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# President's report

Proposed Ioan and grant to the Republic of Argentina for the Programme for Economic Insertion of Family Producers of Northern Argentina (PROCANOR)

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For: Approval

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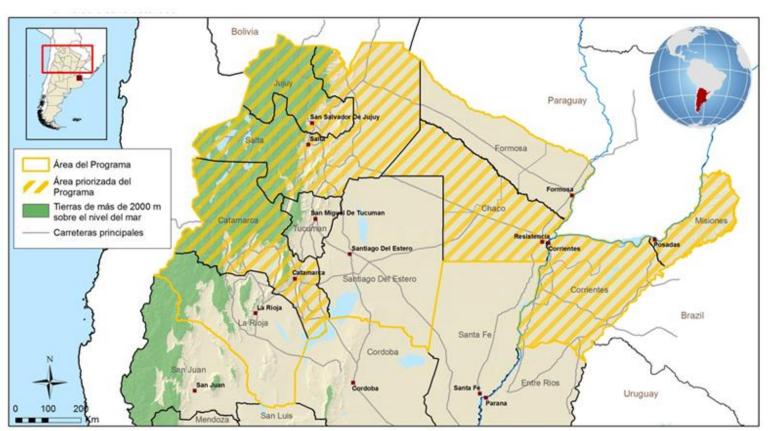
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# Map of the programme area

Republic of Argentina
Programme for Economic Insertion of Family Producers of Northern Argentina
(PROCANOR)



The designations employed and the presentation of the material in this map do not imply the expression of any opinion whatsoever on the part of IFAD concerning the delimitation of the frontiers or boundaries, or the authorities thereof.

IFAD Map compiled by IFAD | 30-06-2015

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# Republic of Argentina

# Programme for Economic Insertion of Family Producers of Northern Argentina (PROCANOR)

# Financing summary

Initiating institution: IFAD

**Borrower:** Republic of Argentina

**Executing agency:** Unit for Rural Change (UCAR)

Total programme cost: US\$39.18 million

Amount of IFAD loan: EUR 22.85 million (equivalent to approximately

US\$24.17 million)

Amount of IFAD grant: EUR 0.31 million (equivalent to approximately

US\$0.33 million)

**Terms of IFAD loan:** Ordinary: Maturity period of 18 years, including a grace

period of 3 years, with an interest rate per annum equal to 100 per cent of the IFAD reference interest rate

Contribution of borrower: US\$11.48 million

Contribution of beneficiaries: US\$3.21 million

Appraising institution: IFAD

Cooperating institution: Directly supervised by IFAD

# Recommendation for approval

The Executive Board is invited to approve the recommendation for the proposed loan and grant to the Republic of Argentina for the Programme for Economic Insertion of Family Producers of Northern Argentina (PROCANOR), as contained in paragraph 33.

# Proposed Ioan and grant to the Republic of Argentina for the Programme for Economic Insertion of Family Producers of Northern Argentina (PROCANOR)

# I. Strategic context and rationale

# A. Country, rural development and poverty context

- 1. Argentina is one of the largest economies in Latin America and one of the world's major producers of agricultural commodities, especially soybeans, maize and beef. In addition, there are some 251,000 family farms in the country. Many of these are run by poor families, the majority of whom live in the Greater North region. In 2010, 18 per cent of the rural population and 22 per cent of rural dispersed households had unmet basic needs. The provinces in Northern Argentina have the highest rural poverty rates in the country.
- 2. Poverty is especially severe in farming families, indigenous communities, rural working families and large families without fixed incomes. Youth unemployment is a serious problem in rural areas, and outmigration of young rural women is common.

# B. Rationale and alignment with government priorities and RB-COSOP

3. The Government of Argentina aims to reduce rural poverty through income generation based on sustainable agricultural production. The Unit for Rural Change (UCAR), of the Ministry of Agriculture, Livestock and Fisheries (MALF), has demonstrated the capacity to improve the performance of IFAD's portfolio, which is implemented within its country programme as an instrumental part of the public policy to support family farming. Specialized technical institutions cooperate with UCAR in this task.

