13, and 14).

Promotion of International Trade of Food Crops and Non-Traditional Agricultural Products

As discussed in the first annual report, the TA team chose, among other things, to explore the legal aspect of the export problem in order to test the applicability of laws in general and of Decree 86-210 and Decree 89-29 in particular. This exploration was necessary to determine the strength of a law in Togo and to measure the degree of confidence of potential exporters in the enforcement of such legislative decisions.

Decree 86-210, regulating the export of food crops, blocked the development of free exports. Decree 89-29, freeing export of products originating in Togo was rapidly implemented but for only a short time. The team has no evidence that it is still being implemented, favoring export of food crops.]

In 20 months, the TA team has worked with three Ministers of Rural Development. Each new minister was not fully aware of decisions made before his appointment. During this same period, the World Bank has been preparing a project to support the agricultural sector, one component of

which is a reorganization of the Ministry. All this has caused considerable uncertainty among the directors and division chiefs of this Ministry, which employs nearly 7,000 people.

Concerning the export of cereals, the TA team was gently warned not to voice the opportunities created by the two decrees too loudly. The team realized that in some political circles, there was a strong and efficient opposition to implementing the covenant of 1986. Exporting yams, cassava, beans, fruits, vegetables, and flowers was acceptable, but exporting cereals was not.

The only known export of cereals in 1989 was the sale by TOGOGRAIN of 4,000 tons of corn to Cape Verde, paid for by the Government of France. As an export, the operation was perfectly legal because Cape Verde is a member of the Economic Community of West African States (ECOWAS). However, permission was requested from the President, probably in order to authorize the de-stocking of the security stock of 12,000 tons that had been replenished in 1988.

USAID and the Government of Togo had agreed in 1986 on (1) exporting cereals (2) by private traders. Because it appeared that this was not happening with cereals, the TA team searched for ways to encourage private traders to export at least other food crops and non-traditional agricultural productions. In full agreement with the USAID/Lomé office and the USAID evaluation team of April 1989, the TA team shifted its emphasis to non-cereal production export.

During the January 4, 1990, meeting of the Technical Committee, the representative of the Ministry of Commerce reported that, in 1989, under implementation of Decree 86-210, export licenses had been granted to private operators for 2,110 tons of yam, 1,500 tons of raw cassava, 200 tons of tapioca, and 250 kilograms of gari. He also stated that all licenses given had been followed by actual exports. Although it was modest, this statement came as a surprise. It could not be verified with the name of the operators, but appeared to be real.

The shift in emphasis also influenced the choice of a new consultant as an international trade specialist. Dr. Didier Rigault, a lawyer from Norway who knows Togo and Benin well, was recruited. He began his mission by spending several days in the markets of Brussels and Rungis where, using a video camera, he interviewed several importers of tropical fruits and vegetables. He also made contact with the COLEACP European Association, which was preparing a seminar in Lomé on developing the production of tropical fruits for export by developing countries.

His mission extended from mid-October to the beginning of November 1989. In addition to the 2 hours of video recording made in Europe, he recorded 2 hours in Togo of the people and places of interest to the

program (fruit growers, fruit markets, pineapple project, cold storage facilities, etc.). These 4 hours of recordings provided the project a promotional film for export encouragement.

First, the film was shown at the USAID/Lomé office and at a special meeting for the people in charge of the Ministry of Rural Development (MDR) and the Ministry of Commerce and Transport (MCT). Then, on October 31, 1989, a seminar was held at the Chamber of Commerce for the benefit of private operators. For the AEPRP/CELT program, this was the first major event created to inform the public that, indeed, there was a policy to encourage production and export of food crops and fruits, vegetables, and flowers. The meeting received strong support from Togolese producers and exporters already in the business. It also received good coverage from television, radio, and newspapers.

The recommendations made orally during the meeting are now in written form. Dr. Rigault's report, written in French, has been submitted to USAID, the MDR, the Chamber of Commerce, and CEPE. It represents a valuable contribution to the preparation of the plan of action that is to be submitted by CEPE.

From November 20, to December 5, 1989, an international trade fair was held in Lomé. Under the aegis of CEPE, the MDR and the MCT opened a booth where Dr. Rigault's film was shown repeatedly. Private producers and exporters brought pineapple, okra, peppers, and plants that are already produced in Togo for export to European markets. Located next to the United States' booths, CEPE was visited by officials from the U.S. embassy, USAID, the World Bank, and others. Many Togolese traders and potential investors also came by and left their names and addresses—which now constitute a roster of people interested in joint ventures with European and U.S. investors in Togo.

A few weeks after the fair, Del Monte technicians visited Togo to study the possibility of mass production of pineapple for export. The TA team was delighted by this visit which justified the choices made and the work done. Two TA team members contributed to the preparation for the visit and participated in the meetings with the Togolese delegation chaired by the Minister of Rural Development (during which they also supplied translation services).

Although Del Monte's project did not materialize immediately because of climatic variables, the visit confirmed that the team was on the right track in its attempt to enlarge the scope of agricultural products for export.

Moving Toward a More Liberal System

The Arrête Interministeriale 07/MDR/MCT of May 25, 1989, created CEPE. The first meeting of this working group was held on July 19, 1989. The team was instrumental in organizing the work in two subcommittees. It also supplied information and documentation and attended the meeting of the two working groups. The committee produced its first report on the existing situation by the end of September, completing the first task of CEPE. A second phase was planned, proposing broad orientations by the end of December and a complete plan of action by the end of March 1990.

This schedule fit the TA team's workplan perfectly because their activities were to end in March 1990. The plan of action would have listed the investment projects that the team was to identify during the second year. Unfortunately, work did not evolve smoothly.

First, it was found that the two parts of the first report were incompatible and had to be redrafted. The budget allocated to CEPE out of the second tranche had been frozen, and there was no money to pay for an extra typist or for the reproduction of the report for dissemination. It took 6 months to complete this simple task and to submit a final draft to the committee at a meeting held on April 13, 1990. During the meeting minor modifications were adopted, requiring additional editing and a new reproduction and dissemination.

In addition, the added work load on the adviser to DESA from September to December 1990 prevented him from taking initiative on the activities of CEPE—although Dr. Rigault's video recordings and report, the October 31 meeting at the Chamber of Commerce, the booth at the international fair, and the cooperation with Del Monte were significant contributions to the promotion aspect of CEPE assignments.

In April 1990, the World Bank reminded the Government of Togo of the report promised by the end of March. A deadline extension was granted, and the final report was then due at the end of May. In a working group meeting held on April 16, the adviser to DESA made an attempt to bring focus to the need to (1) promote exports to better balance the value of imported goods and (2) implement the statement of policy made by the Government of Togo in favor of the liberalization and the privatization of economic activities. He also recommended that Decree 86-210 of November 25, 1986, and Decree 89-29, of February 28, 1989, be made consistent.

The reactions of the members of the working group were revealing of the difficulty in changing attitudes. In their view, the government must control exports. Liberalization is still a long way ahead of the Togolese Administration. However, the members of the working group agreed sensible

measures should be taken to inform the public and the ministries involved (such as the custom services).

The question is: Does the government need to control exports or does it need to be informed? Even in a liberal system, the government must be informed about the economy. In Togo, it is therefore important to help DESA improve its capacity to collect, process, analyze, and publicize information on agricultural production and on the marketing of agricultural products in Togo and abroad.

When a surplus was found in the dollar account of the project, time was spent figuring out how to use some of this money to upgrade DESA's computer equipment. It was agreed that, pending additional allocation to the contract, Nathan Associates would procure four AT-type and one high-end microcomputers (in addition to the two computers already purchased in August 1988) (see Annex 16). In 2 years, the number of computer literate people at DESA rose from 2 to 15. More work is being done and more work is coming to DESA. The momentum gained during the last 2 years should not be broken. This procurement will keep DESA busy.

A simple ceremony was held at DESA on April 12, 1990, to close the mission of the TA team. It was chaired by Mr. Penannech, Director of the Cabinet of the MDR. The representative of USAID/Lome and the Rural Development officer attended.

Conclusion

The terms of reference of the TA team were detailed and narrowly defined. The team did its best to meet the terms, although dealing with liberalization in Togo, certain initiatives had to be taken. Before closing the project, some considerations are in order.

At the outset, the project-like activities of the team, as written by Chris Herman and Axel Magnuson in 1986, were found to be ill designed. Management responsibilities and the means to assume them had been omitted. Therefore, the team is pleased with the positive outcome of its efforts, especially in the choice of the consultants who brought powerful support during the second year of the project and added to the quality of Nathan Associates' services delivered to Togo.

Bringing liberalization to an economy or any segment of an economy is a major undertaking. There are many problems to be solved.

The legal and law enforcement aspect. No private individual will go into business unless he is guaranteed the right to own the goods he chooses; the freedom to choose whom to buy from and whom to sell to; and the liberty

to invest money, time, and effort on whatever project he sees fit to do so. After 2 years in Lomé, it is still difficult to say that this is possible in Togo. At least, most of the business community believes it is not yet entirely true. Hence the relative timidity of aspiring entrepreneurs. On the positive side, it must be said that there are a few success stories. Many seminars are being organized to stimulate interest among potential entrepreneurs. Progress is being made. The AEPRP/CELT program came early in this evolution and has been pioneering in new grounds.

The terms of reference. The terms of reference were narrowly defined and dealt only with cereals crop forecasting and marketing. This limitation has proved not to be the best way to gain a foothold in export liberalization and to make progress in statistics. The Government of Togo had already enlarged the scope of products to be exported in Decree 86-210, which mentions cereals and other food crops. The decree may have been used to downplay the strong reluctance to allow free export of cereals, but it also offered an opportunity to begin free export of other food crops. The extension of scope brought by CEPE to non-traditional agriculture encouraged already successful producers and exporters. It also gave the team an extra area of activity offering greater chance of success. It permitted creation of a favorable environment among potential Togolese exporters and sparked competition among them. It also contributed to the establishment of practical contacts between Togolese and potential U.S. or European investors.

Computerization of DESA's activities. The USAID/GOT agreement specified that it was the Government of Togo's responsibility to buy computer equipment (which unfortunately meant that the decision was to be made by people who knew very little about computers). Left at that, the experts and consultants brought by USAID would have had nothing to do. An attempt to call for international competitive bidding was finally aborted after several months of hesitation. Fortunately, prompt action from Nathan Associates and prompt approval from USAID permitted the project to procure two modest personal computers in August 1988. The work at DESA began to change dramatically, and the presence of the computers raised enthusiasm for the new technology among DESA's staff.

Subsequently the increase in DESA's computer equipment and the upgrading of the systems and software programs had to be considered. At the same time, studies were being commissioned for the reorganization of the whole Ministry of Rural Development. The question was therefore not only whether to procure more computers for DESA or another service of the ministry, but what should be done for the whole agricultural sector to draw the best advantages from the technology for data processing and communication. DESA's responsibility is to centralize data banks. However, there would be greater gains if other concerned decentralized services could have easy access to these data banks for their own use and further analysis.

Other possibilities should be considered. A network of computers across the country could be created. An agricultural data bank could link with the General Statistics of the Ministry of Planning and even with a regional data bank for the ECOWAS countries. Since a regional data bank for cereals is going to be established in Abidjan, a regional network of computer exchanges could be built.

To assist in these deliberations, the assistance of the manager of Nathan Associates' computer services, David Lounsbury, was requested. He has had relevant experience in Zambia, Bangladesh, and Ghana. He came to Lomé twice and met people connected with computers in the private sector and in the government. He collected information on the project in Togo, answered several technical questions, and brought technical documentation from the United States. He wrote a draft proposal for a comprehensive computer installation for the Ministry of Rural Development and for the Ministry of Planning—to be implemented in phases over a period of at least 5 years. The report was submitted to the CENETI, DESA, and USAID/Lomé. In this report Nathan Associates proposes to assist the Government of Togo in the important study that should take place before designing the system to be installed and, furthermore, proposes to serve as integrator for new processes and technologies that may be available in the future. USAID support for such a project is needed. In the meantime, the additional five computers that are to be delivered to DESA will help to maintain the momentum in computer use at DESA.

Enlarging the scope of the project in these two aspects (with Dr. Rigault's contribution in export marketing and with David Lounsbury's proposal for data processing and communication) has had a positive impact on the AEPRP/CELT program in Togo. Progress has been made. In spite of difficulties, much good has been accomplished, especially in strengthening friendly and productive ties between the Republic of Togo and the United States of America.

ANNEXES

ANNEX I

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SECTION C

STATEMENT OF WORK

1. OBJECTIVE

Togo confronts a situation where significant cereals production potential is constrained by insufficient price incentives for producers. Periodic cereals deficits will increase in frequency and severity as production incentives are eroded by low prices in good production years. If Togo fails to find a way to exploit its cereals production potential, then periodic shortfalls in rain will lead to larger and larger deficits in those years. The rationale for the export policy reform rests on a demand driven marketing system as the means of providing the critical producer incentives to Togo's cereals farmers. By creating additional demand through the export market, producers will, at the minimum, be assured that their marketable surplus will be cleared. In the long run they will receive higher farmgate prices.

The AERPR/CELT (African Economic Policy Reform Program/Cereals Export Liberalization in Togo) will assist the GOT (Government of Togo) to implement its program of cereals export marketing liberalization. This policy reform will be facilitated through technical assistance in crop and price monitoring and forecasting and the GOT's use of counterpart local currency to finance storage and transport system improvements. Two necessities have to be faced by the program:

- ✓ a. An immediate export program must be established so as to induce the private sector -- farmers and traders -- to make the necessary investments in stock, capital equipment and marketing efforts that will enable them to play a truly significant role in exporting cereals.
- ✓ b. Mechanisms must be established that will assure the government that exports will not contribute to food shortages and cause consumer prices to reach unacceptable levels.
- ✓ The government and its primary collaborators in the donor community have agreed that initially an export liberalization program, based on issuance of export licenses, needs to be put in place. Such a system would provide significant safeguards of Togo's food security, a major worry of the Togolese government, while still providing the private sector with incentives to export. Analysis by AID shows this to be feasible.
- ✓ The purpose of the AERPR/CELT program therefore, is to support and concretize a significant portion of the structural adjustment and policy reform process agreed by Togo and the IBRD/IDA (International Bank for Reconstruction and Development/International Development Agency), taking it further: specifically to effect the liberalization and privatization of the cereals export trade by removing legal restrictions and

reinforcing limitation of the parastatal TOGOGRAIN to management of national food security stocks. This is intended, in time, to increase and stabilize farmgate prices and increase both cereals production and export earnings. It is highly desirable that GOT resources as counterpart to the AID cash transfer be applied to removal of key constraints to export trade in cereals, especially storage and transport.

2. BACKGROUND

Togo, with the assistance of the World Bank and International Monetary Fund, has been successfully restructuring its economy. Deterioration in the macro accounts lessened sharply in 1982, with some degree of recovery recorded in recent years. In this period, the origin of Gross Domestic Product has shifted significantly towards primary agricultural products and away from construction and mining. Long-term growth and development depends on continued progress in the agricultural sector, especially in the production of food.

Although the agronomic potential for increasing productivity and production of maize, the major food crop, appears to be substantial, inter- and intra-seasonal price variation adversely affects producer incentives and farmers' willingness to invest in productivity-increasing technical packages. Large cereal surpluses in good years are met with insufficient domestic demand and depressed prices. Policies limiting cereals exports to the parastatal TOGOGRAIN have exacerbated the problem by restraining involvement of the private sector in cereals trade -- thus further reducing demand and creating uncertainty and risk for private traders interested in meeting external demand for Togolese maize and other cereals.

Opening the cereals export market to the private sector is expected to have significant positive effects on producers, consumers, the private sector and the Togolese Government's budget. Togolese farmers should benefit from higher and more stable prices as a result of the increased demand represented by the export market and because of their enhanced ability to store cereals well into the marketing year to take advantage of higher prices. Consumers will benefit from more stable prices. The private sector's capacity to perform marketing services, both domestic and for export, will be enhanced. Government outlays to cover the financial losses of TOGOGRAIN will decline as the parastatal refrains from significant intervention in domestic and foreign cereals marketing and the private sector assumes the predominant role.

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The AEPRP/CELT will be grant funded and tranced over two years (FY 86 and FY 87). First disbursement (for other than technical assistance) will be conditioned on the GOT's legislation of maize exports and approval of an appropriately timed and broad scheme for issuing export licenses to private traders. The program will have three primary elements: (1) an export licensing system supported by a process which forecasts exportable surplus and sets license quantities so that food security is assured; (2) improvement of data collection and analytical systems which inform the above process; and (3) application by the GOT of its local currencies (i) to capitalize an intermediate credit facility available to farmer groups and exporters to relieve grain storage and other immediate constraints to export marketing, and (ii) for investment in an expected IDA roads maintenance project.

Technical Assistance under the Program, supported by both the dollar and local currency resources, will assure that the policy reforms undertaken by the Togolese Government have the best chance of working in the short- and long-runs. Operations will be of three types: a) crop production and price forecasting and monitoring, b) surveys of the cereals marketing system, and c) formulation of the cereals export licensing procedures and of the rules of TOGOGRAIN's disengagement from the export market.

3. CONTRACTOR'S PROJECT ACTIVITIES

A. Crop Production and Price Monitoring System

Ensuring food security is the principal concern underlying the liberalization of the cereals export market. An export licensing system, such as will be put into place under the Program, addresses this concern by providing the Togolese Government with a means for monitoring, and as necessary, controlling cereal export levels. An effective export licensing system, in turn, depends upon a reliable and accurate cereals production and market information system to:

- determine the approximate volume of exportable surplus;
- provide a signal when to stop issuing licenses before national food security is endangered.

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Responsibility for the collection of agricultural production and price statistics rests primarily with the Office of Agricultural Surveys and Statistics (DESA). DESA collects the following information:

- post-harvest production estimates;
- monthly rural market foodcrop prices;
- estimations of crop yields;
- surveys on crop production costs; and
- an agricultural census once every 10 years (1982 latest).

The Office of General Statistics (DSG) is responsible for collecting foodcrop prices at the retail level in Lomé. A third institution, the Office of Development Studies (SOTED), has produced an analytical study on foodcrop marketing (1981), but it does not regularly collect agricultural information. The Agricultural Price Analysis Unit within the parastatal charged with marketing cash crops (OPAT) sets producer prices for coffee, cocoa and cotton. It does not collect or analyze any data on foodcrops.

There is scant evidence of collaboration or coordination among DESA, SOTED, and DSG. This absence of institutional links is a handicap to the production of useful information on the current agricultural situation. A mechanism for systematizing the exchange of agricultural information is due to be one of AEPRP/CELT's outputs.

DESA and associated institutions are to furnish two specific types of information and analysis for the implementation of the export licensing system: crop forecasts for cereals, and producer and consumer cereal prices.

(1) Crop Forecasts: Provision of reliable forecasts of cereal production will allow the Government of Togo (through the Ministry of Commerce and Transport) to determine a safe (non-threatening to food security) volume eligible for export. The export licensing system requires the issuance of licenses based partially on forecasts rather than on after-harvest figures.

In addition to cereals (maize and sorghum/millet) forecasts, close attention to the condition of cassava and yams will be required since the state of these crops (accounting for 47 percent of the Togolese diet) has a preponderant bearing on the level of food security in Togo. An exportable surplus of cereals will be, to some extent, defined by the state of food crop production as a whole.

(2) Producer and consumer prices: Accurate monitoring of cereal price variations at the rural and urban market level will provide the Togolese government with a relative measure of its scarcity. In the second year, when the system is operational, an analysis of monthly estimates and prices variations will be used, in conjunction with production estimates, to determine when or if the issuance of export licenses should be suspended. Combining the price indicators of relative supply with production estimates should provide a more precise understanding of the state

DESA has already received limited short-term technical assistance in the preparation of crop forecasts for the 1986/1987 harvest. Preliminary efforts were also made to refine and apply a formula for determining the existence of an exportable surplus. DESA requires extensive further technical assistance to overcome its current institutional weaknesses. The placement of long-term (24 months) advisor, complemented by specific short-term efforts, is essential. The purpose of this assistance will be to strengthen the institutional capacity of DESA systematically to collect and analyze data on cereals production and marketing as the basis for decision-making on the issuance of export licenses.

The technical assistance will be reinforced by local currency counterpart support provided by the Government of Togo. Local currency will be used to ensure that DESA has the necessary personnel and resources to implement the crop production and price information system.

B. Surveys of the Cereals Marketing System

The objective of periodic surveys of the cereals marketing is to assess the organization, operation and performance of the system in order to identify what further technical and financial interventions the Togolese Government should make to improve its efficiency. The surveys will be organized and conducted with the collaboration of Togolese professionals under the direction of technical assistance furnished by AID under contract. The surveys will identify problems, opportunities and constraints for producers and traders and will assist the Togolese Government to increase direct producer participation in the marketing system. The surveys will also provide baseline information on the state of the cereals marketing system during Year One of the Program. In this manner, the surveys will serve as an evaluation tool for monitoring the impact of the export liberalization on the marketing system.

Although the decisions regarding the extent and conditions of cereals export liberalization are founded on broad economic and policy analysis at the national level, the implementation and success of the Program will be determined, to a great degree, at the local level. Little is known about the effects that a program of cereals exports will have on the present system. The liberalization program is based on a number of hypotheses about how farmers and traders will react to the opening of the cereals export market. Since the surveys will be focused at the farm and rural market level, they will provide a very timely means of testing these assumptions and adjusting the Program when necessary.

Market surveys will be conducted three times during Year One: postharvest in September, mid-year in January or February and immediately before the next harvest in May or June. To understand how the marketing

system participants act throughout the crop year, each survey will examine key facets of the cereals marketing system. The objects of study may include:

- technical characteristics of various cereals, and the effect on harvesting, marketing and processing;
- market system participants and organization;
- marketing infrastructure;
- market system operation;
- marketing strategies of farmers.

Researchers conducting the surveys will also work closely with their counterparts in DESA to ensure that information collected through DESA's system is available to and used in the marketing studies. Three subjects in particular will present valuable opportunities for collaboration:

- consumption patterns;
- supply situation;
- price trends and seasonality.

These periodic market surveys will be conducted by Togolese professionals and DESA. Technical assistance will instruct Togolese in the use of survey methods. An advisor will accompany and supervise each team of Togolese researchers during the fieldwork. Three teams with two Togolese and one advisor can adequately cover the study areas of the five economic regions. Upon completion of the fieldwork, assistance will be provided in the analysis of the information collected and in identifying targets for utilization of local currency counterpart funds. The long-term goal is to develop a Togolese institutional capacity to conduct marketing research as a means of informing policy reform decision-making.

C. Licensing Procedures and Rules

The cereals export licensing system to be established under the AEPRP/CELT must have clear procedures in place before it is decided what the level of exports can be and licenses are offered for sale. Conditions Precedent to disbursement of the first dollar tranche of the program grant will require, inter alia, the formation of a Cereals Export Licensing Commission and definition of its responsibilities. The GOT covenants that it will promulgate a set of detailed rules governing the intervention by TOGOGRAIN (Togolese Government Cereals Marketing Board) in the cereals market, limiting it to management of the strategic grain reserve. These actions are essential to the policy reform that is the objective of the cash transfer.

Licenses issued in the September-November period will remain valid from the date of issue at least until the period of March/April, and may be extended. This aspect of the program is critical to the liberalization process because it will allow exporters a wider opportunity to take advantage of regional export market price signals. Shortened periods of license validity can create risks to exporters that would constitute barriers to entry into the export marketing process. Similarly, permitting licenses to be issued at the earliest possible time after the production forecasts have been made will give exporters greater opportunity to buy on the domestic market at advantageous prices in anticipation of export opportunities later in the year.

Precise procedures for licensing will be developed by the government assisted by technical assistance. An export volume formula for the first year of the program will be developed early in the program. Licenses are due to be put out to buyers before the harvest season begins and granted for specified volume units of cereals, perhaps in 250 sack units, each sack consisting of 100 kgs. Depending on the precise rules in effect, a buyer may be able to purchase as many licenses in units of 250 sacks as desired. Licenses would then no longer be issued when the government's volume limits is reached. Merchants will then have the right to export while the licenses are valid.

Technical assistance is to assist in accelerating the provision of production forecasts for the major maize production zones in Togo's Maritime, Plateaux and Centrale regions. The crop production forecasts, plus information on consumption trends and food security stocks will be used by an interministerial commission in deciding on its recommendation of the volume of maize exports that will be available for export under license. The formula for Year One will compare forecasts of production with estimates of national consumption and stock building needs. The formula will specify a volume of cereals exports that does not negatively affect food security.

Total annual maize consumption needs are calculated on the basis of per capita consumption of maize in rural and urban areas, seed requirements, a spoilage and weight loss allowance, and security stocks required by TOGOGRAIN. Forecasts of production in the first harvest, net of estimated consumption needs, will indicate either the shortfall that will have to be made up by importing food or the surplus over normal requirements. The results of the estimation procedure will permit the government to make decisions concerning the issuance of export licenses.

At the end of the first year of the program the government will establish an export volume formula relying less on forecasts of production surpluses to determine surpluses and more on price data. Producer and consumer prices would thus act to trigger the licensing process.

4. REPORTING REQUIREMENTS

A. Financial Reports

(1) Annual Financial Accounting Report: The contractor shall provide the Project Officer (USAID/Togo) and the Regional Contracts Office (REDSO/WCA, Abidjan) each with one copy of an annual financial accounting report. This report will include actual incurred costs for each of the contractor's fiscal years, projected expenditures for the life of the contract, and the number of person-months utilized during the reporting period (in accordance with Section H, Article 3, "Level of Effort"). This report is due 45 days after the close of the contractor's fiscal year.

(2) Other financial reports will include breakdown of costs by approved budget line items. Travel will be identified by who, when, and routing. Invoicing will be on a quarterly basis. The original and two copies of these financial reports shall be submitted to the Office of the Controller, WAAC-REDSO/WCA, Abidjan via Air Pouch, Department of State, Washington, D.C. 20520. In addition, one copy of all financial reports shall be submitted to the Project Officer, USAID/Togo, Lome via Air Pouch, Department of State, Washington, D.C. 20520. - 2300

B. Performance Reporting

✓ (1) The contractor shall submit semi-annual program performance reports, a yearly performance report and a final report which briefly presents:

(a) A comparison of actual accomplishments with the goals established for the period, including recommendations covering the current needs in the fields of activity covered under the terms of the contract;

(b) Reasons why established goals are or are not met;

(c) Other pertinent information including, when appropriate, analysis and explanation of cost overruns or high unit costs.

(d) Updating the status/performance of trainees and national counterparts.

(2) The contractor's semi-annual performance reports will be supplemented by quarterly statements of past quarter accomplishments and planned activities for each team member for the next quarter.

(3) The contractor will submit annual workplans for each long-term team member. Workplans for Year One will be submitted within two months of team member's arrival at post. Workplans for Year Two will be submitted no later than September 15, 1988.

(4) Between reporting requirements, if any events occur which may have significant impact upon the contract and/or project, the contractor shall inform the Project Officer as soon as the event or condition becomes known. Such events or conditions may include, but are not limited to:

- (a) Problems, delays or adverse conditions that will materially affect the ability to attain project objectives, prevent the meeting of time schedules and goals or preclude the attainment of project work units by established time periods. This disclosure shall be accompanied by a statement of the action taken, or proposed to be taken, and any USAID assistance needed to resolve the issue.
- (b) Favorable developments or events that enable time schedules to be met sooner than anticipated or to surpass project outputs.

