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الاستثمار في السكان الريفيين

جمهورية ليبيريا
برنامج الفرص الاستراتيجية القطرية
2024-2020

مذكرة إلى السادة ممثلي الدول الأعضاء في المجلس التنفيذي

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فريق إنجاز برنامج الفرص الاستراتيجية القطرية

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خريطة العمليات التي يمولها الصندوق في ليبيريا



إن التسميات المستخدمة وطريقة عرض المواد في هذه الخريطة لا تعني التعبير عن أي رأي كان من جانب الصندوق فيما يتعلق بتحديد الحدود أو الترخوم أو السلطات المختصة بها.
 المصدر: الصندوق الدولي للتنمية الزراعية | 2019-09-04



موجز تنفيذي

- 1- تعد ليبريا من أكثر البلدان تأخرا في مجال التنمية البشرية، حيث يبلغ ترتيبها 181 من بين 189 بلدا على مستوى العالم. وبالرغم من الارتفاع الكبير في نمو الناتج المحلي الإجمالي خلال السنوات التي تلت الحرب الأهلية، يمر الاقتصاد حاليا بحالة من الكساد، حيث بلغ النمو 1.7 في المائة عام 2018 ويُتوقع بلوغه 0.4 في المائة فقط في عام 2019.
- 2- ولا تزال ليبريا من البلدان الهشة، وهو ما يعود في الأساس إلى الحرب الأهلية المطولة (1989-2003)، وتفشي وباء الإيبولا (2014-2015)، ومحدودية قدرات الإدارة العامة. ويعد الأمن الغذائي وسوء التغذية من الشواغل المهمة.
- 3- وتمثل الزراعة سبيل العيش الرئيسي بالنسبة لسكان الريف. غير أن قطاع الزراعة يعاني من محدودية الموارد المالية، حيث يبلغ نصيبه من الميزانية الوطنية 2 في المائة فقط. علاوة على ذلك، يصعب للغاية تنمية القطاع نتيجة التأخر في اعتماد مكونات مهمة في الإطار التنظيمي، وفقر البنية التحتية، وعدم كفاءة السياسات التجارية، وضعف القطاع الخاص، وعدم استغلال سلاسل القيمة على النحو الأمثل. ومن خلال التصدي للاختناقات المزمناة في سلاسل القيمة الزراعية، يمكن معالجة الوضع الحالي لزراعة أصحاب الحيازات الصغيرة المتمثل في تدني مستويات الإنتاجية والإنتاج والربحية.
- 4- ويوجد المزيد من التحديات المهمة التي تعيق تنمية البلاد، والتي تتمثل في عدم المساواة بين الجنسين وبطالة الشباب وتغير المناخ.
- 5- وفي عام 2018، أطلقت الحكومة جدول أعمال الرخاء والتنمية المناصر للفقراء للفترة 2018-2023، والذي يمثل الاستراتيجية الأساسية للحد من الفقر في ليبريا، ويقر بأهمية الاستثمار في قطاع الزراعة من أجل تعزيز التحول الهيكلي للاقتصاد - بما في ذلك التحول من زراعة الكفاف إلى الزراعة التجارية من خلال سلاسل القيمة المستهدفة، مثل الأرز والكاسافا والبستنة والكاكاو ونخيل الزيت.
- 6- ويغطي برنامج الفرص الاستراتيجية القطرية الجديد للفترة 2020-2024، ويستند إلى جدول أعمال الرخاء والتنمية المناصر للفقراء، كما يتسق مع الجيل الثاني من "خطة الاستثمار في القطاع الزراعي في ليبريا 2". كذلك يتسق مع إطار الأمم المتحدة للتعاون في مجال التنمية المستدامة الذي تم وضعه بالتوازي مع برنامج الفرص الاستراتيجية القطرية.
- 7- واستنادا إلى النتائج التي خلصت إليها المشاورات بشأن برنامج الفرص الاستراتيجية القطرية، تتمثل الغاية الشاملة من برنامج الفرص الاستراتيجية القطرية للفترة 2020-2024 في زيادة فرص الدخل والتوظيف المتاحة للرجال والنساء في المناطق الريفية، مع تعزيز القدرة على الصمود في مواجهة تغير المناخ وعدم الأمن الغذائي.
- 8- وفيما يلي الأهداف الاستراتيجية لبرنامج الفرص الاستراتيجية القطرية:
 - (1) تعزيز أداء وشمول سلاسل القيمة التي تتيح فرصا للعمل وتكوين الثروات والأمن الغذائي لسكان الريف، بما في ذلك الأسر الفقيرة والنساء والشباب.

(2) المساهمة في إتاحة بيئة مواتية لتنمية السياسات المناصرة للفقراء وتعزيز قدرة القطاع العام في ليبيا على توفير الخدمات لفقراء الريف.

9- وسيتم تعميم عدد من القضايا الجامعة المهمة من خلال هذين الهدفين الاستراتيجيين العامين، مثل التمايز بين الجنسين والشباب وذوي الاحتياجات الخاصة وتغيير المناخ والتغذية.

10- وخلال الفترة التي يغطيها برنامج الفرص الاستراتيجية القطرية، سينخرط الصندوق في المجالات الثلاثة التالية من خلال مبادرات فعالة لتعزيز التعاون بين بلدان الجنوب والتعاون الثلاثي: (1) السياسة والتسيير والإطار التنظيمي؛ (2) تحسين سلاسل القيمة من خلال تعزيز القطاع الخاص؛ (3) دعم المراكز البحثية والمؤسسات.

جمهورية ليبيريا برنامج الفرص الاستراتيجية القطرية

أولاً - السياق القطري وجدول أعمال القطاع الريفي: التحديات والفرص الرئيسية

- 1- تواجه ليبيريا تحديات إنمائية معقدة وتعاني من هشاشة مجتمعية مزمنة في عدد من الجوانب المهمة بدءاً من السياسة الاقتصادية الكلية وحتى القدرات المؤسسية. وتتضمن المشكلات التي تواجه الاقتصاد التركيز الكبير في هيكل التصدير، وضيق قاعدة الإيرادات، والاعتماد الكبير على المساعدات الأجنبية، والعجز المالي الهيكلي. وفي سبيل التحول إلى نموذج اقتصادي قادر على تحقيق نمو في الناتج المحلي الإجمالي يمكن الاعتماد عليه في توليد تحسن واسع النطاق في مؤشرات الفقر والتنمية الاجتماعية، يتعين بناء رأس المال البشري، وتعزيز الإنتاجية، وتوفير فرص عمل جديدة بوتيرة سريعة، وزيادة الصلابة الاجتماعية-الاقتصادية، وتحسين جودة التسيير، وزيادة القدرات المؤسسية. وتستلزم مواجهة هذه التحديات تنفيذ تدخلات سياسية جيدة التصميم والتنسيق وفق تسلسل ملائم.
- 2- وتعد الآفاق الاقتصادية ضعيفة. فحسب تقرير مشاورات المادة الرابعة لعام 2019 الصادر عن صندوق النقد الدولي، لا يزال من الصعب تحقيق الاستقرار الاقتصادي الكلي. ويقدر النمو لعام 2018 بنسبة 1.2 في المائة، بينما تم تخفيض تنبؤات النمو لعام 2019 في ضوء السياسات الحالية إلى 0.4 في المائة مقابل 4.7 في المائة. وارتفع التضخم ارتفاعاً سريعاً إلى 23.4 في المائة في عام 2018، ويتوقع صندوق النقد الدولي أن يظل معدل التضخم ثابتاً على هذا المستوى خلال عام 2019. ويرجع ارتفاع التضخم في جزء كبير منه إلى تدهور سعر صرف الدولار الليبيري مقابل الدولار الأمريكي، وهو ما يرجع بدوره إلى العجز الكبير في المالية العامة (أعلى من 5 في المائة من إجمالي الناتج المحلي) والحساب الجاري (أعلى من 20 في المائة من إجمالي الناتج المحلي).
- 3- ويفترض السيناريو الأساسي الذي يقوم عليه برنامج الفرص الاستراتيجية القطرية أن نمو إجمالي الناتج المحلي الحقيقي سيبلغ في المتوسط أقل من 1 في المائة خلال الفترة 2020-2024، مما سيؤدي إلى ارتفاع كبير في أعداد الفقراء. ووفقاً للسيناريو المتفائل، يرتفع نصيب الفرد من الدخل الحقيقي، ويُرجح أن يرتفع بالتالي نصيب ليبيريا من نظام تخصيص الموارد على أساس الأداء في إطار التجديد الثاني عشر لموارد الصندوق. أما السيناريو المتشائم، فيشير إلى ارتفاع خطر تعليق أنشطة الإقراض.
- 4- وتتفاقم مواطن الهشاشة التي يعاني منها البلد بسبب حالة عدم المساواة المترسخة بين الأقاليم والجنسين والمجموعات الاجتماعية. إذ تأتي ليبيريا في المرتبة 181 من بين 189 بلداً على مؤشر التنمية البشرية الصادر عن برنامج الأمم المتحدة الإنمائي. وتحظى النساء في ليبيريا بفرص أقل في الحصول على التعليم والوظائف، ولكنهن يضطعن بدور أساسي في الزراعة ورعاية الأطفال. ويبلغ مؤشر التنمية الخاص

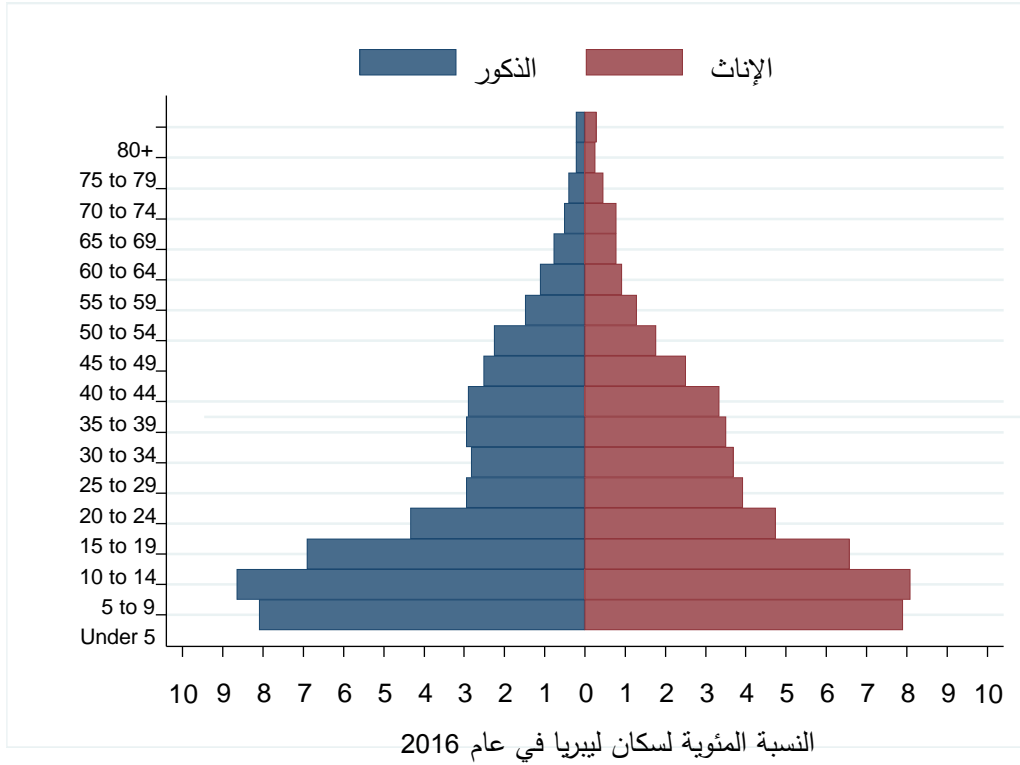
- بالتمايز بين الجنسين 0.846، وهو يقيس درجة عدم المساواة في التنمية البشرية.¹ وتعاني النساء في المعتاد من عدم المساواة في المشاركة في صنع القرارات المتعلقة بشؤون الأسرة والمجتمع.
- 5- وتعد النساء أيضا الضحية الرئيسية لأعمال العنف الناتجة عن التمايز بين الجنسين، مما يسهم في زيادة الفقر. وقد وضعت الحكومة سياسة ملائمة ومجموعة من الاستراتيجيات ذات الصلة لمواجهة المشكلات المتصلة بأعمال العنف الناتجة عن التمايز بين الجنسين، ولكنها لا تزال تواجه تحديات في تنفيذها.
- 6- وترتفع معدلات الفقر ارتفاعا كبيرا في المناطق الريفية عنها في المراكز الحضرية، وتعكس مؤشرات الفقر غير النقدية، كإمكانية الحصول على الخدمات العامة، تفاوتًا حادًا بين المناطق الريفية والحضرية وبين الجنسين. وقد تم تحسين مصادر المياه وخدمات الصرف الصحي والكهرباء وزيادة فرص الحصول عليها، ولكن الأسر الأكثر ثراء في المناطق الحضرية لا تزال هي المستفيد الأكبر من ذلك. وبالرغم من أن الأقاليم الأكثر بعدا في ليبيريا تتمتع بإمكانات اقتصادية هائلة، فإنها لم تتل نصيبا كافيا من التنمية حتى الآن، وتمثل شبكة الطرق المحدودة والمتهاكة عائقا كبيرا أمام النمو في المناطق النائية.
- 7- ويمثل الشباب فئة عمرية كبيرة في ليبيريا، مما يزيد من الطلب على الوظائف والأراضي الزراعية والبنية التحتية والخدمات العامة. فتسعين في المائة من السكان تقل أعمارهم عن 35 عاما، بينما يمثل السكان في عمر العمل (15 إلى 64 عاما) 52.6 في المائة. ويوضح الهرم الديموغرافي أثر الحرب التي أودت بحياة الكثير من الرجال، حيث تمثل المرأة الغالبية العظمى من السكان في الفئة العمرية من 20 عاما إلى 40 عاما.² ويعيق العجز الكبير في عدد الشباب الذين يتوافر لديهم مستوى كاف من التعليم والمهارات الوظيفية نمو الإنتاجية. فأكثر من نصف القوى العاملة لم يستكملون تعليمهم الابتدائي، وتعد معدلات الإلمام بالقراءة والكتابة من بين أقل المعدلات على مستوى العالم.

¹ راجع تقرير برنامج الأمم المتحدة الإنمائي لعام 2018. أدلة التنمية البشرية ومؤشراتها: التحديث الإحصائي لعام 2018. مذكرة لإحاطة البلدان بالتحديث الإحصائي لعام 2018، ليبيريا.

² راجع LISGIS, 2017. HIES.

الشكل 1:

الهرم الديمغرافي في ليبيريا



- 8- وتعد ليبيريا من البلدان التي تصنف في المستوى المتوسط من انعدام الأمن الغذائي حسب شبكة نظام الإنذار المبكر عن المجاعات. ويعاني 35 في المائة من الأطفال دون سن الخامسة من النقرم، كما يعاني 34.7 في المائة من النساء من الأنيميا.³ وتبلغ نسبة عدم الأمن الغذائي في المناطق الريفية 58.8 في المائة مقابل المتوسط الوطني البالغ 51.2 في المائة.
- 9- وسيكون من الضروري تنمية الزراعة من أجل تعزيز الأمن الغذائي، وتسريع وتيرة الحد من الفقر، والحفاظ على الاستقرار. ويعمل بالقطاع حوالي 80 في المائة من سكان ليبيريا، وتمثل النساء أكثر من نصف القوة العاملة بالقطاع. ويمكن أن يكون لرفع مستوى الدخل الريفية تأثير كبير في التعجيل بتحسين نتائج صحة والتعليم، كما يمكن من خلال تعزيز قطاع الزراعة الحد من الاعتماد على الواردات الغذائية وزيادة الأمن الغذائي وتقوية ميزان المدفوعات.
- 10- وتواجه التنمية الزراعية الكثير من التحديات، بما في ذلك:
- (1) عدم كفاية البنية التحتية - عدم كفاية شبكة الطرق وكهرباء الطرق والمخازن ومرافق التخزين.
 - (2) محدودية فرص الحصول على التمويل - تقرض المصارف التجارية على المزارعين أسعار فائدة مرتفعة وأجال إقراض قصيرة.

- (3) **عدم كفاية البحوث الزراعية** - يفتقر المعهد المركزي للبحوث الزراعية إلى التمويل اللازم للاستعانة بعلماء مؤهلين في مجال البحوث وتوفير النتائج البحثية للمزارعين ورواد المشروعات الزراعية.
- (4) **ضعف نظام الإرشاد الزراعي** - يبلغ عدد المزارعين المستفيدين من خدمات الإرشاد العامة والخاصة 3.4 في المائة فقط من مجموع المزارعين، وتفتقر هذه الخدمات إلى التنسيق اللازم.
- (5) **ضعف نظام حقوق ملكية الأراضي** - يعد الحصول على صكوك ملكية الأراضي والصكوك الآمنة بوجه عام أمرا صعب بالرغم من أن قانون حقوق الأراضي لعام 2018 تم اعتماده بغرض تحديد مختلف فئات الأراضي وزيادة فرص الحصول على حقوق ملكية الأراضي وضمان هذه الحقوق.
- (6) **محدودية القدرات البشرية والتقنية** - يوجد نقص في القدرات البشرية والتقنية في جميع مراحل سلاسل القيمة الزراعية ولدى الهيئات الحكومية والبحثية المتعانة.

11- وسيكون للتدابير التي تتخذها الحكومة لتحويل الموارد الطبيعية إلى ثروات دور كبير في تحديد ما إذا كانت الثروات الطبيعية في ليبيريا ستصبح مصدرا للديناميكية الاقتصادية أم محركا للصراعات. إذ تسهم النزاعات القائمة بشأن الموارد الطبيعية والأراضي في زيادة التوترات الاجتماعية والاقتصادية الجارية. غير أنه توجد حاجة إلى المشروعات الإنتاجية التي تتطلب استثمارات تقنية أو مالية لمواجهة معوقات النمو والتنمية المستقبليين بكفاءة. ومن الضروري انخراط المواطنين لتعزيز هذه الجهود، إلى جانب أهمية المؤسسات والإجراءات التي يمكن للحكومة والمؤسسات الاستثمارية والمجتمعات المحلية من خلالها خدمة مصالحها والتفاوض من أجل التوصل إلى نهج مشترك لإدارة الموارد.