# II. Programme description

# A. Programme area and target group

- 4. The programme is based on public policy priorities, lessons learned in the IFAD country programme and opportunities within the country to reduce rural poverty by integrating family farming into value chains. Its design leverages opportunities for building partnerships among agribusinesses, commercial enterprises and farmers' organizations. It will prioritize emerging and dynamic value chains: (i) quinoa; (ii) potatoes and ocas (Andean potatoes); (iii) chia; (iv) amaranth; (v) llama meat; (vi) llama and vicuña wool; (vii) yacón (a tuber); and (viii) horticulture. These value chains are characterized by market limitations and the increased participation of family farmers.
- 5. The programme area includes the 10 provinces of Argentina's Greater North: Catamarca, Chaco, Corrientes, Formosa, Jujuy, La Rioja, Misiones, Salta, Santiago del Estero and Tucumán, with activities concentrated in the provinces of Catamarca, Chaco, Corrientes, Jujuy, Salta and Misiones.
- 6. Beneficiaries will include men and women producers (including indigenous communities) engaged in the priority value chains and organized into producers' organizations. The programme will prioritize existing organizations and promote

incorporation of vulnerable groups, especially indigenous peoples, women and youth.

# B. Programme development objective

7. The programme's development objective is to improve sustainable integration of small-scale producers into value chains. The five-year programme aims to reach 8,000 families.

# C. Components and outcomes

- 8. The programme has four components:
  - Component 1: Development of inclusive markets. This component will strengthen development of dynamic, emerging value chains, with a focus on family producers and joint ventures between small producers' organizations and other private-sector actors. To develop markets for products, it will support market promotion, brand creation and certification of origin. It will also promote public procurement and the creation of market infrastructure. Moreover, it will develop human resources by funding: scholarships for the daughters and sons of family producers; training in business management, business alliances and strategic partnerships; and special training for government staff and producers' organizations.

In addition, the programme will develop technologies for smallholder producers, including adaptive research, prototyping of equipment, installation of laboratories and development of seed systems for quinoa and other Andean crops.

To develop markets for financial services, the component will carry out a study of rural financial markets, organize provincial workshops and provide resources to support requests for formal credit by producers' organizations. It will also support a study and pilot initiative on smallholder insurance.

In the framework of policy dialogue on value chains, the component includes studies on the priority value chains and support to regional forums at the cluster level that will facilitate interaction by value chain participants at the regional level.

- Component 2: Organizational strengthening. To improve the functioning of value chains, the programme will support participating organizations in the following ways:
  - (a) In the pre-investment phase, it will support preparation of participatory rapid diagnostics, institutional strengthening prior to the formulation of business plans and establishment of business alliances.
  - (b) In the investment phase, it will finance implementation of approved business plans, including physical assets, training and technical assistance, and organic and fair-trade certification. In the rural finance services sector, it will increase access to working capital through guarantee funds to obtain loans from financial institutions and revolving funds for direct credit. Land-use planning and tenure regularization activities will include participatory development of maps to illustrate local land tenure and resolve tenure issues.
- Component 3: Productive development. This component will strengthen the productive capacities of producer families within participating producers' organizations through investment in productive on-farm assets, technical assistance, training and farmer field schools in which trials are performed by producers' groups and guided by technicians.
- Component 4: Management and administration. This component includes programme management by UCAR and provincial management units. It will

include valid systems for planning, monitoring and evaluation, and knowledge management.

# III. Programme implementation

# A. Approach

9. The programme's operational strategy will be based on: (i) development of clusters in the emerging value chains; and (ii) business plans as the principal instruments for investments, technical assistance and training for producers' organizations.

# B. Organizational framework

- 10. UCAR will be responsible for programme implementation and will directly execute most activities in component 1 (including those designed to address market failures) and component 4. Provincial governments will be responsible for implementing components 2 and 3 through provincial management units, based on financing agreements with MALF. If necessary, UCAR may implement some component 2 and 3 activities. Beneficiary organizations will be responsible for developing and executing the business plans through participatory processes.
- 11. There will be ample opportunity for beneficiary participation in the programme. In the planning process, producers' organizations will participate in cluster-level forums to identify specific needs, define priorities and exchange ideas on policies related to value chains. They will be responsible for planning and implementing business plans, including procurement. Finally, they will monitor and evaluate the implementation of their business plans, which will provide the programme's system with data.