(5) Five copies of each report shall be submitted to the Project Officer, USAID/Togo, Lome via air pouch, Dept. of State, Washington, D.C. 20520

C. Program Monitoring and Evaluation Reports

The AEPRP/CELT is, for AID, a policy reform initiative in which the Togolese government receives dollar cash transfers in return for specific policy changes, going beyond those agreed to in principle with the World Bank. For the Togolese government, which also receives grant/U.S. technical assistance, it is a program moreover, which accompanies those policy changes with a set of local currency investments -- in data collection and analysis, a credit facility and transportation improvements. The primary purpose of monitoring and evaluation by A.I.D. will be verification of the achievement of terms of conditionality and indicators of policy reform implementation. Secondly, and jointly with the Togolese government, AID is interested in the effective use of the counterpart local currency in underpinning the reforms.

(1) Contractor's representatives will assist USAID/Togo to document, on a quarterly basis, the continued policy dialogue and reform implementation process, as well as progress in donor coordination on general structural adjustment and policy reform. Performance monitoring will chart progress on at least seven benchmarks starting at ground zero in July, 1986:

- (a) number of maize export licenses,
- (b) number of exporters licensed,
- (c) MT maize exported under license,
- (d) monthly reports on crop estimates and prices disseminated by DESA,
- (e) plans for future year export licensing system,
- (f) advance yearly crop forecasts produced by DESA,
- (g) adherence to TOGOGRAIN's market intervention rules and limitations on participation in the export market.

A record of achievement is to be built up that will inform: first, decisions on disbursement of the second tranche; second, further steps in the policy dialogue and consideration of subsequent assistance; and third, the parameters of the final program evaluation.

(2) During the program's first year, the information system established to support the export licensing program should achieve the following:

- (a) crop forecasts for the 1987 maize crop which are accurate enough to be used to determine the volume of exports;
- (b) a refined formula for using crop production and price information to regulate export licensing in 1988;
- (c) training programs (via technical assistance) in conducting production and price surveys and microcomputer applications for policy analysis;
- (d) establish formal links among the principal institutions in the information system, i.e., DESA, Office of General Statistics and the Ministry of Commerce;
- (e) monthly publication of crop forecasts and producer and consumer prices in newspapers and on radio and television.

(3) With this foundation, by the end of the second year of the program, the Government of Togo should have a system which provides crop production and price information which is timely and accurate enough, to (i) assess the status of national food security on a monthly basis, (ii) regulate the issuance and termination of export licenses for cereals, and (iii) inform producers, traders and consumers of market conditions so they can make better decisions about sales and purchases.

(4) On the government's part, use of counterpart local currency is expected to have its greatest early effect (apart from supporting the above data operation) in the finance of grain storage. In the first year: at least one fully designed and costed technical package (construction/fumigation/operation) should be available; a priority list of farmer groups should be established for prospective loans; and operating procedures for the credit program of the National Agricultural Credit Bank should have been developed.

During the second year, the following quantitative targets should be achieved: within six months, 50 storage units should be built and another 100 scheduled for completion within the next six months; and within the year these 150 units should be completed and another 150 scheduled for completion within the next eight months. By the end of the second year of the program, a storage capacity of 5,000 tons should have been built and be operational.

Contractor's representatives will only provide guidance to Togolese counterparts and related technicians in establishing the best format required for reporting these program outputs.

(5) The nature and importance of the AEPRP/CTLP call for a final evaluation which records progress, draws lessons, and informs future programs. The program so far as AID is concerned will last from July 1986 through September 1989. That will comprise three licensing and exporting seasons, three years of lending by ONCA, two years of technical assistance to crop forecasting and market analysis institutions, and what should be the initiation of a IBRD/IDA roads maintenance program. Dollar funded technical assistance will joint USAID/Togo and REDSO/WCA specialists in a joint AID/GOT evaluation of the program around May, 1989. The terms of reference for that evaluation will be determined three months or so beforehand, taking into consideration the policy environment, quality and accessibility of monitoring information, and the inclination of the donor community to provide further assistance along these or other lines at that time.

Contractor's representatives will be requested to cooperate with members of the evaluation mission, including sharing of their time and reports so that the terms of reference can be met in the most expeditious manner.

(d) guard against restrictive trade practices and assure free competition by developing a regulatory framework.

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5. INDIVIDUAL SCOPES OF WORK

AID encourages the participation of former Peace Corps Volunteers in this program.

A. ADVISOR TO THE AGRICULTURAL STUDIES AND STATISTICS SERVICE (DESA) AND CHIEF OF PARTY (24 person/months)

Purpose: Assist the Togolese Government's Agricultural Studies and Statistics Service (DESA) to strengthen its institutional capacity to participate actively and meaningfully in a crop data collection, monitoring and analysis process which leads towards government decision-making in such areas as: food security, rural investments, producer incentives, more efficient marketing system, private participation, and international trade practices.

Responsibilities: Under the supervision of the Mission Rural Development Officer, the Agricultural Studies/Statistics Service Advisor will perform the following tasks:

(1) Assist DESA in the development and implementation of a system to make estimates of supplies and utilization/consumption of cereals in Togo; (2) estimate the level of exportable cereal supplies, and (3) monitor and forecast producer and consumer cereal prices, so as to enable DESA to present this information and analysis as the basis for making decisions on managing Togo's food supply, including decisions on the issuance of export licenses.

(2) Concentrate on a data generating capacity in Year One, in order to be able to present a supply and utilization (production/price/consumption) model, and assist the Government in minimizing risk in the export program.

(3) Move towards considerations of broadening export policy, and identifying investments and projects that maximize impact on the Government's major policy objectives: food security and equity.

In this regard, particular attention must be taken to:

(a) assure that food security isn't threatened by developing a regularized monitoring and analysis capacity that looks at production and price trends.

(b) increase producer incentives by developing alternate policy models for the next steps to be taken in the development of the export system, e.g. whether to continue with licensing, allow exports with no licensing, etc.

(c) assure a more efficient marketing system by identifying program interventions and investments that will address efficiency

(4) While placed nominally under the direction of the service director of each of the above institutions, the technical assistance engaged under the contract will be ultimately responsible for the performance of their terms of references, to AID.

(5) Actively fill line functions within the DESA organization, particularly at the level of analysis and policy formulation: the Advisor will assess data needs for production and prices, review the systems for gathering that data, assist the Government in the analysis of that data for building the appropriate policies, and deal, as necessary, with the presentation of the policy ramifications to the Government.

Outputs:

- (a) A monitoring, analysis and reporting capacity.
- (b) Alternative policy models for the further liberalization of the export program.
- (c) An investment program to improve the efficiency of the export marketing program.
- (d) A regulatory framework to ensure/enhance the efficiency and opening of the export process.

Qualifications: Graduate training in agricultural economics above the masters level: substantial experience in agricultural commodity research and analysis, including experience in estimating supply and utilization of agricultural commodities and in forecasting crop supply, demand and prices. Minimum English and French at S-3, R-3 level; extensive experience in preparing agricultural policy analysis, including demonstrated experience in preparing analytical reports for use by policy officials as well as reports destined for public dissemination. Demonstrated capacity to maintain sound relationships with colleagues and to work and negotiate at senior management levels: Experience in working in Africa (minimum five years of development work, preferably in Francophone Africa).

B. AGRICULTURAL MARKETING SPECIALIST AND ADVISOR TO THE MINISTRY OF RURAL DEVELOPMENT (24 person/months)

Purpose: Undertake a series of studies to assess the organization, operation and performance of the cereals marketing system in order to identify what further technical and financial interventions the Government should make to improve the efficiency of the system.

Responsibilities: Under the supervision of the Mission Rural Development Officer, the Agricultural Marketing Specialist will perform the following tasks:

(1) Conduct a series of studies and surveys to identify problems, opportunities and constraints for producers and traders and assist the government to increase direct producer participation in the marketing system. Each survey will examine the following key aspects of the cereals marketing system:

- Tun. Identified more than 100 Collections Centers*
- (a) Technical characteristics - examination of how technical characteristics of different cereals affect physical marketing practices such as harvesting, storage, and processing. *Tun*
- (b) Marketing system participants and organization - identify marketing channels and participants, including types and numbers of firms and their geographical distribution. Identify key assembly, redistribution and terminal markets. *Tun*
- (c) Marketing infrastructure - assess physical infrastructure for marketing, including adequacy of storage, transportation and markets and evaluate the degree to which these constrain market access and incentives to produce for the market. *Tun 10% To*
- (d) Marketing system operation - examine exchange processes, risk-sharing mechanisms and information dissemination and any evidence of unusual market power. *Tun*
- (e) Marketing strategies of farmers - examine sales practices including timing and volume of sales, terms of transactions and storage practices. *Tun To go*
- Forecasting level of local production for 10 yr plan. →*
- (f) Consumption patterns - estimations of supply availability and determination of the direction and magnitude of commodity flows. Prepare maps of surplus and deficit areas. *Tun To Cassava*
- (g) Price trends and seasonality - analysis of seasonal and secular trends in wholesale and retail prices and examination of the affect of price variation on wholesaler behavior. *Tun - 109*

Outputs: Since the surveys will be focused at the farm and rural market level, they will provide a very timely means of testing assumptions underlying the export liberalization program and adjusting the program when necessary. The surveys will assess the extent to which these hypotheses are valid:

- (a) Farmgate prices for cereals will increase due to increased demand generated by the export market;
- (b) Farmers will increase cereals production in response to increased prices;
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(c) Farmers will increase investment in storage, through participation in groupements, to increase their market power; :

(d) Farmers will gain access to more buyers as competition for limited supply brings more buyers;

(e) Traders will seek greater supplies of cereals once they are assured of an export opportunity and a stable government policy with respect to commercial exports of cereals; and

(f) Farmers will form groupements as means of gaining access to credit for inputs to increase productivity and to obtain storage and marketing services to increase their influence in the market.

(2) Supervision of the conduct of the periodic RAPID reconnaissance surveys will be the responsibility of the Agricultural Marketing Specialist, using personnel as appropriate from various technical services and national consulting firms, and by short term expertise as required.

(3) The Agricultural Marketing Specialist will be responsible for the design, conduct and analysis or periodic studies of the Togolese cereals market. Specifically, this involves assessing the organization, operation and performance of the cereals marketing system to identify the impact of policy reform such as the liberalization of the export market. Special studies of the regional cereals market may also be required.

Qualifications: The Agricultural Marketing Specialist will hold either a PH.D or a M.A. in agricultural economics, economic anthropology or economic geography and have at least five years of experience in the analysis of marketing systems in developing countries. Experience in Africa is highly desirable and experience in Francophone Africa is preferable. The specialist must be fluent in French and English at least at the S-3, R-3 level.

C. AGRICULTURAL STATISTICIAN (3 person/months)

Purpose: To strengthen the institutional capacity of DESA systematically to collect and analyse data on cereals production, prices and marketing.

Responsibilities: Under the supervision of the Mission Rural Development Officer, and yearly for two months per year, for two years, corresponding with the schedule for field work and preparation of analytical reports worked out with the director of Agricultural Studies and Statistics Service (DESA) and the program Agricultural Economist, the Agricultural Statistician will perform the following specific tasks:

- (1) Conduct field observations of crop conditions;
- (2) Review data collection procedures of DESA and recommend improvements;
- (3) Assist DESA's staff in data collection and statistical analysis of crop conditions;
- (4) Prepare with DESA staff an estimate of yearly crop production;
- (5) Make recommendations for further levels and types of technical assistance to strengthen DESA's capacity to assess and make estimates of crop production;
- (6) Organize and conduct training programs for DESA personnel according to the following plan:
 - (a) Enumerators - Training in techniques for estimating area under cultivation and crop yields. Review price collection techniques and advice on how generally to record data.
 - (b) Field Supervisors - Training in management of surveys and techniques to be used in collection of production and price data.
 - (c) Statisticians - Training in area frame sampling. Review of techniques used to extrapolate data to regional and national levels. Training in the use of microcomputers to organize and analyze data. Training in the use of techniques in making estimates and forecasts of crop supplies, including exportable supplies and in monitoring and forecasting price movements.
 - (d) Analysts - Training in the design of survey instruments which are computer-compatible. Training in the use of microcomputers for data analysis. Instruction in the use of rainfall data, aerial photography and satellite imagery as crop production forecast indicators. Assist, along with the agriculture economist, in training in the application of the formula for determining the existence of exportable surpluses. Analysis of price data. Training in the preparation of reports for use by decision makers and for public dissemination.

Outputs:

- (a) Enumerators trained in crop and yield estimation techniques and in the collection of price data.
- (b) Statisticians trained in sampling procedures, crop estimation techniques and the use of microcomputers.

(c) Analysts trained in the use of crop forecast information as a means of measuring exportable cereal surpluses and trained in microcomputer applications.

(d) A fully articulated system for estimating cereals supply and utilization.

Qualifications: PH.D in agricultural statistics, with substantial experience in design and implementation of sampling systems for estimated area, yield and production in cereal crops. Familiarity with FAO, NOAA and WMO agriculture statistical and agro-climatological programs is desirable. Thorough working knowledge of agriculture statistical software packages is essential. Proven training skills in the field and office in the use of relevant hardware/software is a requirement. Living/working experience in Africa is desirable; preferably in Francophone Africa. French and English minimum language ability is at the S-3/R-3 level.

D. AGRICULTURAL TRADE AND INTERNATIONAL MARKETING SPECIALIST (3 months)

Purpose: Devise an export licensing system for cereals to be used by the Ministry of Commerce. Assist the Government Cereals Marketing Board to codify its operating rules for intervention in the domestic and export markets.

Responsibilities: Under the supervision of the Mission Rural Development Officer, over yearly periods for up to two months per year, for two years, the Agricultural Trade and International Marketing Specialist will perform the following tasks:

- (1) Review past Government Cereals Export Licensing procedures and their effects on production and marketing incentives;
- (2) Design an export licensing system in collaboration with the Ministry of Commerce that addresses the following considerations:
 - (a) Timing of issuance and length of license validity;
 - (b) Qualifying requirements for license applications;
 - (c) Cost of license and procedures for distributing licenses;
 - (d) Volume (i.e., metric ton) unit of each license;
 - (e) Renewal procedures.
- (3) Develop a set of rules regarding the operation of TOGOGRAIN (Togolese Government Cereals Marketing Board) which covers the following points:

- (a) When and at what price TOGOGRAIN may buy cereals;
 - (b) Conditions under which TOGOGRAIN may sell on the domestic market;
 - (c) Conditions under which TOGOGRAIN may export cereals;
 - (d) Management of TOGOGRAIN's stock, i.e., turnover each year; etc.
- (4) Examine arguments for and against a phased close-out of TOGOGRAIN's operations, including holding and managing cereal stocks, with special consideration for more cost efficient increased producer participation in the marketing system.
- (5) Examine Togo's cereal export potential, based on the expectation that sufficient production potential exists to produce an exportable surplus. Investigate regional demand for cereals, notably in urban areas of near-by Sahelian countries; investigate the profitability of such exports.
- (6) Investigate other export opportunities, through commercial channels via so-called "triangular" trade arrangements, with financing by bilateral or multilateral donors to drought-affected Sahelian countries or elsewhere.

Outputs:

- (a) A detailed report describing the export licensing system to be used by the Ministry of Commerce in the implementation of the program.
- (b) A set of operating rules for TOGOGRAIN's buying, selling and stock management operations.

Qualifications:

The Marketing Specialist will hold either a PhD. or a M.A. in Agricultural Economics, Economic Anthropology or Economic Geography and have at least five years of experience in the analysis of marketing systems in developing countries. Experience in Africa is highly desirable. The specialist must be fluent in French at the S-2/R-2 level, or above.

E. HOME OFFICE

The Home Office will provide a Project Backstop Officer, secretarial assistance and accounting and bookkeeping services as needed.

The Project Backstop Officer will:

- (1) Act as chief correspondent on all matters related to this contract.
- (2) Provide, or arrange to be provided, all logistical support required to send and maintain the contract team for the life of the contract. This includes briefing the contract team, ticketing, arranging for shipment of UAB and HHE, prompt payment of salaries, per diem, educational and other allowances, maintaining communications with the Chief-of-Party and providing sufficient office supplies to the contract team to enable them to satisfy contract report requirements.
- (3) Ensure that contract reporting deadlines are met, including technical reports and studies specified in the description of services and reporting requirements, above, and also including invoicing.
- (4) With the prior consent of the AID Mission, make periodic field visits to the contract team, or arrange for other appropriate Home Office personnel to visit. Visits, to the extent possible, should be co-ordinated with travel to other field posts in which Home Office has contract responsibilities, so as to optimize costs.

End of Section C

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2. KEY PERSONNEL

A. The key personnel which the contractor shall furnish for the performance of this contract are as follows:

<u>Name</u>	<u>Position Title</u>
	Agricultural Studies/Statistics/Advisor Chief of Party Agricultural Marketing Specialist

B. The Personnel specified above are considered to be essential to the work being performed hereunder. Prior to diverting any of the specified individuals to other programs, the contractor shall notify the Contracting Officer reasonably in advance and shall submit justification (including proposed substitutions) in sufficient detail to permit evaluation of the impact on the program. Such substitutions must be proposed to the Contracting Officer not later than 30 days after the diversion of any of the specified individuals. Failure to do so may be considered nonperformance by the contractor. No diversion shall be made by the contractor without the written consent of the Contracting Officer; provided, that the Contracting Officer may ratify in writing such diversion and such ratification shall constitute the consent of the Contracting Officer required by this clause. The listing of key personnel may, with the consent of the contracting parties, be amended from time to time during the course of the contract to either add or delete personnel, as appropriate.

3. LEVEL OF EFFORT

A. The level of effort for the performance of this contract, on which the budget is predicated, shall be 54 (fifty-four) total person-months of direct field labor. (Home Off not inc)

B. The estimated composition of the total person-months of direct field labor is as follows:

<u>Title</u>	<u>No. of Person-Months</u>
Agricultural Studies/Statistics Advisor (Chief-of-Party)	24
Agricultural Marketing Specialist	24
Agricultural Statistician	3
Agricultural Trade and International Marketing Specialist	<u>3</u>
Total:	54

NOTE: The provision of some or all of this effort may be provided through subcontracts and/or consultants. However, pursuant to the clause of this contract entitled "Subcontract Under Cost Reimbursement and Letter Contracts - APR 1984," such subcontracts may require the prior written approval of the Contracting Officer; and, pursuant to the clause of this section entitled "Personnel Compensation", consultants may require prior written approval of the AID Project Officer or the Contracting Officer, as specified therein.

C. With the exception of Key Personnel, it is understood and agreed that the rate of person-months per year may fluctuate in pursuit of the technical objective provided such fluctuation does not result in the utilization of the total person-months of effort prior to the expiration of the term hereof, and it is further understood and agreed that the number of person-months of effort for any classification, except for the person-months of the Key Personnel, may be utilized by the contractor in any other direct labor classification if necessary in the performance of the work.

D. The Contracting Officer may, by written order, direct the contractor to increase the average monthly rate of utilization of effort to such an extent that the total person-months of effort, specified above, would be utilized prior to the expiration of the term hereof. Any such order shall specify the degree of acceleration required, and the revised term hereof resulting therefrom.

E. In the event the contractor fails to furnish the level of effort set forth herein for the specified term (see Section F, Article 1) the Contracting Officer may require the contractor to continue performance of the work beyond the estimated completion date until the contractor has furnished the specified level of effort or until the estimated cost of the work for such period shall have been expended.

F. For the purpose of this contract, a person-month of effort is defined as one person working 22 days, 8 hours per day.

G. Candidates for overseas assignments must be submitted by the contractor simultaneously to the Contracting Officer and the AID Project Officer not later than 30 days after notification to the contractor of the need for such personnel. Failure to do so may be considered nonperformance by the contractor.

4. PERSONNEL COMPENSATION

A. Limitations

Compensation of personnel which is charged as a direct cost under this contract, like other costs, will be reimbursable in accordance with the article of this section entitled "cost reimbursable and logistic support to the contractor" and "fixed fee", and other applicable provisions of this contract but subject to the following additional specified understandings which set limits on items which otherwise would be reasonable, allocable, and allowable.

(1) Approvals. Salaries and wages may not exceed the contractor's established policy and practice, including the contractor's established pay scale for equivalent classifications of employees, which will be certified to by the contractor, nor may any individual salary or wage, without approval of the Contracting Officer, exceed the employee's current salary or wage or the highest rate of annual salary or wage received during any full year of the immediately preceding three years. There is a ceiling on reimbursable salaries and wages paid to a person employed directly under the contract of the maximum salary rate of FS-1 (or the equivalent daily rate of the maximum FS-1 salary, if compensation is not on an annual basis), unless advance written approval is given by the Contracting Officer.

(2) Salaries During Travel. Salaries and wages paid while in travel status will not be reimbursed for a travel period greater than the time required for travel by the most direct and expeditious air route.

(3) Return of Overseas Employees. Salaries and wages paid to an employee serving overseas who is discharged by the contractor for misconduct, inexcusable nonperformance, or security reasons will in no event be reimbursed for a period which extends beyond the time required to return him promptly to his point of origin by the most direct and expeditious air route.

(4) Annual Salary Increases. Annual salary increases may not exceed those provided by the contractor's established policy and practice. With respect to employees performing work under this contract, one annual salary increase of not more than 5% of the employee's base salary may, subject to the contractor's established policy and practice, be granted after the employee's completion of each twelve month period of satisfactory services under the contract. Annual salary increases of any kind exceeding these limitations or exceeding the maximum salary of FS-1 may be granted only with the advance written approval of the Contracting Officer.

(5) Consultants. No compensation for consultants will be reimbursed unless their use under the contract has the advance written approval of the cognizant AID project officer; and if such provision has been made or approval given, compensation shall not exceed, without specific approval of the rate by the Contracting Officer, (1) the current compensation or the highest rate of annual compensation received by the consultant during any full year of the immediately preceding three years or (2) the maximum daily salary rate of FS-1, whichever is less.

(6) Third Country and Cooperating Country Nationals. No compensation for third country or cooperating country nationals will be reimbursed unless their use under the contract has the prior written approval of the cognizant AID project officer. Salaries and wages paid to such persons may not, without specific written approval of the Contracting Officer, exceed either the contractor's established policy and practice; or the level of salaries paid to equivalent personnel by the USAID Mission in the cooperating country; or the prevailing rates in the cooperating country, as determined by AID, paid to personnel of equivalent technical competence. In no event shall compensation for such persons exceed the FS-1 rate, unless approved in advance by the Contracting Officer.

NOTE: The daily rate of a Foreign Service Officer class 1 (FS-1) is determined by dividing the annual salary by 2087 hours and multiplying that figure by 8 hours. Any approvals issued by the AID Project Officer pursuant to paragraph 5 and 6 above shall be retained by the contractor for audit purposes and a copy of each and every such approval shall be furnished to the Contracting Officer by the contractor. Approvals issued by the AID Project Officer pursuant to the above must be within the terms of this contract, and shall not serve to increase the authorized level of effort; or the total estimated cost or the obligated amount of this contract, whichever is less.

(7) Work Week :

(a) Nonoverseas employee. The work week for the contractor's nonoverseas employees shall not be less than the established practice of the contractor.

(b) Overseas employees The work week for the contractor's overseas employees shall not be less than 40 hours and shall be scheduled to coincide closely with the work week for those employees of the AID Mission and the cooperating country associated with the work of this contract. The annual work calender for overseas employees will be the work calender of the Government of Togo. Work on Saturdays or Sundays will not be paid for under the contract.

B. Leave time:

Leave time for overseas employees, either for annual leave or for Rest and Recuperation, must be requested in advance in writing, and receive the written approval of the Project Officer, USAID/Togo. Leave should be scheduled so as not to interfere with priority actions due to be implemented under the Program.

C. Definitions

As used herein, the terms "Salaries," "Wages", and "Compensation" mean the periodic remuneration received for professional or technical services rendered exclusive of overseas differential or other allowances associated with overseas service unless otherwise stated. The term "Compensation" includes payments for personal services (including fees and honoraria). It excludes earnings from sources other than the individual's professional or technical work, overhead, or other charges.

5. SPECIAL PROVISIONS

A. Language Requirement

The contractor's employees serving overseas under this contract shall have excellent written and oral communication skills in English. In addition, each long-term consultant must have French language capability at a minimum level of S-3, R-3, as defined by the Foreign Service Institute (See Section J Exhibit 3 of this solicitation). Short-term consultant must have French language capability at a minimum level of S-2, R-2. The contractor must provide written results of recent (within 1 year). FSI or equivalent testing is preferred.

B. Security Requirements

The contractor shall not have access to classified information or administratively-controlled information.

C. Duty Post

The duty post for work performed under this contract will be Lome, Togo with up-country travel.

D. Physical Fitness

Contractor's overseas employees will present evidence of sound physical condition, dated within ninety (90) days of signature of the contract, stating that the consultant is free of infectious disease and fit to work and travel in Togo without medical supervision. Medical statements on dependents coming to post are required also.

E. Relationships of Contractor to Cooperating Country and to AID

(1) Relationships and Responsibilities. The contractor is responsible for the day to day work required to ensure that contract activities are accomplished. This work will be accomplished by the contract team functioning as advisors to and co-workers with designated Togolese counterparts or work colleagues.

The agricultural economist (and Chief-of-Party) will work within the Agricultural Studies and Statistics Service. The consultant will serve as a technician in the consultant's field of specialty and as an advisor to the Director of this service, serve a coordinating role with the other consultants, represent the consultant team before the AID Mission in matters related to the Program, and may serve as spokesman for the consultant team and the AID Program before government entities.

The agricultural marketing specialist will work within the Ministry of Rural Development (General Direction). The consultant will serve as a technician in the specific field of expertise and as an advisor to the Director of Rural Development, and may serve as spokesman for the consultant team and the AID Program before government entities.

The agricultural statistician will work within the Agricultural Studies and Statistics Service and serve as an advisor to the Director of this service. The consultant may also be requested to serve as a technical advisor and trainer in other government services related to the Program which require statistical expertise.

The agricultural trade and international marketing specialist will work between TOGOGRAIN and the Ministry of Commerce/Transport, and serve as a technician according to the specific field of expertise required, as well as an advisor to the Director of TOGOGRAIN and the appropriate Direction within the ministry.

(2) Cooperating Country Liaison Officials. The Togolese Government's Program Liaison Officials is the Minister of Rural Development, and those other senior officials within that ministry, or other government ministries, whom the Minister may indicate.

(3) AID Liaison Officials. USAID's designated Project Officer will represent USAID/Togo in Program matters which relate to work to be performed under the contract by contractor's employees, and will assist the employees in establishing their contacts within the appropriate government technical and planning services. (The Ministry of Rural Development including Direction General of Rural Development, the Agricultural Studies and Statistics Direction and TOGOGRAIN, the Ministry of Commerce and Transports, the Ministry of Plan and Mines, and the Cereals Export Licensing Commission.) The Project Officer will assure that the contractor's employees provide timely and accurate project implementation including budgeting, work plans, financial accounting and reporting, contractor reporting requirements, and obtaining necessary clearances and approvals from USAID and AID/W.

(4) AID authority in Togo is ultimately entrusted to and exercised by the AID Representative, or by additional representatives which may be designated.

(5) The Regional Contracting Officer, REDSO/WCA, in Abidjan, Cote d'Ivoire, is responsible for actions which arise out of the contract.