ثانيا - الإطار السياساتي والمؤسسي للحكومة

- 12- في عام 2018، أطلقت حكومة ليبيريا جدول أعمال الرخاء والتنمية المناصر للفقراء للفترة 2018-2023 والذي يقر بأهمية قطاع الزراعة في التحول الهيكلي للاقتصاد، بما في ذلك من خلال التحول من زراعة الكفاف إلى الزراعة التجارية في سلاسل القيمة المهمة مثل الأرز والكاسافا والبستنة والكاكاو ونخيل الزيت.
- 13- ويغطي الجيل الثاني من "خطة الاستثمار في القطاع الزراعي في ليبيريا 2" للفترة 2018-2023 خمسة مكونات استراتيجية وأهداف سياساتية مهمة متداخلة: (1) الأمن الغذائي والتغذوي؛ (2) تنمية سلاسل القيمة التنافسية والروابط السوقية؛ (3) الإرشاد الزراعي والبحوث والتنمية؛ (4) الإدارة المستدامة للإنتاج والموارد الطبيعية؛ (5) التسيير وتعزيز المؤسسات. وتركز الخطة على سبع سلاسل قيمة: الأرز والكاسافا والبستنة ونخيل الزيت والكاكاو والمطاط والثروة الحيوانية.
- 14- وتسترشد ليبيريا في جهودها لمواجهة تغير المناخ بالسياسة الوطنية لعام 2018 واستراتيجية مواجهة تغير المناخ. وحسب مساهمات ليبيريا المحددة وطنيا لعام 2015 في اتفاقية باريس، يصنف البلد كبلد كبلوغة كربون صافية، مما يؤكد على أهمية القطاع الزراعي في التخفيف من حدة تغير المناخ والتأقلم معه. وتركز تدابير التخفيف المتضمنة في المساهمات المحددة وطنيا على الطاقة المتجددة وكفاءة الطاقة. وبالمثل، تتضمن خيارات التأقلم تنمية المحاصيل المقاومة لتغير المناخ، والإدارة المستدامة للغابات، وتنفيذ نظم مصائد ذكية مناخيا.

ثالثا - انخراط الصندوق: الدروس المستفادة

15- استأنف الصندوق عملياته في ليبيريا عام 2009 عقب توقف دام 20 عاما. وتوجد حاليا أربعة مشروعات في ليبيريا:

- (1) مشروع الإرشاد الخاص بالمحاصيل الشجرية الذي حصل على تمويل من الصندوق بقيمة إجمالية بلغت 22 مليون دولار أمريكي ومنحة من برنامج التأقلم لصالح زراعة أصحاب الحيازات الصغيرة بقيمة 4.5 مليون دولار أمريكي. ويهدف المشروع إلى تعزيز إدماج أصحاب الحيازات الصغيرة في سلسلة قيمة الكاكاو في إقليم نيمبا؛
- (2) المرحلة الثانية من مشروع الإرشاد الخاص بالمحاصيل الشجرية الذي تبلغ تكلفته الإجمالية 23.8 مليون دولار أمريكي، ويركز على إقليم لوبا؛
- (3) مشروع تمويل المجتمعات الريفية الذي يتضمن قرضا بقيمة 5.5 مليون دولار أمريكي ومنحة بقيمة 0.5 مليون دولار أمريكي من الصندوق، ويهدف إلى زيادة فرص حصول فقراء الريف على الخدمات المالية من خلال مؤسسات تمويل المجتمعات الريفية؛
- (4) مشروع تحويل زراعة أصحاب الحيازات الصغيرة وإعادة تنشيط الأعمال الزراعية الذي يديره البنك الدولي ويشترك الصندوق في تمويله (23 مليون دولار أمريكي)، ويدعم دمج مزارعي الحيازات الصغيرة في سلاسل قيمة الأرز والبستنة ونخيل الزيت.

16- وتم تنفيذ هذه العمليات استنادا إلى مذكرة الاستراتيجية القطرية التي تغطي عامي 2017 و2018، وتم تمديدها لمدة 12 شهرا إضافية لإتاحة فرصة أفضل للتخطيط والاتساق مع جدول أعمال التنمية الجديد لليبيريا.

17- وفيما يلي بعض الدروس الأساسية المستفادة من حافظة مشروعات الصندوق:

- (1) يُرجح أن يواجه البلد تحديات واضطرابات غير متوقعة بسبب طبيعته الهشة. فقد أعاقت أزمة الإيبولا في 2014-2015 تنفيذ برنامج الفرص الاستراتيجية القطرية الأول في ليبيريا (2011-2015). وتأثر تنفيذ مذكرة الاستراتيجية القطرية بتغيير الحكومة عام 2018 الذي نتج عنه العديد من التغيرات في العاملين والعمليات. وأثرت هذه الأحداث تأثيرا سلبيا على تنفيذ المشروعات المقررة وأداء المشروعات الجارية.
- (2) يعاني القطاع العام من ضعف القدرات بسبب محدودية القدرات التقنية وارتفاع معدل دوران العمالة ومحدودية حجم الميزانيات وضعف التنسيق بين الوزارات. ونتيجة لذلك، يواجه الصندوق تكاليف مرتفعة على المعاملات، ويسهم في ارتفاعها كذلك عدم وجود مكتب قطري للصندوق في ليبيريا.
- (3) يتعين تقليل الفاصل الزمني بين الموافقة على المشروعات واستهلالها. فقد تأخر تنفيذ حافظة مشروعات الصندوق التي تمت الموافقة عليها منذ عام 2010 لمدة عامين تقريبا من تاريخ الموافقة وحتى تاريخ صرف الدفعة الأولى. ويمكن عزو هذا التأخير جزئيا إلى عملية التصديق البرلماني الطويلة، وكذلك إلى المدة الطويلة التي يستغرقها إنشاء وحدة تنفيذ المشروع. ولمعالجة مشكلة

الفاصل الزمني بين الموافقة وصرف الدفعة الأولى، ستعمل وحدة تنفيذ المشروع عن كثب مع وزارة الزراعة، ومكتب وزير الدولة للشؤون الرئاسية، ورؤساء اللجان الدائمة للزراعة والحراجة والمصايد في السلطة التشريعية، لضمان التعجيل بالتصديق على المشروعات.

(4) ودون اتخاذ تدابير استهداف واضحة، من الممكن أن يسبق ركب التنمية الأسر التي ترأسها النساء والشباب وذوي الاحتياجات الخاصة. ويمثل دمج النساء والشباب وذوي الاحتياجات الخاصة في الاقتصاد أهمية كبيرة لمسيرة التنمية في ليبيا. وبدون بذل جهود واضحة في هذا الصدد، لن تسنح للشباب والأسر التي ترأسها النساء سوى فرص محدودة في المناطق التي يسيطر فيها الرجال على الأنشطة المجتمعية. وقد أكدت التقييمات السابقة، مثل تقييم أداء مشروع دعم تنشيط محاصيل الأشجار لصالح أصحاب الحيازات الصغيرة في عام 2019 الذي أجراه مكتب التقييم المستقل في الصندوق، على أهمية استهداف سلاسل القيمة التي تشارك فيها نسبة كبيرة من النساء، حيث أشارت إلى أن النساء عادة ما تساهم بقدر أكبر من العمل في إنتاج المحاصيل الغذائية، لا سيما الخضروات، مقارنة بالمحاصيل النقدية.

(5) من شأن عدم المساواة بين الجنسين الحد من استفادة الشباب والنساء من الفرص والإمكانات التي تتيحها المشروعات، كما يؤثر أيضا على التقدم الاجتماعي والاقتصادي للأسر ويزيد من الهشاشة. وحسب المعايير التي تقوم على التمايز بين الجنسين، عادة ما يكون الرجال هم المستفيدين الرئيسيين من التدخلات الإنمائية. وقد ثبت أن استخدام المنهجيات التي تشجع التخطيط المشترك لشؤون الأسرة وتجنب عدم المساواة في السلطات داخل الأسر، مثل نظام تعلم العمل بشأن القضايا الجنسانية، يساهم في تمكين النساء وتشجيع تقدم الأسر اجتماعيا واقتصاديا.

(6) تنمية سلاسل القيمة. يشير تقييم أداء مشروع دعم تنشيط محاصيل الأشجار لصالح أصحاب الحيازات الصغيرة الذي تم إجراؤه عام 2019 إلى أن المشروع ركز أساسا على المعوقات التي تواجه عمليات الإنتاج الرئيسية، مما حد من إمكانية التدخل على مستوى العمليات المتممة للإنتاج لتيسير إبرام العقود بين التعاونيات وإحدى شركات القطاع الخاص. ونظرا لضيق نطاق التركيز، لم يتمكن المشروع من إزالة المعوقات في مختلف مراحل سلسلة القيمة، وكان تأثيره محدودا بالتالي. لذلك سيكون نطاق تركيز مشروعات الصندوق خلال الفترة 2020-2024 على تنمية سلاسل القيمة أوسع نطاقا.

18- وإلى جانب هذه الدروس ونظرا لهشاشة الأوضاع في ليبيا، سينتهج الصندوق نهجا مختلفا من خلال تطبيق المبادئ التالية:

- (1) عمليات بسيطة ومركزة يمكن تكيفها مع الظروف المتغيرة من أجل معالجة أوجه الهشاشة. وينبغي أن تكون المشروعات مرنة وقادرة على التكيف بما يمكنها من سرعة مواجهة التحديات والاضطرابات غير المتوقعة التي تتسم بها البلدان ذات الأوضاع الهشة.
- (2) من الضروري العمل مع شركاء التنمية الآخرين من أجل زيادة فعالية المشروعات وكفاءتها. ومن اللازم المتابعة عن كثب والاستمرار في تقديم الدعم بدءا من استهلال المشروع ولحين إنجازه.

ويمكن القيام بذلك من خلال التعاون مع أحد شركاء التنمية الذين لديهم مكتب في مونروفيا لضمان المتابعة المستمرة.⁴

- (3) يمثل انخراط المواطنين جهداً مستمراً، ولا يمكن اعتباره عملية محددة المدة. وستكون الشفافية هي المحور الأساسي الذي يُستند إليه في تنفيذ المشروع وإجراء الحوارات السياساتية. وفي المراحل المبكرة من المشروعات، تتعين توعية الأطراف المعنية بالمسؤوليات والإجراءات وحقهم في الاستفادة من خدمات المشروع، لا سيما المجموعات الضعيفة.
- (4) ويمكن تعزيز الاستدامة من خلال آليات لضمان ملكية المستفيدين. وسيتم تضمين جميع العمليات آليات لجمع آراء وملاحظات المستفيدين بصفة مستمرة لتيسير رصد عملية التنفيذ وتشجيع التسيير الرشيد. وسيتم بذل جهود على وجه الخصوص من أجل تحسين قدرات منظمات المزارعين.
- (5) زيادة الانخراط السياسي تعني عمليات أفضل. سنضمن العمل بالتنسيق عن كثب مع شركاء التنمية الآخرين، بما في ذلك المؤسسات المالية الدولية ووكالات الأمم المتحدة، لبث رسائل ملائمة من أجل تشجيع الانخراط السياسي رفيع المستوى.
- (6) شعور الحكومة بملكية المشروعات يحدد جودة النتائج. خلال مرحلة التنفيذ، سيتم إجراء استعراضات منتظمة لنتائج الحافظة بصفة سنوية على أعلى المستويات الوزارية.

رابعاً - الاستراتيجية القطرية

ألف - الميزة النسبية

- 19- الانفراد بالتركيز على زراعة أصحاب الحيازات الصغيرة. نظراً لانفراد الصندوق بالتركيز على زراعة أصحاب الحيازات الصغيرة والتنمية الريفية، وخبرته المتخصصة ودرايته بالأوضاع الهشة، ومواطن القوة والخصائص التي يتسم بها أسلوبه، فإن ذلك يكسبه ميزة نسبية وإمكانات استراتيجية للاضطلاع بدور أساسي في تشجيع التحول الريفي الشامل والمستدام في ليبيريا.
- 20- وقد وضع الصندوق واستخدم استراتيجيات استهداف وتدابير تنفيذية شاملة لجميع الفئات الاجتماعية تتسق مع أهداف التدخل الإنمائي التي تشمل مختلف الفئات الاجتماعية-الاقتصادية - بما في ذلك الفقراء والنساء والشباب. ويتمثل جزء من الميزة النسبية للصندوق في اتباع نهج للانخراط السياسي وتنمية سلاسل القيمة محوره السكان، بما في ذلك من خلال الشراكات بين القطاع العام والقطاع الخاص والمنتجين.
- 21- ويعد الصندوق في الوقت الحالي المنظمة الدولية ذات الحافظة الزراعية الأكبر على الإطلاق في ليبيريا وله دور مهم في تعبئة التمويل الإنمائي. فمع الموافقة على مشروع تحويل زراعية أصحاب الحيازات الصغيرة وإعادة تنشيط الأعمال الزراعية وتمويل الطرق الريفية المتوقع الحصول عليه من صندوق أوبك للتنمية الدولية في إطار المرحلتين الأولى والثانية من مشروع الإرشاد بشأن محاصيل الأشجار، ستتخطى قيمة الحافظة التي يديرها الصندوق 170 مليون دولار أمريكي، منها أكثر من 80 مليون دولار أمريكي في

⁴ يمثل ذلك أحد الدروس المستفادة التي دفعت الصندوق إلى إقامة شراكة مع البنك الدولي لتمويل مشروع تحويل زراعية أصحاب الحيازات الصغيرة وإعادة تنشيط الأعمال الزراعية.

شكل تمويل من الصندوق، وحوالي 90 مليون دولار أمريكي في شكل تمويل مشترك دولي ومحلي، مما يجعل الصندوق أكبر جهة تمويل وتعبئة للتمويل الإنمائي الريفي في ليبيريا.

باء - المجموعة المستهدفة واستراتيجية الاستهداف

22- تتمثل المجموعة الأساسية التي يستهدفها الصندوق في السكان الفقراء والسكان الذين يعيشون أعلى خط الفقر المعرضين لخطر الوقوع في براثن الفقر. وسيعتبر الصندوق النساء والشباب المجموعة المستهدفة الأساسية في مختلف الفئات الاجتماعية-الاقتصادية. وعلاوة على ذلك، سينظر الصندوق في استخدام وسائل مبتكرة لدمج ذوي الاحتياجات الخاصة في أنشطة المشروعات اتساقا مع خطة العمل الوطنية المعنية بذوي الاحتياجات الخاصة (2018).

23- وسيبدل الصندوق جهودا لتحقيق منافع لصالح (1) مزارعي الكفاف وشبه الكفاف، لا سيما ممن لديهم الرغبة والقدرة للانتقال من وضع الكفاف وزيادة الفوائد للمشاركة بها في الأسواق؛ (2) سكان الريف الذين يعانون من البطالة أو البطالة الجزئية أو يعملون لحسابهم الخاص كي يصبحون رواد أعمال ريفيين، ومساعدة رواد الأعمال منهم على تعزيز أوضاعهم. وسيتم وضع معايير أهلية لتحديد المستفيدين من كل مشروع على أساس البيانات المتاحة عن مستويات الفقر وسوء التغذية والجوانب الأخرى ذات الأولوية.

24- آليات الاستهداف. يفضل الصندوق استهداف المستفيدين من خلال آليات الاستهداف المباشر والاستهداف الذاتي واستهداف السلع الأولية والمناطق الجغرافية. وستحدد آلية الاستهداف في كل مشروع في الأساس حسب مستويات الفقر وهيكل سلاسل القيمة المختارة، بما في ذلك وجود أقطاب النمو الزراعية، وجوانب أخرى. وسيراعى عند استهداف سلاسل القيمة مدى شمولها، وحجم مشاركة القطاع الخاص، ومساهمتها في قضايا التمايز بين الجنسين والتغذية، ومدى قدرتها على خلق ثروات لمزارعي الحيازات الصغيرة.⁵

جيم - الغاية الشاملة والأهداف الاستراتيجية

25- تتمثل الغاية الشاملة من برنامج الفرص القطرية الاستراتيجية للفترة 2020-2024 في زيادة دخول سكان الريف من الرجال والنساء وفرص العمل المتاحة لهم، مع إكسابهم القدرة على الصمود في مواجهة تغير المناخ وعدم الأمن الغذائي.

26- وتتمثل الأهداف الاستراتيجية فيما يلي:

(1) تحسين أداء وشمول سلاسل القيمة التي توفر فرصا للعمل وتكوين الثروات وضمان الأمن الغذائي والتغذوي لسكان الريف، بما في ذلك الأسر الفقيرة والنساء والشباب؛

(2) المساهمة في إيجاد بيئة مواتية لتنمية السياسات المناصرة للفقراء، وتعزيز قدرة القطاع العام في ليبيريا على تقديم الخدمات اللازمة إلى الفراء الريفيين.⁶

⁵ تتضمن سلاسل القيمة المحتملة الأرز والكاسافا والخضروات، والمحاصيل النقدية مثل الكاكاو ونخيل الزيت، وتشجيع أنشطة الاقتصاد الأزرق" المستدامة، لا سيما تربية الأحياء المائية والمصايد الصغيرة، التي تمثل النساء الريفيات النسبة الأكبر من المشتغلين فيها.
⁶ بينما يُتوقع الحصول على الجانب الأكبر من الدعم من وزارة الزراعة وهيئة تنظيم السلع الزراعية في ليبيريا، سيتم النظر أيضا في الحصول على الدعم من هيئات عامة أخرى مثل وزارة الصناعة والمعهد المركزي للبحوث الزراعية.

27- وتقوم **نظرية التغيير** التي يستند إليها برنامج الفرص الاستراتيجية القطرية على أربعة مجالات أساسية سيركز عليها الصندوق في ليبيا: (1) تعزيز قدرات المنظمات القائمة على المزارعين من خلال تحسين إنتاجيتهم وضمان امتلاكهم القدرات التفاوضية اللازمة؛ (2) زيادة مشاركة القطاع الخاص في عرض المدخلات وتقديم الخدمات وتحسين القدرات الاستهلاكية لأصحاب الحيازات الصغيرة؛ (3) وتحسين إطار السياسات والتسيير والتنظيم؛ (4) تعزيز قدرة القطاع العام على تقديم الخدمات. وستؤدي زيادة إنتاجية أصحاب الحيازات الصغيرة وقدرتهم على المشاركة في الأسواق من خلال تحسين المدخلات وتقديم المساعدة التقنية إلى زيادة المبيعات والدخول. ومع زيادة إنتاج المنظمات القائمة على المزارعين ومنظمات المزارعين وإنتاجيتها وقدرتها على التخطيط، سيزداد بالتالي اهتمام الصندوق بإقامة علاقات تعاقدية مع هذه المنظمات. ويمكن كذلك تحسين الأوضاع التغذوية للمجموعة التي يستهدفها الصندوق من خلال زيادة عرض الأغذية المغذية والتدريب في مجال التغذية. ومن شأن سلاسل القيمة الأفضل أداء والأكثر شمولاً توفير المزيد من فرص العمل والدخل لسكان الريف. وسيسهم تعزيز قدرات القطاعين العام والخاص في تحسين جودة الخدمات واستدامتها. كذلك ستسهم السياسات المناصرة للفقراء في تحسين أداء سلاسل القيمة. وسيؤدي ذلك إلى زيادة دخول الأسر الريفية، بما في ذلك النساء والشباب، وتعزيز قدرتها على الصمود في مواجهة تغير المناخ، وتحسين أوضاعها التغذوية وأمنها الغذائي.