# C. Planning, monitoring and evaluation, learning and knowledge management

- 12. Planning will be based on defined goals and objectives. The programme's annual planning exercise will provide the flexibility necessary to implementation, in coordination with provincial authorities. At the cluster level, improvement plans will be prepared with the participation of provincial authorities, smallholder producers, private enterprises and public institutions.
- 13. For the programme's data and knowledge system, UCAR will apply results-based management methods that use an organizational matrix to manage the development of clusters and business plans. The system will be integrated into UCAR's existing management system, which allows the monitoring of physical progress based on data entered at the provincial level. A tracking sheet will facilitate analysis of information critical to measuring results. For impact evaluation, implementers will collect information from beneficiary households using a family questionnaire that includes IFAD's Results and Impact Management System (RIMS) survey. Institutional advancement will be tracked by monitoring the participating producers' organizations. Thematic studies will be carried out to analyse experiences in programme implementation.

# D. Financial management, procurement and governance

- 14. Financial management. MALF, through UCAR, will be responsible for the financial management of all programme resources, including flow of funds, disbursements, internal controls, accounting, financial reporting and audit. For programme implementation, UCAR will use its existing accounting system, which is satisfactory to IFAD. Funding for start-up costs may be used for early programme expenditures.
- 15. Flow of funds. IFAD loan and grant resources will be disbursed to two designated accounts in euro. From each designated account, funds will flow to the respective operational account denominated in Argentine pesos, which will be managed by UCAR. Provincial-level implementation units will open provincial operational accounts denominated in Argentine pesos.

- 16. Procurement. UCAR, the provincial management units and producers' organizations will carry out procurement on the basis of agreed procurement plans. Procurement of works, goods and services in the framework of business plans, and accounting for these expenditures, will be the responsibility of producers' organizations, with support from provincial units.
- 17. Audit. The programme's consolidated financial statements will be audited annually by the national auditor general in accordance with IFAD's Guidelines on Project Audits. All programme accounts will be audited, including all sources of funding. The scope of the audit will include visits to producers' organizations. Annual audit reports will be submitted to IFAD within six months of the end of each fiscal year.

# E. Supervision

- 18. The programme will be supervised directly by IFAD in accordance with the methodology agreed on by IFAD and UCAR. Initial supervision tasks include support for rapid programme start-up and set up of the accounting, planning, and monitoring and evaluation systems.
- F. Exception to IFAD's general conditions for agricultural development financing and operational policies
- 19. With respect to retroactive financing, expenses related to the clusters supporting priority value chains for activities beginning as of the date of negotiations will be considered eligible up to US\$500,000. For recognition, the borrower must submit the expenses to IFAD for reimbursement once the financing agreement has entered into force and disbursement conditions have been met.

# IV. Programme costs, financing, benefits

# A. Programme costs

20. The total cost for five years of implementation will be US\$39.2 million, including contingencies, of which: US\$7.7 million relates to the inclusive markets component; US\$18.7 million to organizational strengthening; US\$8.4 million to productive development; and US\$4.4 million to programme management and administration. Management costs make up 11 per cent of the programme cost. Costs include 8 per cent for contingencies with respect to price escalation for goods, services and operating expenses, and 0.3 per cent for physical contingencies with respect to goods and services.

## B. Programme financing

21. The programme will be financed by: (i) the Government, with a contribution of US\$11.5 million to cofinance support to the business plans of producers' organizations, operating expenses and staff salaries; (ii) IFAD, through a loan of US\$24.2 million and a grant of US\$330,000 for research and knowledge management; and (iii) beneficiaries, with in-kind contributions of US\$3.2 million to cofinance the business plans. Programme costs by component and expenditure category are presented in tables 1 and 2 below.

