

Agricultural Sector Support and Financing Policies in Algeria during the New Millennium: An Analytical Study of Upgrading Programmes and Financing Mechanisms

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Abstract

This study aims to analyse the policies and mechanisms adopted to support and finance Algeria's agricultural sector at the beginning of the new millennium, a period regarded as a crucial stage in the sector's development. During this period, the State sought to promote economic development and achieve food security by implementing a series of economic recovery programmes and reforms targeting the agricultural sector.

The study examines the extent to which these programmes contributed to upgrading the sector and enhancing its productive capacities, with particular emphasis on the various support and financing mechanisms adopted, especially agricultural loans and investments, as well as the role of financial institutions, most notably the Bank of Agriculture and Rural Development (BADR), in addition to agricultural insurance.

The findings show that State intervention through support and financing programmes contributed to improving the conditions of agricultural activity, encouraging investment and increasing the sector's productive capacities, thereby strengthening its role in economic development and food security. Nevertheless, the effectiveness of these policies continued to face several challenges related to the allocation and disbursement of financial resources, as well as the extent to which the various stakeholders benefited from available financing. This calls for greater efficiency in directing support and financing, more effective resource allocation, and stronger integration between financing, insurance and agricultural investment, with a view to achieving sustainable agricultural development and supporting food security in Algeria.

Keywords: support policies, agricultural financing, economic recovery programmes, Bank of Agriculture and Rural Development (BADR).

Introduction

The initiation of economic development depends on the progress and growth achieved by the agricultural sector. Such development can only be effective through agricultural policies capable of ensuring the highest and best possible levels of production and guaranteeing their continuity. The primary function of agriculture in any country is to provide food for the population, as food is essential to human life. Ensuring a stable food supply is therefore one of the principal elements required to achieve security. Since food

security is closely linked to national security, governments are required to manage the agricultural sector in a manner that ensures the optimal use of economic resources.

This can only be achieved within the framework of an agricultural policy aimed at improving agricultural productivity and employing a range of support and financing mechanisms that contribute to the advancement of the agricultural sector and agricultural development. Such a policy should also seek to reduce costs, identify balanced solutions for the use of available resources, direct production according to existing needs, and mitigate the problems affecting agriculture.

Accordingly, this study examines the contribution of the agricultural policy programmes implemented in Algeria, as well as the agricultural support and financing mechanisms adopted since the beginning of the new millennium, to meeting the requirements of economic development under the new public investment policies. The main question addressed by this study is therefore:

To what extent have the agricultural support and financing policies and mechanisms adopted in Algeria during the new millennium contributed to the development of the agricultural sector?

To answer this question, the study is structured around the following themes:

First: The agricultural sector under the economic recovery programmes (2000–2019).

Second: Upgrading the agricultural sector under the newly introduced agricultural reform programmes.

Third: Mechanisms for supporting and financing the agricultural sector during the new millennium.

First: The Agricultural Sector under the Economic Recovery Programmes (2000–2019)

Favourable economic and financial conditions accelerated the pace of development, which was reflected in most macroeconomic indicators. This generated a sense of enthusiasm among policymakers to continue benefiting from this economic upturn. It resulted in the introduction of development programmes collectively referred to as the “Economic Recovery Programmes”, implemented through four plans, including:

The Economic Recovery Support Programme, covering the period 2001–2004.

The Complementary Growth Support Programme, covering the period 2005–2009.

The Economic Growth Consolidation Programme, covering the period 2010–2014.

1. Definition of the Economic Recovery Programme

The Economic Recovery Programme is a fiscal or budgetary policy consisting of public investment programmes implemented over the period 2001–2014. This policy has its theoretical foundations in Keynesian economics, which advocates the need for State intervention in economic activity through increased private and public expenditure, public investment, the stimulation of aggregate demand and production, and support for businesses and economic activities. These measures are intended to promote economic growth, reduce unemployment and create jobs

2. Assessment of the Impact of the Economic Recovery Programmes on the Agricultural Sector

In addition to the financial allocations earmarked for public agricultural investment, Algeria adopted a series of development programmes for the agricultural sector under what became known as the Economic Recovery Programmes during the period 2000–2019. Through these programmes, the country sought to achieve a genuine and substantial revival of the sector and establish it as a source of economic diversification. This is illustrated in the following table:

Table 01: Development of Financial Allocations to the Agricultural Sector under the Economic Recovery Programmes (2001–2019)

Unit: DZD billion

Programs	Economic Recovery Program(2001–2004)	Complementary Growth Support Program(2005–2009)	Growth Consolidation Program(2010–2014)	Five-Year Plan(2015–2019)	Total
Total Financial Allocations	Amount Percentage	Amount Percentage	Amount Percentage	Amount Percentage	Amount Percentage
Total	525 100%	4202.7 100%	21214 100%	22100 100%	48041.7 100%
Agricultural Sector Share	65.4 12.45%	312 7.42%	1000 4.71%	1000 4.5%	2400 4.95%
Other Sectors	459.6 87.5%	3890.7 92.57%	20214 95.3%	21100 95.5%	

Source: Prepared by the author on the basis of:

Statement issued by the Council of Ministers on 24 May 2010 approving the Five-Year Programme for 2010–2014.

Office of the Head of Government, Complementary Programme for Economic Growth Support, available at: www.cg.gov.dz/psre.

The Economic Recovery Support Programme, Report of the Algerian Consulate in Montreal, *ibid.*, p. 2.

The table shows that allocations to the agricultural sector amounted to more than DZD 2,400 billion, representing no more than 5% of total public investment expenditure. This percentage remains very low compared with the allocations made to other sectors, as funding was directed towards sectors with a faster response rate, such as construction and public works, in addition to projects designed to improve the population's standard of living.