28- وسيتم إيلاء اهتمام خاص بمجالات التعميم الأربعة التالية:

(1) **قضايا التمايز بين الجنسين.** يهدف البرنامج القطري إلى إحداث تحول في قضايا التمايز بين الجنسين التي سيتم تعميمها في نهج سلاسل القيمة. وسيتم تحقيق ذلك من خلال (1) استخدام نظام تعلم العمل بشأن القضايا الجنسانية أو المنهجيات الأسرية المماثلة في جميع المشروعات؛ (2) مراعاة اختيار سلاسل القيمة التي تولي أهمية لقضايا التمايز بين الجنسين؛ (3) تحديد نسب مشاركة النساء في المشروعات.

(2) **الشباب.** للتصدي لمشكلة انخفاض نسبة مشاركة الشباب في القوة العاملة، سيعمل الصندوق على تعميم قضايا الشباب في سلاسل القيمة من خلال الخطوات التالية تحديداً: (1) تشجيع الشباب من خلال نظام تعلم العمل بشأن القضايا الجنسانية أو المنهجيات المماثلة؛ (2) تحديد نسبة مشاركة الشباب في جميع المشروعات، لا سيما كمقدمي خدمات في جميع مراحل سلاسل القيمة؛ (3) استقطاب التأييد لإشراك الشباب في جميع المنديات السياساتية ذات الصلة. وسيتم النظر في استخدام الأنشطة الرياضية كنقطة بداية.

(3) **التغذية.** سيسهم البرنامج القطري في (1) دعم إنتاج الأغذية المغذية؛ (2) تشجيع استهلاك الحميات الملائمة؛ (3) استهداف السكان الذين يعانون من ضعف التغذية؛ (4) بناء القدرات القطرية على تعزيز الجانب التغذوي.

(4) **تغير المناخ.** سيتم النظر في تدابير التأقلم التالية: (1) استخدام البذور والسلالات المقاومة لتغير المناخ؛ (2) سبل الحفاظ على العناصر الغذائية في التربة ومنع انجراف التربة؛ (3) تحسين إدارة المياه لمواجهة الطقس شديد الحرارة؛ (4) تصميم عمليات إنتاج مقاومة للفيضانات؛ (5) كفاءة إدارة عمليات مكافحة الآفات والأمراض.

دال - قائمة تدخلات الصندوق

- 29- **القروض والمنح.** خلال فترة التجديد الحادي عشر لموارد الصندوق، سيستخدم التمويل المخصص لليبريا في تمويل مشروع تحويل زراعة أصحاب الحيازات الصغيرة وإعادة تنشيط الأعمال الزراعية، والمكونات الخاصة بالطرق الريفية في مشروع الإرشاد بشأن محاصيل الأشجار بمرحلتيه الأولى والثانية. وسيتم تصميم مشروع جديد لفترة التجديد الثاني عشر من موارد الصندوق، ومن المرجح أن يركز هذا المشروع على تنمية سلاسل القيمة الشمولية. ويمكن جذب منح إقليمية للتركيز على تنمية الممارسات المبتكرة. وسيتم النظر في الفرص المتاحة لاستفادة القطاع الخاص في ليبريا من الصندوق الرأسمالي للأعمال الزراعية.
- 30- **الانخراط السياساتي على المستوى القطري.** سيعكف الفريق القطري للصندوق بنشاط على تنفيذ جدول أعمال لتحسين البيئة السياساتية من خلال التركيز على النتائج التالية (راجع أيضا الذيل الخامس):
- (1) تحسين القدرات الوطنية على تنمية السياسات من خلال بناء قدرات الهيئات المعنية مثل هيئة تنمية السلع الزراعية ووزارة الزراعة.
 - (2) توفير تمويل مستدام لصيانة الطرق الريفية من خلال توفير مصادر تمويل لصندوق صيانة الطرق بصفة مستمرة. وسيعمل الصندوق بشكل استباقي على استقطاب الدعم اللازم لتنفيذ هذا المكون.
 - (3) تمت الموافقة على قانون حقوق الأراضي في سبتمبر/أيلول 2018، ولكن تأثيره متوقف على تنفيذه. وسيشجع الصندوق الحكومة على الانخراط في مواصلة الاهتمام بقضية أمن الأراضي.
 - (4) مواصلة التركيز على الأمن الغذائي والتغذية من أجل مواجهة انتشار سوء التغذية والقضايا ذات الصلة.
- 31- وسيسترشد في إعداد جدول أعمال السياسات بالمرجعات السياساتية للجنة الأمن الغذائي العالمي⁷ وخطة العمل العالمية المعنية بتنفيذ عقد الزراعة الأسرية 2019-2028 الذي أعلنته منظمة الأمم المتحدة، إلى جانب تكوين تحالفات مع المنظمات ذات الأهداف المماثلة لتوحيد الأصوات. ويتضمن مشروع تحويل زراعة أصحاب الحيازات الصغيرة وإعادة تنشيط الأعمال الزراعية مكونا فرعيا يهدف إلى تعزيز البيئة المواتية الحالية والسياسات والنظم والإجراءات الإدارية لصالح الأعمال الزراعية.
- 32- **وسيتم بناء قدرات** عدد من الهيئات العامة، بما في ذلك وزارة الزراعة وهيئة تنظيم السلع الزراعية وهيئة تنمية التعاونيات والمعهد المركزي للبحوث الزراعية والمنظمات القائمة على المزارعين وعدد من مقدمي الخدمات في القطاع الخاص الذين يعملون مباشرة مع المنتجين من أصحاب الحيازات الصغيرة على تنمية مهاراتهم وعدد من الاستثمارات الموجهة. وستسهم أنشطة بناء القدرات في تعزيز:
- (1) قدرة القطاع العام على تنمية السياسات والإطار التنظيمي؛
 - (2) وقدرة القطاعين العام والخاص على تقديم الخدمات؛
 - (3) والمنظمات القائمة على المزارعين لتمكينها من تمثيل مصالح أعضائها بشكل أفضل؛

⁷ تتضمن هذه المخرجات "مبادئ الاستثمار المسؤول في نظم الزراعة والغذاء" و"الإطار الاستراتيجي العالمي للأمن الغذائي والتغذية".

- (4) وقدرات وحدة تنفيذ المشروع في مجال الائتمان وإدارة عمليات التوريد؛
- (5) وقدرات الرصد والتقييم من خلال المشاركة في مبادرات المؤسسة مثل برنامج الرصد والتقييم الريفيين.

33- وستسهم أنشطة إدارة المعرفة من واقع الدروس المستفادة من حافظة مشروعات الصندوق في توفير مدخلات ضرورية في عملية الانخراط السياساتي، وستركز على ما يلي: (1) إنتاج أصحاب الحيازات الصغيرة من المحاصيل الشجرية؛ (2) إنشاء مؤسسات لتمويل المجتمعات الريفية؛ (3) دمج أصحاب الحيازات الصغيرة في الأنشطة الإنتاجية في سلاسل القيمة. ومن أنشطة إدارة المعرفة المهمة توفير منتجات معرفية استنادا إلى الدروس المستفادة من انخراط المواطنين في المناطق الريفية ذات الأوضاع الهشة.

34- وسيتم تعزيز التعاون بين بلدان الجنوب والتعاون الثلاثي في المجالات الثلاثة التالية: (1) السياسات والتسيير والإطار التنظيمي؛ (2) تحسين سلسلة القيمة من خلال تعزيز القطاع الخاص؛ (3) دعم المراكز البحثية لتوفير مواد وبذور زراعية ذات جودة أفضل لعدد أكبر من المستفيدين. وستتم الاستعانة بمركز الصندوق للتعاون بين بلدان الجنوب والتعاون الثلاثي والمعرفة في أديس أبابا لدعم أعمال التنفيذ.

(1) **السياسات والتسيير والإطار التنظيمي.** سيتم تنفيذ مجموعة من أنشطة التعلم المتبادل مع بلدان نامية أخرى في إفريقيا من خلال تشجيع تبادل المعرفة السياساتية. وتتضمن المؤسسات التي يمكن للصندوق دعمها في هذا الصدد وزارة الزراعة، وهيئة تنظيم السلع الزراعية، وربما مكتب رئيس الجمهورية أيضا. وستكون مبادرات التعاون بين بلدان الجنوب والتعاون الثلاثي في صورة تبادلات وزيارات رفيعة المستوى ودورات تدريبية.

(2) **تعزيز القطاع الخاص من أجل تحسين أداء سلاسل القيمة الزراعية.** يمكن أن يضطلع الصندوق بدور أساسي في تيسير الربط بين الأعمال. ويمكن أن يكون تبادل خبرات القطاع الخاص عبر البلدان مهما أيضا في دعم أصحاب الحيازات الصغيرة والمجتمعات على المستوى المحلي من أجل تحسين سلاسل القيمة، لا سيما من خلال تحسين فرص الحصول على التمويل وتعزيز أنشطة ما بعد الحصاد.

(3) **دعم المعهد المركزي للبحوث الزراعية.** يمكن تقديم الدعم للمعهد المركزي للبحوث الزراعية لمعالجة نقص التنوع في سلالات البذور في ليبيريا. فمن خلال إنشاء حديقة بذور وطنية على سبيل المثال، يمكن توفير بذور ومواد زراعية ذات جودة أعلى. وسيكون التعاون مع المعاهد البحثية الوطنية في بلدان أخرى في غرب إفريقيا إحدى الوسائل التي يمكن من خلالها للمعهد المركزي للبحوث الزراعية محاكاة التقنيات المتاحة في المنطقة.

35- راجع الملحق الثامن للاطلاع على بيانات إضافية.

خامسا - الابتكارات وتوسيع النطاق لتحقيق النتائج المستدامة

36- **الابتكارات.** سيسهم البرنامج القطري في إرساء ممارسات مثل استخدام خرائط نظام المعلومات الجغرافية في رصد عمليات إزالة الغابات (مشروع الإرشاد بشأن محاصيل الأشجار)، واستحداث منتجات مالية مبتكرة

للقطاع الزراعي (مشروع تحويل زراعة أصحاب الحيازات الصغيرة وإعادة تنشيط الأعمال الزراعية)، والترويج للزراعة كنشاط تجاري بين الشباب (مشروع تحويل زراعة أصحاب الحيازات الصغيرة وإعادة تنشيط الأعمال الزراعية). وسيتم الترويج أيضا لنظم سداد مبتكرة لصالح المستفيدين.

37- **توسيع النطاق.** يسهم مشروع الإرشاد بشأن محاصيل الأشجار بمرحلتيه الأولى والثانية في توسيع نطاق نموذج التدخلات الذي وضعه مشروع دعم تنشيط محاصيل الأشجار لصالح أصحاب الحيازات الصغيرة. وبالمثل، كذلك فإن مشروع تحويل زراعة أصحاب الحيازات الصغيرة وإعادة تنشيط الأعمال الزراعية يحاكي نسخة معدلة من نموذج التدخلات الذي استحدثه مشروع إضفاء الطابع التجاري على زراعة أصحاب الحيازات الصغيرة وتمتية الأعمال الزراعية الذي يموله البنك الدولي في سيراليون. وأخيرا، يستند نظام صيانة الطرق الذي سيتم تعميمه في مشروع الإرشاد بشأن محاصيل الأشجار بمرحلتيه الأولى والثانية إلى نموذج نفذته الوكالة الألمانية للتعاون التقني في ليبيريا.

سادسا - تنفيذ برنامج الفرص الاستراتيجية القطرية

ألف - المظروف المالي وأهداف التمويل المشترك

38- سيغطي برنامج الفرص الاستراتيجية القطرية دورتي تجديد موارد الصندوق الحادية عشرة والثانية عشرة. وخلال التجديد الحادي عشر لموارد الصندوق، أي الفترة 2019-2021، سيبلغ حجم التمويل المخصص من الصندوق 34 مليون دولار أمريكي، منها مبلغ 32 مليون دولار أمريكي سيتم تخصيصه على النحو التالي: (1) المشاركة في تمويل مشروع تحويل زراعة أصحاب الحيازات الصغيرة وإعادة تنشيط الأعمال الزراعية بقيمة 23 مليون دولار أمريكي؛ (2) 9 ملايين دولار أمريكي لسد الفجوة التمويلية في مكون الطرق الريفية في مشروع الإرشاد بشأن محاصيل الأشجار. ومن المتوقع أن تكون نسبة التمويل المشترك 1 إلى 1.12، كما يرد في الجدول الأول.

الجدول 1

التمويل والتمويل المشترك الخاص بالصندوق للمشروعات الجارية والمقررة
(بملايين الدولارات الأمريكية)

المشروع	التمويل المشترك		تمويل الصندوق	نسبة التمويل المشترك
	دولي	محلي		
جار				
مشروع الارشاد بشأن محاصيل الأشجار	-	4.2	17.5	
مشروع الارشاد بشأن محاصيل الأشجار - المرحلة الثانية	7	7.7	23.8	
مشروع تمويل المجتمعات الريفية	-	4.9	6	
<i>مصادق عليه (التجديد الحادي عشر لموارد الصندوق)</i>				
مشروع تحويل زراعة أصحاب الحيازات الصغيرة وإعادة تنشيط الأعمال التجارية	25	13.9	23	
تمويل إضافي: مشروع الارشاد بشأن محاصيل الأشجار	15	1.7	9.0	
<i>مشروعات جاري تصميمها (التجديد الحادي عشر لموارد الصندوق)</i>				
تمويل إضافي: مشروع الارشاد بشأن محاصيل الأشجار - مرحلة ثانية	15	2.5	2.0	
<i>مُزمع (التجديد الثاني عشر لموارد الصندوق)</i>				
سلاسل القيمة الشمولية	25	8	35	
المجموع	1.12:1	87	42.9	116

39- وبالنسبة للتجديد الحادي عشر لموارد الصندوق، ستقدم الأموال إلى ليبيريا في شكل قروض بشروط تيسيرية للغاية بنسبة 73 في المائة، ومنح بموجب إطار القدرة على تحمل الديون بنسبة 27 في المائة.

باء - الموارد المخصصة للأنشطة غير الإقراضية

40- سيتضمن البرنامج القطري مجموعة من الأنشطة غير الإقراضية، بما في ذلك تكوين الشراكات، والانخراط السياساتي، وإدارة المعرفة. وسيتم تنفيذ الأنشطة غير الإقراضية من خلال حافظة الاستثمارات الجارية، والميزانية الإدارية، ومبادرات التعاون بين بلدان الجنوب والتعاون الثلاثي. ومن المتوقع إطلاق عدد من مبادرات التعاون بين بلدان الجنوب والتعاون الثلاثي خلال فترة برنامج الفرص الاستراتيجية القطرية بقيمة تقديرية لا تقل عن 500 ألف دولار أمريكي.

جيم - الشراكات الاستراتيجية الرئيسية والتنسيق الإنمائي

41- سيتضمن أهم الشركاء التجاريين (1) وزارة المالية والتخطيط الإنمائي ووزارة الزراعة؛ (2) البنك الدولي في إطار التمويل المشترك لمشروع تحويل زراعة أصحاب الحيازات الصغيرة وإعادة تنشيط الأعمال التجارية وتنفيذه، وتوحيد الآراء بشأن القضايا السياساتية؛ (3) صندوق أوبك للتنمية الدولية بوصفه ممولا مشاركا؛ (4) منظمة الأمم المتحدة للأغذية والزراعة كشريك أساسي في الانخراط السياساتي ومن خلال أوجه التعاون الأخرى في تنفيذ المشروعات وتنميتها.

42- وسيواصل الصندوق التعاون مع مجموعة عمل الجهات المانحة المعنية بالزراعة لتبادل الخبرات والاتفاق على مجالات التعاون المحتملة في مواجهة التحديات التي تواجه القطاع الزراعي والريفي.

43- الاتساق مع إطار الأمم المتحدة للتعاون في مجال التنمية المستدامة. يتسق برنامج الفرص الاستراتيجية القطرية اتساقا تاما مع إطار الأمم المتحدة للتعاون في مجال التنمية المستدامة الذي يتضمن أربع ركائز تتسق مباشرة مع جدول أعمال الرخاء والتنمية المناصر للفقراء: (1) تمكين المواطنين (التنمية البشرية والخدمات الاجتماعية الأساسية)؛ (2) الاقتصاد والوظائف (التنمية الاقتصادية المستدامة)؛ (3) الحفاظ على السلام (الحفاظ على السلام والأمن وسيادة القانون)؛ (4) التسيير والشفافية. وستسهم تدخلات الصندوق بشكل أساسي في الركيزتين الثانية والرابعة.

44- التعاون مع الوكالات التي تتخذ من روما مقرا لها. سيعمل الصندوق على تعميق التعاون مع منظمة الأمم المتحدة للأغذية والزراعة وبرنامج الغذاء العالمي خلال فترة تنفيذ برنامج الفرص الاستراتيجية القطرية وفق مبادئ خطة عمل الوكالات التي تتخذ من روما مقرا لها. وسيتم التعاون في عدد من المجالات الإضافية مع برنامج التغذية المدرسية الذي ينفذه برنامج الأغذية العالمية، إلى جانب مواصلة التعاون مع منظمة الأمم المتحدة للأغذية والزراعة للتوصل إلى آراء مشتركة بشأن القضايا السياساتية (راجع الذيل الحادي عشر).

دال - انخراط المستفيدين والشفافية

45- سيتم إشراك المستفيدين والأطراف المعنية، بما في ذلك مجموعات المزارعين ومنظمات المجتمع المدني والأطراف الفاعلة في القطاع الخاص والحكومات المحلية، على جميع المستويات - التخطيط والتصميم والتنفيذ والرصد والتقييم. علاوة على ذلك، سيتم استحداث أدوات لتمكين المستفيدين من رصد جودة الخدمات المقدمة والإبلاغ عنها. وسيشجع الصندوق الشفافية الكاملة في مشروعاته من خلال إنشاء مواقع إلكترونية للمشروعات عبر شبكة الإنترنت واستخدام وسائل التواصل الاجتماعي للترويج للنتائج.

هاء - ترتيبات إدارة البرنامج

46- ستتم إدارة البرنامج القطري بمعرفة مدير البرنامج القطري المقيم في أبيدجان بكوت ديفوار بدعم من مسؤول البرنامج القطري المقيم في فري تاون بسيراليون. وقد طلبت الحكومة فتح مكتب للصندوق في ليبيريا نظرا للنمو السريع في حافظة مشروعات الصندوق. وسيتم إنشاء وحدة لإدارة البرنامج تابعة لوزارة الزراعة لإدارة المشروعات على المستوى القطري.

واو - الرصد والتقييم

47- تتسق النتائج والمؤشرات الواردة في إطار نتائج برنامج الفرص الاستراتيجية القطرية مع قواعد الإبلاغ المؤسسي عن المؤشرات الأساسية في نظام قياس النتائج التشغيلية. كذلك يتسق إطار نتائج البرنامج مع جدول أعمال الرخاء والتنمية المناصر للفقراء وإطار الأمم المتحدة للتعاون في مجال التنمية المستدامة لضمان الرصد وإبلاغ الحكومة عن المؤشرات الأساسية، كما سيتم الاستناد إليه في عملية صنع القرارات في ليبيريا.

