



Trade Policy Perspectives for the Sierra Leone Cocoa sector

Enhancing trade policy issues in the
National Cocoa Policy

July 2023



International Trade Centre

About the paper

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Acronyms

AfCFTA	Africa Continental Free Trade Area
AIAP	Agribusiness Investment Approval Process
ARSO	Africa Standards Organisation
AU	African Union
BIAT	Boosting Inter African Trade Initiative
CAADP	Comprehensive Africa Agricultural Development Program
CET	Common External Tariff
CVC	Cocoa Value Chain
DfID	Department for International Development
DFID	Department for International Development of the United Kingdom
EAC	East African Community
ECOWAP	Ecowas Agriculture Policy
ECOWAS	Economic Community of West African States
ECOWIP	Ecowas Industrial Policy
ETLS	ECOWAS Trade Liberalization Scheme
FAO	Food and Agriculture Organisation
FNS	Food and Nutrition Security
FTA	Free Trade Area
ISO	International Standards Organisation
ITC	International Trade Centre
MAF	Ministry of Agriculture and Forestry
MDG	Millenium Development Goals
MRU	Mano River Union
MTI	Ministry of Trade and Industry
MTNDP	Medium Term National Development Plan
NAIP	National Agriculture Investment Plan
NATP	National Agricultural Transformation Programme
NEPAD	New Partnership for Africa Development
NGOs	Non-governmental Organisations
NRA	National Revenue Authority
NTB	Non-Tariff Barriers
NTM	Non-Tariff Measures
OAU	Organisation of African Unity
PMB	Produce Monitoring Board
RAIP	Regional Agricultural Investment Programme
REC	Regional Economic Community
SADC	Southern Africa Development Council

SDG	Sustainable Development Goals
SLIEPA	Sierra Leone Investment and Export Promotion Agency
SPS	Sanitary and Phytosanitary (Measures)
TBT	Technical Barriers to Trade
UNCTAD	United Nations Conference on Trade and Development
VGGT	Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forest Resources
WTO	World Trade Organisation

Executive summary

The cocoa sector of Sierra Leone is one of its highest revenue earners outside of the mining sector and has been prioritised by the government as a potential driver of socio-economic growth. Sierra Leone has the potential to promote organic cocoa for specialist markets and for intra-regional trade.

Sierra Leone cocoa policy is defined within a framework of trade and agricultural policies including at the regional and continental levels. These include the African Continental Free Trade Area Agreement (AfCFTA), the African Union Boosting Intra-African Trade Initiative (BIAT), and policies of the Economic Community of West African States (ECOWAS). At the national level, the Sierra Leone Medium-Term National Development Plan (MTNDP) (2019-2023) provides the overarching development policy framework which includes a prioritization on productivity and commercialization of the agriculture sector. The Ministry of Agriculture and Forestry has responsibility for sector-wide policy and strategy and developed the National Agriculture Transformation Programme (NAT) (2018-2023) as the policy framework for the sector. A National Cocoa Policy was designed as a sector specific policy to promote the sustainable development of the cocoa sector by 2023, including through increasing overall national cocoa production through investment in the sector. With the MTNDP, NAT and the National Cocoa Policy expiring in 2023, there is a renewed opportunity to take stock of and develop policy in the cocoa sector.

A comparative assessment undertaken in this report indicates that while the National Cocoa Policy was robust in most areas, trade-related policy features can be further mainstreamed to enable effective implementation of the AfCFTA and other trade agreements. From these findings, the report proposes suggestions for complementary prescriptions and actions that could further support and strengthen the current cocoa policy framework through a three-tiered approach (i.e. micro, meso and macro levels) to ensure a sustainable cocoa economy for which all actors/stakeholders along the value chain receive a fair value for their investments, with a focus on smallholder farmers.

A public-private dialogue was held with stakeholders from across the cocoa sector, including farmers cooperatives, aggregators, traders and exporters, as well as regulators and policymakers, to share practical experiences and identify priorities for enhancing trade policy issues within the National Cocoa Policy, in line with the findings of the comparative assessment. Stakeholders identified the comparative advantage of Sierra Leonean cocoa in international markets as being its high quality and sustainability characteristics, including it being predominantly organic and environmentally sustainable. Stemming from this were prioritised trade-related actions to retain, develop and market Sierra Leone's cocoa sector. Key policy priorities include those relating to: i) value addition, ii) quality control and certification, iii) price and market stabilisation, iv) infrastructure, and v) trade regulation.

1. Introduction

The Sierra Leone National Cocoa Policy was launched in June in 2019 intending to provide sector level policy guidance to the development of the sector until 2023, within the framework of the National Agriculture Transformation Programme (2018-2023) and in alignment with the prioritisation of agriculture within the Medium-Term National Development Plan (2019-2023). Much of the focus of the National Cocoa Policy is on efforts to support cocoa production and while it includes interventions related to value addition, processing and trade, these were identified as insufficient by stakeholders consulted in Sierra Leone in 2020 and 2021.

With the broader Sierra Leone policy framework, including the National Cocoa Policy, up for review and renewal in 2023, there is an opportunity to enhance trade policy issues within the National Cocoa Policy. This Position Paper reviews the National Cocoa Policy with a comparative lens against developments in Sierra Leone's continental, regional and national trade policies, including the development of the National Trade Strategy in 2021, with a view to identifying opportunities for improving alignment. Recommendations are provided for improvements to the national cocoa policy framework with respect to such alignments.

A public-private dialogue workshop was subsequently held with stakeholders from across the cocoa sector, including farmers cooperatives, aggregators, traders and exporters, as well as regulators and policymakers, in February 2023. The workshop reviewed the issues with policy alignment between the National Cocoa Policy and Sierra Leone's trade policy framework and shared practical experiences from the sector. This culminated in the identification of a series of policy priorities for upgrading the National Cocoa Policy to better enhance trade policy issues within it, which are shared in this report.

Stakeholders identified the comparative advantage of Sierra Leonean cocoa in international markets as being its high quality and sustainability characteristics, including it being predominantly organic and environmentally sustainable. Stemming from this were prioritised actions to retain, develop and market Sierra Leone's cocoa sector. Key policy priorities include those relating to: i) value addition, ii) quality control and certification, iii) price and market stabilisation, iii) infrastructure, iv) and trade regulation.

These efforts were supported by ITC under the EU-funded WACOMP Sierra Leone programme. This programme supports trade-related advocacy and dialogue as a tool for improving the competitiveness of Sierra Leone's agri-business sector, targeting both supply-side and demand-side constraints and opportunities.