The agricultural sector's contribution to economic growth during the implementation of the economic recovery policy was weak and fluctuating. This was due to the economy's

strong dependence on the hydrocarbon sector and the agricultural sector's reliance on prevailing natural and climatic conditions, particularly since most crops depend on rainfall. Consequently, employment in agriculture remained temporary and unstable, prompting workers to move towards other sectors because of the sector's limited attractiveness and poorer working conditions compared with those prevailing elsewhere. Moreover, the direct impact of the economic recovery policy on employment levels was largely confined to a single sector: construction and public works.

Second: Upgrading the Agricultural Sector under the Newly Introduced Agricultural Reform Programmes

At the beginning of the new millennium, Algeria's economic and political leadership devoted considerable attention to agriculture, granting it a special position among the sectors of the national economy. The sector became a priority within the country's socioeconomic development plans, leading to the introduction of a national plan for agricultural development.

1. The National Agricultural Development Plan (PNDA)

In 2000, Algeria launched a new agricultural policy embodied in the National Agricultural Development Plan (PNDA). Conceived as a comprehensive strategy, the Plan sought to modernise the agricultural sector and adapt it to local climatic conditions. In 2002, its scope was expanded to include a rural dimension, and it consequently became known as the National Agricultural and Rural Development Plan (PNDAR).

a. Definition of the National Agricultural Development Plan (PNDA)

The PNDA is a mechanism designed to strengthen the technical, financial and regulatory framework required to establish an efficient and modern agricultural sector. It is based on the protection and rational use of natural resources, land development, and the optimal exploitation of existing capacities.²

b. Objectives of the National Agricultural Development Plan (PNDA)

The objectives established under the Plan's various programmes were intended to achieve the following principal goals:³

Improve food security and meet domestic consumption needs through national production, particularly seeds and seedlings;

Rehabilitate and upgrade agricultural land;

Promote private agricultural investment and encourage greater initiative in financing and marketing;

Increase competitiveness, develop products with comparative advantages, and move towards export markets.

c. Assessment of the Impact of the National Agricultural Development Plan

The principal indicators used to assess the National Agricultural and Rural Development Plan were centred on its main objectives, including ensuring food security, improving production and farmers' incomes, creating employment, developing agricultural land, and modernising agricultural holdings. Some of the results achieved are outlined below:

By 31 December 2007, approximately 430,771 agricultural holdings had joined the National Agricultural and Rural Development Plan and undergone rehabilitation;

In the area of employment: 28,793 permanent jobs were created during the final quarter of 2006, while 21,849 jobs had been created by 31 December 2007. The cumulative number of jobs thus reached 1,160,935;

In the development and expansion of productive capacities: by the end of 2007, the amount of land brought into agricultural use had reached 584,784 hectares. The area planted with fruit trees, date palms and vineyards was estimated at 985 hectares during the fourth quarter of 2006 and 1,571 hectares during the fourth quarter of 2007. By 31 December 2007, the cumulative planted area had reached 518,570 hectares;

In the area of irrigation: the area irrigated using drip-irrigation techniques was estimated at 187,691 hectares by the end of 2007.

Nevertheless, the results achieved under the National Agricultural and Rural Development Plan (PNDAR) did not match the resources and potential available. This was due to limited water resources and the inadequate level of technical support provided to agricultural holdings. In addition, land-tenure problems continued to hinder the development of the agricultural system, resulting in insufficient financing.

2. The Agricultural and Rural Renewal Policy

Legal framework: The policy was launched following its adoption by the Council of Ministers on 23 July 2008.⁴ The Agricultural and Rural Renewal Policy is based on Agricultural Framework Law No. 08-16 of 3 August 2008, which sets out the country's agricultural policy guidelines with a view to achieving food security and sustainable development.⁵

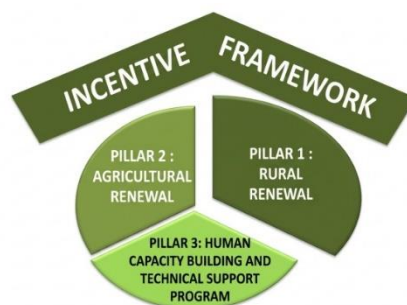
Objectives: The policy aims to strengthen food security and social cohesion as two pillars of national sovereignty and national security, while providing support to farmers, livestock breeders and operators in the agri-food industry.

Implementation mechanisms: The policy is based on encouraging initiative and unlocking available capacities, modernising the production system, and making better use of national resources.⁶ It also involves reorganising the various support and supervisory bodies to address international challenges.

a. The Main Pillars of the Agricultural and Rural Renewal Policy

This policy is structured around three principal pillars, as shown below:

Figure 01: Pillars of the Agricultural Renewal Policy



Source: Ministry of Agriculture and Rural Development, The Agricultural and Rural Renewal Process: Overview and Prospects, May 2012, p. 6.

Agricultural Renewal Policy

Agricultural renewal focuses on developing the sector's economic performance and profitability in order to ensure the country's food security on a sustainable basis. This is to be achieved by modernising production and supporting investments that generate added value, with priority given to widely consumed products such as cereals, pulses, milk, red and white meat, potatoes, industrial tomatoes, olives, dates, seeds and seedlings.⁷

This process also introduced two additional components: a system for regulating agricultural products in order to stabilise supply and protect farmers' incomes, and the modernisation and adaptation of agricultural financing and insurance. The implementation of this programme relies on field survey units, integrated centres of excellence including leading agricultural holdings expertise, infrastructure and training.

