



PAN-AFRICAN COTTON ROAD MAP

A continental strategy to strengthen regional cotton value chains
for poverty reduction and food security



UNITED NATIONS CONFERENCE ON TRADE AND DEVELOPMENT

PAN-AFRICAN COTTON ROAD MAP

A continental strategy to strengthen regional cotton
value chains for poverty reduction
and food security



UNITED NATIONS
New York and Geneva, 2014

© 2014 United Nations
All rights reserved worldwide

This work is available open access by complying with the Creative Commons license created for IGOs, available at this link: <http://creativecommons.org/licenses/by/3.0/igo/>.

Publishers must delete the UN emblem from their edition and create a new cover design. Translations must bear the following disclaimer: "The present work is an unofficial translation for which the publisher accepts full responsibility." Publishers should email the file of their edition to publications@un.org

United Nations publication issued by the United Nations Conference on Trade and Development (UNCTAD).

Acknowledgment

The Pan-African Cotton Road Map has been prepared by Milaso Chérel-Robson, Economic Affairs Officer (UNCTAD), Bruno Gaudens Dagnon, Senior Consultant, Dominique Stanculescu, Annick Gouba and Yao Kouman Adingra (Consultants), under the overall guidance and supervision of Samuel Gayi, Head of UNCTAD Special Unit on Commodities. Specific comments were received from Terry Townsend, Former Executive Director of the International Cotton Advisory Committee (ICAC), Junior Davis and Yan Zhang, Economic Affairs Officers (UNCTAD) and Martin Bwalya, Head of the Comprehensive Africa Agriculture Development Programme (CAADP) at NEPAD, the African's Union's technical body. The Road Map also benefited from extensive discussions held with the CFC, the Steering and Monitoring Committee of the EU-Africa Partnership on cotton (COS-coton), and the International Cotton Advisory Committee (ICAC). Multiple consultations were conducted with the West African Economic and Monetary Union (WAEMU/UEMOA) and the Common Market for East and Southern Africa (COMESA), as well as regional associations, including the African Cotton Association (ACA), the African Cotton Producer's Association (AProCA) and the African Cotton & Textiles Industries Federation (ACTIF). UNCTAD also consulted widely with other multilateral development partners both in the context of the regional cotton strategies of the All ACP Agricultural Commodities Programme (AAACP) financed by the EU, as well as with agencies involved in the cotton sector in Africa. These include the United Nations Development Programme (UNDP), and the West Africa Cotton Improvement Programme (WACIP) of the United States Agency for International Development (USAID).

Notes

Material in this publication may be freely quoted or reprinted, but acknowledgement is requested. A copy of the publication containing the quotation or reprint should be sent to the UNCTAD secretariat at: Palais des Nations, CH-1211 Geneva, Switzerland.

This report and any opinion reflected therein are the sole responsibility of the authors. They do not purport to reflect the opinions or views of the UNCTAD Secretariat or its Secretary-General.

This document has been reproduced without formal editing.

The multistakeholder meeting on cotton hosted in Cotonou by the Government of the Republic of Benin, which kick-started the formulation of the Pan-African Cotton Road Map, was financially supported by the Common Fund for Commodities, the European Union/The African, Caribbean and Pacific Group of States and the Centre for Development of Enterprise.



UNCTAD/SUC/2014/6

Table of Contents

Introduction.....	1
1. Background of the Road Map.....	2
1.1 Background.....	2
1.1.1 The Outcome of Cotonou meeting.....	3
1.1.2 The COMESA July 2011 Regional Strategy Review Workshop.....	3
1.2 Building on existing strategies.....	3
1.3 Focus on aid effectiveness principles.....	5
1.4 Implementation.....	5
2. Action Plan and indicators of progress of the Road Map.....	6
2.1 Vision.....	6
2.2 Key messages.....	6
2.3 Target objective and Expected Results of the Road Map.....	6
2.3.1 Target objectives.....	6
2.3.2 Expected results.....	7
2.4 Challenges and Approach of the Road Map.....	7
2.5 Mobilization of financial resources for the implementation of the Road Map.....	7
2.6 Action Plan and Indicators of Progress of the Road Map.....	9
2.6.1 Implementation and finalization process of the Road Map.....	9
2.6.2 The Road Map.....	10
2.6.3 Commitment of stakeholders and partners of the sector.....	16
2.6.4 Proposal of objectively verifiable indicators for the Road Map.....	17
3. Annexes.....	20

Acronyms

AAACP / All ACP:	All ACP Agricultural Commodities Programme / Programme tous ACP relatif aux produits de Base Agricoles
AC / CA:	Central Africa / Afrique Centrale
ACA:	African Cotton Association / Association Cotonnière Africaine
ACNÉ:	Non-State Cotton Players / Acteurs Cotonniers Non Étatiques
ACP:	Africa-Caribbean-Pacific / Afrique Caraïbes Pacifique
ACTESA:	Alliance for Commodity Trade in Eastern and Southern Africa
ACTIF:	Cotton & Textile Industries Federation
AEA / ESA:	East and Southern Africa / Afrique de l'Est et Australe
AFAAS:	Agricultural Forum for Agricultural Advisory Services (FARA – CTA) / Forum Africain pour les Services de Conseil Agricole
AFD / FDA:	French Development Agency / Agence Française de Développement
AFFICOT-CI:	Ivory Coast Cotton Sector Association / Association des Faïtières de la Filière Coton de Côte d'Ivoire
AGOA:	African Growth Opportunity Act - Partenariat US-Afrique
AIC:	Interprofessional Association of Benin / Association Interprofessionnelle du Coton (Bénin)
AICB:	Interprofessional Cotton Organization of Burkina Faso

AIFO – UEMOA:	Association des Industriels de la filière Oléagineuse de l'UEMOA / Association of Oil Producer- WAEMU
AMPRIP:	Agricultural Marketing Promotion and Regional Integration project
ANÉ:	Non-Governmental Stakeholders (General Professional Organizations: ROPPA, PROPAC, SACAU, EAFF, PAFO)
WA:	West Africa
AOC:	West and Central Africa / Afrique Occidentale et Centrale
AProCA:	Association of African Cotton Producers / Association des Producteurs de Coton Africains
AT / TA:	Technical Assistance / Assistance Technique
ASARECA:	Association for Strengthening Agricultural Research in Eastern and Central Africa
BAD/ AfDB	African Development Bank / Banque Africaine de Développement
BCEAO / CBWAS:	Central Bank of West African States (CBWAS) / Banque Centrale des États de l'Afrique de l'Ouest
BDEAC/DBCAS:	Development Bank of Central African State / Banque de Développement des États de l'Afrique Centrale
BCEAC/CBCAS:	Central Bank of Central African State / Banque Centrale des États de l'Afrique Centrale
BCI:	Better Cotton Initiative
BID:	Islamic Development Bank / Banque Islamique pour le Développement
BIDC / EBID:	ECOWAS Bank for Investment and Development / Banque d'Investissement de Développement de la CEDEAO
WB	World Bank
BOAD:	West African Development Bank / Banque Ouest Africaine de Développement
BPA:	Agricultural Good Practice / Bonnes Pratiques Agricoles
C4:	Sectoral initiative in favor of cotton by four African countries, Benin, Burkina Faso, Mali and Chad, at the Cancun WTO Ministerial Conference / Initiative Sectorielle en Faveur du coton par quatre pays africains: Bénin, Burkina Faso, Mali et Tchad, à l'occasion de la conférence Ministérielle de l'OMC à Cancun
CCC (3C):	Central Coordination Cell, COS-Cotton / Cellule Centre de Coordination du COS-coton
CAADP/PDDA:	Comprehensive Africa Agriculture Development Programme / Programme Détaillé de Développement de l'Agriculture Africaine
CEA/AEC:	African Economic Community / Communauté Économique Africaine
CEEAC/ECCAS:	ECCAS: Economic Community of Central African States / Communauté économique des États de l'Afrique Centrale
CEMAC / EMCCA:	Economic and Monetary Community of Central African States / Communauté Economique et Monétaire des Etats de l'Afrique Centrale
CER / RECs	Regional Economic Communities / Communauté Économique Régionale
CERFITEX:	Research and training center for the textile industry / Centre de Recherche et de Formation pour l'Industrie Textile
CCI/ITC:	International Trade centre / Centre de Commerce International
CCIC / ICAC:	International Cotton Advisory Committee / Comité Consultatif International du Coton
CE / EC:	European Commission / Commission européenne