48- وتوجد فجوات كبيرة في قدرات الرصد والتقييم لدى وزارة الزراعة. وفي هذا الصدد، سيتعاون الصندوق مع شركاء آخرين، بما في ذلك الفريق القطري للأمم المتحدة، لاستخدام أدوات مثل مبادرة دعم المعرفة من أجل تعزيز الأثر الزراعي وبرنامج الرصد والتقييم الريفيين من أجل تعزيز نظام الرصد والتقييم في وزارة الزراعة.

سابعا - إدارة المخاطر لبرنامج الفرص الاستراتيجية القطرية

الجدول 2

المخاطر

المخاطر	تصنيف المخاطر	تدابير التخفيف
سياسية/مخاطر الحوكمة	كبيرة	سيتم التخفيف من خطر السيطرة الكبيرة للصفوة من خلال الانخراط السياساتي وتشجيع الشفافية.
اقتصادية كلية	عالية	سيتم التخفيف من خطر التقلبات الاقتصادية الكلية من خلال استخدام البرنامج القطري في تحسين وضع الميزان التجاري الكلي في ليبيا.
الاستراتيجيات والسياسات	كبيرة	سيتم التخفيف من المخاطر الناجمة عن الإطار التنظيمي الحالي من خلال الانخراط السياساتي بالتنسيق مع الشركاء الإنمائيين والتعاون بين بلدان الجنوب والتعاون الثلاثي.
القدرات المؤسسية	كبيرة	سيتم التخفيف من المخاطر الناتجة عن ضعف القدرات المؤسسية ومحدودية الخدمات المقدمة من القطاع الخاص من خلال دمج أنشطة بناء القدرات في جميع المشروعات.
الحافظة	متوسطة	سيعمل الصندوق على تخفيف المخاطر من خلال رصد تقدم الحافظة وتقديم دعم موجه خلال عملية التنفيذ حسب الحاجة.
الائتمان - إدارة مالية ⁸	كبيرة	سيتم التخفيف من المخاطر الناتجة عن ضعف قدرات التخطيط المالي وجاهزية التنفيذ من خلال المتابعة المستمرة خلال الفترة ما بين تاريخ بدء سريان اتفاقية المشروع وصرف الدفعة الأولى.
الائتمان - توريد	كبيرة	يتم تعيين مسؤولي توريد من خلال عملية اختيار تنافسية، وبناء القدرات وتقديم الدعم حسب الطلب، والإشراف وإجراء المراجعات بصفة مستمرة.
بيئية ومناخية	متوسطة	اتخاذ إجراءات دقيقة لتعميم ممارسات التخفيف من حدة تغير المناخ والتأقلم معه قبل المشروعات وخلال فترة تنفيذها وعقب إنجازها.
اجتماعية	متوسطة	سيتم تصميم استراتيجيات استهداف دقيقة على مستوى المشروعات للحد من خطر عدم الوصول إلى المجموعة المستهدفة.
مخاطر أخرى (مخاطر زراعية، لا سيما خسائر المحاصيل)	متوسطة	سيتم التخفيف من خطر خسائر المحاصيل في مشروعات الصندوق من خلال بناء القدرات والاستثمارات ذات الصلة.
إجمالي المخاطر	كبيرة	

⁸ راجع الذيل الحادي عشر - موجز لقضايا الإدارة المالية.

COSOP results management framework

Country strategy alignment <i>What is the country seeking to achieve?</i>	Related SDG UNSDCF Outcome	Key results for COSOP <i>How is IFAD going to contribute?</i>			
<p>Pro-Poor Agenda and Development (PAPD) July 2018 – June 2023</p> <p>Pillar Two: The Economy and Jobs. Goal: A stable macroeconomic environment enabling private sector-led economic growth, greater competitiveness, and diversification of the economy</p> <p>Development Outcomes:</p> <ol style="list-style-type: none"> An improved and inclusive policy environment for private sector-led economic growth and balanced revenue and expenditure outturns Increased equitable agricultural production and productivity and improved forest utilization through competitive value chains and market linkages for food and income security, economic growth, and job creation Increased social and economic activity and connectivity through critical infrastructure improvements that is also inclusive Improved fiscal and 	SDG1 SDG2 SDG3 SDG5 SDG7 SDG8 SDG9 SDG10 SDG 11 SDG13 SDG15 SDG 17	<p>Strategic objectives <i>What will be different at the end of the COSOP period?</i></p>	<p>Lending and non-lending activities* for the COSOP period</p>	<p>Outcome indicators** <i>How will the changes be measured?</i></p>	<p>Milestone indicators <i>How will progress be tracked during COSOP implementation?</i></p>
	<p>UNSDCF Outcome 2</p> <p>By 2024, Liberia has a sustained, diversified and inclusive economic growth driven by investments in agriculture, food security and job creation and is resilience to climate change and</p>	<p>SO1.</p> <p>Enhance the performance and inclusiveness of value chains that offer job opportunities and wealth creation for rural people, including poor households, women and youth</p>	<p>- Lending/investment activities</p> <ul style="list-style-type: none"> STAR-P TCEP and TCEP-II RCFP New project <p>- Non-lending/non-project activities</p> <ul style="list-style-type: none"> CLPE Partnerships SSTC Knowledge management 	<ul style="list-style-type: none"> 150,000 rural people benefit from upward economic mobility At least 50% women and 30% youth reached with improved and environmentally sustainable services At 50% of targeted households reporting increased assets Child (0-5 years) malnutrition (stunting & wasting) reduced by 2% 	<ul style="list-style-type: none"> 150,000 rural producers access inputs and/ or technological packages of which 30% women and 30% youth 780 rural producers' organisations supported in climate-smart agricultural productivity At least 15,000 hectares developed for cocoa production; 5,000 ha for rice; 5,500 ha for palm oil and 3,000 ha for horticulture; At least 70% of rural

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<p>monetary policy management to sustain economic growth and job creation</p>	<p>natural disasters</p>			<p>report using rural financial services</p> <ul style="list-style-type: none"> - 75% of rural financial institutions with Operational Self-Sufficiency above 100% 	<p>Financial Services Providers supported in delivering financial services to rural population</p>
<p>Pillar 4: Governance and Transparency. Goal: An inclusive and accountable public sector for shared prosperity and sustainable development</p> <p>Development Outcomes</p> <ol style="list-style-type: none"> 1. A reformed public sector exhibiting improved fiscal discipline and service delivery, and a rebalance in the concentration of economic and political activities away from Monrovia 2. Improved tenure and natural resource governance 3. More robust structures reducing waste and other systemic losses in the operations of Ministries, Agencies, and Commissions 4. Universal migration to ICT platforms and wider adoption of e-government to improve business processes and productivity 	<p>UNSDCF</p> <p>Outcome 4: By 2024, people in Liberia especially the vulnerable and disadvantaged, benefit from strengthened institutions that are more effective, accountable, transparent, inclusive and gender responsive in the delivery of essential services at the national and sub-national levels.</p>	<p>SO 2.</p> <p>Contribute to an enabling environment for pro-poor policy development and enhance the capacity of the public sector in Liberia for delivering services to the rural poor</p>	<ul style="list-style-type: none"> - Lending/investment activities <ul style="list-style-type: none"> • STAR-P • RCFP • New operation - Non-lending/non-project activities <ul style="list-style-type: none"> • CLPE • Partnerships • SSTC • Knowledge management 	<ul style="list-style-type: none"> - Existence of a new regulatory framework for rural financial institutions - Existence of policies or regulatory framework that promote environmental friendly agricultural productivity (disaggregated by type) 	<ul style="list-style-type: none"> - Policy and regulatory framework (example: food safety, fertilizers, animal feeds and agrochemicals) activities supported. - 2 Agriculture and climate change (including market research, technology, product quality) related surveys/studies conducted

Transition scenarios

1. The civil war from 1989 to 2003 left Liberia one of the poorest countries in the world. The peace agreement of 2003 led to significant economic improvements over the 2004-2013 period. Real GDP increased an average 7.4 per cent per annum, the volume of exports increased an average 15 per cent per annum, and per capita GDP increased by almost 50 per cent in real terms. Economic and social progress was boosted by strong support from the international financial community, including a US\$4.6 billion package of debt relief in 2010. The 2014 Ebola crisis and worsening terms of trade set off a chain of events from which it has been difficult to recover. The economy contracted an average 0.8 percent per year during 2014–2016, or 3.2 percent in per capita terms. The economy grew 2.5 per cent in 2017 but has decelerated since then, and per capita income has continued to decline. Earlier this year, the International Monetary Fund (IMF) revised down its forecast for growth for 2019 to 0.4 percent from 4.7 percent. In a statement following its most recent mission to Liberia, the IMF warned that the accommodative monetary policy is resulting in a deteriorating exchange rate and rapid inflation that was hurting the poorest Liberians. It also encouraged the government to step up efforts to strengthen governance and anti-corruption efforts.
2. We consider three possible trajectories over the 2019-2024 period:
 - a. **Base scenario:** The base case reflects the projections in the most recent IMF World Economic Outlook. GDP growth (real) will average less than 1.0 per cent over the 2019-2024 period leading to a decline in per capita income and significant increases in the number of poor. Under this scenario, the government does not take the necessary steps to secure an Extended Credit Facility arrangement with the IMF and donor funding, which dropped from US\$1.1 billion in 2015 to US\$600 million in 2017, continues to decline. The external economic environment remains benign and domestic political instability is contained.
 - b. **High scenario:** Under the high case scenario, the authorities enact a series of measures to stabilize the currency, promote good governance and secure a demonstration of confidence from the private sector and the international donor community. This includes, among other things, stopping the practice of the Government borrowing from the central bank, limiting government spending, particularly for salaries and allowances, fighting corruption including through adherence to current procurement rules, and removing administrative constraints on imports and prices. With such measures, economic growth could increase to around four to five per cent per annum, with even greater growth if the terms of trade improved.
 - c. **Low scenario:** A low case scenario would be marked by a rapid deterioration in the relationship between the international donor community and the government, loose monetary policy, unconstrained government spending, arbitrary and irregular decisions on private investment, and worsening terms of trade. This would likely lead to an economic recession and potential hyperinflation.

Table: **Projections for key macro-economic and demographic variables⁹**

Case	Base	High	Low
Av. Real GDP growth (2019-2024)	0.9%	4.5%	-3.0%
GDP/capita (2024) ppp 2011 \$	\$1,140	\$1,360	\$950
PV of Public debt (% of GDP) (2024)	22.0	25.0	40.0
Debt service ratio (2024)	7.0%	7.5%	15.0%
Average inflation rate (%) (2019-2024)	20.0%	12.5%	40.0%
Rural population	Current (2019): 2,410,000		
	2024 (projected): 2,610,000		
	Annual growth rate: 1.6%		
Investment Climate for rural business ¹⁰	Rating: 2/6 Liberia ranked 174 out of 190 countries on the 2019 World Bank Doing Business Index, falling from 172 in 2018. Rural private sector investment is inhibited by a variety of factors including inadequate infrastructure, limited workforce skills, an underdeveloped financial sector, burdensome regulations, and weak enforcement of public policies.		
Vulnerability to shocks	Rating: 5/6 Liberia is on the World Bank Harmonized List of Fragile Situations. The political system is tested by widely held perceptions of elite capture and weak institutional capacity limits the quality of public service delivery. The macroeconomic context is extremely challenging leading to low economic growth and declining levels of per capita income, exacerbating the volatile political climate. Poor agricultural practices and illegal logging have increased vulnerability to climate shocks and with over 80 per cent of the population living below US\$1.25 per day the resilience capacity is extremely low.		

Implications for IFAD

3. **Lending Terms and condition.** Liberia is a lower income country that currently receives highly concessional terms and conditions in accordance with the Debt Sustainability Framework (EB/2007/90/r.2). Given its low level of per capita income and state of fragility, it is highly unlikely to transition to harder terms but it could very well fall to the most concessional terms and conditions category if the low case occurs.

⁹ Data sources: Author's projections based on IMF June 2018 Article IV consultation and IMF April 2019 World Economic Outlook.

¹⁰ Sources: IFAD11 Rural Sector Performance Assessment, 2019 World Bank Doing Business Report, World Bank Liberia Country Diagnostic (2018).

4. **PBAS Allocation.** Under a high case scenario, Liberia's performance would likely result in an increase in its PBAS allocation for IFAD12, though relative to its size it already receives a relatively large share of the allocation. Conversely, under the low case the government may not be in a position to fully utilize the IFAD11 or IFAD 12 allocation, particularly if it were not to receive the most concessional terms and conditions.
5. **COSOP Priorities and Products.** The proposed priorities and products in this COSOP – investment projects and policy dialogue focusing on increasing job and wealth creation along the value chain while enhancing the capacity of the public sector in Liberia to deliver services to the rural poor – are unlikely to differ under the base or high case scenarios. Under the low case, the IFAD pipeline would be threatened due to the poor economic environment and lack of government support.
6. **Co-financing opportunities.** Some bilateral donors are taking a cautious approach to Liberia under the current administration. Under the high case there could also be increased interest in both domestic and international co-financing for IFAD projects, though the government will be hard pressed to allocate significant amounts of funds for new projects given the need to address an unsustainable deficit. Under the low case any co-financing will be challenging.

Agricultural/rural sector issues

I. Agricultural and Rural Sector of Liberia

1. Agriculture is the mainstay of Liberia's economy, accounting for 37.1% of the country's GDP in 2017¹¹, and provides livelihood for 48.9 per cent of the workforce, mainly through subsistence farming¹². Women constitute majority of the agricultural labour force. Food and tree crops, livestock and aquaculture dominant the sector. Rubber, oil palm, cocoa and coffee are the export-oriented tree crops¹³. Rice is the staple food crop, followed by cassava. Average yields of rice is 1.18 MT/ha¹⁴, the lowest in the West African region (see para 11 below); despite the country's annual per capita consumption which was estimated at 90.8kg in 2011, one of the highest in Africa¹⁵.

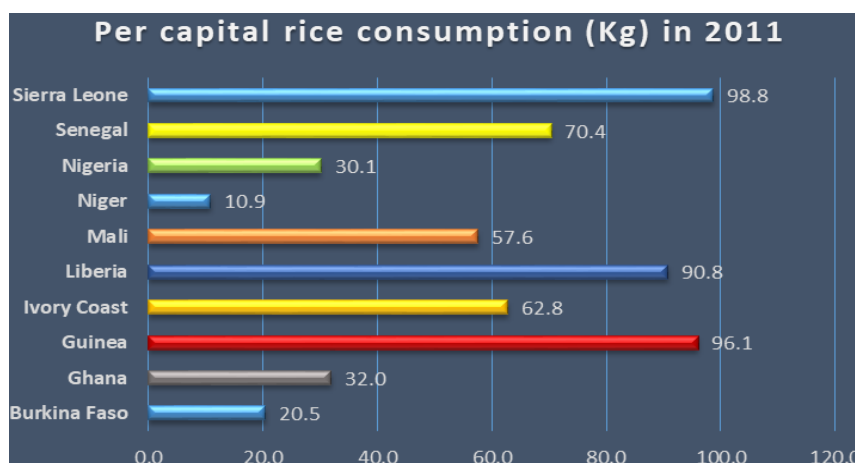


Figure 1: Per capital rice consumption of selected West African counties

2. Generally, the agriculture sector is characterized by low productivity due to factors ranging from limited application of modern technology, lack of quality farm inputs including quality seeds, limited awareness on the use of improved agricultural inputs, small farm size, aging agricultural work force, limited access to extension services, damaged infrastructure, high post-harvest losses, limited processing facilities for value addition, limited market access, and limited access to finance¹⁶. As a consequence, income-earning opportunities are undermined and food security is low.
3. **Slash and burn agriculture is practiced extensively.** With an aging farming population, labour availability is increasingly becoming an issue couple with the lack of agricultural machinery to decrease demand for labour as well as to intensify production. There is no appetite for youth involvement in agriculture, further shrinking the supply of labour available in rural areas¹⁷. The country has a potential of about 60,000 ha of irrigable land of which less than 10% has been used. With improved water management schemes, storage, resource utilization and innovative management technologies the current irrigation potential can be increased from 60,000 ha to 120,000 ha¹⁸.

¹¹ <https://data.worldbank.org/indicator>

¹² IFAD – Liberia (www.ifad.org) and IFAD's Country Strategic Note 2017 - 2018

¹³ Pro-Poor Agenda for Prosperity and Development (PAPD)_(Pg. 43)

¹⁴ National Rice Development Strategy)_(Pg. 8 & 12)

¹⁵ www.FAOSTAT 2012

¹⁶ FAO's Country Programming Framework for Republic of Liberia 2016 – 2019_(Pg. 4)

¹⁷ Liberia: Desk Study of Extension and Advisory Services - June 2017_(Pg. 18)

¹⁸ National Rice Development Strategy 2012_(Pg. 17)

4. **Agro-Input Supply:** There is no established seed certification system to ensure seed quality standards. Available seed stock include landraces with low genetic potential in the hands of farmers for more than 20 years. As certified seed is a prerequisite for establishing a healthy crop, yields are usually low due to the low genetic potential of available seeds, pest infestation and limited irrigation. There is no fertilizer policy nor a regulatory system for quality control. The fertilizer market is small with limited formulations; the most commonly used fertilizers are NPK¹⁹ (15-15-15), urea and superphosphate. Fertilizer use by smallholder farmers is low with most of the imported fertilizers being used by large commercial crop producers and multinational companies. A few smallholder vegetable and lowland rice producers used limited quantity of fertilizers²⁰. One reason for the low inputs use among smallholders is limited awareness on the importance and application, and the high cost of inputs as a direct result of high import tariff. Fertilizers and crop protection products are oftentimes illegally brought in from neighbouring countries; with no data on the quantity and types.
5. **Research and extension:** Research on crop improvement, pest and disease management, soil and water management, and post-harvest handling aim at improving smallholder farmers' productivity and profitability is minimal. The mandate of Central Agricultural Research Institute (CARI) is to conduct broad-based research on food and cash crops, livestock, fish, post-harvest, and assist smallholder farmers in accessing quality and high yielding seeds and planting materials²¹. CARI currently has limited capacity to perform these functions due to underfunding and lack of infrastructure including laboratories for soil and seed testing, biotechnology, etc. Extension service delivery is weak and far too fragmented, with most of the services being provided by Non-Government Organizations (NGOs).
6. **Producer Organizations:** Producer organizations comprise farmer groups organized into associations or cooperatives and involved in the production of different value chain crops. The core functions of these associations is to encourage production, aggregation and negotiating prices on behalf of their members. The average farm size per farming household is 0.7 – 1.0 ha, with often low yields. Producer organizations can play a vital role in poverty reduction if their capacities are adequately strengthened. The Cooperative Development Authority (CDA) is a public agency set up to assist in the development of cooperatives and advocate on their behalf. The agency is however limited by a lack of adequate technical staff and assets to effectively perform its functions.
7. **Aggregation and Transport:** Private sector involvement in the agricultural sector is fragmented with very few individuals and small and medium enterprises involved in the aggregation of farm produce. In addition to production, women are dominant players in farm produce aggregation and marketing, comprising 80% of all actors in this sub-sector²². The aggregation scheme within the agriculture sector usually involve buyers who oftentimes pre-finance on-farm activities of producer groups with the agreement to offtake farmers' produce at a pre-determined farm gate price, with disadvantage to the producers. Road connectivity are poor across rural communities where most agricultural activities are concentrated. As a result transport cost is high, and at times unaffordable and even completely unavailable for marketers [mainly women] to transport their goods.