Second Component: The Rural Renewal Policy

The Rural Renewal Programme aims to achieve harmonious, balanced and sustainable development in rural areas. It is based on grassroots integration and the coordination of efforts through integrated local development projects managed by local stakeholders within a framework of decentralisation and good governance.

The Programme is broader in scope and objectives than the Agricultural Renewal Policy. It seeks to develop rural areas and improve living conditions, particularly in the most disadvantaged regions, including mountainous, steppe and Saharan areas. Its economic and social objectives encompass employment, income generation and the stabilisation of rural populations.⁸

The Programme also depends on the participation of various local stakeholders, including local authorities, associations and professional organisations, agricultural investors, non-agricultural enterprises, craftspeople, technical and administrative services, training institutions and lending bodies. Rural renewal further extends its scope to other sectors of activity within rural areas, including crafts, drinking-water supply, electricity and the promotion of cultural heritage.

It also seeks to protect, preserve and enhance natural pastoral, plant and water resources through four programmes based on the following instruments:⁹

The information system for Rural Renewal Support Programmes: This system brings together the information generated during the diagnostic process in order to monitor the implementation of programmes and projects and assess their effectiveness;

The National Decision-Support System: This instrument provides a clear overview of the capacities of the different regions, thereby facilitating the targeting and planning of interventions and the assessment of development projects;

Integrated Local Rural Development Projects and Local Desertification-Control Projects: These projects aim to protect natural resources and make effective use of local knowledge and wealth-generating activities;

The Agricultural Development Performance Contract: Signed with the Directorates of Agricultural Services, this contract is intended to determine and assess annual production on the basis of the agricultural development record and the specific characteristics and capacities of each wilaya;

The Rural Development Performance Contract: Signed with the Forest Conservation Departments, this contract is intended to identify the rural areas concerned and the households targeted. Performance is assessed according to the number of local projects, the expansion of production, the protection of natural resources and the number of jobs created.

Third Component: Strengthening Skills and Human Capacities and Providing Technical Support to Producers

This component comprises the following elements:¹⁰

Capacity development and technical support: Implementing support, training and technology-transfer programmes for farmers; rehabilitating stations, laboratories and training centres; and strengthening specialised services in plant health, veterinary medicine and forestry;

Administration and training: Strengthening local administration and information governance, while mobilising national and academic expertise to implement projects along two main lines:

Strengthening human capacities in engineering, production and marketing, and developing centres of excellence;

Providing technical and administrative assistance to production units in order to improve performance and strengthen their productive capacities.

In addition to these three pillars, the incentive-based and operational framework of the Agricultural Renewal Programme includes:

The legislative and regulatory framework: Laws and standards must be adapted to the new policy;

Financing and planning: Participatory planning mechanisms and public financing for the agricultural sector must be adopted;

Market-regulation measures designed to ensure food security;

Coordination and monitoring: Joint public-private platforms must be activated to plan, coordinate and evaluate programmes and projects.

Third: Agricultural Sector Support and Financing Mechanisms during the New Millennium

To achieve the objectives of Algeria's agricultural development programmes, a range of mechanisms, institutions and support services were introduced.

1. Agricultural Support

Agricultural support may be defined as a financial contribution provided by the State, either directly or through one of its agencies operating within its territory, which confers a benefit on the recipient. Such a contribution may take the form of a direct transfer of funds, including loans and financial assistance, or a potential transfer of funds, as in the provision of loan guarantees. It may also involve the government foregoing revenue through tax or customs exemptions, or providing services or goods in the form of in-kind support. In addition, the

government may provide guarantees to certain private-sector bodies to enable them to carry out these activities, alongside the more conventional forms of price and income support.¹¹

a. Forms of Agricultural Support in Algeria

Agricultural support policy in Algeria has taken various forms and covered several areas. Before 2000, the State adopted a number of instruments and mechanisms, each of which was applied separately and for a relatively short period. Whenever the government introduced a new form of support, the previous one was discontinued.

a.1. Direct Support

Price support: As an initial legal measure, the State established minimum prices for essential agricultural products under Decree No. 88-153 of 1988, which set guaranteed minimum prices, followed by Executive Decree No. 91-152. Additional support was also provided when these products were supplied to the State.

Input and investment support: The National Agricultural Development Fund (FNDA) was established in 1992. Following the financial and monetary reforms, the focus of support shifted from agricultural investment to production.

Production support: This mechanism is based on the Guaranteed Minimum Producer Price (PMG), under which a public body guarantees the purchase of all production at a predetermined price. This price is generally lower than market prices, particularly international prices. Producers also receive compensation and production grants through compensation funds and the Guaranteed Minimum Producer Price Fund, which replaced the price compensation funds from 1990 onwards.¹²

Interest-rate subsidies and debt cancellation: The State allocated substantial sums to encourage farmers to use banking services by subsidising interest rates on loans. Agricultural debt was also cancelled in two phases. The first phase began in 2001, when the State cancelled debts estimated at DZD 14 billion, in addition to DZD 23 billion in interest on loans granted by the Bank of Agriculture and Rural Development. The second phase took place in 2009 and sought to encourage farmers to resume investment in the agricultural sector and renew their activities. The debts cancelled during this phase were estimated at DZD 41 billion, comprising DZD 22 billion in loans granted by the Bank of Agriculture and Rural Development (BADR) and DZD 19 billion granted by the National Agricultural Mutual Fund (CNMA).