2. Policy overview and context to the National Cocoa Policy

2.1 Continental, regional, and national agricultural policy context

2.1.1. The CAADP/Maputo Framework

In 2003, the AU and other international partners developed a comprehensive development strategy, the "New Partnership for Africa's Development" (NEPAD) to chart the path for Africa's development in the new millennium. An agricultural component to NEPAD was formulated, the Comprehensive African Agriculture Development Programme (CAADP) as a framework for interventions, development policies and strategies for the agriculture sector across the continent. Its overall objective is to "*Help African countries achieve a higher level of economic growth through agriculture-oriented development and thereby eradicate hunger and reduce poverty through agriculture*" (CAADP, 2013) and revitalize the agricultural sector of African states.

African Leaders adopted the Malabo Declaration in 2014 to reiterate commitment to the CAADP while encouraging intra-African trade in agricultural commodities and services. The second biennial review of the implementation of the Malabo Declaration on Accelerated Agricultural Growth in 2019 found that while 49 AU Member States had reported progress, only four were on-track towards achieving the CAADP Malabo commitments by 2025.

CAADP notably encouraged countries to "*Design national agricultural development strategies by explicitly taking into account regional complementarities and trade*" and was envisaged to be driven by RECs through regional and national agricultural investment plans (RAIP/NAIPs). ECOWAS in West Africa has accordingly supported the preparation of both regional and national programs.

2.1.2. The ECOWAP/CAADP Framework

In 2002, ECOWAS commenced the process of developing its first-generation common agriculture policy (ECOWAP), which became aligned with the CAADP during the policy development process. The first generation ECOWAP focused largely on food security issues while a second ECOWAS in 2015 considered key social, economic and environmental sustainability issues alongside food security and nutrition as well as major regional export crops.

The ECOWAP is built around two key policy frameworks: the implementation of a Regional Agricultural Investment Plan (RAIP) and the implementation of a National Agricultural Investment Plan (NAIP) drawn up by each of the 15 ECOWAS States. The NAIPs reflect the priorities of the States and those of national actors and focus mainly on productive investments covering different sub-sectors, including agriculture, livestock, fisheries and forestry. They define the volume and allocation of investments needed to generate at least 6% annual growth in the agricultural sector, which is considered necessary to poverty rates. Each ECOWAS member state is expected to formulate and implement its own NAIP aligned to the RAIP. Sierra Leone adopted the National Sustainable Agriculture Development Plan (NSADP) 2010-2030 as its NAIP and from it developed a "Flagship" program, the Smallholder Commercialization Program (SCP). The SCP has six components the key objectives of which are to increase production, boost value-added activities, increase exports and improve access to financing to farmers.

To implement the new ECOWAP, ECOWAS has developed a new Regional Agricultural Investment Plan and Food and Nutrition Security (RAIP-FNS). The second generation ECOWAP 2015-2025 includes major regional cash/export crops and countries can choose to co-operate on export value chains like cocoa which is a major player in the sub-region both technically (research, standards, etc.), and at the level of joint investments in the processing and valorisation of products, and finally at the level of specific international negotiations.

2.1.2. The National Agriculture Transformation Programme 2023

The National Agricultural Transformation Programme 2023 (NAT 2023) is a short-term agriculture policy (2018-2023) with a focus on increasing investment in agriculture; increasing food crop production; increasing cash crop production; increasing livestock production; improving irrigation water management; improving land management; and improving governance and research. The NAT 2023 focuses on four key value chain interventions; Towards Rice Self Sufficiency, Livestock Development, Crop Diversification, Sustainable Forest Management and Biodiversity Conservation all delivered with support from 3 key enablers:

1. Improve the Policy Environment and Governance
2. Promote Women and Youth in Agriculture and Agribusiness

3. Utilisation of Mechanisation and Technology, with an emphasis on stepping up Private Sector involvement

For the interventions in crop diversification, the NAT 2023 focuses on the priority tree crops, cocoa, coffee and cashew, and has a target to increase tree crops production covering 400,000 ha and other crops production cover 200,000 ha.

2.1.3. The National Cocoa Policy

The cocoa value chain is one of the highest revenue earners for Sierra Leone outside the mining sector, contributing over USD 14m annually in recent years. The Government of Sierra Leone has prioritised the cocoa sector as a potential driver of socio-economic growth and the Ministry of Agriculture and Forestry in its National Agriculture Transformation Plan (2018-2023) proposes to increase overall national cocoa production through investment in the sector.

The cocoa sector was viewed as unstructured and in need of a national cocoa policy for the Ministry of Agriculture and Forestry to achieve its objectives of increasing cocoa under the National Agriculture Transformation Plan and commenced the process of formulating a National Cocoa Policy. The National Cocoa Policy document seeks to achieve nine objectives, which are highlighted in **Appendix 1** and consists of the following policy areas (Table 1).

Table 1: Thematic Policy Areas and Sub-Policies of the National Cocoa Policy

Chapter Reference	Policy Area	Sub -Policies
3.1	Production	Improved Cocoa Planting Materials; Farm Management Practice; Agricultural Diversification; Pest and Disease Management; Climate Smart Agriculture; Land Access
3.2	Research	-
3.3	Value Addition and Processing	-
3.4	Trade and Commercialisation	Quality Control and Certification; Price and Market Information; Trade Regulations; Infrastructure of Cocoa Production
3.5	Sector Organisation	Farmer Based Organisation; Cocoa Commodity Association (s)
3.6	Access to Finance	-
3.7	Cocoa Data and Statistics	-
3.8	Cross Cutting Issues	Women and Youth; Security

2.2. Continental, regional, and national trade policy context

2.2.1. African Continental Free Trade Area

Sierra Leone has signed and ratified the African Continental Free Trade Area Agreement (AfCFTA). The foundation of the AfCFTA Agreement started with the adoption of the Lagos Plan of Action which included the establishment of a Common Market for Africa in 1980 by the then Organisation of African Unity. The African Union, successor to the OAU demonstrated a strong commitment to accelerating political and socio-economic integration of the continent and at its 2012 Summit, the AU Heads of State adopted a Decision on the Establishment of a Continental Free Trade Area by 2017.

Negotiations on the treaty by State Parties took place from 2016 to 2018 following which 44 African Union member states signed the agreement on 21 March 2018 at the 10th Extraordinary Summit of African Union Heads of State and Government in Kigali, Rwanda. The agreement entered into force on 30 May 2019, 30 days after deposit of the 22nd instrument of ratification (by Sierra Leone). The operational phase of the AfCFTA was launched on 7 July 2019, at the 12th Extraordinary Summit of AU Heads of State and Government and trading under the AfCFTA officially commenced on 1st January 2021.