F. "Travel and Transportation" and "Personnel"

In accordance with each of the above clauses of this contract, whereunder the contractor may not send individuals outside the United States to perform work under this contract without the prior written approval of the Contracting Officer, the Contracting Officer does, hereby, provide said approval for those individuals required to travel outside the United States; provided, however, that concurrence with the assignment of any and all said individuals outside the United States is obtained by the contractor, in writing, from the cognizant AID Project Officer (USAID/Togo) prior to their assignment and travel abroad. Such approval must be within the terms of this contract, is subject to availability of funds, and should not be construed as authorization to increase the level of effort; or the total estimated cost or the obligated amount of this contract (whichever is less), which are subject to the clauses of this contract entitled "Limitations of Funds" or "Limitation of Cost", as applicable. A copy of each and every approval issued by the AID Project Officer pursuant to this paragraph shall be retained by the contractor for audit purposes and a copy of each shall be furnished to the Contracting Officer by the contractor.

Other possibilities should be considered. A network of computers across the country could be created. An agricultural data bank could link with the General Statistics of the Ministry of Planning and even with a regional data bank for the ECOWAS countries. Since a regional data bank for cereals is going to be established in Abidjan, a regional network of computer exchanges could be built.

To assist in these deliberations, the assistance of the manager of Nathan Associates' computer services, David Lounsbury, was requested. He has had relevant experience in Zambia, Bangladesh, and Ghana. He came to Lomé twice and met people connected with computers in the private sector and in the government. He collected information on the project in Togo, answered several technical questions, and brought technical documentation from the United States. He wrote a draft proposal for a comprehensive computer installation for the Ministry of Rural Development and for the Ministry of Planning—to be implemented in phases over a period of at least 5 years. The report was submitted to the CENETI, DESA, and USAID/Lomé. In this report Nathan Associates proposes to assist the Government of Togo in the important study that should take place before designing the system to be installed and, furthermore, proposes to serve as integrator for new processes and technologies that may be available in the future. USAID support for such a project is needed. In the meantime, the additional five computers that are to be delivered to DESA will help to maintain the momentum in computer use at DESA.

Enlarging the scope of the project in these two aspects (with Dr. Rigault's contribution in export marketing and with David Lounsbury's proposal for data processing and communication) has had a positive impact on the AEPRP/CELT program in Togo. Progress has been made. In spite of difficulties, much good has been accomplished, especially in strengthening friendly and productive ties between the Republic of Togo and the United States of America.

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ANNEX II

I. TECHNICAL PROPOSAL

Introduction

This chapter presents our understanding of the CELT project, as well as our approach to the implementation and management of this project. The chapter begins with a discussion of Togo's agricultural potential. The second section details the proposed activities under the CELT program, presents our recommendations on methodology, and describes our approach to meeting project objectives. The third section contains our management and implementation plans.

Understanding of the Project

Togo's Agricultural Potential

Togo's participation in the AEPRP shows its potential to enjoy the benefits of export-driven agricultural production. Togo's historical production surpluses enable it to begin to exploit export opportunities which will ultimately increase farm-gate prices, encourage local production, increase food security, and stabilize prices.

Current Production

Togo's five regions (Maritime, Plateaux, Centrale, Kara, and Savannes) produce a wide variety of crops which reflect the geological and climatic variation across the country. Figures 1 through 8 clearly indicate the regional dispersion of Togo's main crop production, as outlined below:

- Maize (Mais): produced primarily in southern regions (Maritime and Plateaux) (Figure 1)
- Sorghum-Millet (Sorgho-Mil): production concentrated in the two northern-most regions (Figures 2 and 3)

deficit for maize, sorghum-millet, and root crops (manioc and yams) over the past eight years. These crop groupings (e.g., millet with sorghum) are those currently used in Togo when considering exportable surpluses. As can be deduced from these trend lines, Togo has generally been able to produce beyond its needs for one or more crops.

Exploiting Togo's Potential

The AEPRP/CELT will do much to assist Togo to exploit its exportable surpluses. To do so, DESA and other governmental organizations must be able to forecast annual production before the final harvest takes place. This will enable the licensing authorities to organize and distribute export licenses before the next production season. Forecasting and licensing alone, however, will fall short of insuring that exports will take place. Infrastructural bottlenecks will need to be identified during the course of market surveys. These surveys will lead to strategic guidelines and investment priorities which will establish and formalize export distribution channels. Targeted improvements in storage and transportation will ensure that farmers will be able to participate in the export process and be able to sell their products when prices are not depressed.

The May 1987 report of the Comite Technique d'Exportation des Cereales et Autres Produits Vivriers demonstrates Togo's keen interest in exporting all its agricultural products, not just maize (see Appendix D). Despite DESA's ability to produce estimates, many serious problems exist with the underlying data; they result from deficient collection procedures, tabulation, and sample design. Licensing systems suggested previously have been based on tenuous assumptions, as discussed below. Data on farm size and production will do much to give the licensing committee a clearer idea of appropriate mechanisms.

Finally, Togo's interest in exporting cereals and root crops will have implications for storage and transportation development as well as the GOT's exploitation of appropriate market channels. Togo will need to have a solid understanding (from production to consumption), not only of cereals, but also of the other major crops produced in Togo. In the long run, Togo's export-driven agricultural sector will improve the country's standard of living and act as a model from which other West African economies can develop similar policies.

Project Methodology

Introduction

This section outlines key areas (in addition to those identified in the RFP) that should be addressed as part of the long-term technical assistance program. The discussion revolves around the three principal objectives of the CELT program, namely the development of a crop production and price monitoring system, timely and accurate surveys of the cereals marketing system, and the implementation of an export licensing system.

Crop Production and Price Monitoring System

Background

DESA is the primary Togolese organization responsible for agricultural data collection. Its responsibilities, as discussed in the RFP, are now central to the AEPRP/CELT mandate. This section discusses both statistical and non-statistical (i.e., organizational) difficulties now faced by DESA in meeting its responsibilities. A report submitted by RRNA to DESA and USAID/Lome in September 1986 gives concrete recommendations; see Appendix A. A revision of these recommendations was submitted in early 1987 and is found in Appendix B. The discussion in this section will be more general.

DESA's core staff includes:

Director	1
Regional Supervisors	5
Methodology Specialist	1
Research Specialist	1
Documentation Specialist	1
Research Assistants	10
Price Specialists	2
Support Staff (accounting secretaries, etc.)	<u>10</u>
Total	31

In addition to these core staff members, field surveyors and enumerators are hired on a full-time and seasonal basis.

The level of technical skills among key personnel varies greatly. In general, DESA's analysts are well versed in their current duties and are diligent in fulfilling their responsibilities. Their efficiency and technical capacity, however, falls short of that required by the AEPRP and a well-run export licensing system.

Improving DESA's
Production Estimates and
Price Monitoring System

DESA's ability to provide accurate production estimates and timely price information can be greatly improved in a number of areas, including:

- . Sampling issues
- . Data collection procedures
- . Data tabulation techniques
- . Analytical capabilities
- . Documentation improvements
- . Special studies

Sampling Issues

DESA currently relies on a list frame sample technique developed by the Food and Agriculture Organization (FAO). This technique involves sampling across a list of farmers compiled during the recent agricultural census (1982). Relying on this listing ensures that DESA's production estimates understate the actual production in Togo. Certain producers are not included in the sample:

- . Cooperatives
- . Corporate farms
- . Donor community projects
- . Government farms (e.g., Ministry of Rural Development, Togolese Armed Forces, Ministry of Waters and Forestry, etc.)

In addition, several farms not listed in the census now exist in certain regions in Togo, especially those where regional epidemics had previously prevented long-term settlements. Moreover, a list frame can deteriorate over time as farmers relocate, die, or refuse to participate.

A report submitted to DESA in August 1986 (Appendix D) suggests that DESA change its statistical procedure to an area frame sample. In this procedure, satellite and aerial photograph images are used to divide a country into agricultural and non-agricultural zones. This technique is superior to the list frame technique because the frame is complete, covering all production sectors.

The time and effort required to change DESA's sampling procedure from the FAO's area frame to a satellite-based list frame, however, can be substantial. In RRNA's opinion, this conversion is best left outside the scope of the AEPRP technical assistance package. Rather, RRNA suggests that this effort would be better coordinated with the next agricultural census, scheduled for 1992. There are several reasons for this recommendation, including:

- . DESA does not have the organizational and technical training to absorb both automating its current databases and making a major methodology change.
- . After the completion of the long-term technical assistance, DESA's personnel will be more capable and better equipped to undertake the conversion.

DESA should concentrate on improving data collection, tabulation, and reporting techniques before a major methodology change occurs. RRNA does feel, however, that DESA should perform special studies to augment its current list sample frame. These studies will estimate production by those sectors listed before. Furthermore, DESA can perform studies that measure biases in its current list frame sample. It can do so by selecting certain regions and creating "test" area frame samples. Togo has extensive aerial photographs with which these tests can be performed. Such tests, on a limited basis, would indicate the extent to which the FAO list frame sample underestimates production in key regions. RRNA suggests therefore, that tests be conducted on a limited basis under the AEPRP. The technical

assistance contractor should assist DESA in contacting donor organizations and soliciting additional funding required to prepare a national area frame sample.

Data Collection Procedures

Beginning in August 1986, Robert R. Nathan Associates worked closely with DESA to develop and implement a methodology for forecasting agricultural production, especially for maize. The methodology required, in part, that DESA accelerate its data collection and tabulation procedures by several months. As depicted in Table 1, DESA's current operating procedure consists of manually tabulating survey data collected during Togo's production year.

Table 1. DESA's Current Operating Procedure During the Production Year

Activity	Month											
	M	J	J	A	S	O	N	D	J	F	M	A
Field measurements (1)	-----											
Yield measurements (2)	-----											
Manual data tabulation (3)	-----											
Publication of results (3)	--											

Notes: (1) Field measurements occur after first and second season plantings in the Maritime and Plateaux regions. The Centrale, Kara, and Savannes regions have only one planting season. (2) Yield data (field cuttings) are collected first in the south and continue northward for both first and second seasons. (3) The publication of data is scheduled to occur in April of each year but slides due to laboriously slow manual data tabulation.

Source: Robert R. Nathan Associates, Inc.

DESA encountered several problems in collecting surface area and yield data five months ahead of the traditional schedule. By August 1986, surface areas for many villages

and individual farmers had not been measured, especially in the three northern regions. The actual format of the questionnaires varies from one region to another, making rapid data tabulation difficult and time consuming. Finally, DESA's annual survey does not include all agricultural sectors, and therefore can seriously underestimate actual production.

A concise and well-understood schedule of field activities should be transmitted to DESA's supervisors, controllers, and enumerators so that timely crop forecasting activities can take place. Data on surface areas and yields should be collected and tabulated by the following dates across the following regions (Maritime and Plateaux have two seasons):

<u>Region</u>	<u>Dates/Surface areas</u>	<u>Dates/Yields</u>
Maritime	Aug. 15, Nov. 15	Aug. 15, Nov. 15
Plateaux	Aug. 15, Nov. 15	Aug. 15, Nov. 15
Centrale	August 15	November 30
Kara	August 15	November 30
Savannes	August 15	November 30

Forecasts or production estimates can be produced regularly on September 15, December 15, and February 15 of each year (after DESA has been fully automated).

Special events may require more frequent or postponed estimates. As data are reported, DESA will be able to update its previous calculations quickly. Data should be reported to DESA's Lome office in tabulated format by regional supervisors who should also send completed survey questionnaires. The current questionnaires should be condensed and coded for computer-ready use. All questionnaires should be printed from the same master copy. Finally, DESA's field personnel should actively seek information on non-sample frame farms in their regions, such as cooperatives, agribusinesses, and government fields. DESA should undertake systematic surveys of these sectors in order to determine the size of these farms, their yields, and their general characteristics.

DESA should, in the long run, be capable of investigating all aspects of cereal production (e.g., input factors, storage, losses, transportation). By doing so, DESA will be in a better position to forecast total production across all

agricultural sectors. These non-sample frame sectors should eventually be included as strata within the annual production survey. To do so in part, DESA should make an effort to update its questionnaire to include, for example, questions on storage, transportation, and crop losses. A survey of users' needs for DESA's reports and forecasts (e.g., government officials, academicians, private concerns) should be undertaken by DESA each year. This survey should be accomplished through a users' seminar or roundtable.

Data Tabulation Techniques

DESA is currently equipped with the following computer hardware:

- . One Kaypro II microcomputer with an Epson printer
- . One HP 87 microcomputer with an HP printer
- . One 220-V current stabilizer

DESA's software includes:

- . Database II (database manager in French)
- . SuperCalc (spread sheet -- old version in English)
- . WordStar (word processing in French)

Despite what may appear to be adequate computer capacity to perform both basic and complex data processing activities, DESA's capabilities can be substantially improved. For instance, the September 8, 1986 maize forecast involved processing and sorting more than 10,000 individual data points, which took four weeks from the data gathering stage to the report writing stage. In all, more than eight man-months of manual data tabulation and sorting were avoided, with added accuracy and accountability. These computer-related productivity and analysis quality gains can be attained during many of DESA's projects provided that certain activities are undertaken. These include (in order of importance) training, computer maintenance, and equipment acquisition.

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Training/Hiring. With the exception of the computer training received by one of DESA's analysts, Mr. Mensah, DESA's personnel have virtually no computer experience and are consequently unable to perform large-scale computer processing tasks. DESA should concentrate its efforts on three personnel groups in the following quantities:

- . Three secretaries (data entry/word processing)
- . Three research assistants (data tabulation)
- . Two analysts (data analysis)

Short of hiring personnel having the requisite computer skills, DESA should require that the following training be completed successfully by the personnel selected:

- . For each employee, a basic course requiring approximately two man-weeks in typing on computers using a word processing package (even the analysts need this course in order to advance effectively to broader processing tasks)
- . For research assistants and analysts, a two man-week course in spread sheet programming (e.g., SuperCalc, VisiCalc II, Lotus 1-2-3, etc.) or database management software (e.g., Database III plus)
- . For analysts, a four man-week course in BASIC (computer language) programming, personal computer operation (especially for MS/DOS -- IBM's operating system), and applied statistical packages (e.g., Microstat, Systat, SAS, SPSS, etc.)

Additionally, DESA's management, all regional supervisors and, if the opportunity exists, controllers should come to Lome to receive an extensive briefing on computer processing so that they understand the importance of accurate, clearly legible, and well organized data collection. All training can be done locally or by short-term technical assistance. The long-term technical assistance given under AEPRP/CELT should include these training activities.

Computer Maintenance. In order to maintain their current and future equipment, DESA should have various supplies, equipment, and facilities:

- . Printer ribbons
- . Blank diskettes
- . Computer paper
- . Sealing tape (to tape windows shut)
- . A vacuum cleaner (to reduce dust-related computer failures)
- . A carpeted and air-conditioned central computer room (where computing equipment and software are used by analysts)
- . Plastic dust covers

DESA should require that all floors without carpeting be wet mopped weekly and vacuumed or swept every evening. DESA should make a point of archiving all data on back-up diskettes in order to avoid having to replicate work effort due to diskette failures. These and other general maintenance activities should be emphasized as a part of long-term technical assistance training courses.

Equipment Purchasing. The under-utilization of DESA's current computer capacity can be improved by selective software and hardware purchases. The September 1986 maize forecast could have been processed using, for example, DESA's antiquated Kaypro II microcomputer had it been equipped with a user-friendly software package that could sort data. Instead, a rental from the United States (a Compaq 286 equipped with SuperCalc II) was used. Given the future acquisition of IBM equipment by DESA, the following software -- or close substitutes -- should be acquired, in their French versions if possible:

- . Lotus 1-2-3 or Symphony (allows for sorting, simple graphics, and basic statistical calculations -- mean, standard deviation, variance; Symphony also has word processing)

- . Graph Writer (for advanced graphics and plotting)
- . Database III plus (for programmed database management)
- . WordStar (for word processing)
- . SYSTAT, SAS, SPSS (or other statistics software packages)

On the hardware side, rapid changes in products available on the market will require that the long-term technical assistance team recommend the appropriate equipment when Togo is ready to move ahead in this area.

Analytical Capabilities. The productivity gains achieved by computerization will allow DESA personnel to spend more time analyzing and evaluating data (e.g., conducting analyses of variances, determining sample sizes, extrapolating from historical data), as opposed to simple tabulation. These efforts can be supported by other Togolese institutions and targeted training can be conducted locally.

DESA should release its already acquired data on diskette, or in printed form, to academicians and other research-oriented organizations in exchange for the results of subsequent work efforts. In particular, the University of Benin, in Lome, has an excellent faculty who can share research experiences and findings with DESA's analysts. Similar exchanges of data and research should be pursued with other Togolese agencies (e.g., DGS, Meteo, etc.).

DESA's analysts can also benefit from local or overseas continuing education in the following areas:

- . Agricultural statistics
 - . Time-series statistical analysis
 - . Cross-sectional statistical analysis
 - . Advanced computer languages (especially FORTRAN)
 - . Agricultural economics
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Courses in these areas should be organized and taught by the long-term technical assistance personnel.

Documentation. Consistent with DESA's lack of computing capabilities, the wealth of data collected over the past decade by DESA has yet to be exploited. In addition to its current and previous databases, DESA receives a large number of international and domestic publications covering agricultural survey techniques, economies, and statistics. This information will have increased utility to Togo if it is organized and expanded in a systematic fashion. Technical assistance provided under the AEPRP should concentrate on the following:

- . Cataloging DESA's current database
- . Ordering international publications of interest
- . Canvassing local data sources and establishing data exchange programs

This final point should involve several organizations in Togo, including the University of Benin, Togo's meteorological services, SOTED, ORSTOM, and DSG. Additionally, DESA and its long-term advisor especially should be in close contact with those participating in the ongoing household budget and consumption survey.

Special Studies. In order to help the technical committee, DESA should be prepared to better qualify its own projections of production. Several special studies should be conducted over the course of the long-term technical assistance, including:

- . Analyses of variance of yield estimates across regions and within regions (cross-departmental)
- . Optimal sample size studies to determine if the current list frame sample size is deficient for certain geographic regions for major crops
- . Reliability and validity tests on data gathered in the field in order to determine if data are gathered correctly by enumerators

and to ensure that the current sampling technique (DESA's list frame sample) reflects reality (versus an area frame sample)

Many of these studies can be conducted on data currently used by DESA without major expenses (other than labor inputs and microcomputer systems already foreseen).

In addition to the studies listed above, DESA should be directly involved with the market surveys, discussed below. One key element of the market surveys will be the identification and enumeration of agricultural cooperatives (both production and marketing cooperatives). These market players are currently excluded from DESA's production estimates. A systematic methodology should be developed by the long-term technical assistance team to quantify and track the activities of these organizations. DESA's personnel, in addition to others (e.g., Peace Corps Volunteers) may be able to expedite such a study. Not only will cooperatives perform a key function in the export program, they will also act as a catalyst for the greater production of exportable crops. DESA should be able to lend critical assistance in these surveys and receive, in return, valuable data which it has yet to collect.

Price Monitoring System

As mentioned in the RFP, Togo will rely on a number of data sources to determine the quantities of export licenses. Price information will be a key indicator of surpluses and shortages. Accuracy in this information will be critical as greater emphasis is placed on price. DESA currently collects monthly rural market foodcrop prices. The Office of General Statistics collects retail prices in Lome. Other surveys are conducted ad hoc by donor organizations and individuals with interest in grain markets. The gathering of this information has serious deficiencies in accuracy, timeliness, and geographic coverage, as well as the ability to use it rigorously to predict any surpluses or deficits of particular crops.

Improvements in DESA computer capabilities and training (as discussed earlier) will allow DESA to quickly tabulate and report price statistics which are now hand tabulated and plotted. The long-term technical assistance team should work with DESA to establish a system whereby price data are reported on a weekly basis by field enumerators, especially

between the months of September and April. This information, coded by location, will eventually be valuable in analytical models which correlate rainfall, yields, and price fluctuations. The long-term technical assistance should also work to coordinate data sharing between DESA, DSG, and others collecting price data. The technical assistance team should also help DESA develop analytical models that rely on price data. Previous work in this area by the University of Benin and independent Togolese consultants should be collected and incorporated, if possible.

Surveys of Cereals Marketing System

A Regional Overview

The grain markets of West Africa are dominated by four factors that together have seriously impeded the growth and development of regional markets: the uncertainty of grain production, the inability of many countries to reach self-sufficiency or self-reliance, the high cost of transportation (both internal and international) and the lack of export policies.

Of these three problems, uncertain production in most countries poses the greatest barrier to expanding exports and regional trade. The damage from locusts and grasshoppers combine to make production extremely variable from year to year, with the outcome of a given harvest season often uncertain until well into the year. As a result, the availability of a surplus in the rural areas cannot be assured.

This situation discourages the investments in storage and transport infrastructure needed to bring down marketing costs and improve the region's competitiveness in international markets. Moreover, crop production tends to be highly correlated within the region, with good crop years or bad crop years generally occurring across much of West Africa. This feature of the local agro-ecology makes it more difficult to use intra-regional trade as a solution to local shortages, or to develop triangular trade programs within the region.

The solutions to uncertain production are largely technical, but to date the technologies necessary have eluded the region's scientists and political leadership. While great strides have been made in raising the yield of grain crops in other regions, notably South and East Asia,

SV

West Africa still suffers from the lack of high-yielding technologies for dryland areas that will perform reliably in good years and in bad. The potential gains from irrigation are recognized throughout the region, but the high cost of investments in this area and difficulties associated with water management have thus far prevented this potential from being realized. In addition, nearly all of the irrigation investments have been directed to rice (or to crops other than grains), despite the demonstrated profitability of irrigated maize and sorghum in other regions.

The second problem -- chronic food deficits that cannot readily be filled with commercial imports -- grows out of the uncertain production environment. While several nations, including Togo, generate an exportable surplus in good years, many of the region's grain producers can meet their internal needs only in exceptional years (e.g., Mali), or cannot meet them at all (e.g., Mauritania).

This situation impedes the growth of grain trade in two ways. First, it reduces the total regional surplus available for export into world markets. A coastal nation such as Togo could in theory become a gateway for exports from landlocked nations to the north such as Burkina Faso and Niger, but the unreliability of their surpluses makes it difficult to capitalize on this potential or to spread the cost of port facilities across a greater volume of grain.

Second, the grain-deficit nations are not a reliable market for the region's grain-surplus countries. In good years, when a country such as Togo is in a position to export, some of the grain-deficit countries may be seeking to export regional surpluses as well, tending to drive down prices in the region. In poor years, however, the grain-deficit nations are rarely in a position to import commercially. The availability of food aid and grain from developed countries at below-commercial terms, moreover, means that commercial imports from neighboring countries are not an attractive option. Political factors also enter the equation. In some cases, countries have been hesitant to import from their neighbors, while in other cases timely payment for government-to-government transactions has been an issue.

Moreover, the chronic grain deficits in the region do not necessarily translate into a market for local grain (be it Togolese maize or another commodity). An increasing share of the deficit is being filled by rice, as urban living patterns and rock-bottom international prices combine

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to encourage consumption of rice over local grains. Taste is also a factor in grain markets outside the region, where West African grain may be directed into the lower-price feed market rather than the higher-price market for human consumption.

High transportation costs raise the delivered cost of grain throughout the region. Transportation itself is difficult, costly, and unreliable throughout West Africa. The uncertainty of grain import and export policies also adds to the cost of shipping grain, as shippers cannot be certain that their shipments will be allowed to pass the border unhindered. Added to transport itself is the high cost of storage, including high losses, which is a particular problem in the more humid zones of the region.

West Africa also enters international markets at a disadvantage, given its location. Only the European markets offer a possible comparative advantage based on shipping distance. The large markets in North Africa (especially Egypt), Latin America (e.g., Mexico), and Asia (e.g., Pakistan in some years) are generally better served by competing grain exporters in North America and the Far East.

Market Surveys of Togo

The regional discussion above and the product data presented in Figures 1 through 11 demonstrate that Togo is in a position to export its surplus if key constraints are understood and taken into consideration (including regional/international constraints).

Surveys performed by the long-term technical assistance should consider the following issues:

- . How are Togo's current grain and other crop markets organized?
- . What are the channels of distribution?
- . How concentrated are the channels (are there hundreds of players, or only a few key grain marketers)?
- . What are the regional differences in channels?

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- . What bottlenecks prevent channel expansion to international markets (e.g., storage, transportation, etc.)?
- . How are prices determined?
- . How quickly are local, regional, and international prices communicated to Togolese grain marketers?
- . How is information currently disseminated among market players?
- . What can the GOT do to improve information flows?
- . How familiar are Togolese farmers with the GOT export policies?
- . How likely are Togolese farmers to participate in marketing or other cooperatives given their current capacities and marketing techniques?
- . How is the regional grain trade organized (e.g., trans-Togo exports from Ghana to Nigeria)?

These surveys should be much more than academic exercises. They should be presented to Togolese authorities as strategic marketing plans based on complete and documented evidence. Action plans with policy options and recommendations should be clearly stated. Costs, benefits, assumptions, and data sources should be detailed enough to ensure that all relevant factors are considered, including information on consumption patterns, price tendencies, and Togo's current ability to implement a licensing system.

As specified in the RFP, three market surveys will be conducted during the first year. These studies, methodologies, and schedules will be ultimately determined by the long-term technical assistance team in close collaboration with Togolese organizations (e.g., DESA, SOTED, DSG, among others), as discussed above. In general, however, these studies will focus on the following key areas:



- . Market organization (farmers, cooperatives, private traders, etc.)
- . Physical distribution domestically and internationally (transportation/storage)
- . Pricing practices (from farm to markets)
- . Production inputs (credit, T/A, storage, etc.)
- . The role and flow of information (e.g., domestic and international prices)

These efforts will necessarily assist Togo to develop rapid reconnaissance techniques/methodologies to gather relevant price, production, and marketing channel information.

Licensing Procedures and Rules

Background

The role of the long-term technical assistance team in assisting the Government of Togo to develop a licensing system should draw upon the data generated and the reports produced by DESA, as well as the market surveys. Historically, the government has strongly resisted the idea of completely opening Togolese agricultural markets. Concern that international market prices will drive up local prices (in response to local shortages) prevents a free trade export program. Instead, the government is willing to permit private sector exports under a licensing procedure.

In response to the government's request for a licensing system, previous suggestions have included permitting the open exportation of grains in lots of less than 250 sacks (i.e., 25,000 kg). Quantities at or above this level would be exported under license. The government would have control, therefore, over the flow of the larger shipments. This suggestion was proposed under the belief that smaller farmers (exporters) should not be burdened with the licensing procedures and should be free to export smaller quantities without bureaucratic barriers.

This approach is bound to be unacceptable to a government which has previously rejected a free-trade stance. In addition to the physical problems associated with counting

sacks at the borders, Togolese entrepreneurs are certain to legally exploit such a system and truck caravans of grain or other products in discrete lots of less than 250 sacks. Not only will the government risk not knowing how much is exported (even within a degree of magnitude) but it may be unable to stop exports before a critical shortage occurs; there may be delays of several weeks in the price reporting and monitoring system in the early years of the program. Whether justified on a long-run economic theory or not, the government cannot be forced into a licensing procedure that circumvents its underlying fear of an unaccountable free export market.

What then is an appropriate licensing mechanism? RRNA believes that the licensing procedure should be used to encourage Togolese farmers to create efficient export marketing channels. Furthermore, what are now clandestine exports of border farmers' grain should not be illegal. The long-term technical assistance team will draw upon the data and market surveys to work with the government to develop an appropriate system.