¹⁹ Liberia Agriculture Sector Investment Program (LASIP) Report 2010_(Pg. 12)

²⁰ IFDC - Liberia Fertilizer Assessment (Pg. 12 – 14)

²¹ Central Agricultural Research Institute Strategic Plan 2015-2025 (Pg. 33 – 35)

²² National Rice Development Strategy 2012_(Pg. 17)

8. **Post-Harvest Handling and Processing:** there are inadequate processing facilities for cash crops such as rubber, cocoa, coffee and oil palm at the level of smallholder producers. Therefore, huge quantities of these unprocessed commodities are sold across the borders to neighboring countries. Engagement of a private sector exporter, Liberian Assets and Development Company (LAADCO) for rehabilitation of cocoa in Lofa Country under the IFAD-funded Smallholder Tree Crop Rehabilitation Support project (STCRSP) proved innovative in the context of Liberia. LAADCO provided co-financing and human resources towards provision of close follow-up technical advice and support to three farmers' cooperatives along the cocoa value chain for commercialisation. Under STCRSP LAADCO was single-sourced by the project, and not based on competitive selection. A lesson learned is that a more flexible approach is needed.
9. Moving forward under this 2020-2024 COSOP, other private service providers/investors and market actors (both domestic and foreign) will be encouraged and facilitated to play various roles along the strategic points of the commodity (e.g. cocoa) value chain such as supply of inputs (including improved planting materials, fertilizers, pesticides), post-harvest activities including grading and warehousing facilities to produce higher quality cocoa and attract a better market price and processing; transportation and marketing/export. This will ensure that all Liberian cocoa is processed into high-quality cocoa, and that cocoa is rewarded accordingly throughout the value chain.
10. IFAD's previous experience and results with Public-Private-Producer Partnerships (4Ps) in agricultural value chains in other countries²³ and GROW's experience in "Making Markets Work for the Poor (M4P)" in tomatoes, vegetables, cocoa, oil Palm, rubber and aquaculture value chains in Liberia²⁴ will serve as a suitable guides to engage private sector actors to reduce post-harvest handling and processing activities. Private commercial banks in Liberia (e.g. Liberia Bank for Development and Investment (LBDI), Afriland Bank and Ecobank Liberia, Ltd.) have expressed their willingness to support strategic agriculture value chain activities in Liberia.
11. For rice and cassava, there are few but small-scale processing machines in the country. However, the output is usually low quality and the operations are minimal and cannot meet local demand. Cocoa and coffee beans are sundried; while oil palm is extracted for local consumption and export. The latex of rubber is coagulated or exported in liquid form. For rice and cassava, processing is done manually or through low and medium quality motorized machines, with a resultant low quality processed products.
12. **Market access:** The creation of market linkage between producers, aggregators and processors is vital to ensuring markets for producers. Access to market for smallholder producers is however impeded by poor road infrastructure across the country. Large private investors in tree crop plantations, engage proactively with smallholder and family farmers by providing them with a guaranteed market, usually at prices set by the private enterprises. The Liberia Agriculture Commodity Regulatory Authority, which replaced the LPMC has the primary function of establishing the requisite regulatory framework including commodity inspection, licensing, and marketing of high-quality agricultural commodities particularly cocoa, coffee and palm oil based on world market variables. As a newly established public

²³ IFAD (2016). How to do Public-Private-Producer Partnerships (4Ps) in Agricultural Value Chains

²⁴ GROW. Support to the Development of Markets and Value Chains in Agriculture in Liberia.
<https://www.developingmarkets.com/sites/default/files/Grow%20Presentation.pdf>

agency, LACRA is currently confronted with several challenges including the lack of requisite staff and assets to effectively perform its role.

II. Major Value Chain Crops

13. **Rice:** Rice is Liberia's staple food crop and is generally grown on upland ecology, with a limited percentage planted in lowland ecology. The country however does have a comparative advantage in lowland rice production, with current average yield at 2.0 MT/ha²⁵ for lowland; and national average of 1.18 MT/ha, the lowest in West Africa. By comparison, neighboring Côte d'Ivoire has increased its average yield from 1.8 MT/ha in 2009 to over 2.5 MT/ha in 2015²⁶. Annual per capita consumption of rice is estimated at 90.8kg, one of the highest in Africa²⁷. Currently, Liberia is producing less than its national requirements and the country is still largely "food insecure". The country spend approximately US\$200 million annually on rice imports and the Government is keen on increasing production and productivity to ensure food security²⁸.

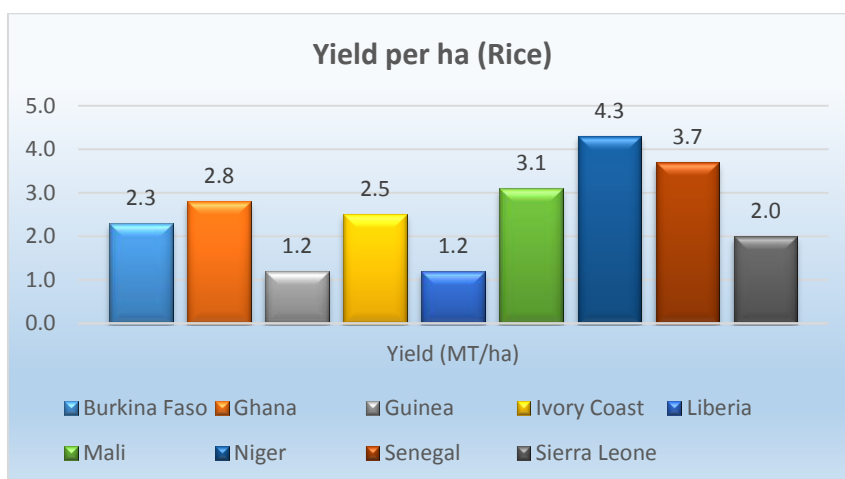


Figure 2: Rice yield (MT/ha) of selected countries in West African counties

14. **Cassava:** Cassava is Liberia's second most important food crop and grown by approximately 62% of the population²⁹. The crop is a well-adapted to most growing conditions in Liberia. There exist opportunities for value addition for products such as gari, cassava flour, high quality cassava starches and adhesives. Cassava also has excellent properties for use in animal feed, non-food products such as pharmaceuticals, organic acids and ethanol. Cassava leaves are an important vegetable, although harvesting of leaves adversely affects tuber yield. Yields are estimated between 6 to 10 MT/ha with an average annual consumptions of 121 kg³⁰. In addition to local varieties widely cultivated by smallholders, the Central Agricultural Research Institute prior to the civil war developed some high yielding, disease resistant varieties – CARICASS-I, CARICASS-II, and CARICASS-III that are being promoted.
15. **Horticulture:** Vegetables has the highest potential to benefit smallholders. There is increasing demand for various vegetables all year round. The greatest opportunity for income generation for smallholder and family farmers is to produce vegetables during

²⁵ National Rice Development Strategy 2012_(Pg. 41)

¹⁷ Rice_Liberia.PDF (Food Fortification Initiative)

²⁶ www.fao.org/faostat 2016

²⁷ Food and Agriculture Policy and Strategy (Pg. 21)

²⁸ Liberia: Desk Study of Extension and Advisory Services - June 2017_(Pg. 18)

²⁹ Sector Scan: The Agriculture Sector in Liberia (Pg. 8)

³⁰ <http://investliberia.gov.lr/new/page>

the dry season when prices soar by two to five times, and large quantities of produce are imported. Overall on-farm productivity is low and there is also high degree of wastage (loss) due to poor handling and lack of cold facilities to preserve vegetables over longer periods. Demand exceeds local production and the country must import from neighboring countries such as Guinea, Ivory Coast and beyond. Maintaining the quantity and quality of unprocessed vegetable should be a priority particularly with the involvement of private sector actors.

16. **Oil Palm:** Oil palm is native to Liberia and grows throughout the country. Half of Liberia's oil palm is produced by smallholders, while the other half is produced by concession companies - Sime Darby, Equatorial Palm Oil, Golden Veroleum, Maryland Oil Palm Plantation, and Agro, Inc. Liberia's total output in 2009 was 47,300 MT of crude palm oil (CPO); worth over US\$30 million. However, production is still not adequate to meet domestic demand. With annual consumption of approximately 64,000 MT, Liberia must import approximately 15,000 MT of palm oil each year³¹. Land tenure currently posed a major challenge to expansion by large concessions, especially with the current compensation system which accounts only for lost crops (not lost lands). Land lost to plantations should be properly valued and compensated in a way that enables those affected to continue normal livelihood activities.
17. **Cocoa:** It has been estimated that almost 40,000 households produce cocoa in Liberia²³. The vast majority of cocoa trees in Liberia are over 20 years. The Liberia Cocoa Corporation (LCC) is the major concession in the cocoa sector. Due to limited investments, smallholder cocoa farmers yield on average 200 kg per hectare, compare to 350-400kg/ha in Ghana and 435-470/ha in Ivory Coast as shown in the figure below. Farmers currently lack the essential inputs to deliver quality cocoa that conform to international grades. Constraints in the cocoa sector include lack of access to finance and limited storage and transport facilities.

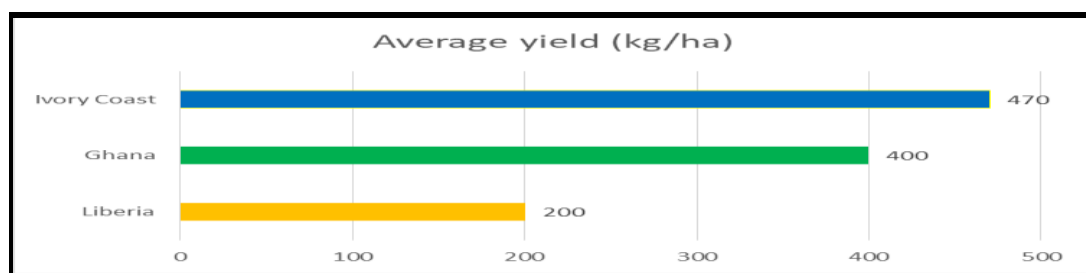


Figure 3: Average cocoa yield for Liberia, Ghana and Ivory Coast

18. **Rubber:** Rubber accounts for more than 30% of the country's total agricultural output and is currently the preferred tree crop for smallholders. Fifty-five per cent of rubber is produced by small and medium sized farms, while the remaining forty-five per cent is produced by concessions³². Aside from the latex, rubber wood is widely used for the manufacturing of high value furniture and paper. The main rubber concessions include Firestone, Liberia Agricultural Company, Cavalla Rubber Company, Cocopa, and Salala Rubber Company.
19. **Livestock and Fisheries:** The livestock sub-sector accounts for about 14% of the agricultural GDP. Most of the animals are owned by traditional farmers who use local, less productive animal breeds and inappropriate techniques³³. Chicken, goats, ducks, pigs, sheep and cattle rearing predominates the sub-sector. Demand for livestock

³¹ Incentivizing No-deforestation Palm Oil Production in Liberia and the Democratic Republic Of Congo – 2015_(Pg. 9)

²³ Liberia Agriculture Sector Investment Program (LASIP) Report 2010 (Pg. 7)

³² Sector Scan: The Agriculture Sector in Liberia_(Pg. 8-11)

³³ IFAD's 2011-2015 COSOP for Liberia (Pg. 3)

products greatly outstrips domestic supply; as a result the import of livestock products and live animals is high.

The fishery sub-sector consists of industrial and artisanal fishing activities, inland fishery, and aquaculture practiced in rural areas through fishpond culture. Fishery contributes about 3% of the national GDP³⁴ and over 80% of the population directly depends on fish for animal protein supply.

³⁴ Liberia Agriculture Sector Investment Program (LASIP) Report 2010_(Pg. 8)

SECAP background study

A. Executive Summary

1. This study seeks to: (i) provide broader, upstream and more long-term strategic environmental, social and climate change perspectives to inform the Results-Based Country Strategic Opportunities Programmes (RB-COSOP) design of Liberia; (ii) identify new opportunities for the International Fund for Agricultural Development (IFAD) for mainstreaming gender (and other vulnerable groups), youths, nutrition and climate adaptation strategies in Liberia; (iii) identify capacity-building needs and ensuring stakeholder engagement in decision-making in the country; and (iv) facilitate transboundary collaboration on specific areas.
2. The study is tailored to Liberia's circumstances and the scope and depth of the exercise is proportionate to the nature of IFAD's planned interventions in the proposed RB-COSOP/Country Specific Note (CSN) cycle. This study is informed by existing institutional and context analysis, country programme evaluations/country existing environmental, nutrition, social and climate change studies (such as the strategic environmental and social assessment, institutional and context analysis) in Liberia, as and where available.

B. Liberia and the United Nations Sustainable Development Goals (SDGs)

3. The Government of Liberia (GoL) has adopted a National Development Plan - the Pro-Poor Agenda for Prosperity and Development (PAPD) which overarching goals include, empowering the people through reducing developmental inequalities so that the people can prosper; stimulating economic stability and job creation through effective resource mobilization and prudent management of economic inclusion.³⁵
4. The PAPD is based on four (4) critical pillars that keenly consider the SDGs in the context for easy implementation in Liberia. In the next years, the agenda is projected to address the basic needs of Liberians for income security, better access to basic services and greater opportunities for self-improvements in an enabling environment that is inclusive and stable.³⁶
5. The agenda is also determined to lift an additional one million Liberians out of absolute poverty over the next six (6) years and reduce extreme poverty by twenty- three percent (23%) across the five (5) of the six (6) regions through substantial and inclusive growth driven by scaled-up investments in agriculture, infrastructure and human capital development.³⁷
6. Given the political will of the GoL, the country lacks the available resources to achieve the full implementation of the SDGs, hence the need for regional and international partnership. Efforts to address infrastructure gaps and debt vulnerability are also regarded as essential to the implementation of the SDGs.³⁸

³⁵ See Republic of Liberia, *Pro-Poor Agenda for Prosperity and Development*, September 2018 <https://theperspective.org/2018/Revised_PAPD.pdf>

³⁶ Ibid; 'Weah Proposes Several Bills to Support PAPD' *New Dawn*, <<https://thenewdawnliberia.com/weah-proposes-several-bills-to-support-papd/>>

³⁷ PAPD Will Lift Millions from Poverty' *New Dawn* <<https://thenewdawnliberia.com/papd-will-lift-millions-from-poverty/>>

³⁸ Ibid.

C. Country Profile

Socio-Economic Landscape

7. The estimated population of Liberia is about 4.8 million.³⁹ In the 1990s and early 2000s, civil war and government mismanagement destroyed much of Liberia's economy, especially infrastructure in and around the capital. Much of the conflict was fuelled by control over Liberia's natural resources. With the conclusion of fighting and the installation of a democratically elected government in 2006, businesses that had moved out of the country began to return. The country achieved high growth during the period 2010-13 due to favourable world prices for its commodities.⁴⁰
8. However, during the 2014-2015 Ebola crisis, the economy declined and many foreign-owned businesses moved with their capital and expertise. The epidemic forced the government to divert scarce resources to combat the spread of the virus, reducing funds available for needed public investment. The cost of addressing the Ebola epidemic coincided with decreased economic activity reducing government revenue, although higher donor support significantly offset this loss. During the same period, global commodities prices for key exports fell and have yet to recover to pre-Ebola levels.⁴¹

Demography

9. According to the Liberia Institute for Statistics and Geo Information Services (LISGIS),⁴² approximately 48.9% of Liberia's population are males while 51.1% are females. Overall, nearly half (49.1%) of population is made up of young people under the age of 18 years, of which approximately 47% live in rural areas. Over 51% of the population are women. Life expectancy has increased to 63 years of age.
10. Household size also varies by county, with a national average of 4.3 people per household. Fifty-nine (59%) of households are headed by people aged 30-49. The dependency ratio is particularly high in rural areas (105.7%). Seventy-five percent (75%) of households are headed by men.

³⁹ World Bank Data (2018).

⁴⁰ Africa Development Bank (AfDB), *Africa's 2019 Economic Outlook*

⁴¹ Central Intelligence Agency (2019) *World Factbook* < <https://www.cia.gov/library/publications/the-world-factbook/geos/li.html>>

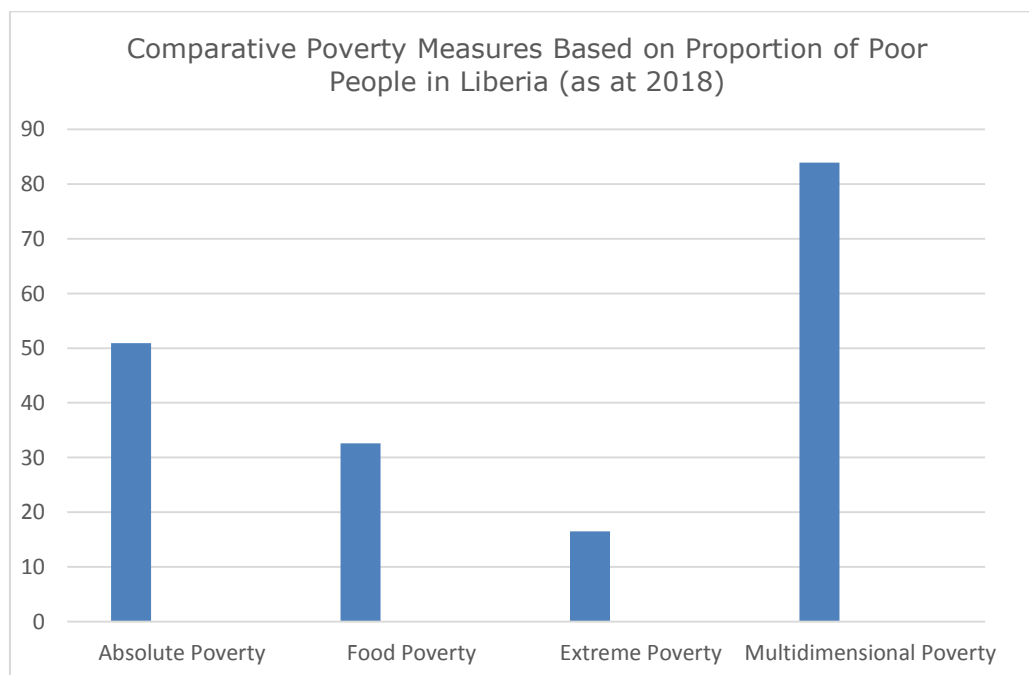
⁴² LISGIS, 2017. HIES.