Natural-disaster support: This form of assistance supports agricultural activity in the event of natural disasters such as drought, desertification and other climatic disturbances. Farmers may also turn to agricultural insurance institutions as a precautionary measure to insure crops, property and livestock.

a.2. Indirect Support

Tax relief on agricultural production: The State abolished various taxes imposed on agricultural activity, with the exception of the single agricultural tax. This is a consolidated tax deducted annually from income earned through agricultural activity. A partial exemption may be granted when a farmer's income does not exceed DZD 60,000; otherwise, the farmer is required to pay 4% of total income. The State also abolished taxes on cereal and pulse

production, as well as property taxes on buildings used for housing or agricultural purposes, such as warehouses and stables.

Protection of agricultural products: This represents one of the principal pillars of agricultural support policy. The State plays an important role in managing, monitoring and supporting agricultural production throughout its various stages. The degree of protection may be measured using the Nominal Protection Rate (TNP), which has been applied since 2000. This indicator determines the actual level of agricultural price support over a specified period and expresses the difference between the price received by the farmer and the effective market price. It is calculated using a sample of essential products comparable to that adopted by the member countries of the Organisation for Economic Co-operation and Development (OECD), provided that the selected products account for no less than 70% of total agricultural production.

b. Agricultural Support Funds

Within the framework of the new agricultural policy namely, the National Agricultural Development Plan and the Agricultural and Rural Renewal Policy a number of funds were established to finance agricultural support programmes. Their purpose was to achieve higher levels of agricultural development, particularly in rural and Saharan regions. The State allocated substantial financial resources to these funds, although the amounts varied from one year to another. These funds include:

b.1. Agricultural Support Funds during the Period 2000–2009

To achieve the objectives of Algeria's agricultural development programmes, several support funds were established to promote the development of agricultural production and productivity.

The National Fund for Agricultural Regulation and Development (FNRDA): The Fund was established under Law No. 99-11, containing the Finance Act for 2000, through the opening of Special Allocation Account No. 302-067, entitled "National Fund for Agricultural Regulation and Development".¹³ It merged two previously existing funds: the National Agricultural Development Fund (FNDA) and the Guaranteed Producer Price Fund (FGPPA). Its revenue is derived from State budget allocations, parafiscal resources, donations and bequests. The financial institution responsible for financing the Fund's expenditure is the National Agricultural Mutual Fund (CNMA).¹⁴ The Fund supports the development of agricultural production and productivity, the enhancement of agricultural resources, the strengthening and expansion of storage, marketing and irrigation operations, the protection of animal and plant resources, and the improvement of farmers' incomes, among other objectives.¹⁵

The Fund for the Promotion of Animal Health and Plant Protection (FPZPP): This Fund was established under the Finance Act for 2001 through the opening of Special Allocation Account No. 302-07, entitled "Fund for the Promotion of Animal Health and Plant Protection".¹⁶ Its purpose is to monitor plant and animal health and compensate for plants destroyed and animals culled as part of efforts to combat diseases and epidemics.

The Fund for Rural Development and Land Reclamation through Concessions (FDRMVTC): The Fund was established under Law No. 02-11 of 24 December 2002 through the opening of Special Allocation Account No. 302-111, entitled “Rural Development and Land Reclamation through Concessions”. Its objectives are to expand the area of cultivated agricultural land, create employment and establish centres of economic activity.¹⁷

The Fund for Combating Desertification and Developing the Pastoral and Steppe Economy (FLDDPS): The Fund was established under Law No. 99-11 of 23 December 1999 and became operational pursuant to Executive Decree No. 02-248 of 23 July 2002, which defined its revenue, expenditure, administration and functions. Its resources are derived from State budget allocations, donations, international assistance and any other resources provided for by legislation.¹⁸ The Fund’s activities expanded between 2006 and 2008. To provide the financing necessary for these programmes, two special accounts were opened: Special Allocation Account No. 302-109-001, entitled “Special Programme for the South” (FLCDDPS-PSS), and Special Account No. 302-109-001, entitled “Special Programme for the High Plateaus” (FLCDDPS-PSHP).¹⁹

The National Agricultural Mutual Fund (CNMA): The Fund provides insurance against financing risks arising from agricultural activities. Its mandate was subsequently expanded to promote and develop agricultural and rural activities through a network comprising 394 local funds and 76 regional funds.

The National Fund for Agricultural Investment Development (FNDIA): The Fund was established under Law No. 05-05²⁰ through the opening of Special Allocation Account No. 302-067. It replaced the National Fund for Agricultural Regulation and Development and is devoted exclusively to supporting investment projects.

The National Fund for the Regulation of Agricultural Production (FNRPA): The Fund was established under Law No. 05-05 through the opening of Special Allocation Account No. 302-12, entitled “National Fund for the Regulation of Agricultural Production”.²¹ Its expenditure was determined by the Ministerial Order of 24 April 2006. The Fund’s revenue is derived from State budget allocations, taxes and resources provided under finance legislation. It aims to protect farmers’ incomes, address price fluctuations, support and regulate agricultural products, and transform production patterns.²²

Total allocations to agricultural support funds during the period 2000–2009: Supporting agricultural activities and implementing the PNDAR required the State to allocate substantial financial resources to the special allocation accounts associated with the agricultural support funds, as shown in the following table:

Table 02: Financial Allocations to Agricultural Support Funds, 2000–2009

Unit: DZD million

2009	2008	2007	2006	2005	2004	2003	2002	2001	2000	Years	Fund
1172,6	1469,9	508,8	1066,1	191,6	269,9	159,1	166,1	383,6	154,6	Allocations	FPZPP
753,3	716	308,8	714,8	185,4	260	22,9	163,1	357,8	0	Payments	
419,9	753,3	0	351,3	6,2	9,9	136,2	3,1	25,8	154,6	Balance	
15762,4	15512,4	10512,4	9068	5108	5660	2000	500			Allocations	FLDDPS
2325	1000	0	3555,7	3200	5660	2000	500			Payments	
13437,4	14512,4	10512,4	5512,3	1908	0	0	0			Balance	
16520,42	15270,39	13905,71	14280,65	13000,38	8840,24	2000,03	10000	10000	14000	Allocations	FDRMVIC
3750	1000	7934,4	6500	13000	8840	2000	10000	0	6000	Payments	
12770,42	14270,39	5971,31	7780,31	0,38	0,24	0,03	0	10000	6000	Balance	
58781,6	59254,2	24945,7	39335,3							Allocations	FNDIA
9650	9465,9	6000	34000							Payments	
49131,6	49788,3	18945,7	5335,5							Balance	
12000	14500	8500	8500	8500						Allocations	FNRPA
9914,5	5500	6000	8500	0						Payments	
2085,5	9000	2500	0	8500						Balance	
104237,02	106006,29	58372,21	72250,05	26799,98	14770,14	4159,13	10666,1	10383,6	14154,6	المخصصات	المجموع
26392,3	17681,9	20443,2	53270,8	16385,4	14760	4022,9	10663,1	357,3	8000	المدفوعات	
77844,22	88324,99	37929,41	18979,55	10414,58	10,14	136,23	3	10025,8	6154,6	الرصيد	
25,32	16,68	35,02	73,73	61,14	99,93	96,72	99,97	3,45	56,52	نسبة الاستهلاك	

Source: Zakaria Djerfi, The Impact of Agricultural Support on the Labour Market in Algeria: An Analytical and Econometric Study for the Period 2000–2018, doctoral thesis, Faculty of Economics, Business and Management Sciences, Department of Economics, specialisation in Applied Financial Economics, Mohamed Khider University of Biskra, Algeria, 2019–2020, p. 93.

The table shows that financial allocations for supporting agricultural activities increased from one year to another, particularly following the introduction of new financing programmes in 2006. Consequently, these allocations rose from DZD 15 billion in 2000 to more than DZD 100 billion in 2009.

As regards the utilisation of these financial allocations, the execution rate increased during the early years, reaching 99.93% in 2004. It subsequently declined considerably, falling to 16.68% in 2008 and 25.32% in 2009. This decline was attributable, on the one hand, to the substantial increase in the allocations made to fund accounts intended for the development of the southern regions and the High Plateaus. On the other hand, demand among farmers remained limited because of inadequate extension services, guidance, information and awareness. It was also affected by the restrictive conditions imposed by the bodies responsible for granting support, particularly the requirement to provide land-ownership deeds and contribute a specified proportion of project costs. Furthermore, these areas had

previously experienced population displacement and migration as a result of the prevailing security conditions.²³

b.2. Agricultural Support Funds during the Period 2010–2014

Within the framework of the Agricultural and Rural Renewal Programme, the State introduced a new classification of agricultural support funds. These funds were consolidated into two principal funds: one devoted to the agricultural component and the other to the rural component. They were organised as follows:

The National Agricultural Development Fund (FNDA): This Fund was established under Law No. 12-12 of 26 December 2012 through the opening of Special Allocation Account No. 302-139, entitled “National Agricultural Development Fund”.²⁴ It incorporated the following three funds discussed above:

The National Fund for Agricultural Investment Development (FNDIA);

The Fund for the Promotion of Animal Health and Plant Protection (FPZPP);

The National Fund for the Regulation of Agricultural Production (FNRPA).

The National Rural Development Fund (FNDR): This Fund was established under Law No. 12-12 of 26 December 2012 through the opening of Special Allocation Account No. 302-140, entitled “National Agricultural Development Fund”.²⁵ It incorporated three previously discussed funds:

The Fund for Rural Development and Land Reclamation through Concessions (FDRMVTC);

The Fund for Combating Desertification and Developing the Pastoral and Steppe Economy (FLDDPS);

The Special Fund for Supporting Livestock Breeders and Small-Scale Farmers (FSAEPEA): This Fund was established under Ordinance No. 08-02, containing the Supplementary Finance Act. Pursuant to Article 52, Special Allocation Account No. 302-126 was opened for this purpose.²⁶ The Fund covers the full cost of interest incurred by livestock breeders and small-scale farmers and channels State subsidies towards the development of livestock farming and agricultural production.

Total allocations to agricultural support funds during the period 2010–2014:

The allocations granted to agricultural support funds during this period are presented in the following table:

Table 03: Total Financial Allocations to Support Funds, 2009–2013

und	cco unt No.	009 Alloc ation s	009 Pay men ts	010 Alloc ation s	010 Pay men ts	011 Alloc ation s	011 Pay men ts	012 Alloc ation s	012 Pay men ts		013 Alloc ation s	013 Pay men ts
NDIA	02- 067	8,781 .6	,650	4,432 .7	,529. 5	7,178 .4	0,63 4.3	6,336 .4	1,89 1.9		3,691 .1	5,06 1.5

NRP A	02- 121	2,000	,914. 5	3,735 .5	1,70 1.8	9,892 .6	8,65 8.7	1,383 .9	1,38 3.9		0,262	0,02 2.8
PZPP	02- 071	,172. 6	53.3	,783. 4	00	,253. 1	,500	,995. 4	00		,994	,316. 3
LCD DPS	02- 109	5,762 .4	,325	5,687 .3	00	4,080 .3	00	6,615 .3	,055. 5		2,238 .6	,063
LCD DPS- PSS	02- 109 - 001	07	.00	07		07		07			32,00 0	
LCD DPS- PSHP	02- 109 - 002	,508	,000	,508	,091. 8	,416. 3	,359. 7	,056. 4			,056. 4	
DRM VTC	02- 111	6,520 .4	,750	6,000 .4	2,27 1.1	6,272 .4	,597. 4	7,778 .2	,231. 2		4,944 .7	5,62 3.1
RMV TC- PSS	02- 111 - 005	,962. 4	47	,515. 4	,055. 8	,459. 5	18.2	,141. 3	,000		,141. 3	
RMV TC- PSHP	02- 111 - 006	,646	,104. 5	,541. 53	69.3	,845. 24		,846. 2	,000		,846. 2	69.7
DRM VTC- DR- PSHP	02- 111 - 000 7	,250	.00	,250		,250		,250			,250	
SAEP	02-			,250		,250		,688			2,162	,247.