CEA / ECOS:.....	Economic Community of African States / Communauté Économique des États Africains
CDE:	Centre for the Development of Enterprise / Centre de Développement des Entreprises
CEDEAO / ECOWAS:	Economic Community of East and West African States / Communauté Economique des Etats d'Afrique de l'Ouest
CFC:	Common Fund for Commodities / Fonds commun pour les produits de base
CGM / GMO Cotton:	Genetically Modified Cotton / Coton génétiquement modifié
CIRAD:	Centre for International Cooperation in Agronomic Research for Development (CIRAD / Centre de Coopération Internationale en Recherche Agronomique pour le développement
CNPC – C:	Former Camerounian Cotton Producers Council / Conseil National des Producteurs de Coton du Cameroun (ex. OPCC – Gie)
CmiA:	Cotton made in Africa
CMA/AOC:	Conference of Ministers of Agriculture of West and Central Africa (CMA/AOC)/Conférence des Ministres de l'Agriculture de l'Afrique de l'Ouest et du Centre
UNCTAD:	United Nations Conference on Trade and Development
COMESA:	Common Market for Eastern and Southern Africa
COMPACI:	Competitive Africa Cotton Initiative
CORAF/WECARD:	West and Central African Council for Agricultural Research and Development / Conseil Ouest et Centre africain pour la recherche et le développement agricoles
COS-coton:	EU-African Partnership on Cotton All ACP Cotton / Comité d'Orientation et de Suivi du Partenariat UE-Afrique sur le coton
CTA:	Centre technique agricole (Agricultural technical center)
CTR:	Centre technique régional (Regional technical centers)
DRS:	Défense et restauration des sols (Defence and soil restauration)
EADB:	East African Development Bank
EAC:	East African Community
EAFF:	East African Farmers Federation
ECOWAP:	ECOWAS Agricultural Policy
FAAP:	Framework for African Agricultural Productivity
PACRM:	Pan-African Cotton Road Map
EDF /FED :	European Development Fund / Fonds Européen de Développement
FdL:	Fonds de Lissage
FSP:	Priority Solidarity Fund (FSP) (Fonds de Solidarité Prioritaire)
IPPM/GIPD:	Integrated Production, Pest and Pollution Management / Gestion Intégrée de la Production et des Déprédateurs
GIZ:	Deutsche Gesellschaft für Internationale Zusammenarbeit (International German Cooperation)
ICAC:	International Cotton Advisory
IFPRI:	International Food Policy Research Institute
ISC:	Sectoral initiatives in favor of cotton in Benin, Burkina Faso, Mali and Chad (Initiative Sectorielle en Faveur du coton par quatre pays: Bénin, Burkina Faso, Mali et Tchad)

ITC/CCI:	International Trade Centre / Centre de Commerce International
MAEE:	French and European Ministry of Foreign Affairs (Ministère français des Affaires étrangères et européennes)
MDTF:	Multi-Donors Trust Fund (Fonds d'affectation spéciale multi donateurs)
MIR et MIR +:	Marché des intrants régional
MT:	Mid-term
NASRO:	North Africa Sub Regional Organization
NEPAD:	New Partnership for Africa's Development
NSCT:	Togo's New Cotton Company (Nouvelle Société Cotonnière du Togo)
GMO:	Genetically Modified Organisms
OHADA:	Organization for the Harmonization of Business Law in Africa (Organisation pour l'harmonisation du droit des affaires en Afrique)
IO:	International Organizations
OIR:	Organisation régionale d'intégration économique /
WTO:	World Trade Organization
MDGs:	Millennium Development Goals
UNIDO:	United Nations Industrial Development Organization
OPC:	Professional Cotton Organization (Organisation professionnelle cotonnière)
OPICT:	Professional Organization for the cotton and textile industries (Organisation Professionnelle des Industriels du Coton et du Textile)
ORD:	Dispute Settlement Board (WTO) (Organes de règlement des Différends à l'OMC)
PACM:	Pan African Cotton Meeting
PAFICOT:	Multinational project in support of cotton and textiles (Projet d'appui à la filière coton et textile)
PAFO:	Pan-African Farmer Organization
PAU:	Union's Agricultural Policy (Politique Agricole de l'Union)
PER / REPs:	Regional Economic Programme
PPP:	Public-private partnership
PRCC:	Sub-Regional plan on the development of equitable and organic-equitable Cotton in West and Central Africa (Projet sous-régional d'appui au développement du coton équitable et bio-équitable en Afrique de l'Ouest et du Centre)
RAIP:	Regional Investment Plan
PRMN:	Regional Enterprise Restructuring Plan (Plan régional de mise à niveau des entreprises)
NAIP:	National Agricultural Investment Programme
PR-PICA:	Regional Programme on the Intergration of Cotton in Africa (Programme Régional de Protection Intégrée du Cotonnier en Afrique)
PROPAC:	Regional Platform of Farmers' Organizations in West Africa (Plateforme des Organisations Paysannes de l'Afrique Centrale)
RPFS:	Regional Programmes for Food Security
TFPs:	Technical and Financial Partners
RATES:	Regional Agricultural Trade Expansion Support Project
ROPPA:	Network of Farmers' and Agricultural Producers' Organisations of West Africa (Réseau des organisations paysannes et des producteurs agricoles)

SADB:	Southern Africa Development Bank
CAS:	Common Agricultural Strategy
SACAU:	South Africa Confederation of Agricultural Unions
SADC:	Southern African Development Community
SADC/FNAR:	Southern African Development Community – Food, Agriculture, Natural Resources
SACPA:	Southern African Cotton Producers Association
NARS/SNRA:	National Agricultural Research System (Système National de Recherche Agricole)
RAIS/SIAR:	Regional Agricultural Information System (Système d’Information Agricole Régional)
RISC/SIRC:	Regional Information Systems on Cotton(Système d’Information Régional sur le Coton)
AU/UA:	African Union / Union Africaine
CU/UdC:	The Cotton University / Université du Coton
EU/UE:	European Union / Union européenne
WAEMU/UEMOA:	West African Economic Monetary Union / Union économique et monétaire ouest-africaine
WACIP:	West Africa Cotton Improvement Program

Introduction

Despite its significance in local economies, the African cotton sector is faced with serious problems. Yield is low and has considerably diminished during the last decade. Cotton research in most countries suffers from a lack of organization and means. Support structures for trade and marketing are not always commensurate with the economic importance of the sector. Value-addition to the sector can be substantially improved. The low price of seed cotton and long delays in payment to farmers have contributed to a decrease in production by as much as 50% in certain countries. Need for institutional reforms should be added to this context to support revitalization of the sector. There is the need for sectoral policy support at the national, regional and Pan-African levels, following the example of sectors in countries whose producers are supported by public policy. Furthermore, synergy and coordination of existing initiatives would need to be developed and sustained

At the international level, African cotton is undermined by distorting trade practices of some large producers. Efforts to remedy this situation through the multilateral trade system have remained at a stand-still for several years now.

Although the African cotton sector is at a historical turning point, the calamitous fall of international cotton prices from 2002 to 2009 reflects a moment that crystallized awareness in the minds of the sector's stakeholders and public authorities on the need to safeguard the sector for the long-term. Indeed, they are now conscious that the low competitiveness of the sector is also tied to internal factors and that questions in relation thereto should be treated in parallel to WTO debates. The spectacular rise of prices in 2010 will strengthen this awareness and further support the request made by African governments to UNCTAD in December 2008 to facilitate a high level meeting on African cotton.

Held in Cotonou at the end of June 2011, the Pan-African meeting on cotton gave participants the opportunity to outline details and expectations with regards to the sector. The Pan-African Road Map (henceforth the "Road Map") sketched out in Cotonou and the subject of this present report, takes into account not only the conclusion of the debates but also the existing three regional strategies mainly in the areas of productivity, marketing and value-addition.. The objective of the Road Map is to create synergies between the numerous interventions in favor of African cotton, including the three strategies, and between the different categories of stakeholders at national, regional and international level. As such, it aims to become a complement to what already is in place in the regions by providing a common framework at the Pan-African level that addresses the three existing strategies and national and regional policies from a Pan-African perspective.