The AfCFTA Agreement seeks to deepen African economic integration, expand intra-African trade by the creation of a single market for goods and services in the African continent, allowing the free movement of businesspersons and investments, and the the establishment of a continental customs union. The AfCFTA

Agreement aims to harmonise and coordinate trade liberalization and facilitation efforts across the RECs and FTAs already existing in Africa, including that of ECOWAS.

A key feature of the AfCFTA related to cocoa trade concerns Technical Barriers to Trade (TBT). These are in the form of Standards, Technical Regulations, Conformity Assessment, Sanitary and Phytosanitary measures, Metrology and Accreditation and form part of the Annex 6, Technical Barriers to Trade (TBT) and Annex 7, Sanitary and Phytosanitary Measures (SPS) of the AfCFTA Protocol on Trade in Goods. TBTs present challenges including in the variation of certification, testing, inspection practices and standards used by different countries and RECs. To address these challenges, Annex 6 (article 3) provides for States Parties to cooperate in the development and implementation of standards, technical regulations, conformity assessment procedures, accreditation, metrology, capacity building and enforcement activities and also calls on the State parties to adopt the harmonised African standards by ARSO, based on international standards, guidelines and recommendations, and the WTO TBT Agreement.

2.2.2. African Regional Standards Organisation

The key mandate of ARSO is the harmonization of African Standards and conformity assessment procedures based on International standards and best International practices to reduce TBTs in Africa and promote intra-African and international Trade. ARSO is currently harmonizing African Standards using the ARSO Standards Harmonisation Model (ASHAM) and International Internationally Accepted best practices within the ISO/IEC Guide, WTO TBT Annex 3 and has published 1345 Standards (G/TBT/GEN/289). ARSO also Promotes the Adoption of International Standards by notification to the member states and through developed guidelines and has approved the adoption of ISO Standards ISO 30500:2018, ISO 24521:2016, ISO 24510:2007 ISO 24511:2007, as African Standards.

A key standard developed by the ISO that will be of immense relevance to addressing TBT issues under the AfCFTA is the ISO 34101 series on *Sustainable and Traceable Cocoa*, as Ivory Coast, Ghana, Nigeria and Cameroon are amongst Africa's largest producers and exporters of cocoa. The ISO 34101 series was developed by stakeholders from all sectors of the cocoa industry, including representatives from both countries where the cocoa is grown and markets where it is consumed.

The ISO 34101 series seeks to encourage the professionalization of cocoa farming covering the organizational, economic, social and environmental aspects of cocoa farming as well as featuring strict requirements for traceability, offering greater clarity about the sustainability of the cocoa that is used (ISO). ISO 34101-1 is made up of 4 parts:

- Part 1: *Requirements for cocoa sustainability management systems* aims to help users implement effective practices to allow them to continually improve their business.
- Part 2: which deals with performance requirements, specifies economic, social and environmental criteria.
- Part 3: contains the requirements for traceability of sustainably produced cocoa.
- Part 4: is aimed at certification scheme owners, certification bodies and all those seeking conformity to the ISO 34101 series. It provides a starting point for farmers new to the concept of sustainable cocoa production, allowing time to progressively fulfil the requirements of Part 1 as experience is gained.

2.2.3. BIAT Priority Clusters and Initiative

In appreciating that a free trade area alone would be insufficient in supporting trade in Africa, the African Union launched the Boosting Intra-African Trade (BIAT) initiative at the same 2012 Summit at which heads of state agreed to begin negotiations for the AfCFTA. The two initiatives are inherently linked, seeking to increase the volume of trade undertaken by African countries and deepen Africa's market integration efforts. In this regard, the AU developed an Action Plan with programs and activities to be developed in the short term (3 years), medium term (3-7 years), and long term (beyond 7 years). The plan is centred on seven priority clusters: trade policy, trade facilitation, productive capacity, trade-related infrastructure, trade finance, trade information, and factor market integration.

Within the first 5 years of the adoption of the BIAT, Sierra Leone ratified the WTO Trade Facilitation Agreement, developed a National Trade Facilitation Strategy and, with Cabinet approval, established a National Trade Facilitation Committee to coordinate and monitor the implementation of the WTO and other regional Trade Facilitation Agreements. Sierra Leone has also developed a National Trade Strategy which supports the mainstreaming of trade into the National Development Agenda, proposes trade policy reforms, alignment of trade policies with international trade agreements, facilitation of cross – border trade and women traders. The National Trade Strategy also serves as a roadmap for the implementation of the AfCFTA Agreement.

In the area of Trade Finance, the Central Bank has been working on improving its electronic payment systems within the country and externally which will facilitate both domestic and foreign trade. The Afreximbank and its Technical Advisers have designed products and services to promote and finance intra-african trade. The products include a Trade Finance Facilitation Facility (ATRAF), Trade Payment Services (AfPAY) and Online Banking and the Pan African Payment and Settlement System (PAPSS) were rolled out in Sierra Leone during 2022.

Implementation of the other BIAT Priority Clusters is ongoing but mainly through interventions of the RECs. The adoption of a National Industrial Policy and a Special Economic Zone Policy by government could stimulate the development of trade-related to support intra-african trade.

2.2.3. ECOWAS trade policy instruments

The main trade policy instruments of ECOWAS are the ECOWAS Trade Liberalization Scheme (ETLS) and the Common External Tariff (CET). These policy instruments are reinforced by several ECOWAS trade-related policies, which serve to promote its objectives of promoting trade and economic integration. They include the ECOWAS Industrial Policy (ECOWIP), ECOWAS Quality Policy (ECOQUIP), and the ECOWAS Competition Policy.

The ETLS, which has been in existence since 1983, seeks to liberalize trade within the sub-region by providing duty-free and quota free trade of eligible products between ECOWAS member states and has the following features:

1. The following product groups benefit from ETLS, provided they originate from the ECOWAS region:
 - agricultural and livestock products
 - fishery products from the sea, rivers or lakes
 - mining products
 - artisanal handicrafts
 - industrial goods
2. Industrial goods require a Certificate of Origin based on "Rules of Origin" which define whether an industrial product can be considered as originating from the ECOWAS region.
3. Agricultural and livestock products, handmade, manufactured articles instruments and implements directly operated by the artisan do not require an ETLS Certificate of Origin to be traded duty free. However, agricultural goods will require the relevant sanitary and phytosanitary certificates obtained at the countries of origin.
4. Certificates of Origin for industrial goods are issued based on the following criteria:
 - i) product should be wholly produced from the country of origin
 - ii) product should meet the local content which states that at least 60% of the inputs should originates from Sierra Leone or ECOWAS sub regional countries
 - iii) the value additional criteria of products, which require at least 30%, value addition.
5. Any product manufactured in a Special Economic Zone does not qualify for admission under the ETLS.