Region	County	Population	%
<i>Montserrado</i>	Montserrado	1,364,902	32.2
<i>North Western</i>	Bomi	102,674	2.4
	Grand Cape Mount	155,106	3.7
	Gbarpolu	101,782	2.4
<i>South Central</i>	Margibi	256,228	6.0
	Grand Bassa	270,594	6.4
<i>South Eastern A</i>	River Cess	87,282	2.1
	Sinoe	124,976	2.9
	Grand Gedeh	152,887	3.6
<i>South Eastern B</i>	River Gee	81,522	1.9
	Grand Kru	70,687	1.7
	Maryland	165,923	3.9
<i>North Central</i>	Bong	407,041	9.6
	Nimba	563,939	13.3
	Lofa	337,934	8.0

Source: LISGIS, 2017. HIES.

Poverty

11. Liberia faces enormous challenges in addressing poverty due to public and private underinvestment and years of civil war. According to the 2016 Household Income and Expenditure Survey (HIES) published by LISGIS,⁴³ 50.9% of Liberia's population is classified as poor. Poverty is higher in rural areas (71.6%) than in urban areas (31.5%).



⁴³ LISGIS (2017) 2016 Household Income and Expenditure Survey (HIES)

12. The report also indicates that 51.2 per cent of Liberian households show food shortages, with urban areas at 44 per cent and rural ones at 56 per cent. Female-headed households face more food shortage (53.6 per cent) commonly than male-headed households with 46 per cent.⁴⁴
13. Under education, 64.7 per cent of the country's population are literate with the urban population accumulating 78.1 per cent, while rural areas have a percentage of 21.9 per cent. As for under age ratio, there are more young people who are literate than older ones and unemployment stands at 3.9 per cent, which shows that Liberia has a low unemployment rate. The private sector remains the highest employer through which 64.9 per cent have benefited, while the government employs 19.5 percent of the country's population, and other employers (not specified) picked 15.6 per cent respectively.
14. 63.2 per cent of the country's 4.8 million people visit government-run health facilities, while 23.6 per cent goes to private hospitals and clinics; the remaining 13.2 per cent use other sources of healthcare such as traditional care.
15. The average household size is estimated to be 4.3 people per household, with Maryland County having the highest household size, while Gbarpolu County holds the lowest.⁴⁵

Table 2: Regional poverty in Liberia

Region	Percentage of Population	Multidimensional Poverty Index (MPI)	Incidence of Poverty	Percentage of Population in Severe poverty
Monrovia	27.8	0.306	64.0	29.7
North Central	26.9	0.558	91.9	68.8
North Western	7.9	0.539	91.5	64.9
South Central	14.6	0.560	90.7	68.6
South Eastern A	6.7	0.5525	92.9	68.4
South Eastern B	6.9	0.539	91.1	68.8

⁴⁴ The HIES 2017 methodology for calculating poverty in 2016 is based on a 12-month cycle, while the previous poverty measurement of 2014 is based on a six-month measurement. Therefore, poverty levels between the two periods can only be compared by disaggregating data obtained in 2016 and using data for the first six months of 2016. According to HIES 2017 poverty measurements to be used in the near future are expected to follow the same methodology as the one used in 2016 allowing for straight comparisons with overall 2016 data thereafter.

⁴⁵ Oxford Poverty and Human Development Initiative, 2017. Multidimensional Poverty Index 2017. Brief Methodological Note and Results. OPHI Country Briefing: Liberia. LISGIS, 2018 Report.

Food security and Nutrition

16. An estimated 18 per cent of Liberians are food insecure and 2 per cent are severely food insecure (Liberia Food Security Assessment, 2015). This means that households end up consuming foods that are inadequate in quantity and quality. Children are more sensitive to short-term food shortages and this pushes them into malnutrition. The 2013 Comprehensive Food Security and Nutrition Survey (CFSNS) also found food marketing to be a principal pillar of food security in Liberia. Almost three-quarters of rural households buy food and just one-fifth are able to rely on their own production, while 94 percent of urban households purchase their food at the market. Liberians produce only one-third of the rice they consume, and thus rely on markets for at least six months in a typical year. The second main staple, cassava, is widely cultivated and used as a food security crop. However, the market network is severely limited particularly in geographically-isolated rural areas. The 2007 Liberia market review noted that 81 percent of households have access to weekly markets and often have to walk for an average of 2.5 hours to reach them; only 29 percent of households reported having access to daily markets. Finding markets to purchase food or to sell surplus production is a challenge for more than half (54 percent) of Liberian households. Findings of the Joint Liberia Food Security Assessment of November 2014 showed that in communities without regular market days, such as in Sinoe, Grand Kru and Margibi counties, households find it difficult to access food supplies outside of their community. This situation, mainly due to poor feeder roads and lack of transportation, is more evident during the rainy season (EFSA 2015). The areas with the poorest road networks are the most food insecure and distance is negatively with adequate food consumption scores (CFSNS 2010).
17. Access to food by most Liberians is constrained by “high poverty rates” (World Bank 2011), “an under-performing labor market” (LISGIS 2010) and poor road conditions particularly in rural communities. In 2015, food expenditures accounted for over 65 percent of total household spending by a quarter of households in the country, while 41 percent of households did not have food or money to buy food the week before the Emergency Food Security Assessment (EFSA, 2015). Food marketing is a principal pillar of food security in Liberia. Almost three-quarters of rural households buy food, with just one-fifth relying on their own production, while 94 percent of urban households purchase their food at the market. Liberians produce only one-third of the rice, the staple they consume. The second staple, cassava, is widely cultivated and used as a “food security” crop (CFSNS 2010).
18. The proportion of population below minimum level of dietary energy consumption is 19.5 percent (LISGIS 2015). Poor dietary diversity and quality are also contributing factors. Lofa, Bong, Nimba, and River Cess have the most severe dietary quality deficits, with 40–50 percent of the households rated as moderate or severe (FEWS NET 2017). Dietary diversity is particularly poor in rural Liberia where food consumed by the poorest comprises low cost starches such as rice and cassava, with little contribution from animal-source foods, vegetables or fruit. Whereas only 2.4 percent of Monrovia have a diet lacking in diverse food groups such as fruits, vegetables, dairy, pulses, meat or fish, 41 percent of the national population outside the capital was found to have poor dietary diversity (CFSNS 2013), with the poorest dietary diversity found in River Cess (60 percent of the diet made up mostly of starch), followed by Bomi, Bong, Grand Kru, River Gee and Maryland Counties. Fish provides an estimated 65 percent of animal protein intake within the country, mainly because it is significantly cheaper than meat or chicken and readily available.

19. Malnutrition continues to be a major public health problem in Liberia, exacerbated by poverty, food insecurity, poor dietary practices, low literacy levels and poor access to basic social services. The most vulnerable groups include women and children, the elderly, people living with HIV and tuberculosis patients.
20. Liberia has made some progress towards reducing stunting in the last two decades. Yet chronic malnutrition continues to affect nearly one-third of all children under five. With a stunting prevalence of 32 per cent⁴⁶, Liberia is among the 21 countries with the highest stunting rates worldwide, depriving thousands of children in the country of their full growth and development potential. About two out of every 10 children under five years in Liberia are underweight. At 6 per cent, the overall prevalence of global acute malnutrition (GAM) nationwide appears to be within acceptable thresholds. However, seasonality and abrupt shocks could easily tip the delicate balance.
21. Vitamin A deficiency is common at 13⁴⁷ per cent among children aged 6 to 35 months while the coverage rate of vitamin A supplementation was at 86 per cent. Anaemia among Liberian children 6 to 35 months is high at 59 per cent. Furthermore, among pregnant women, Anaemia is prevalent at 38 per cent with iron supplementation coverage rate at 68 per cent.⁴⁸
22. Poor care begins during pregnancy. Some 8 per cent of pregnant women are undernourished. Almost all pregnant women have deficiencies in trace elements such as iodine and iron; 38 per cent of pregnant women suffer from anaemia. Among women aged 15-49 with a child born in the past five years, only 21 per cent took iron tablets for the recommended period and only 58 per cent took deworming medication (LDHS 2013). One in four women and fewer than 1 in 10 men are overweight or obese. Trend analysis over the last two decades indicates that the double burden of malnutrition is increasing over time in Liberia hence the need for actions to combat it. Malaria during pregnancy is a major contributor to low birth weight, maternal anaemia, infant mortality, spontaneous abortion and stillbirth. The mother's nutritional status, including anaemia, affects the health of her baby. Proportions of stunting, wasting, and underweight are higher among children reported as very small and small at birth than among children reported as average or larger at birth. The prevalence of stunting, wasting, and underweight is higher among children born to underweight mothers than among those born to normal-weight or overweight mothers.
23. Malnutrition rates vary little by area of residence; by county, River Gee has the highest prevalence of stunting (43 per cent) and underweight (25 per cent), and Bomi, Grand Bassa and River Cess have the highest prevalence of wasting (9 per cent). The prevalence of stunting, wasting, and underweight is inversely correlated with wealth quintile. Children in the highest wealth quintile are less likely to suffer from malnutrition than those in lower wealth quintiles. The prevalence of overweight children varies little by background characteristics.
24. The key drivers of malnutrition in Liberia are sub optimal infant and young child feeding practices, infectious diseases and adolescent pregnancies. Despite a significant increase in exclusive breastfeeding from 29 per cent in 2007 to 55 per cent in 2013 (LDHS 2007 and 2013), a significant number of infants are still sub-

⁴⁶ Liberia Demographic and Health Survey (LDHS) 2013

⁴⁷ National Micronutrient survey 2011 (Preliminary report)

⁴⁸ National Micronutrient survey 2011 (Preliminary report)

optimally breastfed. Among children aged 6-23 months, only 11 per cent met least dietary diversity standards, 30 per cent met minimum feeding frequency standards and 4 per cent consumed a minimum acceptable diet. Among children 6 to 8 months, only 47 per cent are introduced to timely complementary food (LDHS, 2013). In addition, 89 per cent of Liberian children are fed mainly rice and lack sufficient nutrients, especially vitamins and minerals.

25. Inadequate water, sanitation and hygiene situation is another factor associated with under nutrition. Access to drinking water is estimated at around 73 percent and access to sanitation is estimated at 17 percent. Only 15 percent of the population has access to sanitation and hygiene. In the rural areas open defecation is still the most widespread method, with as many as 85 percent still practicing open defecation. Only 6 percent of the rural population currently have access to improved sanitation. It is estimated that each year, Liberia loses USD17.5 million due to the poor sanitation; the poorest quintile of the population is almost 7 times as likely to practice open defecation as the richest.
26. Childbearing begins early in Liberia and it is another key driver of malnutrition. By age 19, 60 percent of adolescent girls had begun childbearing in 2013 which is a slight increase from 59 percent in 2007. This has serious consequences on the nutritional status of the population because, relative to older mothers, adolescent girls are more likely to be malnourished and have a low birth weight baby who is more likely to become malnourished, and be at increased risk of illness and death than those born to older mothers⁴⁹.

⁴⁹ LISGIS, Ministry of Health and Social Welfare, National AIDS Control Program, and ICF International 2008 and 2014).

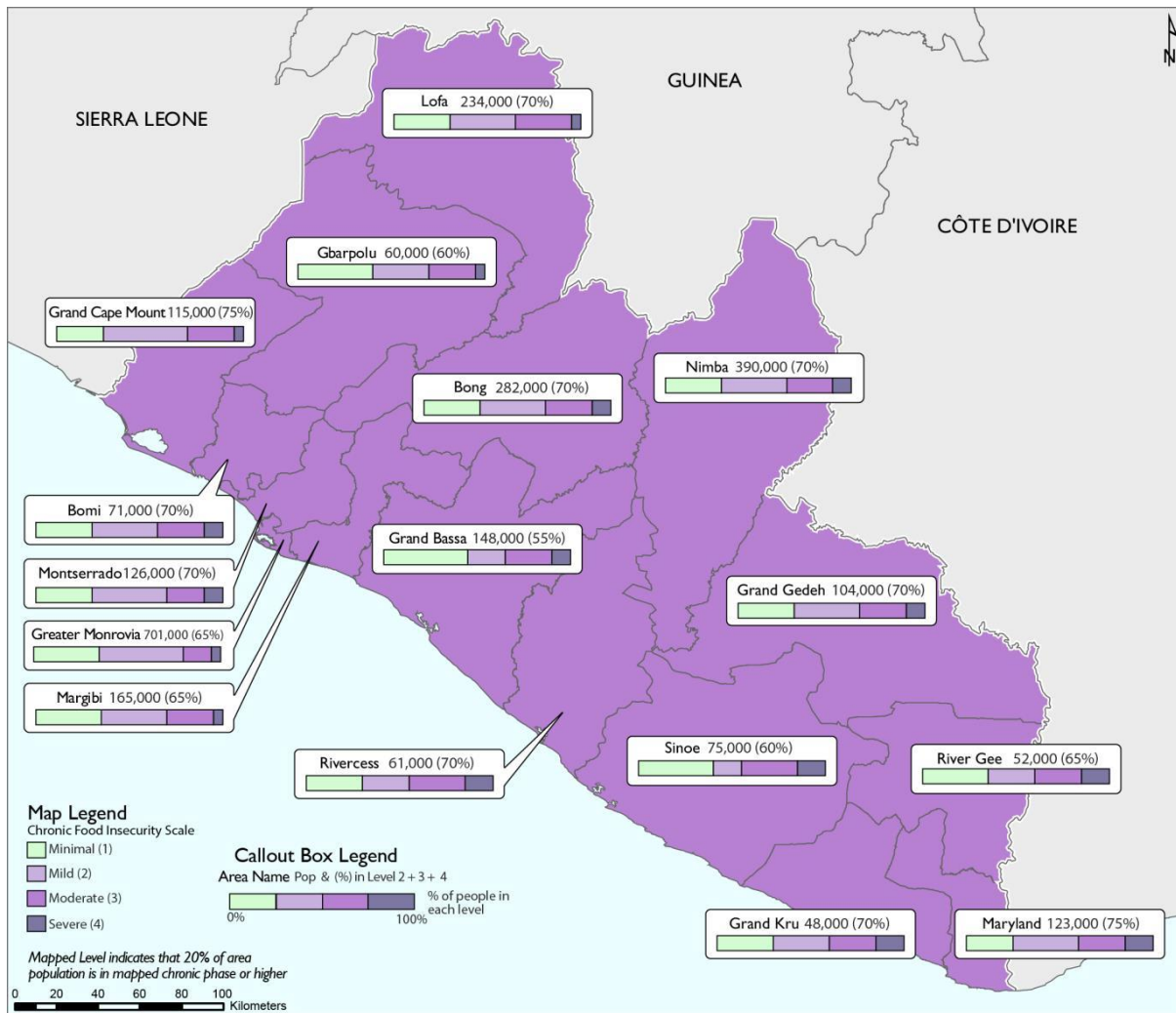


Figure 2: Chronic food insecurity classification for Liberia/ (Source: USAID Assessment of chronic food insecurity in Liberia, 2017)

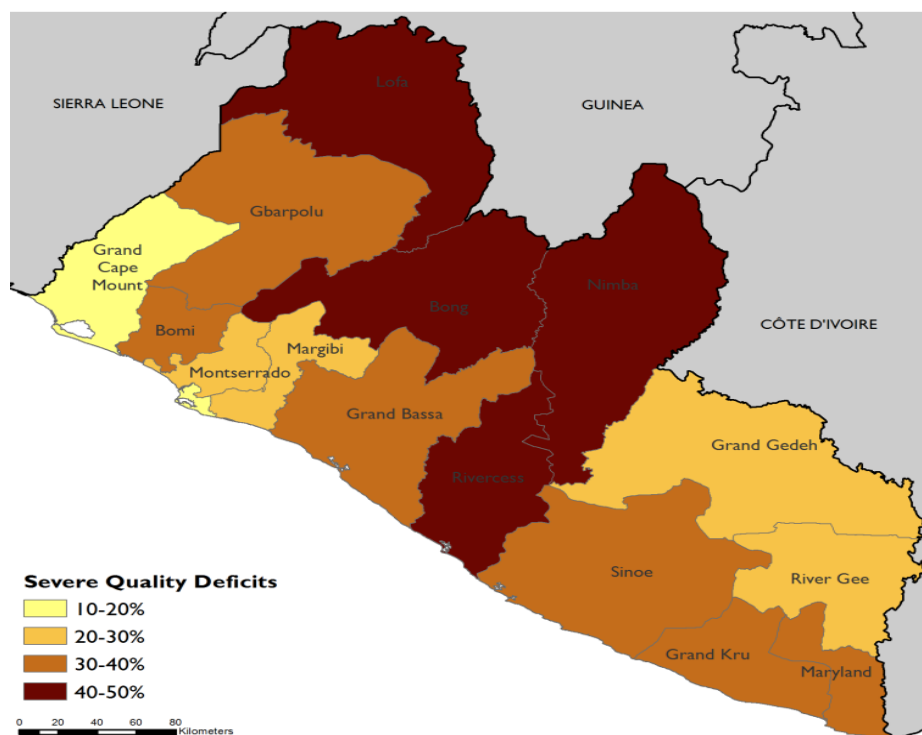


Figure 3: Proportion of households with severe quality deficits (Source: USAID Assessment of chronic food insecurity in Liberia, 2017)

Gender

27. As in most African countries, men and women in Liberia have clearly defined socio-economic roles based on gender norms. In the local communities, most of the agricultural work is managed by women, while men focus on some tasks like clearing and preparing land, marketing, etc. Indeed, women's contribution to agriculture in Liberia is substantial: they represent the majority of the agricultural labor force (80 percent) and are responsible for 93 percent of household food crop production.⁵⁰
28. The lack of productive capital poses considerable barrier especially to women who would like to engage in commercial agriculture. Women-headed households have additional challenges accessing labour, particularly for difficult agricultural tasks like land clearing. This undermines their potential contribution to agricultural growth and rural development, making them more vulnerable to poverty.⁵¹ Within the household, the assumption that the home is a cohesive domestic unit with perfect solidarity and altruism reigning in all relationships is giving way to the need to explore the extent to which male and female members of households do collaborate, pool their resources and earnings, and the specific gender divisions of labour, power and decision making. Women are often organized in their traditional kuu system, where they share work burden, as well as benefit from some level of mutual support. However, women generally do not have stronger organizations which can serve as a vehicle to communicate collective voice at value chains, and informal and formal institutions.⁵²

⁵⁰ OECD, Gender, Institutions and Development Database, 2019. <https://oe.cd/ds/GIDDB2019>.