Table 1 **Programme costs by component and financier**(Thousands of United States dollars)

	IFAD loan		IFAD grai	nt	Governmer	overnment		Beneficiaries		
	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%
1. Development of inclusive markets	5 984	78	188	2	1 531	20	-	-	7 704	20
2. Organizational strengthening	11 586	62	-	-	4 720	25	2 364	13	18 670	48
3. Productive development	6 136	73	-	-	1 393	17	844	10	8 373	21
4. Management and administration	460	10	140	3	3 835	87	-	-	4 434	11
Total programme costs	24 166	62	328	1	11 479	29	3 208	8	39 181	100

Table 2 **Programme costs by expenditure category and financier**(Thousands of United States dollars)

	IFAD loan		IFAD gr	ant	Governr	nent	nt Beneficiaries		Total	
	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%
Grants (capitalization of producers' organizations)	16 616	65	-	_	5 837	23	3 208	13	25 661	66
2. Goods, services and inputs	3 512	90	-	-	396	10	-	-	3 908	10
3. Consultancies (technical assistance)	1 828	65	328	12	636	23	-	-	2 792	7
4. Training	1 444	100	-	-	-	-	-	-	1 444	4
5. Credit and guarantee funds	765	100	-	-	-	-	-	-	765	2
6. Salaries and allowances	-	-	-	-	3 742	100	-	-	3 742	10
7. Operating costs	=	-	-	-	869	100	-	-	869	2
Total programme costs	24 166	62	328	1	11 479	29	3 208	8	39 181	100

# C. Benefit summary and economic analysis

- 22. The programme will serve some 8,000 rural families (approximately 37,700 people), including 7,100 smallholder families and 900 on- and off-farm jobs. Smallholder producers, organized in approximately 119 producers' organizations, including 24 indigenous communities, will generate the programme's expected benefits.
- 23. The financial and economic evaluation indicates the activities' viability at farm and programme levels. The programme's internal rate of return is 24.3 per cent, and the net present value 364 million Argentine pesos.

### D. Sustainability

24. The programme's sustainability will be ensured by: (i) its choice of dynamic value chains for which there is sound market demand and in which participating producers have experience; (ii) its support to beneficiary organizations that will ensure sustainability after programme completion; (iii) the adaptive research integrated into component 1; (iv) the environmental, climate change adaptation, land tenure security and commercial certification measures to be integrated into the business plans; and (v) its support to sustainable rural finance services.

### E. Risk identification and mitigation

25. The programme's potential adverse impacts and risks of failing to achieve its objectives are limited. The main risks include: (i) political and institutional risks, which are low in view of the stable poverty-reduction policy framework in Northern Argentina and UCAR's track record in implementing poverty reduction programmes; (ii) possible delays in incorporating participating provinces into the programme, which will be mitigated by their early identification and participation in programme design; (iii) possible hesitance of private companies to join the programme – to be reduced by open communication and invitation to participate in the clusters; (iv) market risks, which are low by virtue of the selected value chains' dynamism and the reduction of both supply and marketing constraints; and (v) technological and climatic risks, which will be mitigated through local seed programmes,

technology development, adaptive research and support to the integration of climate-proof infrastructure into business plans.

# V. Corporate considerations

# A. Compliance with IFAD policies

26. The programme approach and implementation modalities are consistent with IFAD strategies and policies. They specifically support IFAD's fiduciary compliance and are aligned with the IFAD Strategic Framework 2011-2015 and the policies on rural finance, indigenous peoples, environment and natural resource management, gender equality and women's empowerment, and targeting.

# B. Alignment and harmonization

27. The programme is in line with government objectives and the Agri-Food and Agribusiness Strategic Plan (PEA<sup>2</sup>). It is also consistent with the recommendations of IFAD's 2010 country programme evaluation in seeking a programme approach, expanding the financial services available to smallholder producers and introducing the use of grants to boost knowledge management.

# C. Innovations and scaling up

28. The programme's innovations include: (i) focusing on dynamic value chains; (ii) bringing together smallholder producers, public institutions and private companies in clusters to plan the development of the value chains; (iii) integrating adaptive research into business plans; (iv) introducing sector-support activities such as seed programmes and technology development to enhance production and marketing processes; and (v) enabling access to a spectrum of rural finance services.

# D. Policy engagement

29. The programme will support development of public policies to support family farming in Argentina and beyond by generating and communicating evidence of the new approaches it applies. Best practices will be disseminated in coordination with IFAD's regional programme for the Common Market of the South (MERCOSUR), which is active in strengthening pro-poor policy in the region.