The ECOWAS CET is an economic, fiscal and trade policy instrument that seeks to increase intra-community trade and enhance the competitiveness of the regional production. It comprises five tariff bands (0, 5, 10, 20, 35% tariffs) depending on the status of the products (essential social goods, basic necessities, inputs and intermediate products and final consumer goods, etc.). The 5th tariff band provides for taxing "specific goods for economic development" at 35% and many agricultural products benefit from this level of protection.

ECOWAS has included in the CET trade defence measures to counter any risks from trade practices that will harm the ECOWAS Common Market. They involve mainly safeguard measures to temporarily restrict imports for certain products; countervailing duties to counteract the effects of subsidies; anti-dumping measures to counteract unfair practices; and additional protection measures.

Drawing on its experience in implementing the ETLS and CET, operating a Customs Union and mediating trade disagreements between countries in the sub region, ECOWAS will continue to play a major role in the implementation of the AfCFTA and up-coming Phase 2 negotiations.

2.2.3. The Sierra Leone National Trade Strategy

To maximise the benefits and opportunities of the AfCFTA, the Conference of African Ministers of Finance, Planning and Economic Development in May 2018, agreed that African countries should develop AfCFTA National Strategies with new policy interventions and revised policy frameworks at national and regional levels to make the most of the AfCFTA. In addition, a country's National Strategy should identify key value addition and trade opportunities, current constraints, measures and capacities required for it to take full advantage of national, regional and global markets within the AfCFTA context.

In 2021, Sierra Leone developed a National Trade Strategy aligned to the objectives of its Medium-Term National Development Plan (MTNDP) and the implementation of the AfCFTA Agreement. The National Trade Strategy has both short-term and medium-to-long term objectives:

To build the policy and coordination foundations for the Ministry of Trade and Industry and trade stakeholders to more effectively articulate and deliver trade policies that contribute to the Vision, including the implementation of the AfCFTA and addressing the trade implications of COVID-19. The specific objectives are:

- **AfCFTA Implementation**
To fulfil the legal obligations required of Sierra Leone by its ratification of the AfCFTA Agreement, and put in place the means to take advantage of its rights under the Agreement to the benefit of all, including SMEs, women, and youth.
- **COVID-19 Mitigation**
To address and mitigate the immediate challenges posed by COVID-19 on Sierra Leone's trade.
- **Institutional Capacity Development**
To develop the capacity of the Ministry of Trade and Industry and its agencies to formulate and design inclusive trade policies, participate effectively in regional and international trade negotiations, and implement inclusive policies and trade obligations.
- **Government Coordination**
To create effective channels of coordination between government ministries and agencies involved in the various stages of facilitating and promoting trade.
- **Private Sector Collaboration**
To establish effective and transparent mechanisms for consultation between the private sector and government in the area of trade, with consideration to the inclusion of women entrepreneurs.

To design and reinvigorate policy areas of the Ministry of Trade and Industry and deliver upon an achievable portfolio of priority trade-related policy initiatives that can diversify growth, create jobs and generate foreign exchange. The specific objectives are:

- **Build Back Better from COVID-19**
To favourably restructure trade in Sierra Leone for more conducive future growth and development.
- **Nurture Exporters**
To support indigenous businesses to expand and connect their production with export opportunities in new and existing markets.
- **Attract Anchor Businesses**
To attract business investments in frontier priority sectors as a 'proof of concept' for the feasibility of Sierra Leonean exports.
- **Reduce Overall Cost of Trade**
To bolster the effectiveness of trade policy and reduce the administrative burden of regulation.
- **Enhance Overall Quality of Trade-Related Infrastructure**
To coordinate with MDAs and the private sector to prioritize investments in trade-related infrastructure, including quality standards, to support the growth of Sierra Leone's high potential export sectors.

3. Trade-related policy features of the National Cocoa Policy

3.1. Comparative Review of the Sierra Leone Cocoa Policy and the BIAT Action Plan

This comparative review of the National Cocoa Policy of Sierra Leone was conducted against the Trade Policy and Trade Facilitation Clusters of the BIAT Action Plan. For each Cluster and programme/activities, the review comments are made on the cocoa policy and highlight interventions or non-interventions at national, ECOWAS or Continental levels. Both clusters have been reviewed against the cocoa policy because of their relevance to Sierra Leone's trade policies and strategies.

3.1.1. The Trade Policy Cluster

Main Objective: Fast tracking intra-African Trade Development

In this cluster, the BIAT requires the adoption and implementation of coherent and efficient trade policies specifically geared to the promotion of intra-African trade at the national, regional and continental levels. In addition, trade policies of African countries are to be designed in such a way that no other African country would receive a less favourable treatment than is given to a non-African country, whether the latter is developed or developing.

Table 2: BIAT Trade Policy Cluster and the Sierra Leone Cocoa Policy Review

Programme	Target	Competent authority	Cocoa Policy
Mainstreaming of intra-African trade in national trade and development strategies	Adequate allocation in Member states (MS) budgets to enable implementation is done African and regional trade policies are mainstreamed in the National trade and development strategies	Sierra Leone	Trade is not adequately mainstreamed into the National Cocoa Policy and the Government's Medium Term National Development Plan
Enhancement of the role of the organized private sector, informal private sector and women in trade policy formulation	Regular formal platforms for organized private sector, informal private sector and woman business and civil society for trade policy dialogue with Government, are established	Sierra Leone, ECOWAS, AU	The Cocoa Policy makes provision for establishment of a policy dialogue with the cocoa sector, which will include organized and informal private sector and women. 3.5.2 Cocoa Commodity Association (s) of the policy refers. The National Trade Strategy also proposes the establishment of sectoral PPD platforms.
Boost intra-African trade in food products	Tariffs, Non-Tariff Barriers and quantitative restrictions on intra-African trade in food products are removed	Sierra Leone	The Cocoa Policy does not have any prescriptions to boost intra-African trade in processed cocoa food products.
Undertake commitments to liberalize trade-related service sectors: Transport, professional, financial and ICT	Unilateral liberalization in services is undertaken by MS. Commitments made in RECs or between RECs Regulatory framework are put in place	Sierra Leone, ECOWAS	The Cocoa Policy does not have any prescriptions related to the liberalization of trade-related service sectors: Transport, professional, financial and ICT. Sierra Leone does not have a services policy and is negotiating the Services Protocol of the AfCFTA within the framework of ECOWAS. Several member states have made commitment to liberalize these sectors and Sierra Leone is expected to do so shortly