An Evidence-Based Licensing System

Current data collection by DESA can be used to formulate a licensing policy. According to DESA's statistics, more than 90 percent of rural farms have less than 5 hectares of land. The average Togolese farmer cultivates 2.1 hectares. Much less land is now devoted to single crop production, of maize, for example. Assuming a substantial yield of 2 tons per hectare, a large average surface area of 2 hectares per farmer devoted to grain production, and a surplus of 50 percent after consumption, a farmer can sell some 2 tons, or 8 sacks, to local or foreign markets. If the government wants to allow unregulated export by smaller farmers, it can do so by permitting the free export of, 5 sacks or less per farmer, thereby ensuring that more than 90 percent of Togolese farmers will not be burdened with bureaucratic procedures.

In order to encourage marketing or other forms of cooperatives, the licensing procedure may be designed to ban all exports of less than 250 sacks, and more than 5 sacks. The system would only license exports of greater than 250 sacks. Such a system would encourage cooperative arrangements. The two-tier licensing system described above is illustrative. Further research is required to devise an appropriate system. Market surveys will indicate the feasibility of such systems and the likely impact on small

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or large producers. RRNA feels that the best approach must be based on convincing market evidence and on the government's ultimate objectives. The involvement of DESA and other Togolese institutions in developing this evidence will lend credibility to the proposed system and permit greater Togolese involvement in the overall export program.

Implementation Plan

The proposed implementation schedule for the CELT project is depicted in Figure 12, which divides the 24-month contract period into eight quarters. We envisage the arrival in Togo of our two long-term technical assistance advisors within 30 days of the signing of the contract, most likely during September 1987. Timely and efficient project start-up is ensured not only by the availability of both long-term team members as of September 1987, but also by the expertise of RRNA's home office staff in handling all logistics arrangements including travel, household effects shipment, and other important preparatory steps involved in mobilizing an overseas project team.

The first major start-up exercise will be the important task of developing the annual work plans. These plans will be finalized within 60 days of the arrival of our two long-term advisers in Togo. The development of the work plans will be a collaborative effort between our long-term advisers and their Togolese counterparts.

The field trip programmed for home office personnel can be timed to correspond with the development of the annual work plans. This first-hand involvement of the project management personnel will increase their understanding of the project, and will result in superior project management and backstopping efforts. We project the arrival of the short-term agricultural statistician to correspond with the procurement of additional computer equipment for DESA. In this way, the agricultural statistician will be in the field to assist with the installation of the new system, and to immediately begin training DESA personnel.

The Agricultural Trade and International Marketing Specialist should arrive early in the second quarter of project activities to begin design of the export licensing system and examination of TOGOGRAIN. Both of our two proposed short-term specialists, Dr. Philip Parker and Mr. Andrew Kops, have previous work experience in Togo. This relevant knowledge and experience will enable them to "hit the ground running" rather than using valuable project time to become familiar with the current situation in Togo.

Procurement

In addition to the project activities listed in the RFP, we would like to discuss RRNA's capabilities in procurement. Should the need for computer equipment arise during the life of the CELT project, we are fully prepared to draw on our staff expertise to provide the necessary equipment.

RRNA has a number of unique staff capabilities which make it an efficient purchaser of equipment for international projects. RRNA's Computer Services Department has the technical knowledge to handle even the most complex office equipment requests, and our Technical Representation Department has handled export licenses for public and private clients around the world.

RRNA's Computer Services Department handles all purchase ordering for international and domestic projects. Computer Services staff have the technical knowledge to ensure the compatibility of office equipment for projects. In addition, the Computer Services staff understands the special operating environments of foreign projects, and can thus recommend the best equipment for the client's needs. Our staff can identify potential problems, such as sending dust-sensitive equipment to a desert country with a dusty office environment or the availability of technical and repair support for equipment in many countries.

RRNA's Technical Representation Division has assisted many government and private clients in applying for export permits for many products, with destinations all over the world. The Technical Representation staff has experience in dealing with all of the relevant paperwork and government offices. RRNA can handle export documentation in a fraction of the time required by individuals or organizations without this expertise.

RRNA charges for its purchase/export services on a time input basis. Because of our experience and expertise in providing these services, our time input is less than that of organizations without purchase/export services. Each project requires different time input to provide the same service. Time input varies with the type of equipment purchased, the destination, and any special project-specific factors (such as an import tariff waiver). Major categories of cost are indicated below:

- . Hardware/software specifications. If the client knows only the functional specifications for the desired purchase, RRNA will determine which hardware/software would be optimal for the country and office environment. Even if the client knows the exact equipment to be ordered, RRNA staff will check the entire order for compatibility between ordered items, and between ordered items and existing equipment.
- . Ordering. RRNA has established relationships with vendors to ensure the best price for its customers. RRNA will order equipment from one of its existing vendors.
- . Shipping/Customs Documentation. RRNA will handle all shipping requirements as well as customs requirements.
- . Follow-up and Maintenance. If necessary, RRNA can assist in locating local support for equipment, as well as a support structure in the United States.

Evaluation Schedule

In addition to the external evaluation scheduled for May 1989, there should be periodic informal evaluations by USAID/Togo. The formulation of the annual workplan for Year Two will be facilitated by incorporating the findings and recommendations of the informal evaluations. The personnel of the Government of Togo institutions should have an opportunity to become involved in both the informal and formal evaluations, thus ensuring that they will play a consistent and integral role in the overall planning, implementation, and evaluation of the CELT project. The long-term advisors will serve as resources for the final evaluation.

Contractor Reports

The reporting requirements of the contractor described on pages 15-18 and elsewhere in the RFP are fairly typical of the AID reporting requirements, and are similar to those encountered in the ongoing implementation of RRNA's long-term projects in Bangladesh, Egypt, and the Eastern Caribbean. We do not anticipate any difficulty in complying with

these conditions. The reporting requirements, as we understand them from the RFP, are:

- . Annual Work Plans: submitted to USAID/Togo within the first 60 days of the project, and in September of Year Two
- . Quarterly and Semi-Annual Performance Reports: submitted to USAID/Lome
- . Annual Financial Reports: submitted to USAID/Togo and REDSO/WCA within 45 days of the end of RRNA's fiscal year
- . Quarterly policy dialogue and reform implementation monitoring reports
- . Final End of Project Report: submitted to USAID/Togo and REDSO/WCA

We will be prepared to respond to additional reporting requirements as they arise during the life of project.

Project Management

Overall Management Approach

Successful implementation of the CELT project requires that the members of RRNA's technical assistance team recognize that DESA, the Ministry of Rural Development, and the other Togolese institutions involved share the responsibility for making the project a success. The underlying philosophy is that RRNA's advisors provide assistance to the Government of Togo's institutions involved in the CELT program. The major responsibility of the project team, including the short-term experts, is to support the pertinent GOT institutions in their efforts to implement its program of cereals export liberalization. The team would promote and assist the GOT in achieving the objectives of the program through on-the-job transfer of skills, technology, and problem solving capacity, and through informal training programs (workshops and seminars). So that the field team can successfully carry out this responsibility, our management approach gives them top priority. This priority is reflected in our strong commitment to support the team in the field through clearly defined responsibilities in the home office.

Commitment to Supporting the Team in the Field

Unlike many of our competitors, RRNA has an established track record of management of institution-building and policy analysis projects in developing countries. Our effectiveness has been demonstrated by the successful performance of our long-term teams in such diverse locations as Ghana, Bangladesh, Egypt, and the Eastern Caribbean. Our four decades of experience with project management have enabled us to become highly qualified in guaranteeing exceptional support for our technical assistance experts through:

- . Home office backstopping to provide quality control, project management direction, and administrative support, enabling the team to focus effectively on their technical responsibilities
- . Short-term support to provide specialized expertise from our own staff or from our extensive roster of experienced advisory personnel

Although our corporate management provides ongoing supervision and review of team performance, our management style emphasizes clear delegation of authority to the team leader in the field. We have found that a field-oriented management approach ensures maximum speed and flexibility in responding to project needs. This decentralized management does not overburden project implementation with home office costs, and discourages "second guessing" of field judgments by home office personnel.

Clearly Defined Management

The impact of technical assistance on the formulation and implementation of agricultural policy in Togo will depend heavily on the effectiveness of the resident advisors and their success in promoting the development of institutional capability for crop production and price monitoring and forecasting systems; surveys of cereals markets; and the development of licensing procedures for cereals exports within the relevant GOT institutions. The success of institution building through technical assistance is ultimately the responsibility of the long-term advisors; sound management principles require that the authority to manage

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that technical assistance rests clearly on their shoulders. Our management structure therefore assigns overall technical assistance management to the Chief of Party. Our proposed Chief of Party, Dr. Roger Montgomery, is a seasoned professional with a strong background in management as well as policy analysis. He will supervise project activities directly and will serve as RRNA's corporate representative with full authority for project management. This clear and simple structure reflects our confidence in the management skills of our Chief of Party and Project Backstop Officers. It will ensure tight management and timely administrative support for the CELT team.

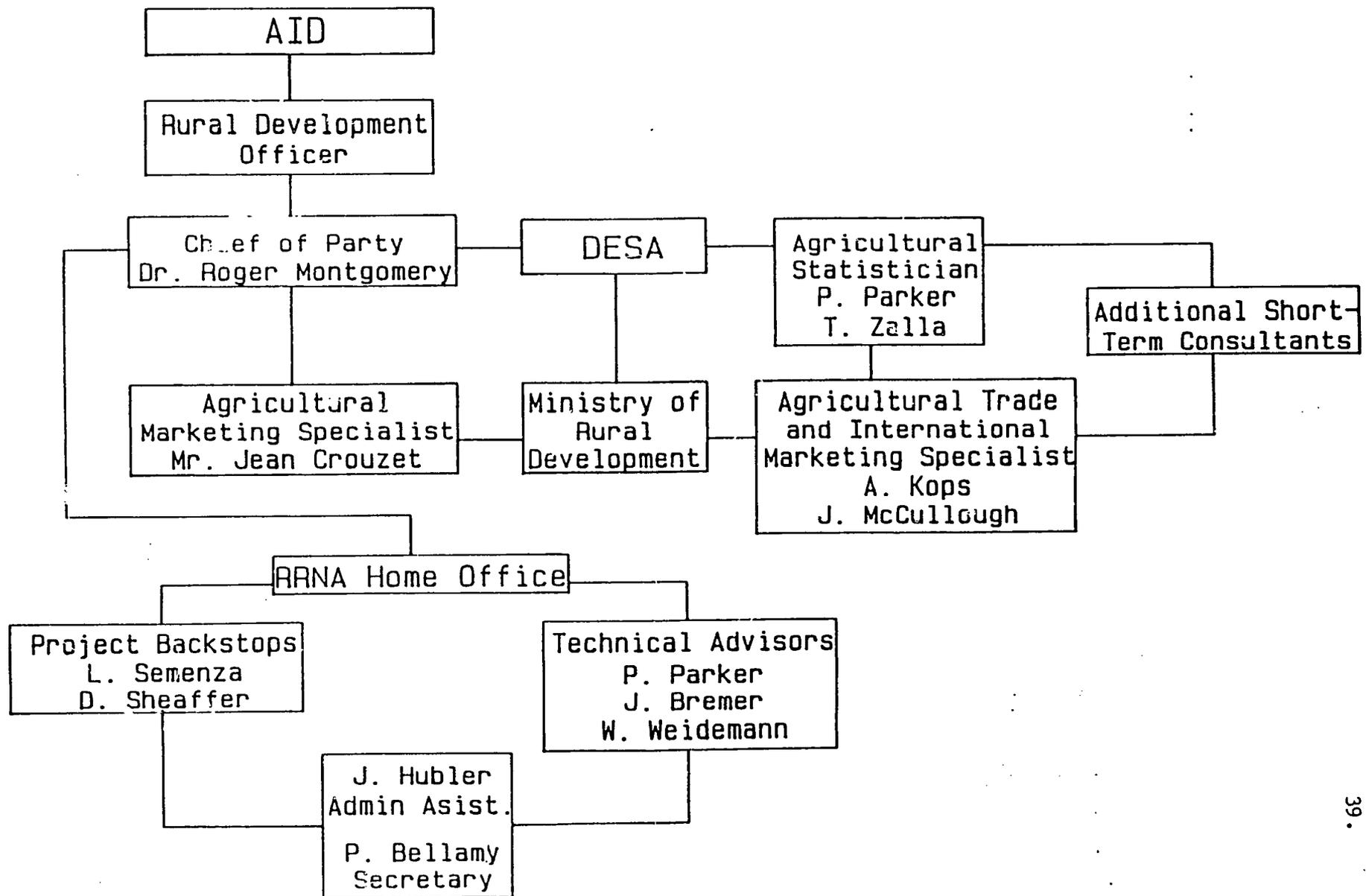
Figure 13 presents the overall management structure in schematic form. Implicit in the organization is our strong conviction that the resident staff should function as advisers to the leadership of their respective divisions. This approach promotes collaboration between the advisers and the senior staff, and clarifies management roles and responsibilities within the project. It also fosters institutional development of the organizations that the project is designed to support. It must be emphasized that the outputs of the advisory team must be viewed by all parties as results -- not separate products -- of the technical assistance team.

RRNA Team: Technical and Management Responsibilities

Our management approach is dictated by the administrative and coordination burden inherent in this multi-faceted project. As discussed earlier, the Chief of Party will play a central role in project management; he will be responsible for executive direction of the Project. He will act as a liaison between USAID and DESA, the Ministry of Rural Development, and other GOT institutions. While management decisions will be centralized in Lome, direct communication between the Chief of Party and the RRNA Project Backstop officers will take place regularly to facilitate project implementation. This in-depth, experienced, and fully functional administrative and coordinating management structure will be critical to the success of the CELT project.

A strong home office technical and administrative backstop structure will be put into place at the outset of the project to support the field effort. This type of support structure, which has evolved from 40 years of overseas project work, has enabled RRNA to administer some very large contracts in 68 countries involving complex,

Figure 13. Project Organization and Management



inter-institutional coordination with excellent results. RRNA's Project Management Office support structure will provide the strong and continuous technical, administrative, and financial control that will ensure the successful implementation of the CELT.

One of the components of our Project Management Office that will enable the project to operate more effectively is a sophisticated Management Information System (MIS) that has been developed in the past year to support RRNA projects. This computer-based system allows data storage, data search, remote access, and telecommunication. It was developed in RRNA's AID-funded, worldwide, ARIES project to facilitate storage and recall of research results, systematically classify and recall training models, track technical assistance activities, and electronically track administrative requirements in the project.

RRNA's permanent staff of experts in computer science will also provide assistance as needed to procure and ship equipment, software, and other supplies to support the analytic capacity of the GOT institutions. RRNA's capability in this area was demonstrated recently by the placement of microcomputers and supporting software in the Eastern Caribbean to assist in macroeconomic and public financial analysis in the countries of that region. RRNA's hands-on approach to training in computer applications is exemplified by our ongoing assistance to the Egyptian Ministry of Irrigation. An RRNA staff member is currently providing a wide range of in-service training to personnel of the economic analysis unit, from the installation of computers to establishment of local computer capabilities.

The Project Backstop Officers will be responsible for all administrative support activities for the project, and will be in regular contact with the Chief of Party to review progress toward project objectives. They will receive secretarial support from the Secretary of the International Division.

The two proposed backstop officers for the Togo CELT project are Ms. Laurene Semenza and Ms. Deborah Sheaffer. Ms. Semenza and Ms. Sheaffer are Associates in RRNA's International Division, speak fluent French, and have previous work experience in Africa.

Ms. Semenza worked in Burkina Faso for more than two years, first as a Peace Corps volunteer and subsequently as the assistant to the Project Officer of one of the largest AID-funded projects in the Sahel region. In addition, she

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was a trainer for a Peace Corps program in Togo. Ms. Semenza is currently the assistant project manager for RRNA's five-year agricultural training, planning, and institutional development project in Zambia.

Ms. Sheaffer was a Peace Corps Volunteer in Togo from 1983 to 1985. She taught at the CEG de Yade Bohou near Kara. Ms. Sheaffer is in charge of recruitment for RRNA's international projects, and is currently designing a computerized data tracking system to provide information on RRNA's international activities.

In addition, the Administrative Assistant of the International Division, Ms. Jeanine Hubler, is qualified to support the efforts of this program through her demonstrated skills in office management and her knowledge of AID contracting requirements and international development issues and activities. Ms. Hubler is fluent in French. Finally, Ms. Phyllis Bellamy, Secretary for the International Division, will respond to the home office secretarial requirements of the CELT project.

RRNA core staff members are prepared to provide technical assistance and advisory services to the CELT project should the need arise:

- Dr. Jennifer Bremer, core team member of AID's Agricultural Policy Analysis Project, is an experienced agricultural economist who has recently completed a study of grain markets in West Africa. Dr. Bremer worked on cereals grain marketing in Mali and examined potential avenues of reform of the grain marketing parastatal OPAM.
- Dr. Wesley Weidemann, a senior agricultural economist, has 14 years of international agricultural development experience, including 2 1/2 years on AID's Agricultural Policy Analysis Project, where he has provided agricultural policy advice and coordinated short-term teams in 28 countries.

Finally, Mr. James Penkusky, RRNA Treasurer, will be responsible for program budgeting, financial monitoring, and financial reporting. Mr. Penkusky will be assisted by a highly qualified staff of accountants and a computerized database management system. He will participate in program evaluation and advise the Project Backstops on various administrative matters.

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ANNEX III

Figure 12. Project Implementation Schedule

Activities	Year One				Year Two			
	1	2	3	4	1	2	3	4
Contract signed	•							
<u>Project Team</u>								
Team mobilized								
Advisor to the Agricultural Studies and Statistics Service and COP								
Advisor to the Ministry of Rural Development and Agricultural Marketing Specialist								
International Trade and Agricultural Marketing Specialist								
Agricultural Statistician								
<u>Project Activities</u>								
Develop annual workplans	•				•			
Conduct market surveys	•	•	•		•	•		
Conduct crop forecasts	•	•		•	•	•		•
Publication of annual production estimates								
Develop DESA's data generating capacity								
Develop price monitoring systems								
Develop export volume formula								
Establish export volume formula					•			
Present supply/utilization model					•			
Implement price monitoring and export volume systems								
Special studies in DESA								
In-country training seminars								
Improved crop forecasting methodology								
Development of proposals for outside funding for DESA and other Togolese institutions								
<u>Reports</u>								
Financial Accounting Report		•				•		•
Program Performance Reports		•				•		•
Annual Performance Report								
Quarterly Performance Reports	•	•	•	•	•	•	•	•
Monitor policy dialogue and reform process	•	•	•	•	•	•	•	•
Final Report								
<u>Final Evaluation</u>								

ANNEX IV

WORKPLAN FOR PHASE II

From July 1989 to March 1990, the AEPRP TA activities will be merged with the activities of the CEPE which has to prepare: (1) a diagnostic for the end of September 1989, (2) orientations as well as production and export policies for the end of December 1989 and, (3) detailed programming by the end of March 1990.

(see annex 13)

1.- Reporting requirements

- 1.1.- Workplans for phase II
- 1.2.- semi annual report in September 1989
- 1.3.- Contribution to USAID PIR
- 1.4.- Quarterly report in December 1989
- 1.5.- Semi annual report in March 1990
- 1.6.- Contribution to USAID PIR
- 1.7.- Final report in March 1990

2.- Technical Assistance

- 2.1.- Refine export formula
- 2.2.- Crop forecast
- 2.3.- DESA's analysis and forecast capacity
- 2.4.- Price monitoring system

3.- CEPE Activities

- 3.1.- Market survey for Togo's products in Europe
- 3.2.- Market survey for Togo's products among ECOWAS countries
- 3.3.- Diagnostic before end of September
- 3.4.- Orientations before end of December
- 3.5.- Detailed programming before the end of March 1990

4.- Program implementation, monitoring and evaluation

- 4.1.- Use of the money
- 4.2.- Credit to farmers' groups

See Annex 5 - Project implementation schedule of the TA team for Phase II.

2nd ANNUAL WORK PLAN - JULY 1989 to MARCH 1990

<u>Periods</u>	<u>Consultants</u>	<u>Décret 86-210</u>	<u>Échéances CEP</u>	<u>USAID</u>
July			First Meeting	Annual Report
August	Philip Parker		Sub committees meetings	and Year Two Workplan
September		Crop forecast	Diagnostic Report	Semester Report
October	Didier Rigault	Comité Technique 1st Meeting		
November		Commission Nationale		
December			Report on Orientations	Quarterly Report
January				
February				
March			Report on Detailed Actions Programs	Final Report Evaluation

ANNEX V

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PROJECT IMPLEMENTATION SCHEDULE OF NATHAN ASSOCIATES TA TEAM FOR PHASE II - August 1989

Activities	July-Sept. 1988	Oct.-Dec. 1988	Jan.-March 1989	
PROJECT TEAM				
Advisor to the Agricultural Surveys and Statistics Service, Chief of Party	■	■	■	
Advisor to the Ministry of Rural Development and Agricultural Marketing Specialist	■	■	■	
International Trade and Agricultural Marketing Specialist	■	■		
Agricultural Statistician	■			
TECHNICAL ASSISTANCE ACTIVITIES				
Conduct crop forecasts	■	■		
Refine export volume formula	■			
Present model for crop and price forecast	■			
Develop DESA's data analysis capacity	■			
Develop price monitoring system	■	■	■	
Publication of annual production estimates			■	
C.E.P.E. ACTIVITIES				
Conduct markets surveys in Europe	■			
Conduct markets surveys in ECOWAS countries	■	■		
In-country commercialization seminars		■		
Contribution to CEPE Diagnostic	■			
Contribution to CEPE Orientations		■		
Contribution to CEPE Detailed Programming			■	
REPORTS				
Develop Workplan for Phase II		■		
Program Performance Reports	■		■	
Quarterly Performance Reports		■		
Final Report			■	
Final Evaluation			■	

ANNEX VI

Nathan team contribution to PIR April - September 1989

III. Performance Information

A. Project purpose (no change)

B. Progress Towards Meeting EOPs

1. Export Licencing System

February 7, 1989, the Minister of Planning, acting as Minister of Commerce, signed Decision Arrêté N° 002/MCT authorizing the export of 10,000 tons of yams and 10,000 tons of cassava.

February 8, the Council of Ministers adopted a Decree removing all non-tariff barriers on exports of Togolese products (including foodstuffs) within the ECOWAS countries. The Decree was signed by the President of Togo on February 28, 1989. It became effective after the signing of Arrêté Interministerial of implementation N° 281/MEF/MCT by the Minister of Economy and Finances and the Minister of Commerce and Transports. A Decision N° 12/AD/DG taken by the General Director of Custom on June 19, 1989 informed all Custom services that export of food crops is now free of duty.

Henceforth, the export of Togolese agricultural products to ECOWAS countries will be done under these new rules and procedures, while only exports to non-ECOWAS countries will require licencing under the procedures of Decree 86-210.

The Arrêté Interministerial N° 07/MDR/MCT signed on May 25, 1989 created a Committee for the Studying and the Promotion of Export of Food Crops and non-Traditionnal Agricultural Products. This Committee met for the first time on July 19 and is working hard to establish itself as the principal analytical and formulation council for the GOT. The project technical assistants, together with their Togolese counterparts, are playing a major role in the development of its activities. A first report on the existing situation was completed end of September. The Committee will eventually propose to the GOT measures adequate to further liberalize exports of food crops and non-traditionnal agricultural products.

2. Data Collection and Analytical system

The Agricultural Statistics Services (DESA) has benefitted from 15 months of technical assistance and has improved its capability to provide decision makers with food security data.

DESA has assembled and published the 1988 Agricultural Statistics with a new improved and more complete format.

The first crop forecast for 1989/90 will come out later than last year due to the absence of the person in charge who is to follow a course in advanced statistics in Germany during four months.

The Price Information System is running smoothly though quite slowly.

Publication of prices: Prices collected in urban and rural markets by TOGOGRAIN are published each week in the national newspaper.

3. Credit to Producers and Traders

Action was taken by the TA team to obtain that the revolving fund of FCFA 30 Millions unfrozen last year be used again this year to give commercial credit to the Village Farmers Groups. What is left of CNCA is unable to provide the money.

A budget for the utilization of the second tranche has been prepared by the Ministry of rural Development with the participation of the TA team. About half of the amount to be received should be reserved to help farmers finance the building of silos and the procuring of agricultural tools and materials.

4. Limitation of TOGOGRAIN activities

Since August 1988, TOGOGRAIN has purchased twelve thousand tons of corn and sorghum in order to replenish its stocks. The prices paid were those published weekly in the national newspaper. This action is compatible with the SAL and CELT programs.

C. Project Outputs

Principal Output Indicators	Magnitude of Outputs	Progress during 1988/89 Harvest
a. Number of food export licences	No set number "... a significant number..."	
b. Number of exporters licenced	No set number "...open and fair licencing system..."	
c. MT food exported under licence	No set number "...with export volume determined employing estimates of production, national consumption, and security stock requirements."	Global authorization: Yams: 10,000 MT Cassava: 10,000 MT Licences requested: Licences delivered:
d. Reports on crop estimates and prices	Must be regularly published and broadly disseminated	Prices collected by TOGOGRAIN are published weekly in the national newspaper.
e. Advance yearly crop forecast and export plans	Must be done by DESA before the end of September	For 1989/90 harvest the first estimate will be available in November 1989.
f. Adherence to TOGOGRAIN market intervention rules		
g. Credit Program Operations		Actions taken for CNCA to use last year revolving fund of 30 millions FCFA to be lent to farmers' groupements.

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D. Important Issues/Problems

E. Important Actions Over Next Six Months

1. Crop forecast for 1989/90
2. Crop final figures in January 1990
3. Edition and Publication of 1989 Statistics
4. Improvement of the Price Information System
6. Adoption (mise au point) of a crop and price forecasting model in February 1990 (with Phil Parker)
6. Proposal for a Data Processing Computer System for DESA and for the Agricultural Sector
7. Contribution to the activities of the Committee for the Studying and the Promotion of Export of Food Crops and non-Traditional Agricultural Products: Report on broad orientations and Policies due end of December 1989, Report on concrete actions, projects, etc., due end of March 1990. This will include new proposals for further liberalization of Togo's international trade.
8. Design a management and monitoring system for counterpart fund disbursement.

ANNEX VII

Nathan team contribution to October 1989 - March 1990 PIR

III. Performance Information

A. Project purpose (no change)

B. Progress Towards Meeting EOPs

Export Licencing System

During the Technical Committee meeting of January 4, 1990 the Ministry of Commerce reported the following:

	<u>For 1988</u>	<u>For 1989</u>
Quotas authorized for export:		
Sorgho	5,000 tons	Nil
Igname	5,000 tons	10,000 tons
Manioc Frais	Nil	10,000 tons
Gari	500 tons	Nil
Requests for licencing received:		
Sorgho	Nil	
Igname	500.026 tons	2,110 tons
Manioc Frais	Nil	1,500 tons
Gari	139.100 tons	120 tons
Tapioca		210 tons
Cossettes de Manioc		100 tons
Licences delivered:		
Sorgho	Nil	Nil
Igname	26 Kilograms	2,110 tons
Manioc Frais	Nil	1,500 tons
Gari	97.1 tons	.25 Kilograms
Tapioca	Nil	200 tons
Cosettes de Manioc	Nil	Nil

In 1989, these products were exported to several countries of ECOWAS and Europe. According to the Directorate of Foreign Trade in the Ministry of Commerce, for all the quantities for which licences were delivered, exports actually took place.