⁵¹ Ministry of Agriculture, *Gender Analysis Report*, 2018

⁵² *Ibid.*

29. Liberia has very low literacy rate: According to the HIES 2016,⁵³ overall, the percent of the population attending formal education is 62.7% (75.7% males and 51.2% females). The root causes of girls' and women's vulnerability starts very early within the family and the values are reinforced in schools, communities and institutions that support children and their families. Due to the low value attached to girls' education, their vulnerability extends to harmful practices such as Female Genital Mutilation (FGM), sexual exploitation, and early marriages.
30. According to the UN Population Fund, sexual and gender-based violence continues to be a major challenge for Liberia's recovery after 14 years of war that ended in 2003. For many Liberians women and girls, the appalling violence they experienced during wartime still occurs. Early marriage, rape, offensive touching (sexual assault), forced prostitution, wife inheritance and forced servitude are the main types of sexual and gender-based violence perpetrated in the communities.
31. Overall, teenage pregnancy stands at 31 per cent and Female Genital Mutilation (FGM), a harmful rite of passage that deters girls from dignified adolescence and increases the risk of complications during childbirth, is widely practiced and acceptable in 10 out of 15 Counties in Liberia. In rural Liberia, it is estimated that approximately 72 percent of women and girls has been subjected to FGM.⁵⁴

Youth

32. Youths in Liberia comprise the population falling between 15 and 35 years, and constitute a significant percentage (47%) of the population. Liberian youths have a high illiteracy rate resulting from low school enrolment and low educational level. Vocational training and apprenticeship opportunities are rare, and, as a result, the youth have become highly vulnerable to so many vices. They are disproportionately affected by unemployment or informal employment especially in rural areas. Youth were often engaged on land clearing/development activities for other households facing shortage of labour.⁵⁵
33. In those localities, there is high rate of youth unemployment, side by side with high shortage of agricultural labour. From the discussion with the local communities, it was made clear that getting youth labourers for such agricultural activities is difficult. Young people are generally less interested in traditional agricultural related works, which require hard work, and is considered to be low paying, and "dirty". Often, the youth tend to be attracted by the quick returns of the gold mining, rubber work, motorbike business, and other daily wage earning opportunities, especially in towns.⁵⁶
34. The access to land is especially challenging, especially for those from poor parents. For most, even negotiating access to land for rent with local authorities or clan leaders is challenging. Owing to some level of education they might have acquired, the youth are assumed to have better adoption for new technology, and high aspiration for their future. Better use of this "demographic bonus"

⁵³ LISGIS (2017), HIES 2016

⁵⁴ UNFPA webpage (<https://liberia.unfpa.org/fr/node/28655>) , September 2019

⁵⁵ USAID, *Liberia Youth Fragility Assessment*, 2009

⁵⁶ Ibid.

would mean an important input into the advancement of agriculture and the country's economy.⁵⁷

Environmental and Climate Landscape

Natural Resources

35. Liberia has a rich and diverse ecosystem; it is well endowed in natural resources (vast forests, minerals deposits, fisheries, etc.). An adequate management of these resources will help alleviate poverty in a sustainable manner. The forest (estimated at 9.49 million ha) covers 45% of the national territory. These forests can be classified in 3 main categories: closed dense forest (2.42 million ha), open dense forest (1.02 million ha), and classified as agriculture degraded forest (0.95 million ha). Liberia forests represent more than half of West Africa's remaining Upper Guinean tropical forest and therefore provides immense ecological benefits (medicinal plants, food source, non-timber products, energy, etc.). These forests also provide habitat to a diversity of plants and animals species.⁵⁸
36. The 2015 FAO Global Forest Resources Assessment estimate Liberia biodiversity to consist of 590 bird species, 125 mammal species (hawks, eagles, rats, monkeys, leopards, elephants, etc.), 74 reptiles and amphibian species, 1,000 insect species, 2,000 flowering plants (59 endemic to the country), and 240 timber species. Despite the known importance of the Liberian forest and its biodiversity, currently there are only two actively protected forest areas (Sapo National Park and the East Nimba Nature Reserve) and eight forest reserves.⁵⁹

Climate

37. Liberia's climate consists of two separate climate regimes: the equatorial climate regime restricted to the southernmost part of Liberia, where rainfall occurs throughout the year, and the tropical regime dominated by the interaction of the Intertropical convergence zone (ITCZ) and the West African Monsoon. Annual rainfall amounts are 4000-5000 mm along the coastal belt, declining to 1300 mm at the forest-savannah boundary in the north. The seasonal variation in rainfall has a critical influence on the vegetation. Liberia exhibits a fairly high average relative humidity throughout most of the year.⁶⁰
38. Generally, Liberia is considered a tropical country with the average annual rainfalls ranging from 1,700 mm in the north and 4,500 mm in the south, the average temperatures vary between 24°C and 28°C, and the relative humidity ranges from 65–80%. The climate is characterized by two (2) wet seasons in the southeast and one (1) wet season (May – October) for the rest of the country. Based on its agro-ecological characteristics, the country can be divided in 3 regions: coastal plains, forests and northern.⁶¹

⁵⁷ S Wiakanty, 'Youth Empowerment for Agriculture Essential for Food Security' *Observer*, January 14, 2019 <<https://www.liberianobserver.com/news/youth-empowerment-in-agriculture-essential-for-food-security/>>

⁵⁸ USAID, *Liberia Environmental Threats and Opportunities*, 2014<<http://www.usaidgems.org/Documents/FAA&Regs/FAA118119/Liberia2014.pdf>>

⁵⁹ Food and Agricultural Organization (FAO), *Global Forests Assessments*, 2015 <<http://www.fao.org/3/a-i4808e.pdf>>

⁶⁰ N Appleton & E Broderick, 'A Case Study for Liberian Agroforestry: Science and the Implementation of a Management Prospectus for Agriculture and Forestry (2018) 2 *Forestry Research and Engineering*

⁶¹ Climatemps, 'Rainfall in Monrovia/Liberia' <<http://www.liberia.climatemps.com/precipitation.php>>

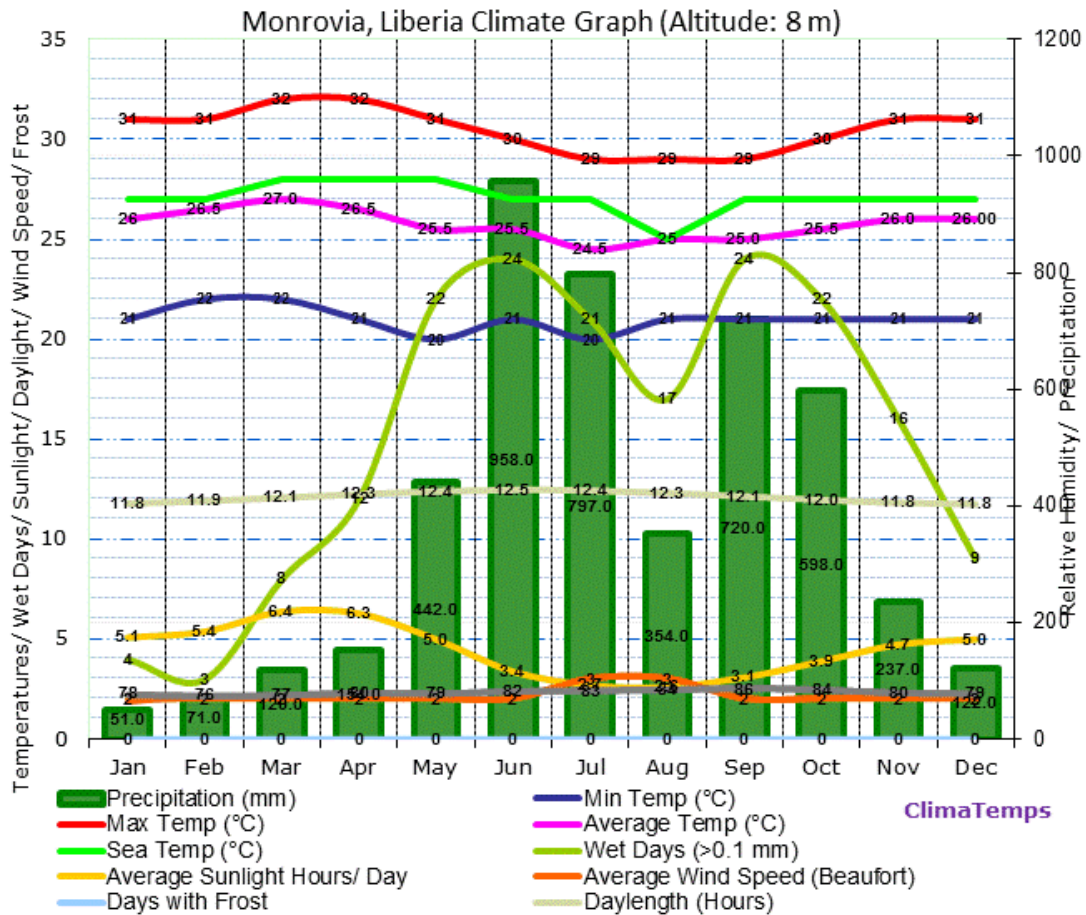


Figure 4: Climate Graph for Monrovia (Source: Liberia.climatemps)

39. Climate trends since the 1960s indicate a 0.8°C increase in average temperatures, a reduction in mean annual precipitation, and more flooding events. Furthermore, climate models project an increase in temperatures ranging from 0.9 to 2.6°C by 2060 and 1.4 to 4.7°C by 2090 (compared to 1970-1999 temperatures), a reduction average annual rainfall, an increase number of heavy rainfall along the coast and in flooding events, a 0.4 to 0.7m rise sea level by 210062, and soil erosion. There are 2 main contributing factors to climate change in Liberia. First is increasing population has led to an increase of demand for food and land resources, and second is the bad agricultural practices (deforestation, wetland reclamation, slash and burn to clear the land). Like most Least Developed Countries (LDCs), while Liberia’s carbon footprint is low (0.0663 metric ton per capita), it remains one of the most vulnerable countries to the adverse impacts of climate change and variability.⁶⁴
40. The sectors most likely to be affected by climate change are agriculture, forestry, fisheries, energy and mining. The population in the coastal areas and those who depend mostly on rain fed farming (close to 90% of crop areas fall under this category) and fishing are the most vulnerable groups.

⁶²The World Bank’s Climate Change Knowledge Portal

⁶³Boden, T. and Andres, B. (2014). Global, Regional, and National Fossil-Fuel CO2 Emissions

⁶⁴Ibid.

41. The Fisheries sector is also likely to be impacted by climate change (rising temperatures, frequency of extreme climate hazards, and the acidification of seawaters). For instance, increases in sea-surface temperatures make the coastal upwelling unpredictable and reduce fish productivity. The impact will vary between ecosystems and fishery regimes. Also, changes in precipitation and evapotranspiration could also affect inland waters impacting fish reproduction.⁶⁵
42. Although Liberia's tropical forests are likely to be impacted by climate change (change in aridity), human activities (slash and burn practices, urbanisation, logging, firewood, and charcoal production, etc.) are likely to have a more severe impact.

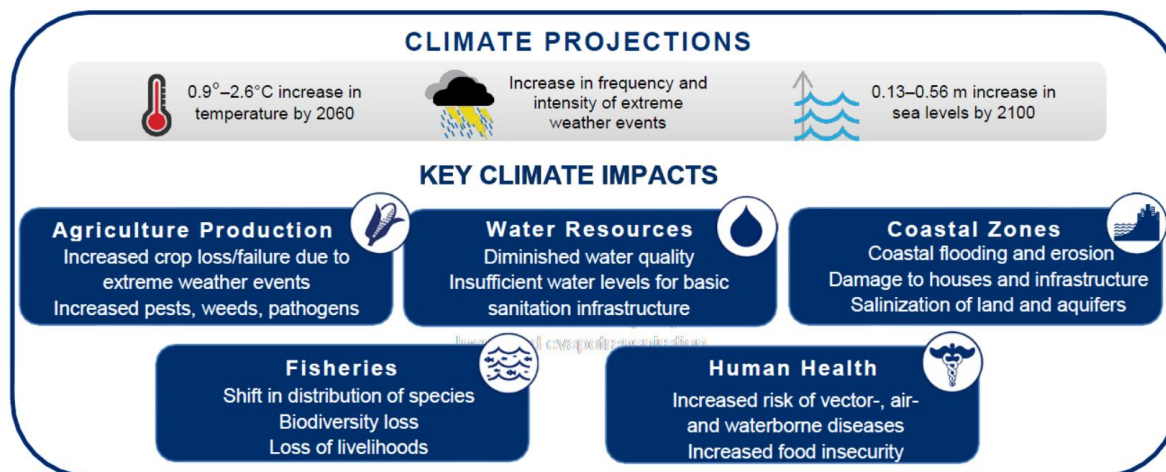


Figure 5: USAID, Country Profile: Liberia (2017)

43. While Liberia has a low-carbon footprint, the impact and effects of climate change may have severe consequences across multiple sectors, including agriculture, fisheries, forests, energy production related to the availability of water resources, coastal degradation and health. Around 70 percent of the population depends on agriculture for their livelihoods, and improved plans for climate change will support Liberia in mainstreaming and accelerating policy support to achieve the Sustainable Development Goals for Climate Action, No Hunger and No Poverty. Strengthened capacity to plan for climate change, support policy and budgeting frameworks, and prepare vulnerable sectors for the impacts of climate change will also be essential in reaching the country's Nationally Determined Contributions to the Paris Agreement.⁶⁶

Agriculture Sector

44. Out of the total land area (9.8 million ha), half is covered by tropical forest and arable lands (uplands and lowlands) covers around 47% of the total land area. There are three types of farming systems in Liberia: traditional, commercial and concession. The traditional farming systems for the production of food (rice and cassava) and export crops (coffee, cocoa, rubber), and oil palm for consumption and resell. The commercial farms are used for the production of fruits, coffee, cocoa, and oil palm. The concessions plantations, owned and operated by foreign

⁶⁵ Ibid

⁶⁶ U. Goll, 'Towards a New Climate Change Treaty: Liberia's Contributions and Challenges' (2015); Kwaune, 'Integrate Climate Change Into Economic Planning' *Daily Observer*, 5th December, 2018

firms, produce mostly rubber and palm oil. Food crops (rice and cassava) productions are predominant.⁶⁷

45. Rubber, oil palm, cocoa, and coffee are the main export crops contributing to approximately one third of the agricultural GDP. However, the production of coffee and cocoa is still lower than that of the 1989 pre-war levels, given that 61% of the cocoa farms and 71% of the coffee farms affected during the war still need to be rehabilitated.⁶⁸
46. The Ministry of Agriculture (MoA) extension services in the different districts, as well as the farmers cooperatives capacity, needs to be enhanced through trainings and logistic support. Also, with the expected impact of climate change (disturbance in rainfall intensity and pattern, drought, rising sea levels, etc.) on the agricultural productions, there is a need to equip farmers with tools and knowledge to adapt to these changes and to assist them operate their farms using less time and labour intensive approach to farming. Third, commercial banks' loans to the agriculture sector represents only 4.3% (L\$1,674,034.46) of total commercial bank credit to the economy. Furthermore, rural communities have limited access to financial services. Fourth, women (more than half of the agricultural workforce) and the youth, major stakeholders in the sector, still lag behind when it comes to access to land and involvement in cash crop production.
47. The majority of the population depend on agricultural sector for their livelihoods. These are major challenges preventing them from expanding beyond subsistence level. Another major constraint to the productivity and profitability of the agricultural sector relates to challenges in the underdeveloped value chain systems (unreliable private sector partners, insufficient and appropriate information on prices and quality control, etc.) and market accessibility (limited network of farm to market roads, bad conditions of main roads). Lastly, because of there are no national seed/ seedling production center to supply farmers with good quality seeds and seedlings for the major food and cash crops (rice, cocoa, coffee and oil palm), the country depends on imports from the neighbouring countries. These imported seeds and seedlings may not always be adapted to Liberia's environment and the potential yields are not maximized. *The country's food security challenges are not typically driven by climatic conditions.*

Land Rights

48. One of the major challenges facing the agriculture sector, especially for smallholders, is land tenure or access to land. The right to land is especially a major handicap for rural women, ethnic communities and other disadvantaged groups, including youth. At present the land tenure situation in the country is severe. It has been a pervasive problem since the independence of Liberia in 1847. Land tenure is believed to have been one of the problems leading to the brutal civil wars that occurred between 1989 and 2003.
49. The Land Rights Act was passed into law on August 23, 2018 by the Liberia National Legislature and signed into law by President George Weah on September 19, 2018. The new law is progressive and was shaped from the grassroots. However, there are still challenges to its successful implementation which would help to minimize land conflicts between local communities and agricultural and forestry concessions.

⁶⁷ Republic of Liberia, *Liberia Agriculture Sector Investment Programme (LASI) Report*, 2010

⁶⁸ Ministry of Agriculture/Government of Liberia, *2015 Annual Report*.

50. This Liberia COSOP acknowledges that the impact of climate change could further intensify conflict over resources, especially the right to land. Thus, the socioeconomic implications of changing climatic conditions and land rights will be closely monitored. Besides, citizens' engagement will be supported to complement the Government's ongoing efforts to promote social inclusion, grievance redress and sustainable management and transformation of natural resources into a source of economic dynamism. This includes the application of the principle of "Free, Prior, and Informed Consent (FPIC).

D. Government Interventions and Policies

Social Interventions (Gender, youth and nutrition)

51. This section will discuss the existing interventions of the GoL in mainstreaming gender, nutrition, youth and Intended Nationally Determined Contributions (INDCs) into the country's development agenda.

*Policies on Gender*⁶⁹

52. The Ministry of Gender and Development (MoGD) is the national machinery for promoting gender equality, women's advancement and children's welfare in Liberia. The Ministry is mandated to advise the Government on all matters affecting the development and welfare of women and children; coordinate gender mainstreaming efforts to ensure that both women and men gain from development programs; integrate women as equal partners with men in the development of the country; monitor and report back the impact and progress on gender equality programs.
53. For these reasons, the MoGD has taken the lead in the development of the National Gender Policy (NGP) which began in 2006. The Process of the formulation of the policy has been participatory and consultative, involving all stakeholders from Government Ministries and Agencies, County Officials, NGOs, women's networks, and other civil society organizations, the private sector, the Legislature, (its committees and caucuses), religious leaders and traditional leaders.
54. Government of Liberia in partnership with the Barefoot College of India, is currently planning to open a Vocational Training Center at the Grand Bassa Community College, for the training of rural women in the use of solar energy. The Center, when established will train on an annual basis, twenty (20) women living in rural areas as Solar Energy Technicians. The Government through the Barefoot College of India, had previously recruited and trained in India, eleven (11) rural grandmothers in the installation and maintenance of solar power system.⁷⁰
55. Women are the prime victims of Gender-Based Violence (GBV), which is a critical factor contributing to poverty in Liberia, especially in rural communities. The Government of Liberia has developed relevant policies and strategies to address the problems associated with GBV. Implementation remains a challenge.

⁶⁹ See, Ministry of Gender Development, Liberia, *National Gender Policy*, 2009

⁷⁰ Front Page Africa, 'Government of Liberia to Train More Rural Women as Solar Energy Technicians' <<https://allafrica.com/stories/201903210251.html>>

Policies on Youth

56. The National Youth Policy – 2012-2017 (NYP) of Liberia was seen as a basis for prioritizing public action and programs undertaken by the government and other youth serving agencies, primarily to ensure that they make an impact in responding to the aspirations of young people. The NYP was consistent with existing laws of Liberia and the broader development aspirations of the country. Specifically, it was an integral part of the past conflict recovery and reconstruction phase, articulating the needs, defining the roles and spelling out the responsibilities of young people of Liberia. The overall goal of the NYP was to promote youth participation in the national decision making process. It also had the objective of enabling young people to provide input in community activities, national programs and democratically chosen youth-centered activities and initiatives. The NYP emerged out of the needs expressed by young people themselves and their desire to stake their claim in national life. At the global level, the NYP was a means to contribute to the achievement of the Millennium Development goals by articulating the key role of youth in society.
57. To facilitate the implementation of the SDGs in Liberia, President George Manneh Weah has recently submitted for enactment, a bill titled "An Act to Endorse the Nation Youth Policy of Liberia" before the House of Representatives.