EA	126										8
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Source: Riyad Talbi, An Analytical Study of the Impact of the Sustainable Rural Development Strategy on Economic Variables in Algeria, doctoral thesis in Economics, Faculty of Economics, Management and Commercial Sciences, Ferhat Abbas University, Sétif 1, Algeria, 2016–2017, p. 152.

The table reveals that the support policy is characterised by a substantial gap between the considerable financial allocations, which exceeded DZD 230 billion in 2013, and the amounts actually disbursed, which ranged from only 25% to 38%. This reflects a serious weakness in the capacity to absorb the funds allocated and raises concerns about the practice of earmarking substantial sums to support the sector without actually disbursing them to the programmes for which they were intended. Where, then, does the problem lie? Is it attributable to the supervisory authorities, to the mindset of Algerian farmers, or to the population's reluctance to engage in agricultural work?

The preceding concerns, which may partly explain the failure of the policy implemented, can be attributed to the lack of information at the local level, with some farmers remaining entirely unaware of agricultural support programmes. Other factors include problems relating to agricultural land tenure and the limited insurance awareness among Algerian farmers regarding climatic risks, crop losses and similar hazards. In addition, the rise in agricultural product prices on domestic markets prevented the funds from providing effective price support, as market prices exceeded the reference prices set by the State owing to monopolistic practices.

c. Agricultural and Rural Support Allocations

The agricultural sector benefited from substantial financial allocations under the agricultural support programmes implemented since 2000, as shown in the following table:

Table 04: Development of Agricultural and Rural Support Allocations during the Period 2000–2018

Unit: DZD billion

Years	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Agricultural support	15	23.86	48.07	49.65	5.26	43.89	53.27	21.91	17.67	29.56
Years	2010	2011	2012	2013	2014	2015	2016	2017	2018	
Agricultural support	32.21	39.56	44.26	92.6	118.5	93.7	108.67	100.64	114.52	

Source: Prepared by the author on the basis of:

Statistics published by the Ministry of Agriculture and Rural Development;

Riyad Talbi, An Analytical Study of the Impact of the Sustainable Rural Development Strategy on Economic Variables in Algeria, doctoral thesis in Economics, Faculty of

Economics, Management and Commercial Sciences, Ferhat Abbas University, Sétif 1, Algeria, 2016–2017, p. 211.

The table shows that the support allocations provided through these funds increased from DZD 15 billion in 2000 to DZD 114 billion in 2018. This increase reflects the Algerian State's political commitment to protecting farmers against natural disasters and supporting agricultural activity in order to achieve the objectives of the agricultural development programmes introduced at the beginning of the new millennium.

3. Agricultural Insurance in Algeria

Alongside the banking sector, agricultural insurance constitutes an essential mechanism for supporting and financing the agricultural sector. Insurance institutions, particularly the National Agricultural Mutual Fund (CNMA), play an important role in protecting agricultural activity against risks and ensuring its continuity.

The agricultural insurance system is based on the principles of partnership, mutuality and risk-sharing, allowing the burdens arising from major risks to be distributed among the various stakeholders. To this end, it offers farmers a range of insurance products intended to encourage investment in the agricultural sector, promote agricultural development, achieve self-sufficiency, increase farmers' incomes and improve their living conditions.²⁷

The insurance sector in general, and agricultural insurance in particular, has undergone considerable development in recent years as a result of the economic reforms introduced across the economy and, more specifically, within the agricultural sector. This development is illustrated in the following table:

Table 05: Development of Insurance and Agricultural Insurance Turnover during the Period 2000–2022
Unit: DZD million

Year	Agricultural Insurance Sector Turnover	Agricultural Insurance Growth Rate (%)	Total Insurance Sector Turnover	Agricultural Insurance to Total (%)
2000	960	-	19,513	4.92
2001	1,450	51.04	21,845	6.63
2002	1,220	-15.86	29,008	4.20
2003	1,110	-9.01	31,273	3.55
2004	970	-12.61	35,849	2.70
2005	740	-23.71	41,647	1.77
2006	570	-22.97	46,504	1.22
2007	520	-8.77	53,861	0.97
2008	717	37.88	68,009	1.05
2009	1,044	45.60	77,678	1.34
2010	1,237	18.49	81,082	1.53
2011	1,626	31.45	87,329	1.86
2012	2,244	38.00	99,389	2.26

2013	2,792	24.42	113,961	2.45
2014	3,356	20.20	117,908	2.84
2015	3,739	11.41	118,102	3.16
2016	3,380	-9.60	119,439	2.82
2017	2,630	-22.18	121,625	2.16
2018	2,294	-12.77	122,000	1.88
2019	2,513	9.55	127,546	1.97
2020	3,709	47.59	137,368	2.70
2021	3,307	-10.83	142,563	2.32
2022	3,737	13.00	146,000	2.56

Source: National Insurance Council, www.cna.dz

The table shows that agricultural insurance has developed considerably since 2000, in parallel with the policies introduced to support and develop the agricultural sector. Its turnover increased from DZD 960 million in 2000 to DZD 3,757 million in 2015. Nevertheless, agricultural insurance continues to account for only a very small proportion of total insurance activity, with its share ranging between 0.97% and 3.2%.