Furthermore, in 1989 eventhough no quota had been authorized for Maize 4,000 tons were exported to Cape Verde. Since Cape Verde is a member of ECOWAS, according to Decree 89-29 of February 28 1989 and Arrete Interministerial 07/MDR/MCT of May 25 1989, no licence was necessary.

The activities of the Committee for the Studying and the Promotion of Export (CEPE) of Food Crops and non-Traditionnal Agricultural Products (created by Arrêté Interministerial N° 07/MDR/MCT on May 25, 1989 following the declaration of agricultural policy which is a part of the 4th SAP) have been suspended (?) after the completion of a first report in October 1989. This is due to the freeze on the USAID 2nd tranche and to the change of the DGDR who is President of the Committee. In the 2nd tranche budget considered acceptable by USAID in June 1989, 40 Millions CFA had been allocated to the Committee. Because of the freeze, this first report of the CEPE has not yet been published nor distributed.

A consultant, specialist of international trade, made a study of the European market capacities to absorb fruits and vegetables produced in Togo. He produced four hours of video recordings which were widely shown among personnel of the ministries involved in the implementation of the program. An important meeting was held in the Chamber of Commerce on October 31, 1989 which was attended by a number of private traders. The consultant's written report is a valuable contribution to the tasks of the CEPE.

During the international fair which took place in Lomé in November, a booth was organized jointly by the Ministry of Rural Development and by the Ministry of Commerce. Locally produced for export fruits, vegetables, and handicrafts were on display. Again, a number of private producers and exporters stopped by the booth and left their names and addresses. This is the beginning of a valuable roster for possible joint venture with foreign investors in Togo.

Crop Forecasting and Market Price Information

The Agricultural Statistics Services (DESA) has benefitted from 24 months of technical assistance and has improved its capability to provide decision makers with food security data. In spite of the lack of confidence given to DESA's forecasts, these forecasts have been confirmed by final statistics and by the behavior of rural and urban markets.

DESA has also benefited of the services of a short term consultant (February 15 to 21) who reviewed the needs of computer hardware and software of the agricultural statistic services and trained DESA personnel in the use of advanced forecasting methods using TSP.

DESA has assembled and published the 1988 Agricultural Statistics with a new improved and more complete format. In March 1990, 1989/90 food crops statistics are ready for publication.

The first crop forecast for 1989/90 came out later than the year before due to the absence of the person in charge who followed a (very productive) course in advanced statistics in Germany during four months. The course was offered in French and was about "Le renforcement du système statistique pour le soutien de la stratégie et politique alimentaire" September 4 - December 15 1989. He also spent two weeks with FAO in Rome where he was acquainted with the use of satellite images for the 1992 Agricultural census.

The Price Information System is now in place and running smoothly. The embryo of a structured data bank has been completed using dBase IV. A seminar will be held in Bamako (23 to 25 April) about markets information system. A demonstration of the system used by DESA will be presented to the participants. Such a demonstration was already presented to a seminar held in Lomé in November which discussed the possibility of integrating the cereals markets of West Africa. Publication of prices: Prices collected in urban and rural markets by TOGOGRAIN are published each week in the national newspaper.

Credit to Producers and Traders

Action was taken by the TA team to obtain that the revolving fund of FCFA 30 Millions unfrozen last year be used again this year to give commercial credit to the Village Farmers Groups.

Action was taken by the TA team to facilitate the buying of cereals by WFP in Togo (instead of importing them) to farmers groups and private traders. Zio farmers' group (a USAID/CARE project) won the contract for the two southern regions and a private trader won the contract for the three northern regions.

A budget for the utilization of the second tranche has been prepared by the Ministry of Rural Development with the participation of the TA team. About half of the amount to be received should be reserved to help farmers finance the building of silos and the procuring of agricultural tools and materials.

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Limitation of TOGOGRAIN activities

Since August 1988, TOGOGRAIN has purchased twelve thousand tons of corn and sorghum in order to replenish its stocks. The prices paid were those published weekly in the national newspaper. This action is compatible with the IBRD and CELT programs. TOGOGRAIN destocked 4000 tons for the sale to Cape Verde and will replenish its security stock with maize of the 1989/90 crop which shows a surplus

Important Issues/Problems

Important Actions Over Next Six Months

1. Edition and Publication of 1989 Statistics
2. Completion of the Price data bank
3. Extension of the Price Data Processing System to other data of the Agricultural Sector
4. Contribution to the activities of the Committee for the Studying and the Promotion of Export of Food Crops and non-Traditional Agricultural Products. This will include new proposals for further liberalization of Togo's international trade.

C. Project Outputs

<u>Principal Output Indicators</u>	<u>Magnitude of Outputs</u>	<u>Progress during 1989/90 Harvest</u>
a. Number of food export licences	No set number	
b. Number of exporters licenced	No set number	
c. MT food exported under licence	No set number ". with export volume determined employing estimates of production, national consumption, and security stock requirements."	Global authorization: Yams: 10,000 MT Cassava: 10,000 MT <u>Licences requested:</u> Yams: 2,110 MT Casava: 1,500 MT Gari: 120 MT Tapioca: 210 MT Dried Cassava: 100 MT <u>Licences delivered:</u> Yams: 2,110 MT Casava: 1,500 MT Gari: 25 Kg Tapioca: 200 MT
d. Reports on crop estimates and prices	Must be regularly published and broadly disseminated	Prices collected by TOGOGAIN are published weekly in the national newspaper.
e. Advance yearly crop forecast and export plans	Must be done by DESA before the end of September	For 1989/90 harvest the first estimate was available in November 1989 but discussed on January 4, 1990.
f. TOGOGRAIN's market intervention rules		
g. Credit Program Operations		Actions taken for CNCA to use last year revolving fund of 30 millions FCFA to be lent to farmers' groupements.

ANNEX IX

LE MINISTRE DU DEVELOPPEMENT RURAL
Mr Kouadjou DOGU

LE DIRECTEUR DE CABINET
Bioua Soumi PENNANEACH

MINISTÈRE DU DEVELOPPEMENT RURAL
DIRECTION GENERALE
DU DEVELOPPEMENT RURAL
ORGANIGRAMME DE LA DIRECTION
DES ENQUÊTES ET STATISTIQUES AGRICOLES
Version 0.1 - 14 Avril 1990

LE DIRECTEUR GENERAL
Mr Ekoué K. ASSIONGBON

LE DIRECTEUR
DES ENQUÊTES ET
STATISTIQUES AGRICOLES
Mr Ay. koué Anavi

----- Liasons hiérarchiques
----- Liasons fonctionnelles

Niveau National
(DESA)

DIVISIONS
TECHNIQUES

CHEF DE
DIVISION

ADMINISTRATION
ET FINANCES
Mr Salifou
Aboubacari

METHODOLOGIE
.....

PUBLICATIONS
DOCUMENTATION
ET CODIFICATION
Mr Messanvi

ATELIER DE
DEPOUILLEMENT
Mr Agossou
Tchénaou

BANQUE
DE DONNEES
Mr Médziko
Kwané

PREVISION DES
RECOLTES ET ANALY-
SES STATISTIQUES
Mr Lébéné
Koughénya

Niveau Régional
(DRDR)

PLANIFICATION
ET PROGRAMATION
LE SUPERVISEUR
Mr Koumdji K. Kodjo

REGION MARITIME

PLANIFICATION
ET PROGRAMATION
LE SUPERVISEUR
Mr Fanoua Kenlan

REGION DES PLATEAUX

PLANIFICATION
ET PROGRAMATION
LE SUPERVISEUR
Dr Tidohoe Kodjo

REGION CENTRALE

PLANIFICATION
REGION DE LA KARA
LE SUPERVISEUR
Mr Adanou K. Kabouré

REGION DE LA KARA

PLANIFICATION
ET PROGRAMATION
LE SUPERVISEUR
Mr Litaaba Djibola

REGION DES SAVANES

nombre permanents: 5
d'agents temporaires: 8

permanents: 3
temporaires: 10

permanents: 3
temporaires: 11

permanents: 5
temporaires: 4

permanents: 4
temporaires: 6

ANNEX X

PROJET DE DECLARATION DE POLITIQUE DE PROMOTION DES EXPORTATIONS DES VIVRIERS ET DES PRODUITS NON-TRADITIONNELS

I - INTRODUCTION

La Nouvelle Stratégie de Développement Rural (NSDR) au Togo, vise essentiellement la promotion des masses rurales et partant la production des cultures vivrières pour maintenir l'autosuffisance alimentaire encore fragile d'une part et de l'autre les exportations des excédents de ces produits vivriers. Conscient du fait que ces exportations constituent une opportunité de croissance certaine pour son économie en ce sens qu'elles sont un vecteur de la production, une source de devises et une émulation du secteur privé, le Gouvernement a entrepris à partir de 1985 un programme de libéralisation des exportations des vivriers.

II - ACTIONS ENTREPRISES

Vendre, c'est bien, mais avant de vendre il faut produire en quantité et en qualité suffisantes. Pour répondre à cet impératif, le Gouvernement a mis en place plusieurs mesures tant en amont qu'en aval de la production.

A - Mesures en amont de la production

Rappelons brièvement que :

- plus de 80 % de la population togolaise est agricole ;
- l'agriculture est faite par de petits exploitants, producteurs et consommateurs à la fois ;
- le niveau d'organisation économique des paysans est faible ;
- les techniques culturales de même que l'outillage sont archaïques et par conséquent la production est étroitement liée à la volonté de la nature ;
- les coûts de production sont très élevés et rendent les produits vivriers togolais moins compétitifs par rapport à d'autres pays.
- les données fiables relatives à la production des vivriers restent encore à être améliorées.

Face à ce constat, plusieurs actions ont été mises en oeuvre.

1 - Promotion de l'Outillage Moderne

La mécanisation a été introduite au Togo par le biais de projets agricoles spécifiques. Seules quelques minorités de paysans sont touchés par cette mécanisation. En 1976, l'Etat a pris l'option de rendre plus accessible aux masses, la motorisation de l'agriculture. C'est ainsi que fut créée dans la même année, la Société Togolaise d'exploitation de Matériels Agricoles (SOTEXMA) pour gérer un important parc de matériel et d'équipements agricoles acquis par l'Etat.

Mais malheureusement cette société va être dissoute en 1982 à la suite de nombreuses difficultés d'ordre technique et financier. L'expérience non réussie de la mécanisation lourde va conduire les autorités à adopter la traction animale comme étape intermédiaire préparant le paysan à la mécanisation lourde. L'engouement de la population rurale à ce nouvel outillage témoigne du succès de l'opération. Les noyaux d'élevage bovin existant au niveau du Centre d'Avétonou, du Ranch de l'Adélé et du Ranch de Namiélé ont l'option de fournir des animaux de trait nécessaire au développement de la culture attelée. Sa structure de promotion est le PROPTA.

2 - Projet de Vulgarisation Agricole

Ce projet qui a démarré a pour objectif :

- l'uniformisation de la méthodologie d'approche en milieu paysan et de la réorganisation de l'encadrement sur une base rationnelle selon les principes du système F & V ;
- la mise en oeuvre de programmes de formation continue et systématique du personnel de la vulgarisation à tous les niveaux ;
- l'amélioration des liens entre la vulgarisation et la recherche grâce à une participation plus directe et décentralisée de la Direction de la Recherche Agronomique (DRA) à la Recherche adaptative et aux essais en milieu paysan avec la participation active du personnel de vulgarisation et des agriculteurs ;
- la mise en place de cellules de suivi-évaluation au sein de chaque DRDR en vue de superviser les activités de vulgarisation et de recherche et de fournir au service de vulgarisation un feed back des thèmes techniques passés aux paysans.

L'exécution de ce projet relève de la responsabilité des 5 Directions Régionales de Développement Rural (DRDR). Pour leur permettre de répondre pleinement à leur devoir de catalyseur, elles ont été réorganisées et dotées de structures susceptibles d'assurer au niveau de la région, la coordination et l'harmonisation des programmes de développement.

3 - L'Utilisation des Intrants Agricoles

Dans les années 70, à peine 5 % des paysans utilisent l'engrais et les insecticides. En 1984, le rapport Minster Agriculture Limited de 1984 sur le Togo fait état de 12 %. Avec la mise en oeuvre du Projet Vulgarisation, les paysans sont plus sensibilisés à l'utilisation de ces intrants et des semences améliorées pour de meilleurs rendements.

4 - La Formation

Action fondamentale qui confère à l'homme son savoir-faire, sa technicité. Dans ce domaine, le Togo dispose de deux institutions chargées de former les futurs techniciens : l'INFA de Tové et l'Ecole Supérieure d'Agronomie de l'Université du Bénin Lomé. La formation sur le tas est assurée au moyen de stages de recyclage dont bénéficient surtout les encadreurs et chefs de sous secteurs, formation à laquelle participent des ONG telles que l'INADES, l'OIC, les maisons familiales, etc.

B - Mesures en Aval de la Production

1) Limitation du rôle de TOGOGRAIN

Le souci du Gouvernement en créant TOGOGRAIN en 1970 est de mettre en place un système moderne et efficace de commercialisation et de stockage des céréales permettant à la fois :

- d'acheter aux paysans à un prix rémunérateur et relativement stable ;
- de vendre aux consommateurs des villes, ou de zones rurales déficitaires à des prix relativement faible, notamment pendant la période de soudure ;
- d'influencer ainsi les prix pratiqués parallèlement par les commerçants privés à l'achat et à la vente des produits vivriers ;
- enfin de constituer un stock de sécurité en prévision d'une chute accidentelle de la production vivrière.

.../...

Malheureusement, TOGOGRAIN, dans ses activités a connu beaucoup de difficultés et le bilan global de gestion a conduit le Gouvernement dans le cadre du PAS (1983) à limiter le rôle de TOGOGRAIN au maintien de stock de sécurité dont le volume maximum est de 12 000 tonnes.

La limitation du rôle de TOGOGRAIN va poser le problème de commercialisation et d'exportation des vivriers par le secteur privé, étant entendu que jusqu'en 1985, les exportations de céréales par les privés n'étaient pas formellement autorisées.

2) Levée de l'Interdiction d'Exportation

Suite au désengagement de l'Etat dans la commercialisation et l'exportation des céréales, le Gouvernement a levé l'interdiction qui frappait les exportations des cultures vivrières. En outre, en novembre 1986, il a publié un décret régissant l'octroi des licences d'exportation.

En conclusion, toutes ces mesures prises par le Gouvernement démontrent sa volonté manifeste de promouvoir les exportations des vivriers. Son désengagement du commerce de grains et des tubercules en est une illustration concrète. Mais alors, si l'Etat n'a aucune prétention sur la commercialisation des produits vivriers, en quoi se justifie sa prudence dans la libéralisation complète des exportations de ces produits.

II - SITUATION ACTUELLE ET CONTRAINTES A LA SECURITE ALIMENTAIRE

Vendre un produit moins cher et racheter plus tard ce même produit pour sa subsistance 2 fois plus cher, relève d'une politique à courte vue sans vision de l'avenir. L'Etat dans tous les pays au monde a la responsabilité de veiller à la sécurité alimentaire de la population et sur l'intérêt du producteur.

A - Vulnérabilité du Paysan Face aux Commerçants

Pour une meilleure compréhension de cet aspect de la chose, il convient de rappeler que la commercialisation des produits vivriers au Togo est essentiellement assurée par des circuits privés et revêtent plusieurs formes dont l'une des plus redoutables pour le paysan est :

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- la vente sur pied : c'est une forme de commercialisation dans laquelle le producteur offre à la vente son produit sur pied. A la base, des types d'accord ont été réalisés et même des contrats signés entre le producteur et le commerçant de gros qui est un fournisseur, garantie des objets monétarisés ou même de l'argent liquide dont le cultivateur aura besoin pour sauvegarder sa famille tout le long de l'année. Il arrive très souvent que le producteur tombe sous le joug d'un acheteur de gros qui devient le maître absolu de l'écoulement de la totalité des productions du cultivateur qui se laisse immanquablement escroquer.

Cette forme de commercialisation dépossède le paysan des fruits de son labeur, tout simplement parce qu'il a un besoin urgent d'argent. Si cet argent pouvait lui être fourni par le canal de crédit bancaire en warrantant sa production, le paysan ne se livrerait jamais à une telle pratique car il en a bien conscience des méfaits, mais face à ses besoins quotidiens et urgents le paysan n'a pas le choix. La libéralisation complète des exportations des vivriers à l'heure actuelle renforcerait cette pratique de spoliation surtout que le milieu rural est dépourvu de structure de financement agricole.

B - Fragilité de la Sécurité Alimentaire

Le pays, certes est autosuffisant sur le plan alimentaire. Ce qui est une fierté nationale. Mais l'analyse de cette autosuffisance montre qu'elle est plutôt tributaire de climat que de la maîtrise de techniques de production. La nature étant par définition capricieuse, peut-on fonder une pratique régulière sur une base irrégulière ? En d'autres termes, une libéralisation complète des exportations des produits vivriers dans un pays à la merci du climat et dont la population rurale poursuit son ouverture à des techniques modernes de production, est-elle une approche saine et sécurisante sur le plan alimentaire ? L'expérience des uns et des autres à travers l'espace et le temps nous appelle à plus de réflexion et de prudence.

C - Inadéquation du Crédit Agricole et d'Infrastructures adéquates de stockage en Milieu Rural

Actuellement pour ses besoins immédiats de liquidité, le milieu rural est dépourvu de structure de financement à tel enseigne que le paysan est obligé pour survivre de vendre souvent à perte sa production. L'analyse des prix moyens mensuels du maïs et du sorgho (bases de l'alimentation de la population togolaise) donne les indications suivantes :

.../...

Région Maritime - Prix du Maïs - CFAF/Kg

MOIS ANNEES	Jan.	Fev.	Mars	Avr.	Mai	Juin	Juil.	Août	Sep.	Oct.	Nov.	Dec.
1985	41	50	59	57	61	50	48	35	36	44	45	46
1986	55	78	79	94	116	106	87	62	61	67	70	77
1987	65	82	98	104	99	96	78	64	62	79	77	68

Région des Plateaux - Prix du Maïs CFAF/Kg

MOIS ANNEES	Jan.	Fev.	Mars	Avr.	Mai	Juin	Juil.	Août	Sep.	Oct.	Nov.	Dec.
1985	44	45	53	49	53	51	60	38	43	55	48	55
1986	62	83	82	82	105	97	91	57	51	53	58	68
1987	68	72	80	84	86	93	82	64	47	51	61	60

Région Centrale - Prix du Maïs CFAF/Kg

MOIS ANNEES	Jan.	Fev.	Mars	Avr.	Mai	Juin	Juil.	Août	Sep.	Oct.	Nov.	Dec.
1985	42	43	45	48	49	53	50	57	41	37	38	42
1986	51	61	63	64	75	85	92	79	52	44	51	60
1987	61	62	66	72	72	78	76	71	60	56	52	58

Région de la Kara - Prix du Maïs CFAF/Kg

MOIS ANNEES	Jan.	Fev.	Mars	Avr.	Mai	Juin	Juil.	Août	Sep.	Oct.	Nov.	Dec.
1985	55	52	62	67	63	65	67	73	59	48	47	49
1986	50	70	67	71	78	86	89	85	76	55	58	56
1987	61	60	66	72	69	80	83	81	72	56	57	55

Des tableaux on tire les informations suivantes :

- les périodes de hausse de prix se situent entre :
 - . Février et juillet pour les régions Maritimes et des Plateaux, le prix le plus élevé s'observe le plus souvent en mai.
 - . Février et août pour la région de la Kara et de la Centrale.

Les prix les plus élevés dans ces deux régions se situent entre juin et août.

- les périodes de bas prix s'observent juste après les récoltes.

Pour la :

- . Région Maritime et la région des Plateaux, les périodes de bas prix s'étalent du mois d'août jusqu'en janvier ; la grande récolte a lieu en juillet et la petite en novembre.
- . Région Centrale, ces périodes s'étalent de septembre à janvier, le maïs est récolté au mois de septembre-novembre.
- . Région de la Kara, la baisse des prix s'observent entre septembre et janvier. La période de récolte étant septembre-novembre.

Durant la récolte, les deux céréales sont abondantes, l'offre dépassant la demande, il en résulte une baisse des prix. Un des moyens de lutte contre cette baisse est le stockage en milieu paysan. Or, on constate qu'il est limité à l'infrastructure traditionnelle conçue essentiellement pour une économie de subsistance. A défaut de stockage, les mouvements des produits vivriers et principalement ceux des grains, qui dans les premiers mois suivant la récolte, vont des régions grosses productrices vers les villes, se renversent généralement pendant les périodes de soudure. Les revendeuses qui ont stocké à Lomé ou dans les centres importants rapportent alors souvent du maïs dans les régions productrices qui n'en ont plus suffisamment pour se nourrir. Il faut signaler en outre que la période de récolte coïncide avec la rentrée scolaire des enfants en septembre. Les paysans pour pouvoir y faire face sont donc obligés de liquider une bonne partie de leur récolte. Notons aussi l'approche des fêtes de Noël et de Nouvel an qui peuvent avoir d'influence sur la décision de vente du paysan. Il ressort de cette analyse que la restructuration du crédit agricole devient impératif si l'on souhaite réellement que le paysan producteur retrouve son identité dans la libéralisation complète des exportations des vivriers.

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Un autre aspect essentiel pour le paysan consiste à le doter de moyens de stockage adéquats pour profiter des écarts de prix favorables. Les tableaux suivants des écarts des prix sur trois années consécutives illustrent bien cette nécessité.

Ecarts 1985

REGIONS	PRIX SUP.	PRIX INF.	ECART	POUPCENTAGE
Maritime.....	61	36	25	69 %
Plateaux.....	60	38	22	58 %
Centrale.....	57	37	20	54 %
Kara.....	73	47	26	55 %

Ecarts 1986

REGIONS	PRIX SUP.	PRIX INF.	ECART	POURCENTAGE
Maritime.....	116	55	61	111 %
Plateaux.....	105	51	54	106 %
Centrale.....	92	51	41	80 %
Kara.....	89	50	49	98 %

Ecarts 1987

REGIONS	PRIX SUP.	PRIX INF.	ECART	POURCENTAGE
Maritime.....	104	62	42	68 %
Plateaux.....	86	47	39	83 %
Centrale.....	78	52	26	50 %
Kara.....	83	55	28	51 %

D) Manque d'Information sur les Marchés et les Variations de Prix

Une autre réalité sur le terrain est que le paysan ne dispose pas d'informations nécessaires pouvant guider à profit son comportement de vente. Les données relatives à l'évolution des prix sur les marchés et établies par la Direction des Enquêtes et Statistiques Agricoles (DESA) ne parviennent pas aux paysans. Or pour tirer profit de la libéralisation des exportations, il faudrait qu'ils aient des connaissances sur les marchés.

E) Faiblesse du Niveau d'Organisation des Paysans

L'absence d'une organisation solide au niveau local affaiblit le pouvoir de négociation avec les commerçants privés et ne leur permet pas de réaliser des économies d'échelle dans la mise en place d'infrastructure adéquate de stockage. Dans la situation actuelle, le paysan individuellement n'est pas en mesure de s'en procurer.

Face à ces difficultés, le paysan est désarmé pour affronter les commerçants privés dans toutes leurs dimensions, la sécurité alimentaire se révèle ainsi fragile. Pour un maintien fiable et viable de cette sécurité alimentaire et pour parvenir sans heurt à la libéralisation complète des exportations des vivriers et produits non-traditionnels comme facteur de croissance, le Gouvernement s'est engagé à établir un plan d'actions des mesures à entreprendre.

III - Mesures à Entreprendre : Plan d'Actions

A) Renforcement des outils de Prévisions de la Direction des Enquêtes et Statistiques Agricoles (Projet Gouvernement-USAID, N° 693-0229)

Ce projet financé par l'USAID s'inscrit dans le cadre de la libéralisation des produits vivriers et a pour objectif :

- la prévision de volume de la production des cultures vivrières avec plus de fiabilité ;
- la détermination des besoins alimentaires de la population ;
- la détermination des excédents exportables ;
- la diffusion d'informations sur l'état des récoltes et sur les prix ;
- l'amélioration du réseau d'information avec les pays voisins sur la commercialisation.

.../...

L'évaluation de ce projet prévue pour cette année permettra de se rendre compte des progrès réalisés et des problèmes encore à résoudre.

B) Promotion des Groupements Agricoles Villageois (GAV)

Le Gouvernement a donné mandat aux projets de développement rural déjà en exécution (SOTOCO, SRCC, PDRN etc...) de promouvoir les groupements de commercialisation de produits vivriers. Un projet sur la Gestion Appropriée des Coopératives de Petits Exploitants (GACOPEA) est en cours de préparation avec l'aide technique de l'Allemagne, de la FAO etc...

C) Promotion des Moyens de Stockage à Longue Durée de Conservation

Le Gouvernement, les projets et les ONG aident sur le plan financier et technique à construire des magasins de stockage adéquats pour profiter des variations de prix favorables.

D) Réorganisation du Crédit Agricole

Le crédit agricole se situe à la fois à l'amont et à l'aval de la production. En amont, parce qu'il procure aux paysans les moyens nécessaires à la production, en aval parce qu'il leur permet de ne pas écouler pour des besoins pressants d'argent leur production juste après la récolte à bas prix (l'offre excédant la demande). Cet élément stratégique dans le processus de développement qu'est le crédit agricole fait actuellement l'objet de 2 projets :

- le Projet USAID de renforcement des réseaux FUCEC-COOPEC (Fédération des Unions des Coopératives d'Epargne et de Crédit).

- le Projet de restructuration de la Caisse Nationale de Crédit Agricole. Les principaux bailleurs de fonds sont la Banque Mondiale, BAD, CCCE, BCEAO. Il est actuellement dans sa phase de préparation.

- Ces deux projets sont porteurs d'espoir en ce sens qu'ils visent à mettre la banque à la portée du paysan. L'accès au crédit, principale difficulté des paysans en serait facilité, le risque des crédits serait moindre parce que la banque (coopératives, crédit mutualiste) serait à même de mieux apprécier les emprunteurs.

.../...

E) Création d'un Comité de Promotion des Exportations des Vivriers et Produits Non-Traditionnels :

L'engagement du Gouvernement de libéraliser complètement les exportations des vivriers et de promouvoir les produits non-traditionnels dans une optique d'exportation est sérieux et continu. Pour ce faire, le Gouvernement pense qu'il est fort nécessaire d'impliquer dans une profonde réflexion l'ensemble des opérateurs économiques qui interviennent tant en amont qu'en aval de la production afin de lui proposer des solutions appropriées et concrètes aux problèmes d'exportation. Et c'est pour répondre à cette préoccupation que le Comité de Promotion des Exportations des Vivriers et Produits non-traditionnels a été créé. Il est clair que si le Gouvernement soutient le secteur privé et lui permet de fonctionner dans un cadre macro-économique approprié et dans un environnement commercial raisonnable, les activités d'exportation s'amplifieront et la mentalité d'exportation se développera.

Composé de représentants des paysans, du secteur privé et du secteur public, ce Comité est appelé à définir le cadre opérationnel et le programme de ses activités.

ANNEX XI

MINISTÈRE DU DÉVELOPPEMENT RURAL

REPUBLIQUE TOGOLAISE
Union-Paix-Solidarité

MINISTÈRE DU COMMERCE ET DES TRANSPORTS

ARRETE INTERMINISTERIEL N° 07/MDR/MCT
Portant création d'un Comité d'Etude et de Promotion des
Exportations des Vivriers et des Produits Agricoles non-
Traditionnels.

