

**Complementary study on a  
West African Regional Action Plan  
to control fruit fly**

**EXECUTIVE SUMMARY  
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The damage caused by plant-feeding flies to fruit intended for international markets has for many years been recognized as a problem with a heavy economic and social impact at local, national and global level, in particular as a result of the rise in interception and destruction of mangoes shipped to the European Union. Like other continents, Africa is affected by this pest which has caused serious economic losses for small-scale producers and increased the risk of losing access to international markets. Losses can indeed be very large between the end of the dry season and the start of the rainy season, (as high as 90 per cent in the case of mangoes for instance) thus depriving the local population of a significant food source. Far from being confined to a specific country, the most invasive species of fruit fly (*Bactrocera invadens*) is present throughout the African continent and particularly West Africa.

In July 2008, a regional action plan to control fruit fly was validated by ECOWAS Members in Bamako. The study funded by the European Union proposed operations in eight West African countries (Benin, Burkina Faso, Côte d'Ivoire, Gambia, Ghana, Guinea, Mali and Senegal) but did not include an estimated budget, a breakdown of activities between the regional and national levels, or an institutional implementation mechanism.

To remedy these shortcomings, the World Bank, using funds available in a EU trust fund, and the WTO-based Standards and Trade Development Facility co-financed a complementary study which addresses these issues and proposes a more complete and budgeted regional action plan for all ECOWAS member countries. The programme will deal exclusively with the fruit fly control problem but will treat mangos and other fresh fruit and vegetables attacked by fruit fly such as papayas, melons, peppers and citrus. Although the programme will operate at two levels, regional (West Africa) and national, this action must also be set in the wider framework of the African continent. Thus the programme also has the remit to provide a generic operating framework that could be replicated in other regions of Africa following adaptation to local conditions.

The general objective of the programme is to raise incomes of fruit and vegetable producers, particularly small producers, thus contributing to poverty reduction. The programme's specific objectives are to control losses on fruit and vegetables due to fruit fly infestation, and to increase the quantity of fruit free from infestation available for sale on the local market and destined for export. The programme has four vertical components and two horizontal (cross-cutting) components:

- **Surveillance:** *"Fruit fly surveillance to be organized at national level and coordinated at regional level, and to ensure effective and targeted pest management".*

Surveillance will be carried out throughout the territory of participating countries. The principles will be laid down at regional level while national fruit fly management committees will be responsible for organization on the ground. Surveillance will be based on a pyramid system with professional associations at the base and government plant protection services at the agro-ecological area and national levels. Data will be centralized at regional level and channelled back to national levels. The programme intends to provide assistance to all 15 ECOWAS countries under this component.

- **Pest Management:** *"Producers are trained in preventive pest management methods, control operations are implemented in high infestation areas and integral fruit fly management is set up in high production areas".*

Three levels of pest management are envisaged: a preventive pest management level that will be implemented nationwide through awareness campaigns and training for producers in relation to fruit fly management; a pest management level to follow up alerts issued by the Surveillance component, and an integral pest management level in more limited areas.

- **Applied research:** *"New, effective and inexpensive pest management methods made accessible to producers".*

This component will only be oriented towards research whose results may be immediately applied on the ground. It will be managed by the International Institute for Tropical Agriculture's office in Benin (IITA-Benin), with significant involvement of the International Centre of Insect Physiology and Ecology (ICIPE). It will also ensure that research findings be widely disseminated to end users. The research component will be regional and results will be shared among all interested ECOWAS countries.

- **Capacity building:** *"The regional and national organizations necessary for effective fruit fly management are in place. Measures are taken at the end of the Programme to secure the future of the Regional and National Committees".*

National fruit fly management committees will be strengthened, as will diagnostic laboratories and producers' organizations.

The following cross-cutting components will put the general policy in place and ensure coordination of activities:

- **Training/Information/Communication**

This component will handle the general information system (in particular the general programme website). As regards training, the regional programme will be primarily involved in shared methodologies and designing shared training modules.