This Road Map is organized as follows:

- 1) Part I succinctly describes the background to the Road Map, its link to the achievement of Millennium Development Goals and the translation of these into actions to be conducted;
- 2) Part II enunciates the Road Map's various activities based on the outcome of the Cotonou meeting around the three themes: Productivity, Marketing and Value-addition. This part also introduces other proposals, facilitation of the Road Map, its Action Plan and indicators of progress.

1. Background of the Road Map

1.1 Background

The Road Map is the result of UNCTAD's extensive process of consultation with African governments of cotton producing countries, stakeholders in the cotton sector as well as regional and international partners to define a common strategy and overcome major challenges in this sector. The list of organizations and institutions consulted in the preparatory process of the PACRM is attached (Annex A).

UNCTAD, as the specialized agency of the United Nations with a mandate on international trade policy on commodities and development, has long been interested in problems related to raw materials in developing countries.¹ From this perspective, in December 2008, UNCTAD organized a multi-stakeholder event on cotton. This meeting, which assembled six African Ministers of Commerce, the Director General of WTO, several senior government officials as well as representatives of international organizations, from civil society and the private sector, reviewed the situation of the cotton sector and discussed specific challenges facing low-income countries dependent on cotton exports.

The need to address problems of the African cotton sector was highly prioritized. Participants also requested that UNCTAD organize a multi-stakeholder meeting to specifically discuss the issues faced by African countries that rely mainly on cotton exports. The report of the UNCTAD December 2008 Multi-stakeholder meeting is attached in Annex B.

In response to this request, UNCTAD, in collaboration with international institutions and stakeholders, organized a Pan-African meeting on cotton in Benin in June 2011. During the preparatory process of the meeting, numerous consultations were held and several studies were undertaken to present a full overview of the current situation and principal challenges of the cotton sector at national, regional and international levels. The concept note of the Cotonou meeting (July 2011) is presented in Annex C.

The Road Map is based on the results and conclusions of the Cotonou meeting. It spells out the path towards the integration of on-going processes in the African cotton sector with the objective of reviving it. In this context, the Road Map describes concrete short, medium and long-term actions and objectives for the various cotton sector stakeholders. It also specifies the length of these actions and provides indicators to assess progress.

Consequently, the Road Map is a pragmatic tool with a real potential for improving living conditions of populations involved in the cotton sector on the continent. The Road Map specifically seeks to respond to the issues in the cotton sector linked to productivity, marketing and value-addition. In fact, African cotton production is characterized by low and diminishing yields. Currently, the average yield in African cotton represents only 52% of the average global yield. Increasing this yield through better access to inputs and credit, better management of natural resources and improved research, extension and advisory services are key elements for generating adequate remuneration to producers and improving the competitiveness of African cotton. African cotton also suffers from poor marketing while improvements in the processing chain are necessary to guarantee a better quality, in particular reducing lint contamination.

In addition, the application of risk management techniques, links between producers and buyers and information exchange at different stages of the value chain of cotton must be improved to ensure that production and processing are in line with changing market demands. Finally, it is necessary to reverse the current situation in which an important share of cotton added-value goes to external stakeholders. Numerous constraints facing African manufacture such as outdated technology and poor quality infrastructure will have to be addressed to promote a qualitative and sustainable African textile sector.

¹ "7. We recognize that rising food prices and agriculture input costs reflect an emerging new global commodity economy. These developments also present a unique opportunity to promote economic growth and sustainable development by improving the productivity of the commodity sectors of developing countries. We will strengthen the commodity sectors by substantially increased public and private investment, and greater value added and diversification." (Accra Declaration, para. 7)

1.1.1 The Outcome of Cotonou meeting

The Pan African Cotton Meeting (PACM) took place on 27 – 29 June 2011 in Cotonou, Benin. The meeting was held as a response to the request made by the African cotton producing countries during the Multi-stakeholder Meeting on Cotton, organized by UNCTAD's Secretary-General in Geneva on 2 December 2008. The main objective of the meeting was to define a 10-year Road Map for the African cotton sector, by building on the existing national and regional strategies in the sector, and taking into account the EU-Africa Partnership Action Framework. This Road Map is intended to increase consistency between the different initiatives and give a general direction to the development of the African cotton sector at a pan-African level.

The PACM brought together the main stakeholders of the African cotton sector at the Pan-African level. It thereby contributed to developing synergies between existing initiatives that are otherwise usually disconnected by sub-regional boundaries and language barriers. Over 150 stakeholders were present. The discussions and consensus established at the PACM has provided the substance for the drafting of a road map that identifies the short and medium term actions to be undertaken by the public and private sector, as well as the donor community, in order to meet common goals on increased productivity, improved marketing and increased value-addition.

Discussions led to consensus on the issues outlined below, taken into account in the Action Plan (§3.5) and discussed in more detail in Annex D:

- 1) Increase productivity: (i) research, extension and advisory services, (ii) agricultural inputs and funding, and (iii) soil protection and restoration of soil fertility.
- 2) Improve marketing: (i) knowledge of and relations with markets, (ii) quality, standards and labels, and (iii) risk management and funding.
- 3) Raise value-addition: (i) cotton processing and derived products, (ii) textiles and clothing, and (iii) on-farm horizontal diversification.

1.1.2 The COMESA July 2011 Regional Strategy Review Workshop

The COMESA workshop was held in Nairobi, Kenya in July 2011, one month after the Pan-African meeting on cotton. In line with the requests of stakeholders UNCTAD presented an initial draft of the road map based on the outcome of the Cotonou meeting, for discussion and comments

The motivation for the Nairobi meeting was to revive the cotton industry in the COMESA region. The participants stressed the need to invest in appropriate science and technology which are seen as the keys to the long term development of the cotton and clothing value chains as emphasized in the current COMESA development theme which is "Harnessing Science and Technology for Development".

At this regional strategy review workshop, UNCTAD presented the outcome of the Pan African Cotton Meeting in Benin, and the initial draft of the Road Map based on this. The ensuing discussions underscored the benefits of drafting regional strategies to improve the effectiveness of national cotton strategies, but also underlined the considerable gains to be made by creating synergies, complementarities and coherence among these initiatives at a Pan African level. For example, participants agreed that national and regional cotton sectors in Africa face similar challenges such as, declining yields, lint contamination, lack of funds, outdated ginning machinery and so on.

Reactions to the PACRM were generally positive, but participants raised questions about its funding and the real ownership of its design and finalization. UNCTAD made it clear that it does not have funding to implement the Road Map. Rather its aim is to establish a Pan African consensus on priorities and create synergies between existing initiatives with the hope that other development partners might be interested in funding it. In this regard, collaboration initiated with CAADP to anchor the Road Map in the African Union's priorities needs to improve in order for it to gain ultimate legitimacy as an African initiative (see Annex E).

1.2 Building on existing strategies

The Road Map is based on existing regional strategies for the cotton sector in Africa. These regional strategies are the WAEMU Cotton-Textile-Oilseeds, the COMESA Cotton-Textile-Apparel and the ECCAS Cotton-Textile-Clothing strategies. Annex F provides a summary of the comparative analysis of the three regional strategies on cotton.

With regard to the sector's low productivity, these three strategies raise the need for increased support of research and extension services, the need to improve quality and fight against contamination. In addition, they call for reinforced intra- and inter-regional cooperation to benefit from economies of scale, especially in terms of access to inputs and credit.