LE MINISTRE DU PLAN ET DES MINES
CHARGE DU COMMERCE ET DES TRANSPORTS,

LE MINISTRE DU DEVELOPPEMENT RURAL,

Vu la constitution spécialement en son article 21 ;
Vu l'ordonnance N° 17 du 22 Avril 1967 portant réglementation des prix
et des circuits de distribution ;
Vu le décret N° 86/210 du 25 Novembre 1986 portant réglementation de
l'exportation des céréales et autres produits vivriers ;
Vu les décrets N° 88/193 et N° 88/194 des 19 et 20 décembre 1988 por-
tant restructuration du Gouvernement ;

A R R E T E N T :

ARTICLE 1er. - Il est créé un Comité d'Etude et de Promotion des Expor-
tations des Vivriers et des Produits Agricoles Non-Traditionnels.

ARTICLE 2. - Le Comité a pour tâche de proposer au Gouvernement confor-
mément aux objectifs et Plan d'action fixés dans sa Déclaration de Politique de
Promotion des Vivriers et des Produits Agricoles Non-Traditionnels adoptés dans
le cadre de son Troisième Programme d'Ajustement Structural, des mesures et actions
précises à entreprendre en vue de promouvoir les exportations des Vivriers et des
Produits Agricoles Non-Traditionnels.

Les mesures et actions proposées concerneront notamment :

- le renforcement des outils des prévisions de la Direction des En-
quêtes et Statistiques Agricoles (DESA) ;
- la promotion des moyens de stockage à longue durée de conservation ;
- la promotion des groupements agricoles villageois ;
- la réorganisation du crédit agricole ;
- l'amélioration des pistes desservant les zones de production etc...

.../-

ARTICLE 3.- Le Comité est composé comme suit :

- Président : Un représentant du Ministre du Développement Rural.
- 1er Vice-Président : Un représentant d'un Groupement de Producteurs Agricoles.
- 2è Vice-Président ; Un représentant du Ministre du Commerce et des Transports.
- Membres :
 - Un représentant du Ministre de l'Economie et des Finances.
 - Un représentant du Ministre du Plan et des Mines
 - Le Directeur du Service du Conditionnement
 - Deux représentants de la Chambre de Commerce d'Agriculture et d'Industrie du Togo (spécialistes du commerce des vivriers)
 - Deux représentants de Groupements de Producteurs Agricoles autres que le 1er Vice-Président du Comité.
 - Un représentant de l'Ecole Supérieure d'Agronomie de l'Université du Bénin.

Le Comité pourra faire appel, à titre consultatif aux personnalités dont les compétences seront bénéfiques à ses travaux.

ARTICLE 4.- Le Comité sera assisté par un Secrétariat Permanent qui sera assumé par le Directeur des Enquêtes et Statistiques Agricoles.

Le Secrétariat Permanent sera chargé de préparer les travaux du Comité, de collecter les informations et procéder aux analyses nécessaires à ses travaux, de rédiger les projets de textes, de dresser le Procès-Verbal des réunions du Comité.

ARTICLE 5.- Le Comité devra déposer ses conclusions auprès du Ministre du Développement Rural et du Ministre du Plan et des Mines chargé du Commerce et des Transports aux dates ci-dessous :

- diagnostic de la situation existante :
 - au plus tard 30 Septembre 1989
- recommandations sur des actions spécifiques :
 - au plus tard 31 Décembre 1989
- recommandations relatives à la mise en oeuvre des actions spécifiques :
 - au plus tard 31 Mars 1990.

.../...

ARTICLE 6.- Le Directeur Général du Développement Rural, le Directeur du commerce extérieur et le Directeur du commerce intérieur sont chargés de l'application du présent arrêté qui sera publié au Journal Officiel de la République Togolaise.

Fait à Lomé le 25 MAI 1989

LE MINISTRE DU PLAN ET DES MINES
CHARGE DU COMMERCE ET DES TRANSPORTS

LE MINISTRE DU DEVELOPPEMENT
RURAL

Barry Moussa BARQUE

Pali Yao TCHALLA

AMPLIATIONS :

P.R..... 2
MCT/CAB 2
IDR/CAB 2
TOUS MINISTERES17
INTERESSES12
UNFT 1
CCAIT 1
ARCHIVES 2
JORT 2

POUR AMPLIATION
LE DIRECTEUR DE CABINET

Biova S. FEMWANECH.-

ANNEX XII

\SOW\PP90
Version 0.2
Lomé, le 10 Janvier 1990

TERMES DE REFERENCE DE PHILIP PARKER POUR SA MISSION 1990

PHILIP PARKER'S SCOPE OF WORK FOR HIS 1990 MISSION

Objet: Renforcer la capacité des services de la DESA pour analyser les données statistiques et pour prévoir la production et les prix des produits agricoles.

Purpose: To strengthen the institutional capacity of DESA to analyse data and forecast food crop production and prices.

Tâches: Durant les cinq jours qu'il passera à Lomé, le consultant accomplira les tâches suivantes:

Responsibilities: The consultant will spend five days in Lomé and perform the following tasks:

(1) travaillant avec les services d'analyses statistiques et économiques de la DESA, il complètera et rendra opérationnels les modèles de prévision de la production et des prix des produits vivriers.

(1) with DESA's Division of Statistical Analysis complete and render functional the forecasting models for agricultural production and prices.

(2) il poursuivra la formation du personnel technique de la DESA dans l'utilisation des programmes TSP, SPSS et Free Lance sur ordinateur et sur des applications de statistiques avancées.

(2) train technical personnel of DESA in the use of the Time Series Processor (TSP) program, SPSS and Free Lance on the computer and in some applications of advanced statistics.

Résultats:

(a) les statisticiens de la DESA seront capables d'utiliser des applications des programmes TSP, SPSS et Free Lance sur les micro-ordinateurs.

Outputs:

(a) Statisticians trained in microcomputer applications and time series processing, data bank management, graphs and maps generating.

(b) les analystes de la DESA sauront utiliser les modèles de prévision des récoltes et des prix.

(b) Analysts trained in the use of crop and prices model forecasting.

ANNEX XIII

URGENT

To: Dennis Panther, USAID, Lome, Togo

cc: Mark Wentling, Mission Director, USAID, Lome, Togo
Richard Frankel, USAID, REDSO, Abidjan, Ivory Coast
Louis Lung, Chief of Party, RRNA, Lome, Togo
David Loundsbury, RRNA, Washington, D.C., USA
Laura Bailey, RRNA, Washington, D.C., USA
Deborah Shaeffer, RRNA, Washington, D.C., USA
Mr. Amavi, Director, DESA, Lome, Togo

From: Philip Parker, Ph.D.; INSEAD, on retainer with RRNA,
Fontainebleau, France

Re: Proposal for the Computerization of DESA (Lome, Togo),
and the use of remaining AEFPRP/CELT funds.

Date: February 21, 1990

I. The Urgency

In reference to our conversation on February 16, 1990, the mission of the AEFPRP/CELT team is, in part, to provide technical assistance to the Direction des Enquetes et Statistiques Agricoles (DESA), including,

- accelerating reports of agricultural statistics (yields, surface areas planted, production, prices)
- providing technical training in the use of statistical forecasting techniques
- assisting DESA in publishing high quality, clearly written, and timely reports for various government and international organizations in keeping with the goal of better disseminating vital agricultural information.

A great deal of progress has been made in this direction, but, as Mark Wentling noted, it is an open question whether the DESA will be able to continue to improve upon and/or provide the level of reporting and analysis attained to date. This memorandum is a formal (urgent) request for the purchase of critically needed computer/communications equipment and supplies that stands to best assure the continued progress of the DESA. The purchase of this equipment may come from as yet unallocated AEFPRP/CELT funds; I understand that if these funds are not assigned soon and equipment is not in shipment by June 30, 1990, then the money will be returned to the U.S. Treasury. Furthermore, given that

the contract between Robert R. Nathan Associates Inc. (RRNA, renamed Nathan Associates Inc.) and USAID will expire on or near April 30, 1990, and that RRNA is best suited, in my opinion, to assure the rapid acquisition and shipment of the requested equipment, it is critical that this request be approved in a timely manner.

In my opinion, the material requested falls well within the goal of technical assistant to the DESA in that previous training has generated an expanding need for the appropriate tools, especially for an organization dedicated to statistical analysis.

Before detailing the specific proposal, the following passage written by David Loundsbury (Director of Computer Services, RRNA) to Louis Lung on August 25, 1989, summarizes DESA's organization and basic computer needs.

II. The DESA (by David Loundsbury, RRNA)

Fundamental to making and implementing effective agricultural policy in Togo is an information system designed to provide policy makers with consistent, reliable data on agricultural production, marketing, and consumption. DESA, a division of the Ministry of Rural Development, is responsible for this operation. DESA is currently organized into six subdivisions:

- Finance Administration (budgeting and accounting)
- Methodology (survey design)
- Atelier de Depouillement (process primary data)
- Publication Documentation and Codification (publish results)
- Data Bank (stores survey results)
- Agricultural Statistical Analysis (analyzes survey results).

The first five subdivisions are concerned with administrative aspects of collecting, processing and disseminating agricultural information. The sixth subdivision, Agricultural Statistical Analysis, is responsible for producing useful analysis of the survey results for the Ministry's policy making bodies.

The current information system for collecting, processing, disseminating and analyzing agricultural data is essentially a manual one. Primary data is submitted from five regional offices located throughout Togo. Weak communication with the regional offices further compromises the system's productivity. No computer resources are available at the regional offices, and while some computer resources are applied at the Ministry's headquarters, the resources are often ineffectively and inefficiently used. Limited computer resources for data

processing are available at Ministry of Planning's Centre National d'Etudes et de Traitements Informatiques (CE.NE.T.I.) and Statistics Department. CE.NE.T.I. operates a microcomputer room housing a variety of systems from many manufacturers including WANG, Apple, Bull, Burroughs, IBM, and Sinclair. In addition, an IBM mainframe is also available. Much of this equipment and the software which is operated on it is outmoded. Other computer resources for statistical and economic analysis are available at DESA. DESA operates two IBM Model 50 microcomputers running a variety of software for database development, spreadsheet analysis, graphics, and word processing.

A comprehensive plan to provide microcomputer resources at all five regional offices as well as additional microcomputers within each DESA subdivision should be designed. The plan should also address computer applications for the following:

- digitized mapping of agricultural data by region
- inter-region/headquarters computer communication for direct transfer of data (telephone modem connection)
- a central database management system for agricultural survey results
- full documentation of the information system, hardware, and software.

III. The Proposed Plan to Computerize DESA

A. INTRODUCTION

I have personally been involved with the DESA since August 1986 and have witnessed a remarkable transformation of its operations (see the attached article I wrote based on my first mission to DESA, "Processing Agricultural Data in Togo: A Case of Appropriate Technology," Development Connections, January 1987). Since this first visit, the DESA has developed a "computer mentality". All projects are undertaken with computer processing in mind. Repeated training seminars over the past four years in DESA's offices and out-of-country computer training in the United States, West Germany and Morocco (for three of DESA's analysts), has yielded a high degree of computer literacy in DESA. Many of the training seminars have been organized and conducted by DESA's analysts who have had advanced training (in MS-DOS, Dbase IV, Supercalc, Lotus 1-2-3, Harvard Graphics, Freelance, Statistical Package for the Social Sciences -- SPSS-X, Word Perfect, and Times Series Processor -- TSP, among others). There are currently fifteen DESA employees with comfortable fluency in at least three software packages each (typically with Dbase IV, Lotus 1-2-3, Word Perfect, and Harvard Graphics):

- Mr. Kougbenya (Agronomist)
- Mr. Daou (Economist)
- Mr. Dogbe (Statistician)
- Mr. Akakpo (Economist)
- Ms. Geraldo (Assistant Agronomist)
- Mr. Medziko (Statistician)
- Ms. Adimado (Assistant Agronomist)
- Mr. Eдорh (Computer Operator, responsible for EMA, ORSTOM)
- Mr. Adibolo (Agronomist)
- Mr. Azando (Survey Research Assistant)
- Mr. Gaba (Survey Processor)
- Mr. Agbossou (Agronomist)
- Mr. Kao (Survey Research Assistant)
- Mr. Djare (survey Research Assistant)
- Mr. Ayi (Survey Research Assistant)
- Ms. Assiobo (Computer Operator)

The level of computer expertise within DESA has grown to such an extent that a number of other governmental services seek advice from DESA personnel on their computing problems. The large number of computer literate personnel relative to the number of computers has had the effect of making computer resources extremely scarce at DESA. A number of studies are on waiting lists for data entry, analysis, and publication. The delays for processing are especially critical for price reporting. The two IBM PS/2 model 50 microcomputers are constantly being used for basic study related tasks. Analysis of pricing data, for example, by those trained in statistical software packages (TSP, SPSS-X) is delegated to the lowest priority due to the lack of resources. Furthermore, long reporting delays and expensive up-country trips are frequently made to collect basic information (e.g. survey forms, price statistics).

B. A PLAN TO PROVIDE COMPUTER RESOURCES TO DESA

The following plan, which has the full backing of DESA's director, Mr. Amavi, focusses on three levels:

- Upgrading the current system; linking DESA to other relevant organizations
- Expanding DESA's Capabilities in Lome
- Expanding Computerization to DESA's five Regional Offices.

As noted by David Loundsbury, above, special attention should be paid to communications (which will improve the speed of reporting from the field), the role of DESA as a publisher of reports (e.g. graphics, word processing, etc.) and the critical function of analyzing large quantities of statistics in light of policy issues in agriculture. The proposal detailed below closely

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follows systems now under use in other West African countries, including Ghana which in installing computer resources and the headquarter and regional office level for their agricultural statistics department.

(i) Upgrading the Current System

The attached list of proposed computer acquisition items foresees upgrading the current system to meet to four needs:

- use of laser printing, graphic and desktop publishing software to improve the quality of DESA publications which have low quality printing and formatting;
- communication with organizations outside of DESA that have made requests for modem communication and/or who will supply relevant data to DESA (including ORTOM, DSG, CENETI, COMAC AND SIM);
- the use of statistical software that requires that the current hardware be upgraded for math coprocessors (e.g. TSP version 4.0 and 4.1);
- the need for related computer supplies including surge protectors, and an uninterrupted power supply.

These items will allow DESA to, above all, use analytic software currently at their disposition, to produce type-set quality reports (text, tables, and graphics), and be better able to collect communicate/disseminate their data using modem technology. Such technology is now widely used in West Africa for agricultural statistics communications. The total estimated costs of the proposed items is \$15,165 (see attached schedule).

(ii) Expansion of DESA's Capabilities

The current hardware at DESA, if upgraded as discussed above, will not meet the basic computing needs of DESA. As the AEPRP team no longer resides in DESA, there is a real risk that early crop reporting and forecasting will not be forthcoming due to the backlog of activities on the current system. Furthermore, although the current machines, once upgraded, will be able to run most statistical software packages, memory capacity (RAM and on hard disk) limitations will prevent the analysis of nationwide data bases (analyses are currently limited to the regional, or, more frequently, the Departmental level). Furthermore, the size (on hard disk) of statistical software (e.g. SPSS-X which is required for cross-sectional analysis), requires that DESA delete

other software from its hard disks to load such programs. Such swapping runs the risk of inadvertent deletions and software destruction. Inter-regional price studies (urban versus rural, north versus south) which combine data from the annual crop surveys is not currently feasible but has been deemed important in previous AERPR meetings. The expansion plan calls for three broad activities:

- acquisition of two high speed, high capacity work 80386-based stations that can store and operate the

 - larger statistical software packages and store and simultaneously analyze the entire annual agricultural survey (and be used, if need be, for the 1992 census);

- the acquisition of 3 IBM-AT compatible microcomputers to relieve current bottle necks (based on current needs across DESA's divisions, discussed above);

- support equipment for the installation of these computers in three "clean rooms"; one laser printer, one dot matrix printer, power supply equipment, one scanner (for mass data entry), one digitizer (for sample frame definition), one hard drive back-up system (for security), and printer switches.

These items (see attached listing) will quickly be used to their capacity given the current processing needs at DESA and the desire to run the more sophisticated software on the larger databases. Two of DESA's analysts have been trained and are fully capable of installing and implementing these microcomputers; total additional estimate cost equals \$48,020.

(iii) Expansion to Regional Offices

As is now the practice in other West African countries, the regional use of microcomputers, modem-based communications, facsimile to the central processing facilities is recommended. This will dramatically reduce reporting and data entry delays, as well as reduce the number of trips made by DESA personnel who physically transport documents to and from the DESA during the crop forecasting periods (dossiers make at least six trips to and from the field to DESA in Lome). Instructions to and from the field, as well as graphic information not readily sent over modem will prove extremely cost effective. When a survey enumerator or regional director is required in Lome, often a car is sent as a substitute for a lack of telephone contact or message service. The use of facsimile will do much to speed the transmission of such information. The attached lists calls for IBM-AT compatible machines with sufficient memory for basic data entry software,

modems, printers, power supply equipment, and facsimile. Regional directors will be trained by DESA analysts (some have already received training) on the use of data entry, word processing, spreadsheets, and communications software packages. Some of the communications software will be provided by ORSTOM (Lome, Togo). The total additional cost is estimated at \$29,194.

(iv) Additional Items

Given the possibility of remaining funds, extra supply materials are listed which will prove extremely useful to the DESA. These items include cleaning, and equipment protection supplies as well as replacement items for computer consumables.

C. IMPLEMENTATION

As stated earlier, the computer plan outlined above follows similar systems implemented in West African agricultural statistics departments. Given the time constraints, and a previous survey I conducted of local vendors, I recommend that the equipment be ordered directly in the United States and shipped to Lome. The prices of local vendors are two to three times that of U.S. suppliers. The acquisition of DESA's two IBM microcomputers was quickly conducted in the manner without any problems and at much lower cost than local acquisition. I recommend three alternatives for placing the equipment orders:

- Using Nathan Associates Inc.; given that they ordered and shipped the current equipment, David Loundsbury is fully aware of DESA's needs and is Nathan's Director of Computer Services, they have shipped much larger systems to developing countries around the world, they are involved with this project and quickly react to a request without asking for background information;

- Using USAID purchasing channels; this may prove too slow given the deadlines mentioned above, though may be appropriate;

- EMCI, Inc. (a consulting firm in Washington D.C. (1130 Connecticut Ave., N.W., 20036, 202-331-7272); Andrew Roscoe, a senior consultant, has handled a number of computer systems in developing countries; he was previously the Director of Computer Services at Nathan Associates before launching his own company, and is very familiar with the Togo project (he advised me on early data processing recommendations). This firm should be used only if Nathan Associates refuses.

Once the equipment is in-country, analysts at DESA are totally capable of installing the equipment, insuring continued training, and insuring a clean working environment (as is the case with DESA's current clean room). Should difficulties arise, DESA has outstanding working relations with other local entities which have recently acquired similar equipment including ORSTOM.

If you have any questions about this proposal or require further written justification, please feel free to call me at any time (in France) at my office (1-60-72-4000, extension 4970) or at my home (1-64-22-35-71); my mailing address is

Philip M. Parker, Ph.D.
Faculty
INSEAD, Bd. de Constance
77305 Fontainebleau FRANCE

My fax number in France is 1-60-72-4242.

D. ALTERNATIVE

If for some technical reason this recommendation cannot be implemented, I am prepared to make other specific proposals on other forms of assistance, perhaps within the framework of INSEAD educational programs, though the recommendations above are of highest priority.

Proposed computer acquisition list for the DESA: February 21, 1990

ITEM LISTING (or equivalent)	NUMBER OF UNITS PER ITEM	(A)	(B)	(C)	(D)
		ESTIMATED UNIT COST	ESTIMATED COST PER ITEM	ESTIMATED CIF COST PER ITEM 1,25	ESTIMATED RUNNING TOTAL COST
(1) Upgrade Items for current system					
* HARDWARE					
- MULTI-OUTLET SURGE PROTECTOR (CURTIS TYPE 6 OUTLET)	2	\$35,00	\$70,00	\$87,50	\$87,50
- HEWLETTE-PACKARD LASERJET II WITH 1 MEGABYTE EXPANSION (WITH CABLE)	1	\$2.200,00	\$2.200,00	\$2.750,00	\$2.837,50
- UNINTERRUPTED POWER SUPPLY UNIT (UPS) (600 WATT, 220/240)	1	\$1.000,00	\$1.000,00	\$1.250,00	\$4.087,50
- MATH COPROCESSORS FOR TSP UPGRADE (IBM PS/2-50 COMPATIBLE, 80287)	2	\$275,00	\$550,00	\$687,50	\$4.775,00
- EXTERNAL DRIVE FOR IBM PS/2-50 (HD, DD 1.2 MEG, with card)	1	\$250,00	\$250,00	\$312,50	\$5.087,50
- RAM 1 MEGABYTE UPGRADE (IBM PS/2-50 COMPATIBLE WITH SOFTWARE)	2	\$400,00	\$800,00	\$1.000,00	\$6.087,50
- MOUSSE (MICROSOFT SERIAL W/CARD, AND SOFTWARE)	2	\$150,00	\$300,00	\$375,00	\$6.462,50
- 40 MEGABYTE HARD DRIVE, EXTERNAL (IBM PS/2-50 COMPATIBLE)	1	\$450,00	\$450,00	\$562,50	\$7.025,00
- COLOR MONITOR FOR USE WITH EMA, PRICE ANALYSIS SOFTWARE FROM DRSTOM (IBM PS/2-50 COMPATIBLE, WITH CARD)	1	\$800,00	\$800,00	\$1.000,00	\$8.025,00
- MODEM FOR COMMUNICATION WITH DRSTOM, DSG, CENETI, COMAC, & SIM FOR SAHEL REGIONAL PRICE REPORTING (1200/2400 BAUD, WITH CARD FOR IBM PS/2-50; SOFTWARE TO BE PROVIDED BY DRSTOM)	1	\$420,00	\$420,00	\$525,00	\$8.550,00
					\$8.550,00
* SOFTWARE (with documentation)					
- MICROSOFT EXCEL	1	\$350,00	\$350,00	\$437,50	\$8.987,50
- VENTURA (DESKTOP PUBLISHING)	1	\$525,00	\$525,00	\$656,25	\$9.643,75
- COMMUNICATIONS SOFTWARE (CROSSTALK XVI OR EQUIV.)	1	\$125,00	\$125,00	\$156,25	\$9.800,00
- VIRUS DETECTION/CORRECTION	1	\$100,00	\$100,00	\$125,00	\$9.925,00
- LOTUS 1-2-3, VERSION 3.0	1	\$400,00	\$400,00	\$500,00	\$10.425,00
- SIDWAYS	1	\$37,00	\$37,00	\$46,25	\$10.471,25
- MS-DOS VERSION 4.01	1	\$80,00	\$80,00	\$100,00	\$10.571,25
- WORD PERFECT VERSION 5	1	\$250,00	\$250,00	\$312,50	\$10.883,75
- ATLAS DRAW	1	\$200,00	\$200,00	\$250,00	\$11.133,75
					\$11.133,75
* SUPPLIES					
- TONER CARTRIDGE FOR HP LASERJET II	20	\$90,00	\$1.800,00	\$2.250,00	\$13.383,75
- ADITONAL SOFTWARE REFERENCE BOOKS (IN FRENCH IF POSSIBLE)	10	\$40,00	\$400,00	\$500,00	\$13.883,75
- 3.5" DISKETTES (BOX OF 10)	10	\$30,00	\$300,00	\$375,00	\$14.258,75
- 5.25" DISKETTES (BOX OF 10)	10	\$10,00	\$100,00	\$125,00	\$14.383,75
- RIBBONS FOR EPSON LQ-500	20	\$10,00	\$200,00	\$250,00	\$14.633,75
- RIBBONS FOR NEC PINWRITER P5300	20	\$15,00	\$300,00	\$375,00	\$15.008,75
- DISK DRIVE CLEANING KITS (for 3.5" disk drive)	5	\$25,00	\$125,00	\$156,25	\$15.165,00

TO BE CONTINUED

Proposed computer acquisition list for the DESA: February 21, 1990 (Continued)

ITEM LISTING (or equivalent)	NUMBER OF UNITS PER ITEM	(A)	(B)	(C)	(D)
		ESTIMATED UNIT COST	ESTIMATED COST PER ITEM	ESTIMATED CIF COST PER ITEM \$1,25	RUNNING TOTAL COST
(2) Expansion Items					
* HARDWARE: BASED IN LOME AT THE DESA					\$15.165,00
- IBM COMPATIBLE 80386 WORKSTATIONS FOR AGRICULTURAL STATISTICAL ANALYSIS (80386 PROCESSOR, 4 MB RAM, 110 MB HARD DISK, ONE 1.2 MB 5.25" DISK DRIVE, ONE 1.44 MB 3.5" DISK DRIVE, ENHANCED KEYBOARD, COLOR MONITOR, COMPATIBLE MATH COPROCESSOR--80387)	1	\$10.500,00	\$10.500,00	\$13.125,00	\$28.290,00 \$28.290,00 \$28.290,00 \$28.290,00 \$28.290,00 \$28.290,00 \$28.290,00
- IBM COMPATIBLE 80386 WORKSTATIONS FOR AGRICULTURAL STATISTICAL ANALYSIS (80386 PROCESSOR, 4 MB RAM, 60 MB HARD DISK, ONE 1.2 MB 5.25" DISK DRIVE, ONE 1.44 MB 3.5" DISK DRIVE, ENHANCED KEYBOARD, COLOR MONITOR, COMPATIBLE MATH COPROCESSOR--80387)	1	\$8.500,00	\$8.500,00	\$10.625,00	\$38.915,00 \$38.915,00 \$38.915,00 \$38.915,00 \$38.915,00 \$38.915,00
- IBM AT-COMPATIBLE SYSTEM, FOR USE BY DESA DEPARMENTS (80286 PROCESSOR, 1 MB RAM, 20 MB HARD DISK, ONE 1.2 MB 5.25" DISK DRIVE, ONE 1.44 MB 3.5" DISK DRIVE, ENHANCED KEYBOARD, MONOCHROME MONITOR)	3	\$2.500,00	\$7.500,00	\$9.375,00	\$48.290,00 \$48.290,00 \$48.290,00 \$48.290,00 \$48.290,00
- MULTI-OUTLET SURGE PROTECTOR (CURTIS TYPE 6 OUTLET)	5	\$35,00	\$175,00	\$218,75	\$48.508,75 \$48.508,75
- 220V/110V TRANSFORMERS (50/60 HZ, 1500VA, TODD TYPE)	2	\$175,00	\$350,00	\$437,50	\$48.946,25 \$48.946,25
- VOLTAGE STABILIZER UNITS (220V, ISOVOLT 500, VOLTAM TYPE)	2	\$200,00	\$400,00	\$500,00	\$49.446,25 \$49.446,25
- HEWLETTE-PACKARD LASERJET II WITH 1 MEGABYTE EXPANSION (WITH CABLE)	1	\$2.200,00	\$2.200,00	\$2.750,00	\$52.196,25 \$52.196,25
- 2-PORT SWITCH BOX (A/B) (PRINTER NETWORKING SWITCHES, WITH CABLES)	3	\$125,00	\$375,00	\$468,75	\$52.665,00 \$52.665,00 \$52.665,00
- SCANNER FOR SURVEY QUESTIONNAIRE INPUT (HIGH RESOLUTION, CHARACTER/NUMERICAL SCAN WITH CONVERSION TO ASCII)	1	\$4.000,00	\$4.000,00	\$5.000,00	\$57.665,00 \$57.665,00
- HARD DRIVE BACKUP SYSTEM (60 MB MINIMUM, EXTERNAL)	1	\$1.300,00	\$1.300,00	\$1.625,00	\$59.290,00 \$59.290,00
- DIGITIZER FOR GEOGRAPHICAL SURVEY SAMPLE FRAME DEFINITION (SUMASKETCH 12"x18" TYPE)	1	\$700,00	\$700,00	\$875,00	\$60.165,00 \$60.165,00 \$60.165,00
- DOT MATRIX PRINTERS (EPSON LQ-500 OR EQUIVALENT)	1	\$400,00	\$400,00	\$500,00	\$60.665,00 \$60.665,00
- PARALLEL PRINTER CABLE	1	\$25,00	\$25,00	\$31,25	\$60.696,25
- UNINTERRUPTED POWER SUPPLY UNIT (UPS) (600 WATT, 220/240)	2	\$1.000,00	\$2.000,00	\$2.500,00	\$63.196,25