During the period 2018–2022, agricultural insurance turnover and growth rates fluctuated noticeably. Its share of the overall insurance market remained low, at approximately 2% of total turnover, despite the modest upward trend recorded in recent years. Notwithstanding the relative improvement in turnover in 2021 and 2022, when it rose to DZD 13.06 billion with annual growth of approximately 3%, demand for agricultural insurance remained weak compared with other forms of insurance. This was attributable to farmers' limited awareness of the importance of agricultural insurance and to the structural difficulties associated with the nature of agricultural activity in Algeria. Economic conditions, including the COVID-19 crisis, also affected the sector's performance in 2020, contributing to a decline in turnover and growth during that year.

3. Financing through the Bank of Agriculture and Rural Development (BADR)

The Bank of Agriculture and Rural Development (BADR) was established as part of the restructuring process undertaken by Algeria pursuant to Decree No. 82-106 of 13 March 1982. Its objectives are to develop the agricultural sector, promote rural areas, and support traditional industrial and craft activities in rural communities.

The Bank's principal function is to provide various forms of agricultural credit. To strengthen agricultural financing and adapt its financial services to the sector's requirements, BADR introduced several credit facilities, as outlined below.

a. Rfig Loan

The Rfig Loan is a seasonal, interest-free loan granted for a period of one year, which may be extended by six months. The interest exemption is withdrawn if the loan is renewed. It is available to farmers, livestock breeders and agricultural service units.

The loan is intended to finance the purchase of essential inputs required by agricultural holdings, including seeds, seedlings, fertilisers and agricultural treatments. It may also be used to improve irrigation systems and strengthen the capacities of agricultural holdings.²⁸

The Federal Rfig Loan was also introduced to provide economic operators, particularly intermediary companies, with preferential credit facilities that enable them to refinance farmers and livestock breeders. Its objectives are to regulate the market, expand production, modernise agriculture and unlock the sector's productive potential.

b. Ettahadi Loan

The Ettahadi Loan is an investment loan granted by BADR. Introduced in 2011, it is primarily intended to finance the establishment, equipment and modernisation of new agricultural holdings, as well as to strengthen the productive capacities of existing holdings.

The loan may be granted on a medium-term basis for a period of up to seven years²⁹ or on a long-term basis for a period of up to 15 years. It carries an interest rate of 5.25%, which is covered in full by the State during the first five years. The borrower's personal contribution is set at 10% of the loan value for agricultural holdings covering ten hectares or less and at 20% for holdings exceeding ten hectares.

The Federal Ettahadi Loan is intended to strengthen agricultural infrastructure, including storage, equipment and packaging facilities. It differs from the standard Ettahadi Loan in terms of value: the Federal Ettahadi Loan ranges from DZD 1 million to DZD 200 million, whereas the standard Ettahadi Loan ranges from DZD 1 million to DZD 100 million.³⁰

c. Leasing

Leasing involves the financing of movable assets, such as agricultural machinery and irrigation equipment, or professional real estate, such as commercial premises and craft establishments. The agreement may include an option allowing the lessee to purchase the leased asset. This arrangement may provide financing for up to 100% of the asset's value, in addition to offering tax incentives.

Table 06: Types of Agricultural Loans

Loan type	Nature of loan	Loan amount (DZD million)	Loan term	Interest rate	Personal contribution
Rfig Loan	Operating loan	Depending on the activity	6–24 months	0%	—
Federal Rfig Loan	Operating loan	10–1,000	6–24 months	0%	—
Ettahadi Loan	Investment loan	1–100	Medium term: 3–7 years		
Long term: 8–15 years	0% during the first five years;				
1% from the sixth to the					

seventh year;					
3% from the eighth to the ninth year;					
5.25% from the tenth year onwards	10% for holdings of 10 hectares or less;				
20% for holdings exceeding 10 hectares					
Federal Ettahadi Loan	Investment loan	2–200	Medium term: 3–7 years		
Long term: 8–15 years	0% during the first five years;				
1% from the sixth to the seventh year;					
3% from the eighth to the ninth year;					
5.25% from the tenth year onwards	10% for holdings of 10 hectares or less;				
20% for holdings exceeding 10 hectares					
Leasing	Operating finance	—	5–10 years	—	—

Source: Prepared by the author.

2. State-Subsidised Agricultural Loans

The Bank of Agriculture and Rural Development (BADR) is the principal institution responsible for financing the agricultural sector. It provides various types of agricultural credit, including the following State-subsidised loans:³¹

a. Subsidised Loan under the ANGEM Programme

This loan is intended for unemployed young people over the age of 18 and small-scale farmers seeking to establish or expand agricultural projects. The Bank finances 70% of the total project cost, with the loan amount limited to a maximum of DZD 1 million. The State

provides support covering up to 29% of the project cost, while the remaining 1% constitutes the farmer's personal contribution. The repayment period may not exceed eight years.

b. Subsidised Loan under the CNAC Programme

This is a long-term investment loan intended to finance small and medium-sized enterprises operating in the agricultural sector. It is available to young people between the ages of 30 and 50.