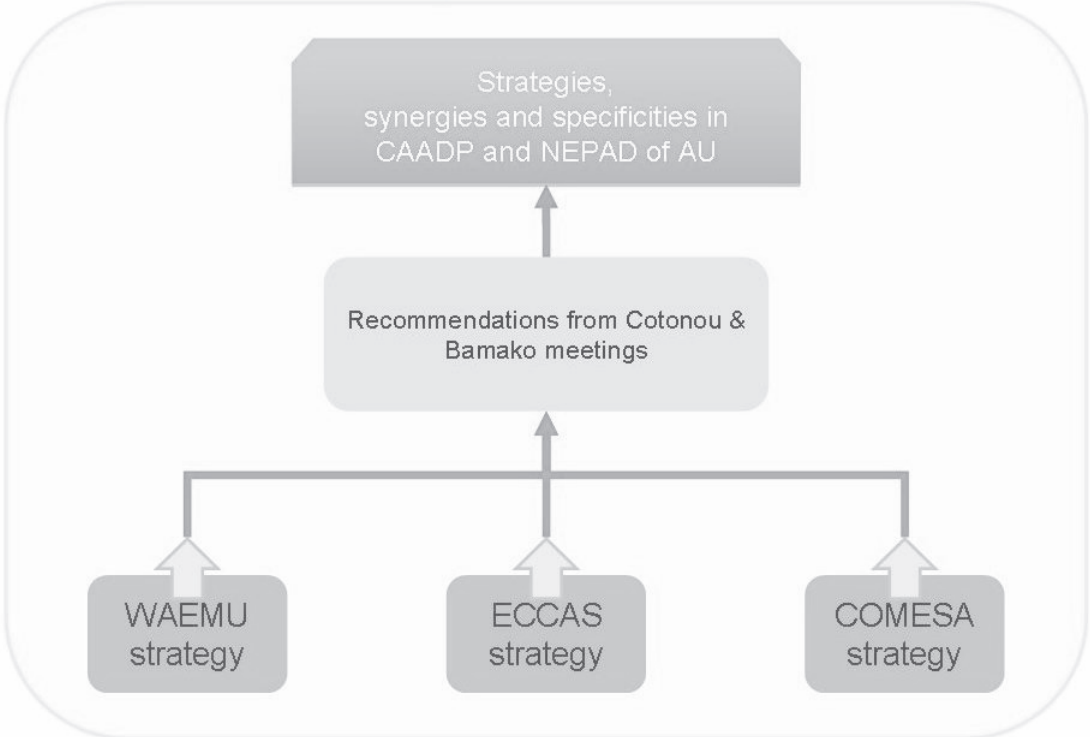
The three strategies appeal for strengthening the links between producers and markets as a solution to improve the marketing of African cotton. In addition, the strategies put forward the need to protect the African cotton industry from low-cost and low-quality imports. They also highlight the lack of adequate marketing services as well as access to information on markets. Mechanisms to promote the transfer of knowledge and capacities at regional and international levels are also described as inadequate. Better harmonization of national policy and the reinforcement of inter- and intra-regional ties between the various stakeholders of the value chain of African cotton were also deemed important.

With regards to value-addition in the sector of African cotton, the three strategies point out that despite abundant human and natural resources in the regions, numerous constraints remain and are linked to difficult access to finance, low competitiveness of African cotton, access to water and electricity and lack of adequate professional training. The regional strategies also agree on the necessity to increase regional cooperation in order to improve access to raw materials of local cotton industries. It is equally important to ensure that African quality standards are durably and considerably improved.

However, some issues need to be clarified in the three regional strategies. In particular, the existing sector policies (agricultural, economic and commercial) could support their implementation at each national and regional level, and facilitate their synergies at a pan-African level. For developing these synergies and benefit from a political anchorage at each level, the three regional strategies should also be enlisted into a pan-African dynamic such as CAADP and the National and Regional Agricultural Investment Programmes (NAIPs and RAIPs). Annex G features examples of existing strategic policies and financial mechanisms.

Two other themes should also be addressed by the three regional strategies, i.e. environment and health, with the objective to ensure the sustainability of African cotton, and the rational use of pesticides and other chemicals.

Figure 1 - Synthesis of the elements of the Pan-African Cotton Road Map



1.3 Focus on aid effectiveness principles

In order to ensure effectiveness of the Pan-African Cotton Road Map, it was elaborated in accordance with current best practices in developmental policy. The Road Map puts into practice the fundamental principles of aid-effectiveness as defined in the Paris Declaration of 2005 and the Accra Action Plan of 2008.

The principle of *ownership* specifies that developing countries define their own strategies according to their own priorities. The principle of *alignment* calls for external assistance to align itself with objectives set by benefiting countries and to support local systems. The Road Map strictly applies both of these principles.

The major consultation process during the elaboration phase of the Road Map ensures its alignment with the positions of the different stakeholders of the cotton sector in Africa. Furthermore, the Road Map does not aim at becoming a substitute to existing regional and national strategies. On the contrary, its foundation lies in strategies which seek to harmonize by exploiting synergies and covering neglected issues to raise impact. The Road Map is designed with the necessary intrinsic flexibility to accommodate national and regional specificities.

The *harmonization* principle calls for donor states to work in concert and to simplify their procedures in order to avoid duplication of efforts. This principle is at the heart of the Road Map. Actually, it seeks to unify existing strategies and offers a simplified common framework and a common Action Plan for all stakeholders of the African cotton sector at national, regional and Pan-African levels.

Another important principle of the effectiveness of aid is the focus on *results*. In other words, it is a question of ensuring that external aid is focused on concrete and measurable results. The Road Map's objectives and transparent indicators are elaborated so as to ensure that actions taken will have a strong and concrete impact on the cotton sector and its stakeholders in Africa.

Finally, the principle of *mutual accountability* refers to the fact that all concerned stakeholders must be fully involved in the process and mutually accountable in terms of results. The Road Map was elaborated in accordance with this principle not only because of the consultation process with its stakeholders, but also through the engagement of these very stakeholders in the follow-up and evaluation of actions taken through clearly defined objectives and indicators.

1.4 Implementation

At this stage, and given that the Road Map builds on existing regional cotton strategies to assert its Pan-African dimension, it is important that the process be taken over by the regional and continental organizations. This will ensure that the Road Map is fully owned by African stakeholders, with UNCTAD and other partners remaining available to support the process at their request. It will therefore be the responsibility of the regional and continental organizations to, in due course, define the appropriate structures and mechanisms for the implementation and steering of the Road Map. These mechanisms will take into account the thematic focus of the Road Map as well as proven existing structures which they could build on.

In the meantime, UNCTAD has tried to address the recommendations of the 17th Cos-coton meeting in Brussels. After the launch of discussions with all stakeholders in July 2012, UNCTAD followed up with discussions with the RECs, the AUC and the NPCA for ownership of the Road Map. UNCTAD also worked with representatives of regional and pan-African institutions in Geneva, Brussels and Paris to have the Road Map embedded into their own strategies at the WTO. UNCTAD thus worked towards the appropriation of the PACRM with the relevant institutions until December 2013. Subsequently, in early 2014 there were consultations between UNCTAD and the Cos-coton Secretariat on ways in which the two institutions could collaborate to ensure that the PACRM is part of the Cos-coton Secretariat's framework of assistance on cotton to Africa.

2. Action Plan and indicators of progress of the Road Map

2.1 Vision

The vision of the Road Map takes into account those of the three regional strategies on cotton. This vision calls for a competitive and sustainable African cotton sector contributing to economic development, reduction of poverty and the creation of jobs due to strengthened coordination and capacities of the stakeholders to mobilize supporting policies from a Pan-African perspective.

2.2 Key messages

The cotton sector needs to regain its competitiveness and sustainability against the challenges of productivity, marketing and added value in order to contribute to the fight against poverty, create employment and increase food security. Regional Agricultural Investment Programmes (RAIPs) and National Agricultural Investment Programmes (NAIPs) are starting to be put into place. Their dimension of “food security” could include the cotton sector whose contributions to food security are very high. Improvements in the performance of the cotton sector will also contribute to CAADP’s objective of enhancing food security, with regards to increasing incomes (foreign exchange receipts through exports of cotton and cotton products – textile and clothing) as well as the production of cereals and other food crops.

Increasing the capacities of CAADP is a first step in determining how these policies can respond to challenges faced by African cotton and/or how their programmes and instruments should be improved. In addition to the policies of Government and RECs programmes and instruments, cooperative frameworks at various levels will be important for implementation. That is, at the bilateral (EU-Africa Partnership on Cotton, AGOA), multilateral (WTO’s Consultative Framework) and international (South-South Cooperation) levels.

The Road Map is not a substitute to regional strategies. It builds on the convergence among them, develops a link to the CAADP, thereby offering an opportunity to anchor these strategies in existing public policy, thus conferring enhanced coherence and access to new sources of funding. Eventually, the Road Map will make different stakeholders work together, whether at national, regional or pan-African level. Professional and interprofessional organizations already exist in some countries. Institutions which have a pan-African dimension such as the Association of African Cotton Producers (Association des Producteurs Cotonniers Africains – AproCA), the African Cotton Association (Association Cotonnière Africaine – ACA) and African Cotton & Textile Industries Federation (ACTIF) could build upon their respective national professional and interprofessional platforms, which could evolve into regional structures. They could collaborate with SACPA and MOZAZIMA, as well as with organizations from other actors of the value chain, and with public institutions.