TO BE CONTINUED

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Proposed computer acquisition list for the DESA: February 21, 1990 (Continued)

ITEM LISTING (or equivalent)	NUMBER OF UNITS PER ITEM	(A)	(B)	(C)	(D)
		ESTIMATED UNIT COST	ESTIMATED COST PER ITEM	ESTIMATED CIF COST PER ITEM \$1.25	RUNNING TOTAL COST
* HARDWARE: BASED AT DESA'S FIVE REGIONAL OFFICES					\$63.196,25
- IBM AT-COMPATIBLE SYSTEM, FOR USE IN REGIONAL OFFICES (80286 PROCESSOR, 1 MB RAM, 20 MB HARD DISK, ONE 1.2 MB 5.25" DISK DRIVE, ONE 1.44 MB 3.5" DISK DRIVE, ENHANCED KEYBOARD, MONOCHROME MONITOR)	5	\$2.500,00	\$12.500,00	\$15.625,00	\$78.821,25
- 220V/110V TRANSFORMERS (50/60 HZ, 1500VA, TODD TYPE)	5	\$175,00	\$875,00	\$1.093,75	\$79.915,00
- MULTI-OUTLET SURGE PROTECTOR (CURTIS TYPE & OUTLET)	5	\$35,00	\$175,00	\$218,75	\$80.133,75
- VOLTAGE STABILIZER UNITS (220V, ISOVOLT 500, VOLTAM TYPE)	5	\$200,00	\$1.000,00	\$1.250,00	\$81.383,75
- MODEMS FOR REGIONAL OFFICES & LOME (INTERNAL 2400 BAUD HAYES-TYPE)	4	\$420,00	\$1.680,00	\$2.100,00	\$83.483,75
- DOT MATRIX PRINTERS (EPSON LD-500 OR EQUIVALENT)	5	\$400,00	\$2.000,00	\$2.500,00	\$85.983,75
- PARALLEL PRINTER CABLES	5	\$25,00	\$125,00	\$156,25	\$86.140,00
- FACIMILE MACHINES FOR COMMUNICATION/REPORTING BETWEEN REGIONAL OFFICES & LOME	5	\$1.000,00	\$5.000,00	\$6.250,00	\$92.390,00

(3) Other Items (to be purchased with remaining funds): SEE NOTE (E)

- DISKETTE STORAGE BOXES
- SOCKET ADAPTERS (110/220, 220/110, WITH GROUND)
- ADDITIONAL REFERENCE BOOKS
- PLASTIC DUST COVERS
- PLASTIC KEY BOARD COVERS/PROTECTORS
- MISC. COMPUTER SUPPLIES, INCLUDING, BUT NOT LIMITED TO:
 - DOT MATRIX PRINTER PAPER
 - LASER PRINT PAPER
 - POWER CABLES, EXTENSION CORDS
 - PRINTER RIBBONS
 - TONER CARTRIDGES
- HAND-HELD VACUUM
- HAND CALCULATORS (TI-PROGRAMMABLE)

NOTES:

- Col.(A) ESTIMATED UNIT COSTS ARE DERIVED FROM "BYTE" AND "PC WORLD" MAGAZINE ADVERTISEMENTS AND HAVE BEEN ROUNDED
- Col.(B) ESTIMATED COSTS PER ITEM ARE UNITS TIMES ESTIMATED UNIT COSTS
- Col.(C) INCLUDES HANDLING EXPENSES (ESTIMATED AT 10 PERCENT OF TOTAL COST) AND SHIPPING AND INSURANCE (ESTIMATED AT 15 PERCENT OF TOTAL COST); CIF & HANDLING INCREASES TOTAL COSTS BY 25 PER CENT.
- Col.(D) THE RUNNING TOTAL SUMS TOTAL COSTS FROM THE TOP OF THE LIST
- Col.(E) ACTUAL COSTS SHOULD BE PERMITTED TO VARY FROM ESTIMATES PROVIDED HERE BY PLUS OR MINUS 10 PERCENT; REMAINING FUNDS FROM TOTAL BUDGET SHOULD BE USED FOR THE PURCHASE OF "OTHER ITEMS" LISTED ABOVE

ANNEX XIV

To: Louis Lung, Chief of Party, AEPRP/CELT, Lome, Togo
Dennis Panther, USAID, Lome, Togo
Mark Wentling, Mission Director, USAID, Lome, Togo
Richard Frankel, USAID, REDSO, Abidjan, Ivory Coast
Laura Bailey, Nathan Assoc., Washington, D.C.
Deborah Shaeffer, Nathan Assoc., Washington, D.C.
David Loundsbury, Nathan Assoc., Washington, D.C.
Christian Pinson, Ph.D., INSEAD, Fontainebleau, FR

From: Philip M. Parker, Ph.D.
INSEAD
77305 Fontainebleau France
telephone: 1-60-72-4000, extension 4970
fax: 1-60-72-4242

Re: AEPRP/CELT Technical Assistance:

- Summary report of training and computerization at DESA
- Additional Recommendations for Training

Date: February 21, 1990

I. OVERVIEW

The Direction des Enquetes et Statistiques Agricoles (DESA) is responsible for publishing a variety of reports and statistics on Togo's most important economic sector: agriculture. Within the AEPRP/CELT mandate to assist Togo to evaluate its potential for export markets and to forecast this export potential as early as possible in the decision making process, I have provided short-term technical assistance to the DESA since August 1986 under various programs. This assistance has evolved over time in keeping with the increasing expertise of DESA personnel in statistical methods based on the use of microcomputers. Broadly categorized, technical assistance I have provided has involved,

- sensitizing DESA personnel to the advantages of computer-based analysis and the initial installation of two microcomputer systems;
- training seminars in applied statistical methods;
- training seminars in the use and maintenance of microcomputers (including various software packages);

- working with DESA personnel to develop appropriate forecasting methodologies.
- recommending to USAID follow-up training and technical assistance to insure that progress to date continues.

This report briefly summarizes my view of the impact of assistance I have provided (with the collaboration of yourself, and DESA personnel) during two visits under the current program:

- August 1988 (two weeks)
- March 1990 (one week).

The attached article provides a summary of activities I was involved in prior to 1988, and represents the point of departure for the current program (April 1988 to April 1990). After the summary, I make recommendations for additional training for DESA personnel.

II. FIRST VISIT (August 1988, two weeks)

Prior to this two-week visit, DESA was equipped with two antiquated non-MS-DOS, non-IBM compatible microcomputers (Hewlette Packard, and Kaypro II). These microcomputers run early versions of Visicalc, Supercalc, Wordstar, and Dbase II. At best, DESA can use the Kaypro to computerize the manual sorting of statistics but is far from being capable of performing statistical analyses required for forecasts which go beyond naive extrapolation. Only two analysts in DESA understood how to use these microcomputers and no program was established to train others in their use. Prior to my visit, I worked with Dennis Potts, Nathan Associates, after consultation with Sid Bliss and yourself, to order and ship two IBM PS/2-50 microcomputers (MS-DOS, 80286 compatible), a minimum of power supply elements, basic peripherals, and the following software packages:

- Word Perfect (English and French Version)
- Lotus 1-2-3
- Supercalc IV
- Dbase III+ (recently upgraded to version IV)
- Times Series Processor (TSP)
- Harvard Graphics
- Freelance
- Norton Utilities
- PC Tools

This equipment arrived during my first week. Prior to this arrival, I provided a general training seminar on computer maintenance, stressing such things as the need for a "clean room"

where the PC's would be installed. A clean room was established and the PC's were installed with DESA personnel learning this procedure. During the second week, seminars (general and more advanced) were given on the software packages listed above. In the general seminars, virtually the entire staff of DESA (over twenty persons including secretaries) participated. Emphasis was placed on the use of the documentation (much of which was purchased in France so as to have French manuals) to perform tasks. The goal of such seminars was to give the Togolese an introduction to the power of the software, and to sensitize them to the ease of "self-learning" via the documentation/manuals. The hope was that these systems would be used by those motivated to learn by doing. Two seminars limited to only a few of DESA's personnel were devoted to the introduction of statistical forecasting (using TSP). At the end of my visit, I made certain recommendations for advanced training for certain DESA employees; two persons were involved in training in the United States and Morocco after my visit.

II. SECOND VISIT (February 1990, one week)

During the eighteen months prior to my second visit (and to my pleasant surprise) DESA had adopted the use of microcomputers to such an extent that they are constantly in use (even during weekends). The documentation left during my first visit had been relied upon for formal in-house training that was organized by DESA's management. These DESA sponsored training seminars have resulted in the following persons being literate in two or more software packages (in addition to MS-DOS, typically with Dbase IV, Lotus 1-2-3, Word Perfect, and Harvard Graphics):

- Mr. Kougbenya (Agronomist)
- Mr. Daou (Economist)
- Mr. Dogbe (Statistician)
- Mr. Akakpo (Economist)
- Ms. Geraldo (Assistant Agronomist)
- Mr. Medziko (Statistician)
- Ms. Adimado (Assistant Agronomist)
- Mr. Edoorh (Computer Operator, responsible for EMA, ORSTOM)
- Mr. Adibolo (Agronomist)
- Mr. Azando (Survey Research Assistant)
- Mr. Gaba (Survey Processor)
- Mr. Agbosso (Agronomist)
- Mr. Kao (Survey Research Assistant)
- Mr. Djare (survey Research Assistant)
- Mr. Ayi (Survey Research Assistant)
- Ms. Assiobo (Computer Operator)

The level of computer expertise within DESA has grown to such an extent that a number of other governmental services seek advice from DESA personnel on their computing problems. The large

number of computer literate personnel relative to the number of computers has had the effect of making computer resources extremely scarce at DESA. A number of studies are on waiting lists for data entry, analysis, and publication. The delays for processing are especially critical for price reporting. The two IBM PS/2 model 50 microcomputers are constantly being used for basic study related tasks (data entry and word processing). Analysis of pricing data, for example, by those trained in statistical software packages (TSP, SPSS-X) is delegated to the lowest priority due to the demand generated lack of computer resources. In a separate memo to Dennis Panther (attached), I have made recommendations to purchase additional computer equipment, supplies, and reference materials.

In addition to meeting with members of the USAID mission, and Mr. Minvielle, ORSTOM, who has a keen interest in and has given software to DESA, and writing recommendations (and this summary report), my February 1990 visit involved bringing some 20 kilos of reference materials:

- books in forecasting methods (French and English)
- additional software user manuals (many published by INSEAD where I teach quantitative methods).

During a series of introductory seminars, I introduced these materials to DESA personnel and featured advanced techniques for various software packages (Harvard Graphics, Freelance, and TSP). In addition, I worked closely with three analysts to demonstrate procedures used to develop forecasting models (especially using TSP); topics covered include:

- basic concepts, correlation, scatter plots, etc.
- basic multiple regression
- moving average extrapolation
- autoregressive models
- interactive autoregressive models
- pooled cross-sectional times series models
- analysis of variance
- the use of dummy variables
- corrections for serial correlation (AR(1)) processes
- forecasting, prediction/confidence intervals
- plotting (normalized versus non-normalized)
- interpretation of relevant statistics (R-squared, R-squared adjusted for degrees of freedom, Durbin-Watson statistic, F statistic, t-statistics, residuals, etc.).

Again, emphasis was placed on the use on texts on forecasting techniques, econometrics and basic statistics. The particular issues that were investigated included:

- forecasting yields (maize in the ZIO region was the

example used) based on rain fall statistics and the impact of droughts; six different measures of "rainfall" were compared and analyzed in multiple regression models. The example used will serve as a basis for future models in DESA's annual crop forecasts. To date, last year's yields were used to estimate this year's production. Now, an econometric model will be used to estimate this year's yields based on this year's rainfall.

- forecasting prices (maize prices in the ZID region was used as an example) in rural areas based on rainfall and previous price trends (autoregressive model with seasonality, shortages, etc.). Techniques investigated will be used and, hopefully, improved upon over time. DESA currently has price data which can be used for such modelling. I have left instructions with Mr Kougbenya to analyze such data when it is put in the form of a data base. He will send this data to me and we will likely work on it on an informal correspondence basis over the coming years.

I have a high degree of confidence that the DESA will use such modelling techniques well after the AERFR/CELT team has left Togo.

III. ADDITIONAL RECOMMENDATIONS

I strongly recommend that USAID sponsor additional training seminars in advanced quantitative methods for Mr. Kougbenya, Mr. Daou, and Mr. Amavi. Although they have a basic exposure to statistical analysis, they know just enough to understand the power of statistics, but not enough to implement techniques with total confidence. This training can be in the form of participation in U.S. programs or programs in France. The language of instruction should be in French. To date, the courses they have followed were in the use of microcomputers, certain statistical software packages, and economics. More emphasis should be placed on modelling techniques, as listed above (covered in a typical course in applied econometrics). As a professor at INSEAD, I might be able to organize such a program, in Fontainebleau France, specifically to meet DESA's needs.

If out-of-country visits are not feasible, then intensive in-country seminars can be sponsored (one to two weeks) on very specific topics (as listed above, and in consultation with DESA). I would be happy to prepare such seminars if the occasion arises. If I can be of further assistance, please feel free to give me a call.

ANNEX XV

April 13, 1990

TO: Director CENETI

FROM: Louis Lung, Nathan Associates, Lome
David Lounsbury, Nathan Associates, Washington, DC

RE: Developing the CMIS terms of reference

GOT Comprehensive Management Information System

The Ministry of Rural Development (DESA) and the Ministry of Planning (CENETI) are currently designing a plan for a Comprehensive Management Information System (CMIS) to meet their larger information needs. The CMIS has two general applications: a central agricultural statistics database (maintained by DESA), and a central demographic statistics database (maintained by CENETI).

A detailed feasibility study with needs analysis will be necessary to design the CMIS. The feasibility study and needs analysis would examine both DESA's and CENETI's organizational structure, staffing levels, flow of information (from regional office to headquarters and between DESA subdivisions and CENETI subdivisions at headquarters). The feasibility study and needs analysis would also present alternative levels of applied technology. Questions addressing topics such as developing packet radio or telephone communication between regional offices and headquarters, determining what level of overall automation should be achieved, and how to successfully train DESA and CENETI staff to optimally use the CMIS would be answered.

The needs analysis will specifically identify applications which the CMIS must satisfy. Given specific applications, an implementation plan will designate computer resources for each of the divisions responsible for the various applications. The level and type of computer resources in each of the divisions (and the divisions regional offices) will be driven by the application itself. The plan should take advantage of today's powerful and flexible micro computer application software and networking solutions.

The most likely computer solution will build one or more micro computer based Local Area Networks (LAN) within DESA and CENETI to manage agricultural and demographic databases and to provide application software for indepth data analysis. Next, compatible computer resources could then be placed at the regional offices of DESA and CENETI. Finally, computer links could be established (by phone, microwave radio, or satellite packet radio transmission: see "La Radio par Paquets") with the regional offices.

Tantamount to installing an effective computer system for DESA and CENETI is providing appropriate staff development programs and system maintenance plans. It is recommended that computer training programs be an integral part of the implementation plan. Micro computers are relatively easy to maintain; expensive, on-call maintenance contracts, such as those necessary for most mini and mainframe computer systems, are not generally needed for micro computers. However, it is generally recommended that a technical support and maintenance contract be readily available for LAN sites.

Based on the results of the feasibility study and the needs analysis, an implementation plan would be designed. The implementation plan will likely have five major components:

- 1) installing computer resources at DESA headquarters and initiating a staff development program.
- 2) installing computer resources at CENETI headquarters and initiating a staff development program.
- 3) establishing a system for necessary information exchange between DESA and CENETI headquarters.
- 4) installing computer resources at regional offices of DESA and CENETI and initiating a staff development program.
- 5) establishing a system for necessary information exchange between regional offices of DESA and CENETI and their respective headquarters.

The CMIS implementation plan is a long-term plan. Completion of the entire plan could take up to five years, or longer if externally controlled conditions inhibit inter-regional communication or some other aspect of the plan. Emphasis should be placed on immediately installing usable computer resources at specified DESA and CENETI offices. The actual linking of these computers (in a LAN topology) is secondary to developing specific data processing and analysis procedures. In fact, until these procedures are defined, it is difficult to know how best to network for a given computer application such as DESA's agricultural statistics database or CENETI's demographic information database.

However, if networking of computer resources is planned, it should be properly provided for from the start. If a micro computer based system is selected, it is generally as simple as installing a LAN card, or computer board, into an available slot in the micro computer itself and linking the micro computer via cable (often phone cable) to a loop of other micro computers or a LAN file server. LAN technology is explained more precisely below.

Local Area Networks

LAN are decentralized processing systems which allow users to share data and peripherals. Today's LANs offer an organization an easily expandable, highly flexible computing environment. There are three basic LAN topologies: bus, ring, and star. The three topologies simply represent different methods of linking a group of workstations. In a bus or a ring topology, each workstation shares the burden of operating the network (sharing data and access to peripherals), although the bus and ring LANs generally perform more slowly than a star configuration. The star configuration does require a dedicated file server. In a star topology, each workstation on the LAN is directly connected to the file server, which coordinates the network's operation and allocates resources as needed. The star topology is the most common LAN.

A LAN can be as small as two nodes (micro computer workstations) or as large as 100 or more nodes. Note that two or more LANs can be combined to create a Wide Area Network (WAN). Due to internationally accepted computer protocols, today's LANs often mix computing environments: a node on a workstation could have access to a linked mini or mainframe computer as well as access to common peripherals or centrally stored LAN data. Relative to mini computer or mainframe systems, micro computer based LANs are easy to install and maintain.

A variety of LAN systems are available today. While UNIX is generally touted as the original LAN operating system, it is no longer considered the strongest LAN industry standard. Novell Netware and 3Com are generally considered today's industry standard in LAN operating systems. The primary reason for Novell's and 3Com's industry success comes from a combination of their compatibility with MS-DOS application software and from a well designed, high performance operating system environment.

Interim Computer Procurement Recommended and Approved for DESA

Faced with existing and forthcoming data processing and analytical needs at DESA and given the GOT's CMIS development plan, the AEPRP/CELT TA team recommended an immediate upgrade in computer resources as an interim solution to maintain the momentum of DESA's current activities. Having the appropriate computer resources right now is of paramount importance to DESA if it is to accomplish its upcoming Agricultural Production Forecast and to continue development of the Agricultural Price Information System currently operating at DESA. The procurement calls for five additional micro computers (one high-end micro computer), two printers (one high speed), and software upgrades for statistical analysis, database management, and graphic

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presentations. The AEPRP/CELT TA team feels that the proposed procurement is the minimum upgrade of computer equipment and software required for DESA to continue until the GOT implements its CMIS.

At a meeting held April 12, 1990 between USAID officials, the AEPRP/CELT TA team, and DESA officials, the request for the interim computer procurement was presented and approved by USAID. The significant improvements DESA has made managing its data processing and analysis responsibilities since the two IBM Model 50 micro computers were provided in August 1988, plus the additional micro computer resources to be installed at DESA shortly, has established a defacto standard for computing at DESA. The positive impact of the micro computer at DESA, along with its potential as a network building block, present a strong argument for wider application of micro computer resources (and micro based LANs) throughout DESA and CENETI.

Nathan Associates as a Value Added Integrator

A Value Added Integrator (VAI) is a term used to describe a technical service which combines the best products of a number of manufacturers to design a unique and generally more appropriate computer system for a client. Today's computer industry offers a nearly infinite number of solutions for a given application or set of needs. A good VAI will properly understand a client's computer system needs and offer the most effective and flexible solution available.

Nathan Associates offers the combination of economic consulting and Management Information System (MIS) technical assistance to clients looking to develop a more effective MIS infrastructure. The firm's expertise in MIS has grown by meeting the demanding needs of its own client base. Today Nathan Associates operates a sophisticated microcomputer based in-house LAN which links eighty-five users, provides over two gigabytes of system storage, and supports twelve laser printers (see diagram). The network supports a full range of applications, including the following:

- * electronic mail
- * automated facsimile and telex
- * on-line and CD-ROM library services
- * network file management
- * word processing in WordPerfect English, Spanish, and French
- * spreadsheet and graphic analysis in Lotus 1-2-3 and Microsoft Excel
- * data base development in DBase III Plus, Paradox, Clipper, SAS
- * statistical programming in SAS
- * graphics in Freelance Plus, PUBLisher's Paintbrush, and Pagemaker
- * automated accounting and financial management system

Nathan Associates' high-productivity, high-capacity computer network demonstrates its commitment to applying and developing appropriate technology to best meet the client's needs. The firm has key relationships with other experts specializing in such areas as network integration, application development, and telecommunications. Through firmly established working relationships with experts in these areas, Nathan Associates is able to offer the a full range of networking and MIS services as well as expertise in economic consulting and management science to clients throughout the world.

attachments:

Nathan Associates computer network diagram
Nathan Associates qualifications in Africa
VITA packet radio digital networking
SAS Institute statistical programming system.

A:\PHILDAVE\CENETI

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ANNEX XVII

DIRECTION DES ENQUETES ET STATISTIQUES AGRICOLES
RELEVÉ DES PRIX SUR LES MARCHES RURAUX

REGION : _____ PREFECTURE : _____ MARCHÉ DE : _____

Marché Mois Semaine

DATE :

— jour mois année

CODE	PRODUITS	1 ^{re} Pesée		2 ^{me} Pesée		3 ^{me} Pesée		Totalisation		Prix Moyen au Kg
		PRIX	POIDS	PRIX	POIDS	PRIX	POIDS	PRIX	POIDS	
11	MAIS		,		,		,		,	
12	SORGHO		,		,		,		,	
13	MIL 6 mois		,		,		,		,	
14	MIL 3 mois		,		,		,		,	
15	RIZ Paddy		,		,		,		,	
16	RIZ Décortiqué		,		,		,		,	
17	RIZ Importé		,		,		,		,	
18	FONIO		,		,		,		,	
21	IGNAME		,		,		,		,	
22	MANIOC Frais		,		,		,		,	
23	PATATE Douce		,		,		,		,	
24	TARO		,		,		,		,	
31	HARICOT BLANC		,		,		,		,	
32	HARICOT ROUGE		,		,		,		,	
33	HARICOT NOIR		,		,		,		,	
34	HARICOT (AUTRES)		,		,		,		,	
35	POIS D'ANGOLE		,		,		,		,	
36	VCANDZOU		,		,		,		,	
37	ARACHIDE Coque		,		,		,		,	
38	ARACHIDE Décortiquée		,		,		,		,	

ANNEX XVIII

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DIRECTION DES ENQUETES ET STATISTIQUES AGRICOLES (DESA) PRIX DES PRODUITS VIVRIERS SUR LES MARCHES RURAUX DU TOGO NOMENCLATURE DES PRODUITS

COD_PROD PRODUIT

11	MAIS
12	SORGHO
13	MIL 6 MOIS
14	MIL 3 MOIS
15	MIL
16	RIZ PADDY
17	RIZ DECORTIQUE
18	RIZ IMPORTE
19	FONIO
21	IGNAME
22	MANIOC FRAIS
23	PATATE DOUCE
24	TARO
31	HARICOT BLANC
32	HARICOT ROUGE
33	HARICOT NOIR
34	HARICOT
35	POIS D'ANGOLE
36	VOANDZOU
37	ARACHIDE COQUE
38	ARACHIDE DECORTIQUEE
41	TOMATE
42	PIMENT FRAIS
43	PIMENT SEC
44	GOMBO
45	GBOMA
46	AUBERGINE
47	GOUSSI
48	ADEME
49	NOIX DE PALME
51	ANANAS
52	BANANE PLANTAIN
53	BANANE DOUCE
54	CITRON
55	ORANGE
56	PAMPLEMOUSE
57	MANDARINE
58	MANGUE
59	AVOCAT
61	FARINE DE MANIOC
62	COSSETTE D'IGNAME
63	COSSETTE DE MANIOC

Structure for database: D:PRODUIT.dbf
 Number of data records: 42
 Date of last update : 04/04/90

Field	Field Name	Type	Width	Dec
1	COD_PROD	Character	3	
2	NOM_PROD	Character	25	
** Total **				29

ANNEX XIX

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DIRECTION DES ENQUETES ET STATISTIQUES AGRICOLES (DESA)
PRIX DES PRODUITS VIVRIERS SUR LES MARCHES RURAUX DU TOGO
NOMENCLATURE CODIFIEE - REGIONS, PREFECTURES, MARCHES

COD_REG2	REGION	COD_REG1	PREFECTURE	COD_MARCH	MARCHES
** REGION: _ MARITIME					
* PREFECTURE: LACS					
T01	MARITIME	T012	LACS	12A	AFAGNAGAN
T01	MARITIME	T012	LACS	12B	AGOUEGAN
T01	MARITIME	T012	LACS	12C	AGOMEGLOZOU
T01	MARITIME	T012	LACS	12D	AKLAKOUGAN
T01	MARITIME	T012	LACS	12E	ATITOGON
* PREFECTURE: VO					
T01	MARITIME	T013	VO	13A	AKOUMAPE
T01	MARITIME	T013	VO	13B	AMEGNRAN
T01	MARITIME	T013	VO	13C	ATIKESSI
* PREFECTURE: YOTO					
T01	MARITIME	T015	YOTO	14A	GBOTO VODOUGBE
T01	MARITIME	T015	YOTO	14B	KOUVE
T01	MARITIME	T015	YOTO	14C	SEDOME
T01	MARITIME	T015	YOTO	14D	TCHEKPO
T01	MARITIME	T015	YOTO	14E	DEDEKPOE
T01	MARITIME	T015	YOTO	14F	YOTOKOPE
T01	MARITIME	T015	YOTO	14F	ZAFI
* PREFECTURE: ZIO					
T01	MARITIME	T014	ZIO	15A	ABOBO
T01	MARITIME	T014	ZIO	15B	AGBELOUVE
T01	MARITIME	T014	ZIO	15C	ALOKOEGBE
T01	MARITIME	T014	ZIO	15D	ASSAHOUN
T01	MARITIME	T014	ZIO	15E	AVETA
T01	MARITIME	T014	ZIO	15F	BADZA
T01	MARITIME	T014	ZIO	15G	GAPE CENTRE
T01	MARITIME	T014	ZIO	15H	HAVE
T01	MARITIME	T014	ZIO	15I	KOVIE
T01	MARITIME	T014	ZIO	15J	NOEPE
T01	MARITIME	T014	ZIO	15K	WONOUGBA
** REGION: _ PLATEAUX					
* PREFECTURE: AMOU					
T02	PLATEAUX	T023	AMOU	21A	AMOU OBLO
T02	PLATEAUX	T023	AMOU	21B	EZIME
T02	PLATEAUX	T023	AMOU	21C	OKPAHOUE
T02	PLATEAUX	T023	AMOU	21D	PATATOUKOU
T02	PLATEAUX	T023	AMOU	21E	TEMEDZA
* PREFECTURE: HAHO					
T02	PLATEAUX	T021	HAHO	22A	AGBATITOE
T02	PLATEAUX	T021	HAHO	22B	KPEKPLEME
T02	PLATEAUX	T021	HAHO	22C	KPOVE
T02	PLATEAUX	T021	HAHO	22D	TADO
T02	PLATEAUX	T021	HAHO	22E	TQHOUN
* PREFECTURE: KLOTO					
T02	PLATEAUX	T022	KLOTO	23A	ADETA
T02	PLATEAUX	T022	KLOTO	23B	AGOU GARE
T02	PLATEAUX	T022	KLOTO	23C	AVETONOU
T02	PLATEAUX	T022	KLOTO	23D	ELAVANYON
T02	PLATEAUX	T022	KLOTO	23E	GOUDEVE
T02	PLATEAUX	T022	KLOTO	23F	KATI
* PREFECTURE: OGOU					
T02	PLATEAUX	T025	OGOU	24A	ANIE
T02	PLATEAUX	T025	OGOU	24B	AKPARE
T02	PLATEAUX	T025	OGOU	24C	DATCHA
T02	PLATEAUX	T025	OGOU	24D	ELAVAGNON
T02	PLATEAUX	T025	OGOU	24E	GLEI
T02	PLATEAUX	T025	OGOU	24F	NYAMASSILA
* PREFECTURE: WAWA					
T02	PLATEAUX	T024	WAWA	25A	AYAGBA
T02	PLATEAUX	T024	WAWA	25B	KESSIBO
T02	PLATEAUX	T024	WAWA	25C	KOUGNOHOUN
T02	PLATEAUX	T024	WAWA	25D	KPETE BENA
T02	PLATEAUX	T024	WAWA	25E	TOMEGBE
T02	PLATEAUX	T024	WAWA	25F	ZOGBEGAN