# VI. Legal instruments and authority

- 30. A financing agreement between the Republic of Argentina and IFAD will constitute the legal instrument for extending the proposed financing to the borrower/recipient. A copy of the negotiated financing agreement will not be tabled at this session. The Board is requested to approve the programme proposal subject to the completion of the negotiations of the financing agreement before the April 2016 session of the Executive Board. A copy of the negotiated financing agreement will be tabled at the April 2016 Executive Board session, as well as any substantive changes to the terms presented.
- 31. The Republic of Argentina is empowered under its laws to receive financing from IFAD.
- 32. I am satisfied that the proposed financing will comply with the Agreement Establishing IFAD and the Policies and Criteria for IFAD Financing.

# VII. Recommendation

33. I recommend that the Executive Board approve the proposed financing in terms of the following resolutions:

RESOLVED: that the Fund shall provide a loan on ordinary terms to the Republic of Argentina in an amount equivalent to twenty-two million eight hundred and fifty thousand euros (EUR 22,850,000), and upon such terms and conditions as shall be substantially in accordance with the terms and conditions presented herein.

RESOLVED FURTHER: that the Fund shall provide a grant to the Republic of Argentina in an amount equivalent to three hundred and ten thousand euros (EUR 310,000), and upon such terms and conditions as shall be substantially in accordance with the terms and conditions presented herein.

Kanayo F. Nwanze President Appendix I EB 2015/116/R.41/Rev.1

# Negotiated financing agreement

(To be tabled at the Executive Board session in April 2016)

Supuestos y

riesgos

Métodos de

verificación

# Logical framework

Jerarquía de objetivos

		Verificación	Hesgus
FIN Contribuir a la reducción sostenible de la pobreza rural del Norte Grande	<ul> <li>6.400 (80% de 8.000) hogares rurales han incrementado sus activos</li> <li>5.600 (70% de 8.000) hogares rurales participantes en las cadenas de valor incrementan sus ingresos en al menos 30% respecto de la línea de base</li> </ul>	Evaluación del proyecto basada en línea de base y de terminación	Estabilidad económica Continuo enfoque en la AF en la
OBJETI VO DE DESARROLLO  Mayor inserción de pequeños productores en cadenas de valor en condiciones beneficiosas y sostenibles	900 nuevos puestos de trabajo generados dentro y fuera de la finca (transitorios o permanentes), e los cuales por lo menos el 30% incorpora jóvenes de ambos sexos y el 40% mujeres (RIMS .5.1)  Calificación 5/6 para: Sostenibilidad de los grupos de comercialización formados (RIMS 2.4.4)  95 organizaciones de productores (OPs) que participan en las cadenas continúan trabajando juntas después del 3er año de ejecución  70 OPs adquieren un nivel de autosuficiencia financiera después del 3er año de ejecución 4.970 hogares de productores, que participan en las cadenas priorizadas, aumentan el volumen físico de ventas en 20% en las diferentes cadenas que participan	(incluyendo encuesta RIMS)  Estudios Cadena de valor  Estadísticas nacionales y provinciales (censo agrícola, registro de la agricultura familiar,)	política nacional  Evolución positiva de los precios y cadenas siguen dinámicas Firma tempestiva de los convenios de ejecución con Gobiernos Provinciales
Componente 1. Desarro	llo de Mercados Incluyentes		
Efecto 1.1: Limitaciones en cadenas de valor priorizadas por el programa reducidas	<ul> <li>Calificación 5/6 Eficacia: Productores que se benefician de un acceso a los mercados mejorado (RIMS 2.4.1)</li> <li>2.000 familias se benefician de un mejor acceso al mercado a través de: compras públicas, alianzas estratégicas, ferias, etc.</li> <li>400 familias que bajan sus riesgos ambientales a través de programas piloto de seguros (equivalente a RIMS 2.6.4)</li> </ul>	Estadísticas nacionales y provinciales (censo agrícola, registro de la agricultura familiar,) - Sistema de S&E del Programa	Evolución positiva de los precios y cadenas siguen dinámicas Firma de los
Producto 1.1:  Mercados de productos, tecnologías apropiadas a los pequeños productores, mercados financieros y recursos humanos fortalecidos	<ul> <li>95 OPs participan en ferias de promoción (nacionales o regionales) con productos de cadenas priorizadas</li> <li>6 inversiones en instalaciones y locales de comercialización (ferias) de la Agricultura Familiar (RI MS 1.4.3)</li> <li>6 programas piloto de compras públicas funcionando</li> <li>200 jóvenes completan tecnicaturas y cursos cortos sobre temas relevantes para las cadenas de valor priorizadas, de los cuales 50% son mujeres (RI MS 1.5.2)</li> <li>10 equipamientos tecnológicos instalados (6 prototipos y 4 laboratorios), adaptados a las necesidades de productores familiares</li> <li>6 proyectos de investigación adaptativa (de 3 años de duración por cadena de valor) implementados</li> <li>1 estudio realizado sobre mercados financieros rurales (incluye diagnóstico de seguros)</li> <li>1 programa piloto de seguros contra riesgo climático para las cadenas de valor priorizadas implementado</li> </ul>		convenios de ejecución con los Gobiernos Provinciales en tiempos adecuados