2.3 Target objective and Expected Results of the Road Map

2.3.1 Target objectives

The **global objective** is to create conditions to foster the implementation of a Pan-Africa strategy that addresses the challenges of the cotton sector in Africa and contribute to the achievement of Millennium Development Goals by implementing the three regional cotton strategies:

- On one hand, regional and national sectoral policies, National and Regional Agricultural Investments Programmes (NAIPs and RAIPs) and CAADP from the Pan-African perspective; and
- On the other hand, in the framework of Regional cooperation policies at bilateral, multilateral and international levels.

More specifically, the Road Map will contribute to:

- 1) Strengthening the coordination and capacities of stakeholders and institutions of this sector, including the AU/NEPAD, to mobilize programmes and instruments of existing national, regional and Pan-African sectoral policies, as well as cooperation policies, in response to the needs of the cotton sector in the following fields:
 - a. Productivity

-
- b. Marketing; and
 - c. Value addition
2. Facilitating the implementation of principal policy support instruments which are necessary for developing the sector and increase the synergies between the three regional strategies in each of the three fields of interventions of the Road Map.

2.3.2 Expected results

1. The Road Map increases a proactive response to the challenges in the sector on the basis of existing national and regional sectoral policies, from NAIPs, RAIPs and CAADP, develops a secure cotton sector with adequate remuneration for its stakeholders, contributes to food security, to employment creation, and to the achievement of Millennium Development Goals²;
2. The coordination and capacity of AU/NEPAD, as well as of institutions and other value chain stakeholders are reinforced for the implementation of the three cotton regional strategies in a Pan-African perspective based on national stimulus plans;
3. National and regional sectoral policies, in addition to the NAIPs, RAIPs and the CAADP, are equipped with implementation instruments and benefit from programmes in support of the sector and its coordination.
4. Professional organizations are structured at regional and pan-African level, with links to the AU/NEPAD and to the African Regional Economic Communities;
5. The frameworks for bilateral, multilateral and international cooperation, starting from the EU-Africa Partnership on Cotton, are mobilized in support of the Road Map.

2.4 Challenges and Approach of the Road Map

The approach of this Road Map is to enlist the three regional cotton strategies within the national and regional sectoral policies, the NAIPs and RAIPs, and CAADP.

The instruments and support mechanisms on productivity, marketing and value-addition of the sector will be defined by and with stakeholders within the framework of relevant advocacy and lobbying. The approach will follow the CAADP process³, given that as of June 2011, 24 pacts were already signed, 19 investment plans were examined and 13 business meetings organized.

The political governance of the Road Map will be ensured by a Steering committee made up of AU/NEPAD, the ACP Secretariat and the European Union. Technical support is foreseen for its operations.

2.5 Mobilization of financial resources for the implementation of the Road Map

During the COMESA meeting in Nairobi (July 2011) some stakeholders expressed concerns over the mobilization of financial resources for the Road Map. This mobilization of financial resources must benefit to the sector, i.e. not only to the Road Map but also and foremost to the three cotton strategies. It is the pan-African dimensions (issues pertaining to support policies, guidelines, regulations, monitoring & evaluation, information and training, exchange of best practices, environmental and other, cross-cutting concerns) which are common to the three strategies that will require funding in the framework of the Road Map. Thus, a sustainable funding mechanism is essential for the implementation of the three regional strategies in the framework of the Road Map.

The Road Map, based on synergies and complementarities of the three regional strategies, should make them more attractive for potential donors, by avoiding the duplication of interventions, facilitating a rationalization of

² On going discussions on a successor programme to the MDGs suggest that the SDGs are most likely to include poverty eradication for which the resolution of cotton issues would be critical for low-income cotton producing countries.

³ This process follows four steps: (a) pre-Pact: (i) inventory of existing policies and mechanisms ; (ii) prioritization with participation of actors and modeling; (iii) signing of the Pact (b) post-Pact: (i) assessment of the inclusion of cotton within NAIP, (ii) support to this inclusion, (iii) technical analysis of NAIP, (iv) Business meeting, and (v) financing.

interventions, and promoting coordination and coherence of support to the sector. This support should be sought in the framework of national and regional sectoral policies, of NAIPs, RAIPs and CAADP. The coherence between the action plan of the Road Map and implementation plans of the three regional strategies should allow economies of scale, in a logic of synergy instead of competition.

In this regard, it is important to mobilize governments, bilateral and multilateral donors and stakeholders in the cotton sector in order to raise enough funds to implement the gamut of activities envisaged by the Road Map as well as by the three regional cotton strategies. It should be possible to attract funding not only from traditional sources, such as bilateral and multilateral development partners, but also from national Governments, RECs and the private sector by developing and strengthening public-private partnerships.

In the spirit of ownership, regional institutions, such as AU/NEPAD, and the regional economic commissions, as well as individual countries should be encouraged to devote a proportion of their budgets to the implementation of specific activities. Furthermore, the alignment of regional cotton strategies should be a means of enhancing access to the means and instruments for additional funding related to the cotton (or, agricultural sector development) activities of CAADP. Thus, existing policies for the mobilization of financial instruments and mechanisms should be strengthened within the context of dialogues, negotiations, advocacy, and lobbying of industry players including governments and RECs, towards the donors. Finally, the implementation of the Action Plan, as outlined in Section II of the Road Map, will require technical and financial support from both governments and developmental partners, and not just from the latter only.

2.6 Action Plan and Indicators of Progress of the Road Map

2.6.1 Implementation and finalization process of the Road Map

	Finalization of the Road Map	Potential parties responsible	Calendar
I			
a	Consult lead institutions of CAADP, producer organizations and cotton companies, as well as RECs to collect feedback and put into Action Plan identified at Cotonou, finalize policies cited in the example below.	UNCTAD	10/01/11
b	Before and after validation, (i) with relevant parties, pursue programmes and activities pertinent to cotton and the Road Map (ii) Make an inventory of policies, programmes and instruments linked to productivity, marketing and value enhancement for each of the three cotton strategies, and (iii) consolidate Road Map.	UNCTAD	11/30/11
c	Finalize validation of Road Map	ACP Secretariat, European Union, AU/NEPAD/CAADP, RECs, UNCTAD	
II			
a	Define governance instances, facilitation and monitoring of Road Map	Parties responsible for implementation (to be discussed)	Calendar 01/01/12
b	Facilitate exchange of information of all parties involved in the cotton value chain by disseminating the Road Map and involving them in its implementation	ACP Secretariat, European Union	Oct 2011
c	Facilitate the alignment of regional strategies on cotton to national and regional sectoral policy, as well as to NAIPs and RAIPs by demonstrating strong support of advocacy and lobbying of the sector's stakeholders, support their consultations and negotiations, in addition to policy dialogue with the sector's partners for implementation of necessary instruments an mechanisms		Jan 2012 – Dec /12
d	Feasibility of the three major programmes on productivity, marketing and value-addition in the cotton sector and implementation of the conclusions in the NAIPs and RAIPs of cotton producing countries have signed a PACT in line with the CAADP (Pre- and Post-Pact) and instruction of lead institutions (for ex., FAAP for FARA)		Dec 2011 – Jun 2012

III	Transversal activities for the implementation of the Road Map		Parties responsible for implementation (to be discussed)	Calendar
a	Coordinate, monitor and direct (orient) the implementation of the Road Map.			SML - Term
b	Facilitate consideration of national and regional strategies on cotton in existing sectoral policy, as well as in NAIPs, RAIPs and the CAADP, in accordance with validated conclusions concerning feasibility undertaken (see 4.4).			S - Term
c	Facilitate capitalization, dissemination of information and communication on three regional strategies on cotton and existing policy instruments and programmes.			SM - Term
d	Facilitate the reinforcement of stakeholder capacities, in particular of Non-Governmental Cotton Stakeholders within CAADPs Strategic Capacities Development.			SML - Term