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NOMENCLATURE CODIFIEE - REGIONS, PREFECTURES, MARCHES

COD_REG2	REGION	COD_REG1	PREFECTURE	COD_MARCH	MARCHES
** REGION: _ CENTRALE					
* PREFECTURE: SOTOUBOUA					
T03	CENTRALE	T031	SOTOUBOUA	31A	AOUDA
T03	CENTRALE	T031	SOTOUBOUA	31B	ASSOUKOKO
T03	CENTRALE	T031	SOTOUBOUA	31C	DJARE KPANGA
T03	CENTRALE	T031	SOTOUBOUA	31D	KAZABOUA
T03	CENTRALE	T031	SOTOUBOUA	31E	KPANDJENA
T03	CENTRALE	T031	SOTOUBOUA	31F	LANGABOU
T03	CENTRALE	T031	SOTOUBOUA	31G	NABOU KOURA
T03	CENTRALE	T031	SOTOUBOUA	31H	PAGALA GARE
T03	CENTRALE	T031	SOTOUBOUA	31I	TABINDE
T03	CENTRALE	T031	SOTOUBOUA	31J	TCHARE BAOU
T03	CENTRALE	T031	SOTOUBOUA	31K	TCHEBEBE
T03	CENTRALE	T031	SOTOUBOUA	31L	TCHIFAMA
T03	CENTRALE	T031	SOTOUBOUA	31M	TINDJASSE
T03	CENTRALE	T031	SOTOUBOUA	31N	TITIGBE
* PREFECTURE: TCHAMBA					
T03	CENTRALE	T032	TCHAMBA	32A	AFFEM BOUSSOU
T03	CENTRALE	T032	TCHAMBA	32B	BALANKA
T03	CENTRALE	T032	TCHAMBA	32C	KABOLI
T03	CENTRALE	T032	TCHAMBA	32D	KOUSSOUNTOU
T03	CENTRALE	T032	TCHAMBA	32E	KRIKRI
T03	CENTRALE	T032	TCHAMBA	32F	TCHAMBA
* PREFECTURE: TCHAUDJO					
T03	CENTRALE	T033	TCHAUDJO	33A	AGNILOU
T03	CENTRALE	T033	TCHAUDJO	33B	ALEHERIDE
T03	CENTRALE	T033	TCHAUDJO	33C	LAMA TESSI
T03	CENTRALE	T033	TCHAUDJO	33D	KASSENA
T03	CENTRALE	T033	TCHAUDJO	33E	KOLOWARE
T03	CENTRALE	T033	TCHAUDJO	33F	PARATAG
T03	CENTRALE	T033	TCHAUDJO	33G	TAWARADE
** REGION: _ KARA					
* PREFECTURE: ASSOLI					
T04	KARA	T046	ASSOLI	41A	AGBEBOU
T04	KARA	T046	ASSOLI	41B	BAFILO
* PREFECTURE: BASSAR					
T04	KARA	T045	BASSAR	42A	BANGELI
T04	KARA	T045	BASSAR	42B	BASSAR
T04	KARA	T045	BASSAR	42C	DIMORI
T04	KARA	T045	BASSAR	42D	GUERIN KOUKA
T04	KARA	T045	BASSAR	42E	KAKOU
T04	KARA	T045	BASSAR	42F	NANON
* PREFECTURE: BINAH					
T04	KARA	T042	BINAH	43A	FARENDE
T04	KARA	T042	BINAH	43B	KETAO
T04	KARA	T042	BINAH	43C	MADJATOM
T04	KARA	T042	BINAH	43D	PAGODA
T04	KARA	T042	BINAH	44A	BROUKOU
* PREFECTURE: DOUFELGOU					
T04	KARA	T043	DOUFELGOU	44B	KADJALA
T04	KARA	T043	DOUFELGOU	44C	MASSEBENA
T04	KARA	T043	DOUFELGOU	44D	SIDU
* PREFECTURE: KERAN					
T04	KARA	T044	KERAN	45A	ATALOTE
T04	KARA	T044	KERAN	45B	KANTE
T04	KARA	T044	KERAN	45C	NADJBA
T04	KARA	T044	KERAN	45D	NANDOUDJA
* PREFECTURE: KOZAH					
T04	KARA	T041	KOZAH	46A	ATCHANGBADE
T04	KARA	T041	KOZAH	46B	AWANDJELC
T04	KARA	T041	KOZAH	46C	KEDJIKI
T04	KARA	T041	KOZAH	46D	SOUNDINA

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COD_REG2 REGION COD_REG1 PREFECTURE COD_MARCH MARCHES

** REGION: SAVANES

* PREFECTURE: OTI

T05	SAVANES	T051	OTI	51A	BARKOISSI
T05	SAVANES	T051	OTI	51B	FARE
T05	SAVANES	T051	OTI	51C	GANDO
T05	SAVANES	T051	CTI	51D	MOGOU
T05	SAVANES	T051	OTI	51E	NAGBENI

* PREFECTURE: TONE

T05	SAVANES	T052	TONE	52A	BOMBOUAKA
T05	SAVANES	T052	TONE	52B	BORGOU
T05	SAVANES	T052	TONE	52C	CINKASSE
T05	SAVANES	T052	TONE	52D	KORBONGOU
T05	SAVANES	T052	TONE	52E	NAKI EST
T05	SAVANES	T052	TONE	52F	NAKI OUEST
T05	SAVANES	T052	TONE	52G	NANERGOU
T05	SAVANES	T052	TONE	52H	NANO
T05	SAVANES	T052	TONE	52I	PAPRI
T05	SAVANES	T052	TONE	52J	WARKAMBOU
T05	SAVANES	T052	TONE	52K	YEMBOUR

Structure for database: D:MARCHE.dbf

Number of data records: 120

Date of last update : 04/05/90

Field	Field Name	Type	Width	Dec
1	COD_MARCH	Character	3	
2	NOM_MARCH	Character	25	
3	COD_REG1	Character	4	
4	NOM_REG1	Character	25	
5	COD_REG2	Character	4	
6	NOM_REG2	Character	25	
7	COD_REG3	Character	3	
8	NOM_REG3	Character	25	
** Total **			117	

ANNEX XXI

Structure for database: A:GG.dbf
 Number of data records: 96
 Date of last update : 12/19/89

Field	Field Name	Type	Width	Dec
1	C_R	Numeric	1	
2	C_P	Numeric	1	
3	C_L	Numeric	2	
4	LOCALITE	Character	15	
5	COEFF	Numeric	7	3
6	C_X	Numeric	1	
7	EXPLOITANT	Character	16	
8	CHMP	Numeric	2	
9	PARC	Numeric	2	
10	SUPRFCIE	Numeric	8	4
11	NBR	Numeric	1	
12	C1	Character	3	
13	DATE1	Date	8	
14	ETAT1	Numeric	1	
15	DENS1	Numeric	3	
16	PIEDS1	Numeric	4	
17	C2	Character	3	
18	DATE2	Date	8	
19	ETAT2	Numeric	1	
20	DENS2	Numeric	3	
21	PIEDS2	Numeric	4	
22	C3	Character	3	
23	DATE3	Date	8	
24	ETAT3	Numeric	1	
25	DENS3	Numeric	3	
26	PIEDS3	Numeric	4	
27	C4	Character	3	
28	DATE4	Date	8	
29	ETAT4	Numeric	1	
30	DENS4	Numeric	3	
31	PIEDS4	Numeric	4	
32	C5	Character	3	
33	DATE5	Date	8	
34	ETAT5	Numeric	1	
35	DENS5	Numeric	3	
36	PIEDS5	Numeric	4	
37	CB	Character	3	
38	DATEB	Date	8	
39	ETATB	Numeric	1	
40	PIEDSB	Numeric	4	
** Total **			168	

ANNEX XXII

```
SET ECHO OFF
SUM SUPRFCIE FOR C1 = 'MAI' .AND. C2 = ' '
SUM COEFF*SUPRFCIE FOR C1 = 'MAI' .AND. C2 = ' '
SUM SUPRFCIE FOR C1 = 'MAI' .AND. NBR >= 2
SUM COEFF*SUPRFCIE FOR C1 = 'MAI' .AND. NBR >= 2
SUM SUPRFCIE FOR NBR >= 2 .AND. C2 = 'MAI' .OR. C3 = 'MAI' .OR.
C4 = 'MAI' .OR. C5 = 'MAI'
SUM COEFF*SUPRFCIE FOR NBR >= 2 .AND. C2 = 'MAI' .OR. C3 = 'MAI'
COUNT FOR C1='MAI' .OR. C2='MAI' .OR. C3='MAI' .OR. C4='MAI' .OR.
C5='MAI'
```

```
SET ECHO OFF
SUM SUPRFCIE FOR C1 = 'MIL' .AND. C2 = ' '
SUM COEFF*SUPRFCIE FOR C1 = 'MIL' .AND. C2 = ' '
SUM SUPRFCIE FOR C1 = 'MIL' .AND. NBR >= 2
SUM COEFF*SUPRFCIE FOR C1 = 'MIL' .AND. NBR >= 2
SUM SUPRFCIE FOR NBR >= 2 .AND. C2 = 'MIL' .OR. C3 = 'MIL' .OR.
C4 = 'MIL' .OR. C5 = 'MIL'
SUM COEFF*SUPRFCIE FOR NBR >= 2 .AND. C2 = 'MIL' .OR. C3 = 'MIL'
COUNT FOR C1 = 'MIL' .OR. C2 = 'MIL' .OR. C3 = 'MIL' .OR. C4 =
'MIL' .OR. C5 = 'MIL'
```

```
SET ECHO OFF
SUM SUPRFCIE FOR C1 = 'ARA' .AND. C2 = ' '
SUM COEFF*SUPRFCIE FOR C1 = 'ARA' .AND. C2 = ' '
SUM SUPRFCIE FOR C1 = 'ARA' .AND. NBR >= 2
SUM COEFF*SUPRFCIE FOR C1 = 'ARA' .AND. NBR >= 2
SUM SUPRFCIE FOR NBR >= 2 .AND. C2 = 'ARA' .OR. C3 = 'ARA' .OR.
C4 = 'ARA' .OR. C5 = 'ARA'
SUM COEFF*SUPRFCIE FOR NBR >= 2 .AND. C2 = 'ARA' .OR. C3 = 'ARA'
COUNT FOR C1 = 'ARA' .OR. C2 = 'ARA' .OR. C3 = 'ARA' .OR. C4 =
'ARA' .OR. C5 = 'ARA'
```

```
SET ECHO OFF
SUM SUPRFCIE FOR C1 = 'MNC' .AND. C2 = ' '
SUM COEFF*SUPRFCIE FOR C1 = 'MNC' .AND. C2 = ' '
SUM SUPRFCIE FOR C1 = 'MNC' .AND. NBR >= 2
SUM COEFF*SUPRFCIE FOR C1 = 'MNC' .AND. NBR >= 2
SUM SUPRFCIE FOR C2 = 'MNC' .OR. C3 = 'MNC' .OR.
C4 = 'MNC' .OR. C5 = 'MNC' .AND. NBR >= 2
SUM COEFF*SUPRFCIE FOR C2 = 'MNC' .OR. C3 = 'MNC' .OR. C4 = 'MNC'
COUNT FOR C1='MNC' .OR. C2='MNC' .OR. C3='MNC' .OR. C4='MNC' .OR.
C5='MNC'
```

125

```
SET ECHO OFF
SUM SUPRFCIE FOR C1 = 'HAR' .AND. C2 = '
SUM COEFF*SUPRFCIE FOR C1 = 'HAR' .AND. C2 = '
SUM SUPRFCIE FOR C1 = 'HAR' .AND. NBR >= 2
SUM COEFF*SUPRFCIE FOR C1 = 'HAR' .AND. NBR >= 2
SUM SUPRFCIE FOR NBR >= 2 .AND. C2 = 'HAR' .OR. C3 = 'HAR' .OR.
C4 = 'HAR' .OR. C5 = 'HAR'
SUM COEFF*SUPRFCIE FOR NBR >= 2 .AND. C2 = 'HAR' .OR. C3 = 'HAR'
COUNT FOR C1 = 'HAR' .OR. C2 = 'HAR' .OR. C3 = 'HAR' .OR. C4 =
'HAR' .OR. C5 = 'HAR'
```

```
SET ECHO OFF
SUM SUPRFCIE FOR C1 = 'GBO' .AND. C2 = '
SUM COEFF*SUPRFCIE FOR C1 = 'GBO' .AND. C2 = '
SUM SUPRFCIE FOR C1 = 'GBO' .AND. NBR >= 2
SUM COEFF*SUPRFCIE FOR C1 = 'GBO' .AND. NBR >= 2
SUM SUPRFCIE FOR NBR >= 2 .AND. C2 = 'GBO' .OR. C3 = 'GBO' .OR.
C4 = 'GBO' .OR. C5 = 'GBO'
SUM COEFF*SUPRFCIE FOR NBR >= 2 .AND. C2 = 'GBO' .OR. C3 = 'GBO'
COUNT FOR C1='GBO' .OR. C2='GBO' .OR. C3='GBO' .OR. C4='GBO' .OR.
C5='GBO'
```

```
SET ECHO OFF
SUM SUPRFCIE FOR C1 = 'PIM' .AND. C2 = '
SUM COEFF*SUPRFCIE FOR C1 = 'PIM' .AND. C2 = '
SUM SUPRFCIE FOR C1 = 'PIM' .AND. NBR >= 2
SUM COEFF*SUPRFCIE FOR C1 = 'PIM' .AND. NBR >= 2
SUM SUPRFCIE FOR NBR >= 2 .AND. C2 = 'PIM' .OR. C3 = 'PIM' .OR.
C4 = 'PIM' .OR. C5 = 'PIM'
SUM COEFF*SUPRFCIE FOR NBR >= 2 .AND. C2 = 'PIM' .OR. C3 = 'PIM'
COUNT FOR C1='PIM' .OR. C2='PIM' .OR. C3='PIM' .OR. C4='PIM' .OR.
C5='PIM'
```

```
SET ECHO ON
DO MAI
SET ECHO ON
DO MIL
SET ECHO ON
DO MNC
SET ECHO ON
DO ARA
SET ECHO ON
DO HAR
SET ECHO ON
DO VDZ
SET ECHO ON
DO GBO
SET ECHO ON
DO PIM
SET ECHO ON
DO PDT
```

ANNEX XXIII

. DO A:MAI.PRG
20 records summed
SUPRFCIE
10.4400
20 records summed
COEFF*SUPRFCIE
3614.4144600
54 records summed
SUPRFCIE
11.7600
54 records summed
COEFF*SUPRFCIE
4496.1198600
16 records summed
SUPRFCIE
3.2500
16 records summed
COEFF*SUPRFCIE
1369.5899000
90 records
. DO A:MNC.PRG
No records summed
SUPRFCIE
0.0000
No records summed
COEFF*SUPRFCIE
0.0000000
13 records summed
SUPRFCIE
2.9500
13 records summed
COEFF*SUPRFCIE
1257.0128400
55 records summed
SUPRFCIE
11.8200
55 records summed
COEFF*SUPRFCIE
4708.1607200
68 records

. DO A:ARA.PRG
3 records summed
SUPRFCIE
0.1400
3 records summed
COEFF*SUPRFCIE
61.2271100
3 records summed
SUPRFCIE
0.3000
3 records summed
COEFF*SUPRFCIE
112.5770600
17 records summed
SUPRFCIE
2.6400
17 records summed
COEFF*SUPRFCIE
1146.7118200
23 records

127

ANNEX XXIV

L'EXPERIENCE DU SYSTEME D'INFORMATION SUR LES PRIX AU TOGO

Introduction

Nul n'ignore le rôle et la nécessité des statistiques en général et, en particulier, l'importance des statistiques agricoles dans l'élaboration des plans de développement dans nos pays. La plupart de nos économies ont l'agriculture pour base et les besoins en données chiffrées sur la production et la commercialisation des produits agricoles vont en augmentant.

Au Togo, avant 1960, on se contentait généralement d'estimations plus ou moins subjectives de qualité médiocre. Influencées par des considérations bureaucratiques, les données statistiques étaient inexactes.

Les prix des produits agricoles sont un indicateur qui témoigne de la pénurie ou de l'abondance relative des denrées alimentaires. Ils peuvent donc avoir une incidence sur le niveau des stocks et sur la politique des importations.

Conscient de cette situation, le Gouvernement Togolais a jugé nécessaire la mise en place d'une structure adéquate pouvant s'occuper efficacement de la collecte et de la diffusion des données chiffrées dans le secteur de l'Agriculture. Ainsi, le Décret N° 76-12 du 16 Février 1976 a créé la Direction des Enquêtes et Statistiques Agricoles (DESA) qui est l'une des Directions du Ministère du Développement Rural.

Relevé des Prix

La DESA a mis en place un système permanent de relevé des prix sur les marchés ruraux. Les marchés urbains sont suivis par la Direction Générale de la Statistique qui dépend du Ministère du Plan et des Mines.

Les objectifs du relevé des prix sont multiples et il convient de citer les principaux:

- comparer les prix dans le temps et dans l'espace,
- calculer les indices des prix à la production,
- estimer le pouvoir d'achat des agriculteurs,
- déterminer les zones dans lesquelles les populations risquent d'être atteintes par une crise alimentaire,
- satisfaire les besoins des divers utilisateurs,
- etc.

Le choix des marchés

La DESA a donc pour mission de suivre les prix des produits sur les marchés ruraux c'est à dire des marchés sur lesquels les agriculteurs viennent vendre leur produits. Comme il n'est pas possible ni même nécessaire de suivre les prix sur tous les marchés du pays, le relevé des prix est donc une enquête par sondage réalisée périodiquement sur des marchés judicieusement choisis. Les unités échantillons (marchés choisis) ont fait l'objet d'un choix raisonné après consultation des chefs régionaux des enquêtes et statistiques agricoles qui ont une bonne connaissance de leur région.

Les critères retenus pour le choix des marchés sont:

- l'abondance des produits sur les marchés,
- l'animation des marchés,
- la régularité des jours de marché,
- la répartition géographique des marchés.

Le choix des produits

Les céréales ne sont pas les seuls produits qui font l'objet de l'enquête périodique sur les prix agricoles et alimentaires. Huit produits sont considérés comme produits principaux mais leur importance relative varie de région en région selon les habitudes de consommation des populations. Dans ces huit produits, on trouve quatre céréales: le maïs, le sorgho, le mil et le riz, deux tubercules: l'igname et le manioc, et deux légumineuses: l'arachide et le haricot.

Les critères retenus pour le choix des produits sont:

- la culture des produits dans la zone du marché enquêté,
- l'abondance relative des produits dans la région,
- l'utilisation des produits dans l'alimentation des populations de la région.

Les prix des produits de rente (café, cacao et coton) ne sont pas relevés par l'enquête périodique de la DESA.

La Technique de Relevé des Prix

La plupart des produits vendus sur les marchés Togolais sont mesurés en unités locales tel que le bol, le tas, le panier, etc. Ces mesures sont hétérogènes et doivent être traduites en unités standard (kilogramme, litre, etc.) grâce à une méthode objective: la pesée.

En raison des modifications de prix qui peuvent intervenir très rapidement et enfin d'optimiser l'objectivité du relevé, l'agent enquêteur doit procéder de la manière suivante:

Il se rend sur les lieux le jour du marché muni d'une balance romaine portative. Il devra rester sur place toute la journée et, pour chaque produit, auprès de trois différents vendeurs, faire trois pesées:

- une pesée au début de l'animation du marché,
- une autre pesée au moment où le marché bat son plein,
- enfin une troisième pesée en fin de marché.

L'agent se rend auprès du vendeur, il demande le prix de la mesure locale du produit; si, par exemple, la mesure est le bol, il verse le contenu du bol dans le plateau de sa balance, pèse le tout et note le poids et le prix dans les cases appropriées de la fiche de relevé des prix (voir modèle en annexe). La même opération est répétée pour chacun des produits retenus auprès des différents vendeurs au cours de la journée.

Les agents enquêteurs de la DESA sont occupés tout au long de l'année à différents travaux d'enquête. Jusqu'en 1988, les marchés n'étaient visités qu'une fois par mois, dans le courant de la première semaine du mois. Depuis 1989, les marchés sont visités une deuxième fois chaque mois, au cours de la troisième semaine du mois.

Le Résultat des Relevés des Prix

Une fois que les opérations de terrain sont terminées, les fiches de relevé des prix sont regroupées au niveau de la capitale régionale, vérifiées par le superviseur et envoyées à la DESA à Lomé pour leur exploitation. Avant 1988, le dépouillement était fait manuellement. Depuis lors, la DESA ayant fait l'acquisition de deux micro ordinateurs (IBM P/S 2 modèle 50), le problème de l'exploitation sur machine s'est posé.

Après différentes tentatives de traitement à l'aide d'un tableur, il a été décidé d'expérimenter le programme EMA, écrit en dBase, que son auteur, Monsieur Jean-Paul Minvielle et l'ORSTOM ont bien voulu mettre à la disposition de la DESA. Par précaution, le traitement manuel du calcul des prix moyens journalier a été maintenu afin de pouvoir vérifier la validité des calculs réalisés par EMA.

Après une série de mises au point, les prix relevés en 1988, exploités avec EMA, ont pu être publiés. Depuis le début de 1989, les données portées sur les fiches de relevé de prix sont saisies directement en EMA au fur et à mesure que les fiches

parviennent à la DESA. Des tableaux ont pu être réalisés en cours d'année mais ils n'ont pas encore été publiés. Le problème du traitement rapide des données étant désormais résolu, la DESA étudie actuellement la possibilité d'accélérer la transmission des données du terrain à son siège afin de pouvoir publier des informations sur les prix des marchés aussi rapidement que possible.

Politique des Prix et d'Intervention du Gouvernement dans le domaine de l'Agriculture

Depuis 1966, les objectifs généraux définis pour le secteur de l'Agriculture dans les plans quinquennaux successifs ont été axés sur la sécurité alimentaire, l'amélioration des revenus et des conditions de vie des paysans en encourageant la formation de Groupements Villageois, le développement des industries de transformation des denrées agricoles et l'accroissement de la contribution de l'agriculture à la réduction du déficit commercial.

Alors que les deux premiers plans quinquennaux étaient principalement axés sur la mise en place des infrastructures susceptibles d'assurer les bases d'un développement soutenu et auto-entretenu le 3ème Plan 1976/80 a été conçu comme un plan d'expansion de la production définissant des objectifs quantitatifs ambitieux. C'est au cours de la préparation de ce 3ème Plan que furent identifiés, parmi d'autres, les goulets d'étranglement de l'économie Togolaise suivant:

- les imperfections du système de crédit à l'Agriculture,
- l'inefficacité des circuits de distribution et de commercialisation notamment le manque d'efficacité des différents organismes étatiques créés pour intervenir à ce niveau, et
- le problème des prix caractérisé par l'inexistence d'une politique bien définie dans ce domaine.

Le 4ème Plan, mis en place à partir de 1981, assignait en outre au secteur de l'Agriculture un objectif de distribution du budget de l'Etat à travers certains organismes étatiques comme les offices de produits.

Au cours de ces dernières années, marquées par la crise économique et financière traversée par le Togo, un nouveau système de planification à long terme et de programmation-budgétisation annuelle a été introduit. La "Nouvelle Stratégie du Développement Rural" définie dans ce cadre, tente de rétablir comme finalité l'augmentation du revenu des paysans. L'accroissement de la production n'étant qu'un moyen parmi d'autres.

Politique des Prix et Commercialisation de Produits

Les produits agricoles d'exportation (café, cacao, coton, arachide, palmiste, coprah, etc.) sont soumis au monopole de l'Office des Produits Agricoles du Togo (OPAT). Chaque année, un Conseil des Ministres décide, pour chacun des produits, la date d'ouverture de la campagne d'achat, le prix d'achat au producteur (uniforme sur l'ensemble du territoire) et le barème des frais de commercialisation.

Les prix des céréales (maïs, sorgho, mil) sont normalement libres et déterminés par le jeu de l'offre et de la demande avec, en cours d'année, des fluctuations importantes. Exceptionnellement, le Gouvernement intervient pour annoncer soit un prix plancher à l'achat au producteur, soit un prix plafond à la vente au consommateur.

L'Office des Produits Vivriers (TOGOGRAIN) est chargé de l'application de ces mesures. Cependant ses interventions n'ont pas toujours été très efficaces.

Dans le cadre d'un accord passé avec USAID visant à appuyer la Politique d'auto-suffisance alimentaire, de nouvelles dispositions ont été prises pour libéraliser le commerce des céréales à l'exportation, le rôle de TOGOGRAIN étant dorénavant limité à la constitution et à la gestion d'un stock de sécurité.

Politique de Distribution

Les denrées de base de l'alimentation (céréales et tubercules) produites localement sont distribuées à travers le circuit de commercialisation du secteur informel où dominent les femmes. Ces circuits de collecte et de distribution sont bien organisés et très efficaces malgré la faiblesse des moyens mis en oeuvre. Toutefois, ces marchés laissés à eux mêmes ne sont pas capables d'atténuer les fortes variations de prix intervenant en cours d'année. L'office céréalier TOGOGRAIN avait justement été créé dans le but de régulariser et de stabiliser les prix des produits vivriers dans le temps et dans l'espace. Après l'échec technique et financier résultant de la méconnaissance des marchés et d'un programme d'investissement très lourd et inadapté, le rôle de TOGOGRAIN se borne désormais à la constitution et à la gestion d'un stock de sécurité.