Programme	Target	Competent authority	Cocoa Policy
Commit to harmonize rules of origin and trade regimes	Rules of origin and trade regimes are harmonized at the REC level and Tripartite level	Sierra Leone, ECOWAS, RECs Tripartite Sectoral Ministerial Committee; AU	There are no policy prescriptions in the cocoa policy concerning this activity. Sierra Leone is however a signatory to the ECOWAS ETLs and Common External Tariff Agreements which have addressed this issue. Sierra Leone has also been negotiating the aspects of rules of origin in the Trade Protocol of the AfCFTA Agreement within the framework of ECOWAS
Promoting “Buy in Africa” and “Made in Africa”	Increased trade in good among member states	Sierra Leone	There are no policy prescriptions in the cocoa policy concerning this activity. At national level, Sierra Leone has enacted a local content legislation and is currently promoting a “Made in Sierra Leone” policy in the processed food, handicrafts, and textiles sectors

3.1.2. The Trade Facilitation Cluster

Main Objective: Reducing the time it takes to move goods from point A to point B (across borders, within, and between regions). A key factor identified in the low level of intra-African trade has been the numerous trade facilitation constraints. Removal of these constraints is critical to boosting trade among African countries.

Table 3: BIAT Trade Facilitation Cluster and the Sierra Leone Cocoa Policy Review

Programme	Target	Competent authority	Cocoa Policy
Reduction of roadblocks	All unnecessary roadblocks are removed	Sierra Leone,	There are no policy prescriptions in the cocoa policy concerning this activity. Sierra Leone is implementing a National Trade Facilitation Strategy as part of the WTO Trade Facilitation Agreement. The strategy contains provisions for the removal of roadblocks especially at cross border levels.
Harmonizing and simplifying customs and transit procedures, documentation, and regulations	Number of customs documents are reduced, Key customs documents are harmonized within RECs, Border operation hours are harmonised	ECOWAS, Sierra Leone	There are no policy prescriptions in the cocoa policy concerning this activity. Implementation of the Sierra Leone Trade Facilitation Strategy by Customs Authorities has resulted in the reduction of customs documents at national level. At ECOWAS Level, customs documents are harmonized.
Establishment and operationalisation of One-Stop Border Posts	OSBPs at all key border posts established, Border time crossings of goods are reduced by 50%	ECOWAS, Sierra Leone	There are no policy prescriptions in the cocoa policy with regards to the establishment and operationalization of OSBPs. There are provisions in the Sierra Leone Trade Facilitation Strategy for the establishment of OSBPs. The process is ongoing. ECOWAS is currently implementing a trade facilitation plan with provisions for OSBPs
Integrated Border Management (IBM)	Customs procedures, standards and regulations are harmonized and simplified	ECOWAS, Sierra Leone, AU	There are no policy prescriptions in the cocoa policy with regards to this activity. The Sierra Leone Trade Facilitation Strategy has provisions for the harmonization of customs procedures, and standards with Guinea and Liberia. The ECOWAS Quality Policy contains provisions for the simplification and harmonization of standards and regulations

3.2. Trade-related review of the National Cocoa Policy

A review of the National Cocoa Policy document was carried out against the most relevant trade and wider policy framework in Sierra Leone. The key trade policy related findings from this review were:

- The framework of the National Cocoa Policy was developed around the priority enablers (research and policy, women and youths, private sector and mechanisation)
- The policy provides scope to build the export competitiveness of the cocoa sector particularly with regard to standards and quality, promotion of value addition, regulation of the sector and research and development.
- Vision of sustainable development of the cocoa sector remains to be elaborated further, also in line with the long-term development plan of Sierra Leone.
- Policy prescription and options remain focused on the Ministry of Agriculture and Forestry and other government agencies. This may not nurture the levels of collaboration required with the private sector and NGO's.
- There is room for enhanced alignment of the national cocoa policy with the MTNDP and the National Trade Strategy, especially in relation to the cocoa sector as an important earner for the country in terms of foreign currency and domestic revenues. Relevant trade policies include:
 - Trade Liberalization Policy
 - Industrial policy
 - Special Economic Zones/Export Processing Zones
 - Local Content and SME Policies.
- Export-Related Non-Tariff Measures (NTMs) are not extensively discussed in the National Cocoa Policy. These include:
 - Licensing/Permit requirements for the export of cocoa
 - Export Registration requirements for cocoa
 - 2.5% export levy paid on cocoa and other commodities and utilization of such revenues
 - Pre-shipment inspection on cocoa exports
- Other NTMs which have a potential of becoming barriers to trade are also not adequately discussed in the National Cocoa Policy and include:
 - Conformity Assessment Procedures
 - Technical Regulations for cocoa
 - Harmonisation of National Cocoa Standards with regional and international standards
- The following topics would benefit from a more structured approach and set of policy recommendations:
 - a. cocoa pricing at farmgate and producer levels,
 - b. guaranteed pricing,
 - c. export pricing and
 - d. price stabilization
 - e. Issues around competition and anti-competitive practices and abuse of market power in the cocoa sector
- The National Cocoa Policy also does not provide specific policy prescriptions on Geographical Indication (GI) for cocoa beans which can be used to identify the origin, quality, and reputation of Sierra Leone cocoa (Sierra Leone Cocoa of Excellence Award) and used to capture extra value.

3.3. Potential Framework and proposed Revision of the National Cocoa Policy

Key issues highlighted for revision or improvement to the National Cocoa Policy broadly relate to the regulatory framework for the cocoa value chain and specifically to quality control and certification, pricing and market information. Abdusamad and Fernholz (ITC, 2019) outline three policy options for Sierra Leone Cocoa to address policy issues on price stabilisation, price support and marketing arrangements for Sierra Leone cocoa based on a cost benefit analysis modelling of three different cocoa production and marketing systems in Ivory Coast, Ghana and Sierra Leone. The three models analysed are:

1. Free Market Model (utilised in Sierra Leone)
2. Stabilisation Fund (utilised in Cote d'Ivoire)
3. Commodity Board (utilised in Ghana)

Cote d'Ivoire and Ghana are the largest cocoa producers and exporters in Africa and their production volumes seriously affect global demand and pricing. The policy options outlined could be examined for inclusion in a revised national cocoa policy.