2.6.2 The Road Map

<p>1. Global objectives: Create conditions to foster the implementation of a Pan-African strategy to face challenges in the cotton sector in Africa and contribute to the achievement of Millennium Development Goals</p> <p>2. Specific objectives: Strengthen coordination and capacities of stakeholders and institutions from cotton sector, including the CAADP, to mobilize programmes and instruments of existing national, regional and Pan-African sectoral policies</p> <p>3. Productivity: Raise productivity of cotton sector through its alignment with regional cotton strategies and on national and regional agricultural policy in a Pan-African perspective.</p> <ul style="list-style-type: none"> • Strengthen national coordination systems, research and extension networks to mobilize programmes and instruments of national, regional and Pan-African policy. • Reinforce capacities of professional and inter-professional organizations to work with cotton research, governments and Regional Economic Commissions (RECs) on challenges on Productivity. • Accompany countries and regions in relation to the activities presented here under. 					
N°	Actions	Potential lead institutions	Potential Parties responsible	Potential TFPs	Cal.
I	Agricultural research and extension services				
a	Promotion of basic research on use and production of fertilizers and seed varieties adapted to the area and climate change.	FARA in Thematic Committee on Productivity	Regional level: RECs, CORAF ASARECA, SADC/FANR NASRO University of Zambia	EU-Africa Partnership, AFD UNCTAD IFDC FAO South-South Cooperation	S - Term
b	Promotion of irrigated seeding centers, training of researchers, producers and certification agents.				S - Term
c	Sharing of intra and inter-regional experience on best practices promotion of poles of excellence based on the current specialization and complementarities of NARSs.				MLT
d	Development of management consulting at farm and producer associations' levels, and of training and information systems on technical itineraries and innovation.		Committee(s), CAADP Cotton	Helvetas, Better Cotton Initiative COMPACI	M - Term
e	Development of information platforms for dissemination, adoption of technological innovation, good agricultural practices (e.g., IPPM)		ACP Cotton,		S - Term

f	Foster re-organization of research in Post-Conflict countries (Côte d'Ivoire, DRC).			CAADP	CmiA	S-Term
g	Mobilization of agricultural policy to finance agricultural research and extension			National level: Governments SN R A AFAAS		S-Term
h	Coordination between national systems / regional networks of agricultural research and extension, and strengthening of ties with (i) professional and inter-professional organizations of stakeholders (producers, cotton companies, textile, etc.), and (ii) international institutions for agricultural research.			OPC, OPSC, AIP, Cotton Boards, National CAADP Teams		S-Term
II	Agricultural inputs and seeds	Potential lead institutions	Potential Parties responsible	Potential TFPs	Cal.	
a	Implement the Abuja Declaration on Fertilizers for Africa's Green Revolution (2006) and the CEA/BAD mechanisms in relation to seeds and fertilizers.	FARA in Thematic Committee on Productivity	Regional level: RECs, CORAF ASARECA, SADC/FANR NASRO CEA / BAD Development banks, CAADP Cotton committees	EU-Africa Partnership AFD CNUCED IFDC FAO South-South Cooperation Helvetas, Better Cotton Initiative COMPACI CmiA	S-Term	
b	Conduct feasibility studies and finance regional units of fertilizer production.		National level: Governments SNRAS AFAAS		S-Term	
c	Develop and implement an action plan to promote use of organic fertilizers.		OPC, OPSC, AIP, Cotton Boards, National CAADP Teams		S-Term	
d	Develop regional programmes on variety-selection and support seeding multiplication initiatives.				M-Term	
e	Establish regulatory frameworks at the Pan-African level for the use and diffusion of genetically modified seeding.	AU/NEPAD/CAADP RECs	Regional level AProCA, ACA, MOZAZIMA, SACPA CAADP Cotton Committees		M-Term	
f	Encourage banks to finance agricultural inputs through regulation and contractual guarantees.	governments			M-Term	
g	Encourage the development of Inputs Market Information Systems, based on existing systems, such as UNCTAD's Infocomm.		National level OPC, OPSC, AIP, Cotton Boards, National CAADP Teams			

h	Encourage horizontal diversification in cotton Family Farms, based on priority sectors as established by RECs.		<p>Regional level AProCA, ACA, MOZAZIMA, SACPA, ROPPA, SACAU, EAFF, PROPAC, PAFO</p> <p>CAADP Cotton Committee(s)</p> <p>National level OPC, OPSC, AIP Cotton Boards, OPA</p>		S-Term
III	Soil protection / conservation and fertility of agricultural lands	Potential lead institutions	Potential Parties responsible	Potential TFPs	Cal.
a	Adopt a rescue plan of African land and <i>promote</i> a policy of soil restoration	CILLS in Thematic Committee on Productivity	<p>Regional level: CORAF ASARECA, SADC/FANR NASRO CAADP Cotton Committee(s)</p> <p>National level: SN R A AFAAS OPC, OPSC, AIP, Cotton Boards, National CAADP Teams</p>	EU-Africa Partnership AFD FAO South-South Cooperation Helvetas, Better Cotton Initiative COMPACI CmiA	S-Term
b	Develop research in the field of land restoration, foster relationships between researchers and producers and develop advisory systems to operate on the defense, restoration and management of soil fertility.				S-Term
c	Mainstream good practice soil conservation.				SML-Term
d	Encourage the development of financial instruments for the restoration and management of soil fertility, recognizing the role of government in long-term investments				

<p>4. Marketing: Improve strategies on marketing of African cotton to respond to market demand, in a Pan-African perspective</p> <ul style="list-style-type: none"> Facilitate the coherence of regional cotton strategies and national, regional and Pan-African commercial policies; Reinforce coordination between professional and inter-professional organizations and cotton companies pour mobilize commercial policy instruments and programmes at national, regional and Pan-African levels. Strengthen capacities of professional and inter-professional organizations and cotton companies to work with governments and Regional Economic Commissions (RECs) develop market partnerships, improve quality and implement risk management tools. Accompany countries and regions in relation to activities described here under. 					
N°	Actions	Potential lead Institutions	Potential Parties responsible	Potential Development partners	Potential Development Cal
I	Market development				
a	Create synergies between cotton companies (cotton boards in Eastern and Southern Africa) and professional organizations to overcome the financial and technical challenges of marketing.	CMA/AOC within Thematic Committee on Marketing	Regional level RECs CAADP Cotton Committees	EU-Africa Partnership World Bank ITC AFD UNIDO IFDC	S-T S-T S-T S-T
b	Publicize the quality of African cotton: Develop a strategy to promote cotton, diversify markets and support Pan-African encounters of "buyers and sellers" to create business partnerships.		National level Governments OPC, OPSC, AIP, Cotton Boards,	South-South Cooperation Helvetas, Better Cotton Initiative COMPACI CmiA	S-T
c	Establish intra- and inter- regional cooperation to ensure regularity of supply and reassure buyers.		Business promotion centers National CAADP Teams		
d	Building capacity for the marketing of seed cotton, lint, textiles and related products.				
e	Strengthen the capacities of exporters, ginners and centers of trade promotion, particularly in contract management and conflict resolution				
f	Develop niche markets for African cotton fiber (organic, fair trade, organic and equitable, BCi, CmiA).				
g	Develop analytical tools and market intelligence on the international environment of the lint, textile, garment and design.				
h	Create synergies between cotton companies (cotton board in Eastern and Southern Africa) and professional organizations to overcome the financial and technical challenges of the marketing of cotton				
i	Establish mechanisms to promote transparency in the value chain of cotton.				S-T
II	Quality, Standards and Labels/ marks	Potential lead Institutions	Potential Parties responsible	Potential Development partners	Potential Development Cal
a	Promote best practices against contamination and enhance the capacity of stakeholders to adopt them.	CMA/AOC within Thematic Committee on Marketing	Regional level EU-Africa Partnership CAADP Cotton Committee(s)		SML-T
b	Promote widespread use of instrumental qualitative measurement and promote the upgrade of national laboratories.				M-T