Indicadores claves y metas al final del Programa

		1	
Jerarquía de objetivos	Indicadores claves y metas al final del Programa	Métodos de verificación	Supuestos y riesgos
Efecto 1.2: Desarrollo participativo de las cadenas de valor	<ul> <li>50 OPs participan regularmente en mesas de diálogo (foros) sobre políticas orientadas a cadenas de valor</li> <li>10 Planes de Mejora Competitiva (PMC) desarrollados en forma participativa</li> </ul>	Sistema de S&E del Programma	Se ofrece espacio de decisión a los foros de las cadenas de valor priorizadas.
Producto 1.2: Creación de capacidades para el desarrollo participativo de las cadenas de valor	<ul> <li>6 estudios realizados sobre cadenas de valor priorizadas</li> <li>24 técnicos (personal de la UCAR de las UEPs y coordinadores locales de clústeres) capacitados en la estrategia operativa de clústeres (RIMS 1.6.1)</li> </ul>		
Componente 2: Fortaleo	cimiento de las organizaciones		
Efecto 2.1: Organizaciones fortalecidas y con capacidad productiva, logística y comercial  Producto 2.1: Planes de negocios funcionando	<ul> <li>Calificación 5/6: Probabilidad de Sostenibilidad de las Empresas (RIMS 2.5.2)</li> <li>95 OPs fortalecidas en términos organizacionales, de gestión y de servicios funcionan después del 3er año de financiamiento</li> <li>Calificación 5/6: Probabilidad de Sostenibilidad de los Grupos de Ahorro y Crédito formados o reforzados (RIMS 2.3.1)</li> <li>42 OPs (80% de 52) que administraron Fondos Rotatorios, mantienen su capitalización a valor producto al 3er año de financiado el proyecto</li> <li>106 OPs (90% de las 119 previstas) mantienen una cartera de crédito a sus socios con una mora por debajo del 5% a 30 días (RIMS 2.3.3)</li> <li>10 empresas mixtas creadas (capital de riesgo)</li> <li>135 OPs cuentan con un Diagnóstico Rápido Participativo (DRP)</li> <li>119 OPs llevan a cabo un plan de negocios (PN) (RIMS 1.4.6)</li> <li>8.000 personas (7.100 productores de la AF y 900 trabajadores asalariados) perteneciendo a las OPs desarrollan actividades comerciales (RIMS 1.4.5)</li> <li>52 fondos rotatorios gestionados eficientemente por igual número de OPs</li> <li>45 OPs acceden a capital de trabajo por medio de instituciones financieras</li> </ul>	Evaluación del proyecto basada en línea de base y de terminación (incluyendo RIMS) Sistema de S&E del Programa	Mapeo correcto y diagnóstico correcto de cada situación organizacional.  Metodologías participativas adecuadas y aplicadas que aseguren participación de las OPs y de sus socios.
	30 OPs reciben asesoramiento en materia de situación dominial		
Componente 3. Desarro			
Efecto 3: Productividad, calidad y volúmenes de producción de las OPs sostenibles	de		Los procesos de transferencia y adaptación tecnológicas son apropiados a los
Producto 3: Inversiones productivas funcionando y asistencia técnica provista	<ul> <li>2.120 productores y productoras reciben activos productivos intraprediales</li> <li>7.100 productores capacitados en producción agrícola o ganadera (RIMS 1.2.2 y 1.2.3)</li> </ul>	Revisión de medio termino  Sistema de S&E del Programa	pequeños productores.