For loans of less than DZD 5 million, the Bank finances 70% of the project cost, the State contributes 29%, and the beneficiary provides a personal contribution of 1%. For loans exceeding DZD 5 million but remaining below DZD 10 million, State support amounts to 28%, while the beneficiary's personal contribution is set at 2%.

c. Subsidised Loan under the ANSEJ Programme Currently ANAD

This is a long-term loan intended to provide comprehensive financing for agricultural projects established under the youth employment programme. It is available to farmers between the ages of 19 and 35. The maximum age may be extended to 40 where the beneficiary is the project owner and undertakes to employ at least two people. This loan has the same characteristics as the loan provided under the CNAC programme.

Table 07: Types of State-Subsidised Agricultural Loans

Loan Type / Agency	Loan Nature & Age Group	Loan Amount	Loan Duration	Interest Rate	Personal Contribution	State Support
ANGEM	Mixed, < 18 years	1 Million DZD	8 Years	0%	1%	29%
CNAC	Investment, 30 – 50 years	1 Million DZD	8 Years	0%	1% (under 5 Million DZD) 2% (over 5 Million DZD)	29% (under 5 Million DZD) 28% (over 5 Million DZD)
ANSEJ	Investment, 19 – 35 years	10 Million DZD	8 Years	0%		

Source: Boumediene Zaoui, Bank Financing: Support and Development of the Agricultural Sector in Algeria—A Quantitative Approach, Faculty of Economics, Business and Management Sciences, specialisation in Public Economics and Management, University of Mascara, 2015–2016, p. 201.

3. Development of Agricultural Loans Granted by the Bank of Agriculture and Rural Development (BADR)

The Bank of Agriculture and Rural Development (BADR) grants loans from its own resources in various short-, medium- and long-term forms. The following table presents the development of agricultural lending:

Table 08: Development of Agricultural Loans, 2000–2023

Unit: DZD million

Year	Total loans	Year	Total loans	Year	Total loans
2000	78	2008	490	2016	791
2001	27	2009	136	2017	300
2002	25	2010	0,020	2018	0,857
2003	540	2011	844	2019	1,794
2004	312	2012	1,107	2020	794
2005	700	2013	1,250	2021	0,603
2006	021	2014	0,769	2022	2,219
2007	460	2015	076	2023	076s

Source: Prepared by the author on the basis of:

Arab Organization for Agricultural Development, Annual Book of Arab Agricultural Statistics, Vols. 37/2017 and 43/2023, Sudan, p. 123;

Zahia Keramtiya, “An Attempt to Evaluate Agricultural Sector Support Policy under the Reforms of the Third Millennium,” *Al-Ibdaa Journal*, No. 02/2012, University of Blida 2, Algeria, p. 9.

The data on the development of total agricultural lending in Algeria between 2000 and 2023 reveal several important indicators reflecting both the dynamics and the challenges of agricultural financing within the national agricultural sector. Starting from relatively low levels during the first decade of the twenty-first century, agricultural lending subsequently entered several periods of marked growth in financing expenditure and in the number of beneficiaries. This trend became particularly evident from 2010 onwards, when lending recorded considerable increases. In 2014, for example, total agricultural loans exceeded DZD 10 billion.

This expansion demonstrates the State's commitment to developing the agricultural sector. It can also be attributed to the loans provided through agricultural support agencies. Between 2011 and 2014, entrepreneurial initiatives flourished; however, substantial funds were disbursed without adequate monitoring of the channels through which they were spent.

The noticeable fluctuations in lending between certain years, including the decline recorded in 2020, can largely be attributed to the COVID-19 pandemic, which affected economic activity in general and agricultural financing in particular. This was followed by a gradual recovery in subsequent years, reflecting government efforts to stimulate agricultural lending through various support schemes, including the Rfig Loan Programme and investment loans intended to finance the development of agricultural projects.

The growth of agricultural lending also reflects a financial policy aimed at strengthening agricultural production and providing farmers with the liquidity required to meet the needs of cultivation and production, thereby contributing to national food security. Nevertheless, despite this growth, the agricultural sector's contribution to gross domestic product remains relatively limited. This indicates the persistence of structural challenges requiring the development of financing mechanisms and practices suited to the particular characteristics of the agricultural sector, the diversification of financial products and greater support for innovation.

Agricultural loans therefore constitute a fundamental pillar of Algeria's agricultural sector. However, more advanced strategies are required to ensure the sustainability of support, improve the efficiency of agricultural expenditure, increase productivity and enhance farmers' economic conditions.

Conclusion

With the beginning of the new millennium and the improvement of the country's security and financial conditions, Algeria was able to adopt new reforms and development programmes targeting various sectors, with agriculture receiving a significant share of attention. The National Agricultural and Rural Development Plan was first implemented, followed by the Agricultural and Rural Renewal Policy, which aimed to achieve food security and strengthen the agricultural economy. Together, these measures marked a period of genuine recovery for the sector.

Agricultural support gained increasing importance following the implementation of the National Plan. It encompassed support for production, investment and agricultural equipment. However, a notable gap emerged between the financial appropriations earmarked for support and the amounts actually disbursed, which reduced the effectiveness of these policies. A lack of effective support for agricultural exports was also observed, despite their importance in improving the trade balance and increasing foreign-currency earnings.

With regard to financing, responsibility for supporting the agricultural sector was entrusted to the Bank of Agriculture and Rural Development (BADR). The Bank provided farmers with a variety of subsidised loans intended to stimulate agricultural operations and investment, including the Rfig Loan and Federal Ettahadi loans. These were accompanied by credit facilities that encouraged the adoption of agricultural insurance. Such insurance helped

protect the interests of both the Bank and farmers, thereby strengthening the sustainability of agricultural financing and supporting agricultural development.

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