Gayi and Tsowou (2016) propose a policy framework for cocoa value chains that can be adapted to the national cocoa policy. They propose three sets of policy options for cocoa value chains especially in the context of attaining a sustainable cocoa economy and contributing to achieving some of the Sustainable Development Goals. The thrust of their proposals is that in light of rapidly falling prices in the global cocoa sector and a highly integrated industry in the last decade, national policies for cocoa value chains should ensure that all actors/stakeholders along the value chain receive a fair value for their investments in the chain especially smallholder farmers. They propose and define the following policy measures levels:

- **Macro-Level Policies:** Global, regional and national level policies implemented by regional economic commissions and national governments
- **Meso-Level Policies:** Support players along the global value chain and bring benefits to producers
- **Micro-Level Policies:** Policies centred around cocoa farmers

These policy options are proposed based on a framework of the 'Sustainable Cocoa Tree' where policies at the micro-level provide a conducive environment for the tree to grow and the meso and macro policies are those, which nurture the 'tree' to produce abundant fruit which in contextual terms will mean economic sustainability for producers.

For future development, the National Cocoa Policy might be reviewed and reorganized around this three-level policy perspectives framework.

Macro-Level Policies

Charting a vision for cocoa trade at the regional and global levels. No current vision exists for how cocoa trade should develop, evolve and contribute to sustainable economic development in Sierra Leone. Outlining a realistic and achievable vision, and validating it with cocoa sector stakeholders, can anchor Sierra Leonean cocoa trade within the region and with external partners.

Improving the domestic policy environment: Government's policies should be developed and implemented with a view to creating an enabling environment, improving the income of farmers and increasing cocoa production. The strength of government's trade, monetary and fiscal policies would largely determine how the cocoa sector grows. Key policy issues to be addressed would include *Trade Regulations* and specifically, NTM/NTB issues relating to:

- Compliance with WTO and AfCFTA Trade Agreements
- Licensing/Permit requirements for the export of cocoa
- Export Registration requirements for cocoa
- Utilisation of the cocoa export levy
- Farmgate Pricing, Farmers Guaranteed Pricing, Price stabilization mechanisms
- Investment and incentives

Increasing awareness on competition Policy and Law: Considering the fact that the West African States of Cote d'Ivoire and Ghana together account for 60% of the world's production, Sierra Leone cocoa may become subject of anti-competitive practices at a future date. There are ongoing efforts around a competition policy and accompanying law which when concluded should be reflected in the cocoa policy.

Meso-Level Policies

Meso-Level policy perspectives will focus on those policies or mechanisms that will result in a greater level playing field for the various cocoa value chain actors and stakeholders. The policies should also promote greater transparency in the national cocoa value chain and creating an environment to support the development of small players in the sector. Meso-level policy issues can be clustered around:

Promoting Greater Transparency in the Cocoa Sector:

- Outlining the regulatory and coordinating role of the Produce Monitoring Board in the sector
- Accessing reliable market formation around prices, markets, trade and business regulations, government policies

Addressing opportunities for the development of small players in the cocoa industry: Policy areas to be addressed would include:

- Market Linkages
- Smallholder commercialization including agro-processing

- Cocoa GAP

Scaling up Quality Control and Certification

- Harmonisation of Conformity Assessment Procedures
- Develop appropriate technical regulations and standards based on international cocoa standards (ISO & FFC)
- Develop regulations on pesticides, heavy metals, mycotoxins, microbes, labelling, packaging and storage of raw cocoa beans
- Review of Cap 285 of the Laws of Sierra Leone, which governs the SPS issues of cocoa and other commodities.
- Promote Sustainable Cocoa and Geographical Indicators

Micro-Level Policies

These policies are centred on supporting cocoa farmers and are supported by the policies at macro and meso-levels. They will include policies relating to:

Promoting Commercially Viable Farmers-Based Organisations (Cooperatives, Farmer Based Organisations, Cocoa Sector Associations): Policies should address issues of organization, clustering, facilitation of PPD mechanisms, improving technical and managerial capacities, gender, and youth

Facilitating Farmers Access to Finance and Price Risk Mechanisms

- Develop policies that address issues of collaterals, land titles, grants, incentives for quality standards and value addition
- Identify Risk Management mechanisms

Promoting Product Differentiation for Farmers to benefit from Higher Prices

- Develop policies that focus on the application of private certification schemes and standards for niche markets (FFC and Bulk)
- Adopt a multi stakeholder policy implementation process approach involving the public sector, the private sector, civil society, international organizations, academia and farmers to leverage on the specific comparative advantage of each value chain actor.

4. Stakeholder experiences and recommendations

4.1. Stakeholder experiences with trade in the cocoa sector

Stakeholders from across the public and private sectors gathered to review trade policy issues in the cocoa sector, share experiences, and identify policy solutions in a dedicated 3-day workshop in February 2023. Stakeholders grouped the issues they faced into the following five clusters of trade-policy related issues for cocoa in Sierra Leone. These are presented alongside key points and recommendations in Table 4.

- I. Quality, standards, and sustainability
- II. Research development and sector coordination
- III. Informal cross-border trade, smuggling, border security and regional trade policy alignment
- IV. Land, deforestation, biodiversity and climate smart agriculture
- V. Gender, youth, child and forced labour

Table 4. Clustered recommendations on trade policy issues for the cocoa sector

Cluster 1	Quality, standards and sustainability
<i>Key points/ Recommendations</i>	<ul style="list-style-type: none"> ▪ Farmers have undergone a lot of trainings on agronomic best practices, but less effort has been directed towards middlemen, agents and traders. Yet it is at with grading, handling and sourcing stages that standards issues arise that erode the quality of Sierra Leone’s cocoa (for instance the use of cement trucks for transporting cocoa or inappropriate storing conditions). ▪ The competitiveness of the Sierra Leone cocoa sector depends critically on the <i>quality</i> of its cocoa, and in particular organic, fair trade and sustainable cocoa, as it cannot compete at the price level with countries like Ghana and Cote d’Ivoire. If the organic quality of cocoa is not protected, the market will shrink and prices will fall as this is the main competitive interest in Sierra Leone for exporters. ▪ The integrity of equipment in SLSB labs is being challenged internationally because it is not sufficiently accredited, risking undermining quality assurance. <p><u>Recommendations</u></p> <ul style="list-style-type: none"> ○ Extend best practice trainings to middlemen, agents and traders in the cocoa value chain, in addition to farmers. ○ Strengthen export licensing to deal with poor compliance by some traders who do not have their licenses revoked despite non-compliance with standards requirements. ○ Enhance the scope of the National Cocoa Policy (2019) to support trade by updating provisions on the regulation of organic, fair trade and sustainable production and certification to match increasing demands in these areas on international markets. ○ Find mechanisms to encourage price pass-through so that the benefits of quality and organic produce incentivise farmers, as currently farmers do not receive better prices for better quality produce. ○ Address cross-border movement and smuggling of inferior, non-organic cocoa from neighbouring countries. ○ Make organic and fair-trade standards less expensive by training local auditors for these standards, as currently Sierra Leone must rely on international auditors for organic and fair-trade certification. ○ Both PMB (physical tests) and SLSB (molecular tests) should have their testing capacities strengthened, learning from and collaborating with countries regionally and internationally, to better test and assure the quality of cocoa beans.
Cluster 2	Research development and sector coordination
<i>Key points/ Recommendations</i>	<ul style="list-style-type: none"> ▪ SLARI is effectively moribund and needs to be resuscitated to lead sector research and development.