III	Develop strategies to promote cotton at regional and Pan-African levels				SML-T
a	Harmonize national standards to facilitate the marketing of cotton and promote intrinsic qualities at international level.				SML-T
b	Adopt a policy on labeling to enhance the inherent qualities of African cotton, its absence of contaminants and respect of standards of production.				SML-T
c	Promote an equitable distribution of additional earnings generated by the sale of higher quality cotton.				SML-T
IV	Risk Management	Potential lead Institutions	Potential Parties responsible	Potential Development partners	Cal
a	Educate and train stakeholders to use tools for managing agricultural risks (price, climate and biosafety) and develop appropriate mechanisms and tools.	CMA/AOC within Thematic Committee on Marketing	Regional level EU-Africa Partnership	EU-Africa Partnership World Bank, FAO, UNCTAD AFD	S-T
b	Establish regional facilities for the refinancing of national adjustment funds, taking experience on Burkina Faso and pursue reflections initiated between UEMOA and TFP on high magnitude shocks by involving other RECs.	EU-Africa Partnership	CERS Regional banks Central banks	Regional banks Central banks	SM-T
c	Support harmonization of mechanisms for setting producer prices at the regional level and implement a policy of remunerative prices.		BAD CEA CAADP Cotton Committee(s)	BAD CEA CAADP Cotton Committee(s)	S-T
d	Implement policies that encourage the development of insurance mechanisms based on market and other risk management tools.		ACA, ACTIF, MOZAZIMA, AProCA, SACPA	ACA, ACTIF, MOZAZIMA, AProCA, SACPA	SM-T
e	Encourage stakeholders (cotton companies, inter-professional organizations) to participate in the capital of agricultural banks / mutual savings in order to negotiate better terms on rural credits.		National level	National level	SM-T
f	Further support African banks in the African cotton sector funding pools.		OPC, OPSC, AIP, Cotton Boards, National banks	OPC, OPSC, AIP, Cotton Boards, National banks	SM-T
V	Intra and inter-regional African trade		CAAD national teams Insurance companies	CAAD national teams Insurance companies	
a	Define and organize intra and inter-regional African cotton trade				
b	Develop in priority aspects related to productivity, marketing and value addition				
VI	International trade negotiations				
a	Defend at WTO a multilateral trading system which respects competitiveness of African cotton and the rights of its stakeholders				
b	Mobilize bilateral, multilateral and international cooperation frameworks for enhanced support to African cotton, starting with the EU-Africa Partnership on cotton, South-South cooperation and the consultative mechanism of DG at WTO				

<p>5. Value-addition: Promote the value chain of African cotton to respond to local and international market demands, from a Pan-African perspective</p> <ul style="list-style-type: none"> Facilitate coherence between regional cotton strategies and policies at industrial, regional and Pan-African levels; Strengthen the coordination of professional and inter-professional organizations and cotton companies to mobilize the policy instruments and programmes at the industrial, national, regional and Pan-African levels; Strengthen the capacities of professional and inter-professional organizations and cotton companies to work with governments and regional economic commissions (RECs) to develop local processing (industrial and traditional) of cotton and its by-products, confection, etc.. Accompany countries and regions in relation to activities described here under. 					
N°	Actions	Potential lead Institutions	Potential Parties responsible	Potential Development partners	Potential Development Cal
I	Processing of cotton and its by-products				
a	Secure a steady supply of raw materials to industrial and non-industrial processing unit	CMA/AOC in	Regional level EU-Africa Partnership	EU-Africa Partnership	SML-T
b	Develop local and regional markets for cotton by-products (cottonseed oil, animal feed, etc.).	Thematic Committee on Value-addition	RECs, AfDB	UNCTAD ITC, AFD	SML-T
c	Create regional investment funds (or funding mechanisms) for the cotton-textile-clothing-oilseed industries	AU/AEC/AfDB CMA/AOC in	Regional and national banks, Central banks	UNIDO CDE	MLT
d	Promote South-South partnerships for local processing, including technical and financial partnerships with investors from emergent countries investing in Africa.	Thematic Committee on Value-addition	ACA, ACTIF, MOZAZIMA, AProCA, SACPA, CAADP Cotton Committees	South-South Cooperation	SML-T
e	Enhance conditions of textile sector, through a community investment code, tax reduction, market protection, available factors of production (water and electricity costs subsidized) and raw materials.	Governments	National level OPC, OPSC, AIP, Cotton Boards, industrial and non-industrial units, National CAADP Teams	Helvetas, Better Cotton Initiative	M-T
f	Create a framework for exchange and partnership between industrial textiles, clothing manufacturers and regional designers to facilitate vertical integration of the value chain in the regions.			COMPACI CmiA	S-Term
II	Textile, confection and clothing				
a	Support training centers on textiles and crafts: Implement regional training and advisory programs, whether part of South-South Cooperation or not.	AU/AEC/AfDB EU-Africa Partnership	Regional level EU-Africa Partnership	EU-Africa Partnership AFD	S-Term
b	Develop the domestic, regional and Pan-African cotton consumer market (school uniforms and military, applications for medical supplies, etc.).	CMA/AOC in Thematic Committee on Value-addition Governments	RECs, ACTIF, ACA, MOZAZIMA, AProCA, SACPA, OPICT National level: OPC, OPSC, AIP, Cotton Boards, industrial and non-industrial units, National CAADP Teams	UNIDO CDE South-South Cooperation Helvetas, Better Cotton Initiative COMPACI CmiA	SM-Term S-Term SM-Term S-Term
c	Create conditions for investment including the formation of industrial clusters.				
d	Harmonize fiscal and investment policies for an environment conducive to local processing (infrastructure).				
e	Conduct feasibility studies of national and regional investment funds for value enhanced activities				
f	Set up a TEC favorable to the fight against illegal imports and second-hand clothes sales, develop the customs services.				

2.6.3 Commitment of stakeholders and partners of the sector

The Cotonou Pan-African meeting on cotton acknowledged and highlighted the urgency and relevance of the formulation of a Road Map declined as an action plan for African cotton to restore competitiveness within a decade. The objective of the Road Map is to create an enabling environment for the implementation of policies and strategies already in existence at national, regional or continental level to meet the needs of productivity, marketing and promote the value-addition of African cotton. This objective will be implemented in three stages: short, medium and long-term. This requires the participatory organization of a coordination programme between stakeholder and partners in the African cotton sector to respond to challenges on African cotton. The framework will be the CAADP.

2.6.3.1 Defining indicators, timetable and targets for the Road Map

- 1) We recognize that the measures advocated in the present Pan-African Cotton Road Map require the sustained commitment from all stakeholders and industry partners, coordinating action at international, regional and local levels.
- 2) We pledge to:
 - a) Accelerating the rhythm of action-taking, in a spirit of mutual accountability, through commitments to partnership as presented in the action plan.
 - b) Measure progress accomplished in terms of specific indicators, through phase progress reports produced by the mandated operating structures on productivity, marketing and added value, as laid out in the present Pan-African Cotton Road Map.
- 3) We agree on the necessity to set target objectives of 3 years for short-term actions, 6 years for medium term and 9 -10 years for long-term actions. These target objectives are not intended to prejudge or substitute those that individual countries or regions may wish to define for themselves.

2.6.3.2 To monitor and evaluate the progress of the implementation of PACRM

- 1) We resolve to take if necessary, far-reaching and monitoring actions to redefine modalities for the implementation of actions in the PACRM.
- 2) As it is imperative to demonstrate that tangible progress is being achieved in the field, governance structures, acting on the basis of interim and annual reports produced by the operating structures, will conduct a periodic, quantitative and qualitative evaluation of mutual progress at national level for the implementation of commitments agreed upon and outlined in this Pan-African Cotton Road Map.
- 3) Depending on circumstance and conjecture, the monitoring and executive structures, may redefine guidelines as appropriate to reach general and specific objectives of the PACRM.
- 4) The operating structures, at term of the agenda, will report on the effective implementation of action(s) for which they are responsible. In order to confirm the importance of implementation, PARCM partners plan to meet every two years to conduct monitoring exercises and review progress achieved.
- 5) PACRM will be endorsed by the whole of African cotton sector's stakeholders and partners as co-author and co-accountable of the effective achievement of objectives defined.

2.6.4 Proposal of objectively verifiable indicators for the Road Map

To allow governing stances and the execution of the Road Map actions, below are proposed Objectively Verifiable Indicators (OVIs) to be completed with the input of reference institutions of CAADP and Pan-African Thematic Committees identified through consensus by PACRM partners.