- **Monitoring/Evaluation**

This component will draw up the monitoring/evaluation manuals and select a pool of consultants to carry out the monitoring/evaluation of the components.

The study also outlines a blueprint for the institutional set-up at regional level:

- **Programme supervisor:** The choice of programme supervisor is an eminently political issue and largely depends on programme funding, i.e. on the respective contributions made by ECOWAS and UEMOA out of their own resources to funding the programme, as well as on the institutional channels (ECOWAS, UEMOA or direct support to countries) which the donors decide to use for external funding. If most funding is channelled by ECOWAS, then the role of programme supervisor falls to ECOWAS alone, which will carry out this function on behalf of both institutions, in close concert with UEMOA; if the programme obtains funding from both institutions, joint supervision by the two institutions could be envisaged, through a joint ECOWAS/UEMOA committee;
- **Programme management and execution:** The Programme Management and Coordination Unit (PMCU) must have broad administrative and financial autonomy. It will itself ensure the implementation of regional activities, and delegate execution of national activities to the national authorities (national committees). It will programme, follow up and monitor the activities conducted by the national bodies, as

well as administrative and financial management. There must be a consensus among all participating countries on the location of the PMCU;

- **Regional Coordination Committee:** The programme will have a Regional Coordination Committee bringing together ECOWAS and UEMOA, responsible in particular for maintaining close coordination between the programme's operations and the policies and projects of the two regional organizations;
- **Steering Committee:** The Steering Committee will be responsible for defining the main programme guidelines and approving the annual activity programmes and budgets, particularly the budgets and activities of the programme's national aspects. It will be chaired by the President of the ECOWAS Commission, and its membership will include representatives of governments and certain regional institutions;
- **Scientific Committee:** The Scientific Committee will consist of resource persons appointed in an individual capacity for their scientific expertise in the field of fruit fly management.

With regard to the implementation of the programme's national components:

- **National Fruit Fly Management Committee:** This committee will be responsible for coordinating implementation of the programme's national aspects in each country. It should have legal status (essential for playing the role of programme manager at national level). Its membership should include representatives of the relevant authorities, private sector, research institutions, civil society and donors, as well as a member of the PMCU;
- **Surveillance activities:** Surveillance activities in most countries will be conducted under the aegis of the government plant protection service (DPV) or Research Institute, which could be supported by local players for field activities (trapping);
- **Pest management activities:** A distinction has to be made between the design and general organization of pest management, which will be determined by the government plant protection service and field activities, which should be performed by producers' associations.

The budget for a five-year programme breaks down as follows:

<b>Component</b>	<b>Régional (€)</b>	<b>National (€)</b>	<b>TOTAL (€)</b>
Surveillance	1,300,000	2,700,000	4,000,000
Pest management	1,200,000	7,800,000	9,000,000
Research	4,700,000		4,700,000
Capacity building	500,000	1,500,000	2,000,000
Training/Communication / Information	500,000		500,000
Monitoring / Evaluation	300,000		300,000
Management Unit	3,500,000		3,500,000
Contingencies	1,000,000		1,000,000
<b>TOTAL</b>	<b>13,000,000</b>	<b>12,000,000</b>	<b>25,000,000</b>

Finally, the study outlines a series of possible avenues to meet the funding requirements of this five year programme:

- Donors may wish to contribute to a common fund that will be managed by the PMCU under common rules acceptable to all donors, in particular the European Commission, and prioritize financing of regional activities.
  - Donors may wish to contribute to a common fund but earmark the funds for specific activities in specified countries. In this case, the PMCU can manage the funds while adopting special procedures to ensure compliance with the donor's wishes. However, experience shows that this case is relatively rare.
  - Donors may wish to help a country directly but not to go through the Regional Unit, in the case of a loan, for instance. In this case the national pest management committee of the country in question will manage the funds. However, to maintain the programme's overall coherence, some PMCU personnel will need to participate in the national pest management committee and guide the activities financed by these "national" funds so as to ensure that they complement the activities financed by the regional funds.
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