	<ul style="list-style-type: none"> ▪ Current data collection is very poor, difficult to access, and spread across different agencies, inhibiting data-based analysis of production and trading developments in the sector. <p><u>Recommendations</u></p> <ul style="list-style-type: none"> ○ Funding should be made available to make SLARI functional again to lead research and development in the sector. ○ Investments should be made in data collection and existing data should be made public and digitally accessible to facilitate sector research. ○ The National Cocoa Policy should be updated to more clearly demarcate the responsibilities of state actors as currently responsibilities are spread across and duplicated over multiple ministries, and even across agencies within individual ministries. Addressing this would confront responsibilities of government and power dynamics, requiring of high-level government leadership to broker reallocations of responsibilities.
Cluster 3	Informal cross-border trade, smuggling, border security and regional trade policy alignment
<i>Key points/ Recommendations</i>	<ul style="list-style-type: none"> ▪ Security of porous border points is poor, allowing poorer quality cocoa to be smuggled across land borders that does not meet domestic standards and practices. ▪ Data collection is poor at the borders making it difficult to understand cross-border trade and production trends. <p><u>Recommendations</u></p> <ul style="list-style-type: none"> ○ Improve institutional collaboration between agencies operating at the border, including PMB, Phytosanitary, NRA, Customs. ○ Improve coordination with neighbouring countries using the MRU platform to identify and address informal cross-border trade challenges collaboratively with neighbouring countries. ○ Facilitate cross-border trade so that imports and exports meet all standards requirements.
Cluster 4	Land, deforestation, biodiversity and climate smart agriculture
<i>Key points/ Recommendations</i>	<ul style="list-style-type: none"> ▪ Cocoa farmers are unaware of information about likely climate impacts and adaptive solutions, including areas where cocoa production has significant productive potential (including in north Sierra Leone). <p><u>Recommendations</u></p> <ul style="list-style-type: none"> ○ Several donors are involved in this area introducing practices like inter-cropping, raising awareness about deforestation. They are perceived to be effective in this area and should be encouraged to ramp-up support. ○ Private sector traders need to support cooperatives to practice climate-smart agriculture and address deforestation. This is in their long-term interest to ensure continuing access to produce. ○ Government should develop and disseminate agri-maps of productive areas for cocoa production that integrate climate modelling. ○ Encourage clean energy so that farmers don't have to rely on deforestation for fuel. ○ Encourage the adoption of climate-resistant varieties and sustainable and good environmental practices. ○ Fast-track the implementation of the recently established Land Commission under the Land Reform Act and sensitise cocoa farmers on it.
Cluster 5	Gender, youth, child and forced labour
<i>Key points/ Recommendations</i>	<ul style="list-style-type: none"> ▪ Inheritance practices traditionally have led to most farms being inherited along patrilineal lines. These cultural issues are gradually changing, with women increasingly inheriting. However cocoa farming is physically labour intensive, and there are limited labour markets in rural areas with young men uninterested in cocoa, meaning that even when it is inherited women

	<p>are still reportedly less likely to continue with cocoa farms for a lack of available farm labour.</p> <ul style="list-style-type: none"> ▪ Fair trade certification puts limits on child labour that differ from national laws and improved effective monitoring of child labour is needed for international buyers. <p><u>Recommendations</u></p> <ul style="list-style-type: none"> ○ Need to make cocoa production more attractive to women and youth, involve women and young people in visible leadership levels within cooperatives and representative organisations, and include women and young people within targeted leadership skills and training programmes. ○ Exporters and producers should reflect gender and labour issues within their company codes of conduct.
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Source: PPD on Trade Policy Perspectives for the Cocoa Sector, February 2023

4.2. Stakeholder recommendations for trade-policy enhancements to the National Cocoa Policy

In reviewing the existing Sierra Leone National Cocoa Policy, and considering the abovementioned issues faced within the sector, stakeholders from the private and public sectors identified and agreed on the following six key points and recommendations for enhancing the National Cocoa Policy.

1. **Value addition:** the National Cocoa Policy lacks policies on value addition, compared to comparator countries like Ghana that put considerable effort into value addition incentives such as subsidising or allocating cocoa beans for domestic processors. Value addition can help the economy to bring in more revenue and attract more foreign currency however it can face challenges in the cocoa sector, where the market for value added and high-value organic and free-range products in target markets like the EU are thin, with substantial competition from EU-based processors.
2. **Quality control and certification:** should be strengthened in the National Cocoa Policy in several ways:

2.a) Quality assurance: Participants strongly emphasised the importance of assuring cocoa quality through improved monitoring, regulating, certifying and enforcement of quality standards for encouraging better quality cocoa, protecting the environment with good environmental practices, and encouraging good labour practices. All these elements help ensure a premium for Sierra Leone cocoa on international markets. Enforcement was noted as particularly lacking on the issue of using synthetic fertilizers. PMB was recommended to create a pest and disease department and to work more closely with EPA.

2.b) Cost of certification: Reducing the cost of certification, such as organic certification, can help attract a higher value for Sierra Leonean cocoa. This can be supported through having more expertise within the country including training more auditors. This aligns with increasing demands from the EU market for certification. PMB and SLSB need to collaborate with internationally accredited labs but there is also a need to build the capacity of local labs, which are currently limited.

2.c) Organic and sustainability standards: National Cocoa Policy should pay more attention to private sustainability standards. It should play a key role in promoting sustainability standards to ensure Sierra Leone's cocoa quality premium. Sector standards aren't given adequate attention. Participants recommended that the government consider a strategy of deliberately focusing on high quality cocoa by mainstreaming environmental and organic standards.

3. **Price and market stabilisation:** There are many issues with pricing in what several participants labelled "unhealthy competition" and reported challenges with price transparency at different points along the value chain.

3.a) Unhealthy competition: The market for cocoa in Sierra Leone is laissez-faire with few enforced regulations for agents and middlemen. This was compared unfavourably to more strongly regulated markets like in Ghana and Cote d'Ivoire that rely on a powerful central market regulator, such as the Ghana Cocobod. The lack of a centralised regulator creates problems including agents buying green (raw) beans, which leads to theft from farmers (because they can be more easily taken from farms), traders promoting poor quality and taking advantage of limited certification levels to bring inferior quality cocoa into the market, and increased difficulties in ensuring traceability. Middlemen and agents have considerable power in price control but are

unregulated. It was recommended that PMB better regulate the activities of middlemen as they are certified by PMB and so should be accountable to them or otherwise bridge the gap between farmers and exporters.