<p>Global objectives: Create conditions to foster the implementation of a Pan-African strategy to face challenges in the cotton sector in Africa and contribute to the achievement of Millennium Development Goals, considering: (i) on the one hand, regional strategies on cotton from the Pan-African perspective currently being configured by regional and national sectoral policy, by National and Regional Agricultural Investments Programmes (NAIPs and RAIPs) and CAADP, and (ii) on the other hand, regional cooperation frameworks at bilateral, multilateral and international levels.</p>		
<p>Specific objectives: Strengthen coordination and capacities of stakeholders and institutions from cotton sector, including the CAADP, mobilize programmes and instruments of existing national, regional and Pan-African sectoral policies and thus respond to challenges on productivity, marketing and value-addition in the cotton sector.</p>		
Expected Results	1.	PACRM Response to challenges in the sector will obtain support from national and regional sectoral policy, from NAIPs, RAIPs and from the CAADP, safeguarding the sector and substantially improving the revenue of stakeholders all the while contributing to food security and the achievement of MDGs;
	2.	CAADP's capacity to intervene in favor of the cotton sector is strengthened because national recovery plans and the three regional strategies on cotton are taken into account in regional and national sectoral policies as well as in NAIPs, RAIPs and CAADP, coordinated from a Pan-African perspective;
	3.	Regional and national sectoral policies in addition to the NAIPs, RAIPs and the CAADP are orchestrated and have access to the sector's support programmes, linked to AU/NEPAD/CAADP and bilateral, multilateral and international frameworks of cooperation, starting with the EU-Africa Partnership on Cotton.
Logic of intervention	Objectively Verifiable Indicators	Verification Source
Road Map Finalization	Percent of respondents from institutional or small thematic groups who sent feedback to UNCTAD	Stakeholder response
	Percent of organizations willing to get involved	
	Percent of institutions wishing to become involved in the finalization and implementation of the Road Map	
	Numerical feedback from contacted stakeholders, quality of response and the percentage taken into account	
Road Map Validation	The Bamako meeting takes place, cotton stakeholders participate to the debates on the Road Map.	Bamako Workshop Report
	The Road Map is finalized and its implementation decided upon and organized.	
	Coordination bodies of the Road Map are set up and define the modalities for its implementation and technical animation, parties responsible for implementation and development partners are identified and approached.	
	Establish number of institutions wishing to contribute to the launch and implementation of the Road- Map.	
	AU/NEPAD participate in the meeting and the main axes of an ad-hoc programme are designed for an alignment of the Road Map on the NAIPs and RAIPs following the CAADP process (Pre-and Post-Pact Covenant).	
The Road Map integrates remarks and suggestions from Bamako Meeting.		
Launch of Road Map	Percent of stakeholders who wish to sign on the Road Map after Bamako Meeting on short, medium and long-terms	Inception Report
	Effective launch of the Road Map	

Coordination and facilitation of Road Map	<p>Policy and technical governance bodies are established and operational, responsible parties mobilized as well as expected developmental partners.</p> <p>Policy governance bodies are adapted and operate with mechanisms of coordination, orientation and monitoring.</p> <p>Technical governance bodies have their annual work programme for Road Map.</p> <p>The Road Map is evaluated at intervals fixed at its validation.</p>	Records and reports of activities of bodies of governance and facilitation of Road Map
Carrying out of Road Map activities	<p>Number and type of challenge to be considered and number of activities planned and carried out in the three regional strategies on cotton.</p> <p>Number of professional producer organizations and cotton companies involved in Road Map implementation.</p> <p>Degree and level of competitiveness and sustainability of the African cotton sector.</p> <p>Quality of the regulatory control and attractiveness of the sector for investors.</p>	Records and reports of activities of bodies of governance and facilitation of Road Map
Productivity	<p>Number of activities planned, carried out with which stakeholders?</p> <p>Number and content of consultations, negotiations and advocacy or lobbying carried out with positive outcome or in process?</p> <p>Number of professional organizations and stakeholders involved in the Thematic Committee on Productivity.</p> <p>Percent increase on production and productivity?</p> <p>Number of instruments or mechanisms under study, in place or in the process?</p> <p>Degree of improvement of income of producers and status of cotton companies, units of processing, spinning and confection</p> <p>Degree of improvement in the capacity of cotton research, extension and agricultural advisory services</p>	
Marketing	<p>Number of activities planned and carried out with which stakeholders?</p> <p>Number and content of consultations, negotiations and advocacy or lobbying carried out with positive outcome or in process?</p> <p>Number of professional organizations and stakeholders involved in the Thematic Committee on Marketing.</p> <p>Number of instruments or mechanisms under study, in place or in process?</p> <p>Degree of improvement of income of producers and status of cotton companies, units of processing, spinning and confection</p> <p>Degree of improvement in marketing capabilities of cotton companies</p>	
Value-addition	<p>Number of activities planned and carried out with which stakeholders?</p> <p>Number and content of consultations, negotiations and advocacy or lobbying carried out with positive outcome or in process?</p> <p>Number of instruments or mechanisms under study, in place or in process?</p> <p>Number of institutions on marketing mobilized?</p> <p>Number of professional organizations and stakeholders involved in the Thematic Committee on Value-addition?</p> <p>Degree of improvement of income of producers and status of cotton companies, units of processing, spinning and confection?</p> <p>Numbers of stakeholders and activities implemented to a satisfactory level of achievement</p>	
Impact of Road Map	<p>Number of professional producer organizations and cotton companies mobilized</p>	

	<p>Number of countries having included cotton in their NIPA and degree of inclusion of cotton in the RAIP as well as in the various initiatives of NEPAD other than CAADP; for example the NEPAD Business Group initiative (private sector development)</p> <p>Number of NEPAD/CAADP programmes activated or revived by the Road Map at the REC and Pan-African level, with a dimension of support to the cotton sector</p> <p>Number and type of support for cotton accounted for in the NIPA and RAIP, CAADP and national and regional policy.</p> <p>Number of sectoral policies evaluated, number of proposals made</p> <p>Number of professional producer organizations and cotton companies mobilized</p> <p>Number of consultations, negotiations, lobbying and advocacy supported and organized, for what results in terms of implementation of policy instruments of support to the sector</p> <p>Percent of completion of the Road Map in a timely manner</p> <p>Number and type of stakeholders involved in the implementation of the Road Map in each region and each country</p> <p>Type of partnership between public and private stakeholders, ACNEs and ANEs in each region and at Pan-African level</p> <p>Degree and quality of involvement of ACNE compared public authorities, ANEs and development partners</p> <p>Number of policy reforms adopted, initiated and/or in process?</p> <p>Number of sectors that have experienced institutional changes within the framework of the Road Map</p> <p>Number of consultations, negotiations, advocacy and lobbying at the initiative of ACNE that resulted in instruments of sector support</p> <p>Number of public policies concerned with the Road Map and type of modifications expected</p> <p>Number of sectoral policies assessed, planned and instrumented</p> <p>Number of instruments adapted in the industry and set up in NAIPs, RAIPs and CAADP</p> <p>Instances of facilitation and support of the Road Map functioning normally</p> <p>Planned activities are implemented as scheduled with the involvement of stakeholders</p> <p>Number of NAIPs and RAIPs with a dimension on cotton</p> <p>Number and type of policy support instruments favored by consultation, negotiation, advocacy and lobbying by professional producers and cotton companies at their initiative and by themselves with public authorities (national, regional and continental)</p> <p>Number of activities and results of the three thematic committees and joint technical committees of stakeholders</p> <p>Number of investments harmonized from national to Pan-African level</p> <p>The Road Map is monitored, orientated and coordinated according to defined criteria, assessed according to established frequency and proposals made, analyzed and adopted by facilitating bodies of governance</p> <p>Number, content and type of consultations between the Restricted Membership Steering Committee and impact of decisions and implementation.</p> <p>Number, content and type of consultations of the Consultative Committee (annual general assembly) translated into decision(s) by the Restricted Membership Steering Committee.</p>
Ownership of Road Map	
By partners and stakeholders	
Institutional evolution in the sector	
With regards to public policy	
Effectiveness and efficiency of Road Map	
Accountability	

3. Annexes

- Annex A: Institutions consulted by UNCTAD during the preparation of the Pan African Cotton Meeting
- Annex B: Report of UNCTAD Multi-stakeholder Cotton Meeting, Geneva, December 2008
- Annex C: UNCTAD Concept Note for the Pan African Cotton Meeting, April 2011
- Annex D: Pan-African Cotton Meeting Report, July 2011
- Annex E: UNCTAD report on the Regional clothing stakeholders' strategy review workshop, August 2011
- Annex F: Summary of the comparative analysis of three regional strategies on cotton, UNCTAD, June 2011
- Annex G: UNCTAD Cotton at a glance, June 2011
- Annex H: Executive Summary of Report on "Fostering Industrial Development in Africa in the new Global Environment", Joint UNCTAD/UNIDO publication, July 2011
- Annex I: Some examples of existing programmes, policies, strategies and financial mechanisms

Annexes of the PACRM are available in electronic format upon request sent to the address: commodities@unctad.org.