3.b) Price ambiguity: Ambiguity in pricing undermines production and causes farmers to be uncertain of the prices they deserve. Stakeholders wanted an official notice of indicated price changes that is able to reach everyone and suggested issuing price notices across the medium of radio for better accessibility for farmers.

4. Infrastructure: Priorities for infrastructure were grouped into two categories: post-harvest and general.

4.a) Post-harvest infrastructure: Areas needing more attention were: central processing centres, processing equipment, fermentation equipment, drying floors, storage facilities, jute bags, moisture meters. These are absent in most areas and undermine quality cocoa production.

4.b) General infrastructure: though affecting the cocoa sector, much of this expands beyond the sector specifically. Stakeholders recommended that road and bridge building take into account high productivity cocoa areas to improve access to production. Improvements to the port were also recommended.

5. Trade regulation: Participants recommended addressing the cross-border, and within country, infiltration of poor-quality cocoa beans.

5.a) Cross-border: address the cross-border infiltration, and smuggling, of inferior quality and non-organic cocoa from neighbouring countries which mixes with local cocoa and undermines its quality. Recommendations including hosting cocoa-relevant PPDs with stakeholders in Guinea and Liberia on the basis of the MRU platform to problem solve and identify solutions.

5.b) Export information: Make export requirements and information more accessible. There was a trade information centre under SLIEPA but the centre is not very functional any more, leading to a lack of information resources on how to export.

5.c) Update produce inspection rules: Cap 185 needs to be revised to better facilitate trade and encourage investments in the country.

5.d) Geographical indicators: Participants agreed that the perceived high value of Sierra Leone's predominantly organic cocoa could merit a geographical indicator to boost its reputation and value. This would help value chain participants to "own" the cocoa coming from Sierra Leone.

6. Sector organisation: Participants recommended establishing an exporters association, association for agents, and a cooperatives umbrella body. Such groups would improve sector coordination across two dimensions. Firstly, by better aggregating sector views so that they can be articulated to government collectively. Secondly, by better collecting participants together so that they can be communicated to, for instance in regard to programmes, support and sector information. The need was expressed for such bodies to not be political so that they can stick to the interests of the farmers, cooperatives and exporters.

5. Conclusions

The reviews and assessments of the National Cocoa Policy against other regional trade and agricultural policy frameworks have clearly illustrated gaps and weaknesses especially concerning the regulatory framework and trade. The cocoa policy addresses many of the current policy perspectives around the cocoa value chain, however there are salient trade-related policy areas that remain unhighlighted or require policy intervention.

Overall there has hardly been mainstreaming of trade in the country's development strategies and for cocoa to trade sustainably within a multilateral system or Free Trade Agreement (FTA), trade-related policy measures need to be included in the National Cocoa Policy. An upgraded national cocoa policy should be comprehensive and robust enough to enhance growth and expansion into both the regional and global cocoa value chains as well as inter-regional trade within the framework of ECOWAS and the AfCFTA.

Stakeholders from across both the public and private sector engaged in a dedicated public-private dialogues in February 2023 to share practical experiences and identify recommendations for enhancing trade policy aspects of the National Cocoa Policy.

The stakeholders recognised Sierra Leone's comparative advantage as being in the quality of its cocoa, particularly owing to its generally organic and sustainable properties, compared to producers such as Ghana and Cote d'Ivoire, which are better able to compete on prices. This feature of the Sierra Leonean market necessitates greater importance being placed on quality testing and certification to maintain practices commensurate with desirable quality properties and to assure export markets of these properties. This can require greater efforts to pass-through incentives of high quality and organic produce to farmers, including through improved availability of price information and better sector organisation. However, achieving this requires going beyond just cocoa production.

The National Cocoa Policy must be upgraded to account for the treatment of cocoa beans in the downstream stages of the value chain more closely associated with trade and exporting, particularly that of the role of aggregators, agents and traders, who in handling cocoa can undermine its quality profile through inappropriate storing, transporting and blending, and through the absence of sufficient warehousing and transport infrastructures. It must also be upgraded to deal with regional trade issues, particularly the infiltration of lower quality cocoa from neighbouring countries which can undermine Sierra Leone's quality reputation. Quality assurance frameworks, through PMB and SLSB, are critically important to assure exporters of cocoa quality including with sustainability standards relating to eliminating child labour, gender inequalities, and environmental standards.

There is scope, too, for amplifying public sector complements to the sector, including re-capacitating the Sierra Leone Agricultural Research Institute. One option could be investigating developing a geographical indicator, as an element of intellectual property, to maximise Sierra Leone's quality reputation, similar to approaches taken with coffee in regions of Ethiopia like Sidamo or Yirgacheffe. Looking ahead, there is demand within the private sector for increasing value addition in the sector, with some processors already expanding into transforming raw cocoa beans into cocoa powder and cocoa paste. A more ambitious National Cocoa Policy may identify further incentives to encourage transformation, value addition and jobs creation in such cocoa processing, following the example of countries like Ghana.

ANNEXES

APPENDIX 1: OBJECTIVES OF THE NATIONAL COCOA POLICY

The National Cocoa Value Chain Policy will:

1. Identify all policies and aspects of the regulatory framework that have an impact on the cocoa sector, both within the agricultural sector and within other sectors. This may include national, regional and international policies and legislation(s).
2. Conduct an analysis of the implications of policies and the regulatory framework on the tree crop sub-sector policy.
3. Identify the marketing and land tenure-related policies and regulatory frameworks (if any).
4. Identify locations where such tools have been successfully developed and used in other countries in the West Africa sub-region, critically assessing potential opportunities for adapting and applying similar tools in Sierra Leone.
5. Assess and analyse existing clonal gardens in relation to the availability of improved planting materials and how previous interventions contributed to upgrading the gardens, vis-à-vis providing planting materials currently needed by farmers.
6. Assess, analyse and provide options for integrating a tree crops policy – in particular CC – into other government policies, including, as applicable, general agricultural development, conservation, land use, commercial farming and other key impacting policies.
7. Analyse operational and technical capacities at national and local levels and identify gaps and capacity building needs (this should be undertaken in context of the expected revival / establishment of a national cross-sectoral cocoa and coffee coordination mechanism at policymaking level, with a strong value chain analysis component).
8. Identify and assess priority areas and alternative strategies for institutional strengthening of relevant institutions (including extension services)
9. Develop a strategic implementation plan and activities with budget implications

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