Policies on Nutrition

58. One of the outcome areas under Pillar 1 of the Pro-Poor Agenda for Prosperity and Development 2018-2023 (PAPD) is to achieve "Increased access to health, food security, education, and livelihood opportunities for special populations and people with disabilities". Under the health docket, the PAPD recognizes the importance of improved nutrition to ensure the health human capital needed for sustained economic growth and poverty reduction. Stunting reduction is therefore one of the focus areas for the government as exemplified in the PAPD.
59. In 2008, the Government of Liberia developed a five-year national nutrition policy (NNP) to create an enabling environment that facilitated the implementation of nutrition interventions. In 2018, the Ministry, in collaboration with partners commissioned the revision of the NNP to update the document based on new developments in the field of nutrition, global best practices and to contextualize it appropriately. The revised policy emphasis on multi-sectoral approaches to nutrition where all relevant sectors implement interventions in a collaborative manner to address both immediate and underlying determinants of undernutrition and forges new partnerships - between government and key stakeholders (communities, development partners, private sector) - that are critical in addressing the undernutrition problem in the country.
60. The Nutrition Policy complements the National Health and Social Welfare Policy and Plan (NHSWP) (2011–2021), the national Food Security and Nutrition Strategy (2010, FSNS), the Food and Agriculture Policy and Strategy (2008, FAPS) and the Investment Plan for Building a Resilient Health System (2015–2021), which are all supportive of public action to improve nutrition.
61. In 2014, Liberia has joined the Scaling Up Nutrition (SUN), a global movement that unites national leaders, civil society, bilateral and multilateral organizations, donors, businesses, and researchers in a collective effort to improve nutrition. A New Government Focal Point has been appointed in 2018. A multi-stakeholder platform (MSP) is in the process of being developed and work is ongoing to leverage political will for nutrition.

62. Liberia signed a Comprehensive African Agriculture Development Programme (CAADP) Compact in 2009. CAADP is an African-led program bringing together governments and diverse stakeholders to reduce hunger and poverty and promote economic growth in African countries through agricultural development. The Liberia Agriculture Sector Investment Program (LASIP), finalized in 2010, identifies priority for investment projects aligning national objectives and the CAADP. The government has committed to increasing its budget share for agriculture from the current level of 3 percent to 10 percent over the next five years. The LASIP/CAADP Agriculture Sector Investment and Development Program has four major sub-programs including land and water development, food and nutrition security, competitive value chains and market linkages, and institutional development.

Policies on Rights of Persons with Disabilities

63. The first 5 years' National Action Plan (NAP) for the period 2018-22 for the implementation of the Convention on the Rights of Persons with Disabilities (CRPD) was finally finalised and launched 2018. It acknowledges the difficulties in implementation of CRPD and agreed to strengthen support and protection measures for persons with disabilities. It was developed based on the National Disability Commission Establishment Act of 2005 and the ratification of CRPD on July 26, 2012. The current national development plan - "Pro-Poor Agenda for Prosperity & Development (PADP) 2018-2023)" launched in 2018 also places premium on support to people with disabilities under Pillar 1 - Power to the People and Social Protection.
64. Past IFAD-funded project did not explicitly target people with disabilities even though they consist of a significant percentage of the population of Liberia. The 2008 National Census data indicated that people with disabilities constituted about 3.17% of the total population of 3.48 million. This group of citizens need to benefit from project activities to improve their livelihood to become productive citizens.

Policies on Environment and Climate⁷¹

65. In 2008, Liberia's Environmental Protection Agency (EPA) prepared a National Adaptation Program for Action (NAPA) to address manifestations of climate change such as coastal erosion, erratic rainfall patterns, flooding, and temperature increases. The EPA has 35 environmental evaluators in Liberia who are responsible for environmental impact assessments, enforcement of environmental policy, and environmental protection. These evaluators are also part of the country's National Disaster Relief Commission, housed in the Ministry of Internal Affairs, which is responsible for disaster preparedness and response.
66. The Government does not currently have a comprehensive early warning system to track proxy food security indicators such as rainfall, market prices, and undernutrition indicators for children under 5. However, in the wake of increased food insecurity due to Ebola, a Food Security and Monitoring Surveillance System has been proposed by the National Food Security Cluster. This system would support County Statistics and Information Management Offices to "collect, manage, and disseminate statistical and spatial information" within their county and feed information into a national database to conduct monitoring and early warning about deteriorating situations.

⁷¹ For more information, see Republic of Liberia, *National Policy and Response Strategy on Climate Change*, 2018

67. The EPA of Liberia is the primary agency responsible for preparing the National Communication under the United Nations Framework Convention on Climate Change (UNFCCC) and the National Adaptation Programme of Action (NAPA). In coordination with its partners, the EPA is focused on integrating climate change across government ministries including the Ministry of Agriculture and the Ministry of Land, Mines and Energy. The National Environmental Policy Council shapes priorities for environmental targets and objectives. The National Climate Change Steering Committee and Secretariat, established in 2010, are charged with creating an intergovernmental framework for combatting climate change in Liberia.
68. Liberia joined the UNFCCC in 2002. It drafted its second Poverty Reduction Strategy Paper, which outlines an approach toward graduating to middle income status by 2030. Liberia is one of the first recipients of the Green Climate Fund and a signatory to the 2015 Paris Climate Change Agreement. Africa's first Green Climate Fund-financed project to support National Adaptation Plans was launched in Liberia in August 2018. The National Adaptation Plans project kicked off on 12 March in Monrovia and benefits from US\$2.3 million in financing from the Green Climate Fund (GCF).
69. This two-year project (with support from UNDP) will help Liberia accelerate its National Adaptation Plan (NAP) by investing in climate-sensitive sectors, like agriculture and fisheries. The strategic priorities of the National Adaptation Plan are to mainstream climate change adaptation into development policies, plans and strategies; build long-term capacities of institutional structures involved in NAPs; implement effective and sustainable funding mechanisms, advance research and development in climate change adaptation, and improve knowledge management.
70. The 2017 National Policy and Response Strategy on Climate Change will guide the country's efforts to mitigate the risks of climate change and reduce vulnerability. This document addresses climate change as a major obstacle to long-term development and growth. The timeframe for implementation of the INDC mitigation and adaptation actions is up to 2030 in line with Liberia's Agenda for Transformation.
71. National partners in the National Adaptation Plans project will include the Environment Planning Authority and the National Climate Change Secretariat. Other key partners are the Ministry of Finance and Development Planning, Ministry of Agriculture, National Disaster Management Commission, National Port Authority of Liberia, Liberia Maritime Authority, Bureau of National Fisheries, Liberia National Department of Meteorology, Liberia Institute of Statistics and Geo-Information Services, and University of Liberia.

E. Opportunities and Recommendations

72. Mainstreaming crosscutting issues into development is seen as an important pathway to alleviate poverty, manage environment and climate change, ensure gender equality and reduce disaster. Drawing from the discussions with personnel in the government agencies, private sector and focus groups (men, women, youth and the physically challenged), the following recommendations are proposed to IFAD on strategies for mainstreaming, gender (and other vulnerable groups), youth, nutrition and climate change adaptation policies.

Gender Mainstreaming ⁷²

73. Gender issues need to be mainstreamed in all programmes involving the analysis of potential implications for men and women and young and old. This should ensure target group participation in all aspects of the programme design of project activities as well as monitoring and evaluation during the life time of the project.⁷³ Gender policies and strategies developed by the MoA, Cooperative Development Association and other organisations must be fully implemented and not only be on paper. Capacity building on gender issues needs to be continuous, at all levels, starting with project staff and the implementing partners. A portion of the extension agents has to be female in order to better approach women's needs and concerns. There should be space for mutual learning in the extension community including government, international and national NGOs. Innovative concepts (e.g. the Gender Action Learning System, GALS) could be utilised to facilitate discussions on gender issues at the very grass root level.
74. Addressing gender gaps is an important dimension of any project IFAD would embark on and is critical for achieving higher productivity and enhancing the economic potential of both men and women. Equal distribution of inputs within households, such as land, seed, and fertilizer, would increase agricultural productivity by up to 20 percent.
75. Targeted initiatives focusing specifically on women are important for reducing existing disparities, serving as a catalyst for promotion of gender equality. Three key factors affect the realization of women's empowerment: *resources, agency and institutional structure*. Tangible and intangible resources (human, natural, financial, social and physical) are very relevant in determining an individual's or group's agency but they are not sufficient. The extreme poor, because of the *depth* and *duration* of their poverty and 'marginalization', often lack the psychological capacity to envision choices and lack the information to understand and appreciate their rights, entitlements and options.
76. Therefore, recent contribution to the field suggests that in order to really capture agency it is necessary to add *informational* (access to information, such as knowledge of rights and entitlements) and *psychological* (the capacity to *envision, to aspire*) assets. Yet, the presence and operation of formal and informal institutional structures (family, community, market, state), or rules of the game such as the formal and informal laws, regulatory frameworks, and norms and customs governing people's behavior, (e.g.; familial norms, patron-client relationships, informal wage agreements, formal contractual transactions, public sector entitlements) determine whether individuals and groups have access to assets, and whether these people can use the assets to achieve desired outcomes.⁷⁴
77. Emphasis needs to be placed on (1) support to women's participation at all levels of the value chains; and (2) support to women farmers for access to markets and production factors.⁷⁵

⁷² Reference was copiously made to country report on 'Smallholder Agriculture Transformation and Agribusiness Revitalization Project (STAR-P).

⁷³ M. Waal, 'Evaluating Gender Mainstreaming in Development Projects' (2006) 16(2) *Development in Practice*, 209-214

⁷⁴ Q. Wodon, and B. de la Brière, *Unrealized Potential: The High Cost of Gender Inequality in Earnings. The Cost of Gender Inequality Notes Series*. 2018. Washington, D.C.: World Bank.

⁷⁵ See Y. Mai, M. Wan & E Mwangi, 'Gender Analysis in Forestry Research: Looking Back and Thinking Ahead' (2011) 13(2) *International Forestry Review*; Food and Agricultural Organization, *Towards Mainstreaming Gender in Forestry* (2015)

Institutional Capacity Building for farmers, State and Non-State Organizations

Capacity building/Institutional support for Government Ministry of Agriculture (MOA) and selected Non-State Institutions

78. Establish clarity on MoA's roles and mandates, emphasis on technical and implementation capacity, and improved coordination and information sharing among relevant institutions. Building institutional capacity in the areas of policy, programming, and monitoring of gender issues in IFAD projects is necessary to encourage development of skills, for example: The MoA Gender unit needs to strengthen its capacity and knowledge of gender issues. Specific areas to be targeted include skills to guide the policy dialogue, to coordinate the integration of gender issues and to ensure that gender-disaggregated monitoring and evaluation are adequately integrated into the program. IFAD should deploy a gender officer of IFAD PIU to oversee gender issues in the projects; as well as focus on gender training at the central level. MoA may need support in designing extension services in ways that ensure women can access necessary information. This may require using more female extension workers and ensuring that County Gender Officers are adequately versed with gender issues.

Introducing Household Methodologies for gender mainstreaming

79. IFAD can introduce household methodologies (HHM) with links to the FBOs and/or VSLAs in order to promote gender-sensitive farm business development through improving intra-household gender relations. It will be a great opportunity for both men and women, to improve production and productivity.
80. The fact that men are committing, and actually contributing to take responsibility to such activities would enhance trust and collaboration among family members, especially husband and wife, and enhance total labour committed from the entire household members, which improve total production, and marketable product, thus improving household income.

Youth Mainstreaming

81. IFAD should support young people to develop their capacity to foster rural enterprises in the selected value chain (e.g. nursery establishment and other services). Projects should explore a youth employment scheme in partnership with donors which have invested in rural infrastructure like the World Bank, USAID, etc. Particularly, IFAD should:

Target Agriculture Interventions to Youth's Specific Asset and Capacity Profiles:

82. Youth are not a homogenous cohort and generalizing solutions across the youth demographic may provide ineffective solutions as well as lead to missed opportunities. Programs must be designed with diverse offerings that can engage youth with various degrees of technical skill, differing access to assets and finances and different aspirations with regards to agricultural engagement and their futures.⁷⁶ Special attention should be paid to identifying strategies whereby

⁷⁶ See S. Zia and H. Rehman, 'Engaging and Mainstreaming Youth in Development Agenda', 2011 < <http://dx.doi.org/10.2139/ssrn.2041170> >

youth who are engaged in subsistence agriculture can improve their productivity. Equally important is the identification of entry points along various value chains where agencies like IFAD can facilitate successful youth to invest into agriculture. Strategic entry points for attracting youth to invest in agriculture could include, among other things: i) sports competitions; and ii) ICTs (especially mobile phone applications) that tend to occupy the time and energies of most youth.

Mainstream Education and Skill Development throughout Youth Agricultural Programs:

83. Agricultural programs will be both more attractive and beneficial for youth if opportunities for skill development are incorporated and opportunities for agricultural education are offered outside the formal educational system. Skill development must focus on a diversity of topics, such as technical, business and personal skills. Appropriate and up-to-date agricultural production techniques and technologies must be taught and disseminated in a way that encourages youth to discover, test, apply and innovate.

Improve Accessibility of Land for Youth in General and for Girls in Particular:

84. Socio-cultural norms that determine land inheritance and make land access for women difficult may be difficult to challenge. At the same time, land access through lease was identified as a viable option for both male and female youth, even while these agreements often come with challenging restrictions. There are opportunities to facilitate improved contracting arrangements between youth and landowners to make more land available for both male and female youth, reduce risks and increase lease duration. This facilitation can include leasing community land, which can be re-generated through appropriate technologies.⁷⁷

Leverage and Reinforce Kuu Networks Both Economically and Socially:

85. IFAD can leverage local structures involving youth, such as the Liberian kuu system, and the social capital they hold. IFAD need not disturb these structures by offering financial incentives, which may draw youth away from kuu participation, and thus potentially destroy access to social and financial capital, and safety nets. Kuu groups may be empowered to advocate for policy changes or community investments in education and infrastructure, and could be supported to organize themselves into more formal cooperatives with broader reach and responsibilities.

Improve Infrastructure:

86. Stakeholders should work to advocate for and invest in infrastructure development that would remove transportation, storage and market barriers, thus improving returns on youth's labor and capital investments in agriculture.

Identify and Mitigate Protection Risks for Young Women:

87. Livelihoods programs which expands women's and girls' opportunities may also expand their mobility and relationships both within their community and beyond. It is important to work with girls to identify risks that might arise from changes in relationships and mobility, as well as identify potential solutions.⁷⁸

⁷⁷ E. Ijeoma, 'Mainstreaming the Youth in Africa's Development: The Role of NEPAD' (2009) 7(1) *Commonwealth Youth and Development*, 2-17

⁷⁸ Ibid.

Mainstreaming Nutrition

Improve household food quality, quantity and diversity:

88. Besides rice, Liberians typically eat pastes made from ground cassava, plantain or potatoes with vegetables. Along the coastal areas, fish and seafood are consumed while in the interior, Liberians eat goat or bush meat—but usually in small portions and not frequently enough. Milk, eggs and pulses are rarely consumed outside of Monrovia. In order to improve households diet diversity, it is important to focus on promoting the inclusion of vegetables, fruits, pulses and animal source foods in the diets of Liberians. Therefore, there is an urgent need to increase availability of diverse nutritious foods (fruit/vegetables, pulses, animal-source products) by selecting VC with nutrition potential.
89. Sixty percent of the rice needs of households in Liberia are met through imported rice, and due to pervasive poverty, households spend approximately 66 percent of their total income on food. Therefore Liberians are particularly affected by rising food prices, suggesting that IFAD could invest in increasing production for both plant and animal products by increasing access to factors of production and marketing infrastructure.
90. Fish provides an estimated 65 percent of animal protein intake within the country, mainly because it is significantly cheaper than meat or chicken and readily available. Marine small-scale fisheries, comprised of the semi-industrial, artisanal fisheries and subsistence sub-sectors, provides livelihoods for approximately 33,000 full-time fishers and processors located along the coast in nine of Liberia's fifteen counties. These counties account for more than half of the country's population and many, including many rural communities, women and youth, are dependent or partially dependent on fisheries for livelihoods. Around 80 percent of those working in the sector are Liberians of whom 60 percent are female. Therefore the fisheries has a huge potential to contribute to improved nutrition, gender balance and youth employment in the country and need to be further explored all along the value chain.

Nutrition education and behavior change:

91. Apart from the local availability of food and related product, nutrition-related behaviors are deeply ingrained in traditions, cultural beliefs, household dynamics, knowledge, capacities and social norms. Therefore, IFAD investments will not only transfer competences but also incorporate strategies to affect practices, in order to achieve long-term, sustainable changes in diet, lifestyle and nutrition

Prioritize the most nutritionally vulnerable:

92. In Liberia, infants, children under five years, children of school going age, adolescents as well as pregnant and lactating women are among the most nutritionally vulnerable. Other groups that are at risk include the elderly and people living with HIV, and victims of disasters and emergencies. Priority will be given to protecting and promoting nutritional well-being of these vulnerable groups. Within the country, malnutrition varies little by geography and therefore potentially all counties could be targeted to mainstream nutrition within the framework of other interventions, project and program components.

Focus on women and adolescent girls:

93. The role of women in Liberia as food providers and care givers gives them a fundamental control over health and nutritional well-being at the household level. Optimal maternal nutrition is important, firstly to ensure good pregnancy

outcomes considering stunting starts intrauterine, and secondly to break the intergenerational cycle of malnutrition. Special attention will therefore be given by IFAD to women of child bearing age to allow for equitable access to economic opportunities, financial credit and capacity building as well as to improve women's physical and mental health, nutrition, time allocation, and empowerment.

94. Adolescent girls will be reached with pre-conception nutrition interventions through school and home/community based platforms.
95. Facilitate women's access to water and promote clean technologies have positive impacts on reduction of women workload
96. Kitchen gardens are another entry point for HH nutrition and women empowerment.

Nutrition governance/enabling environment and coordination:

97. Improvements in nutrition can result from a positive enabling environment where nutrition issues are clearly articulated in multiple sectors. Therefore, IFAD will support effective inter-sectoral collaboration and cooperation to improve nutrition governance in the country through active participation to the Scaling Up Nutrition (SUN) movement initiatives, and the Renewed Efforts against Child Hunger and undernutrition (REACH) movement. Opportunities will be searched to increase awareness of policy makers on the importance of nutrition for sustainable development and poverty reduction
98. IFAD will facilitate information sharing and support multi-level coordination mechanisms to build government capacity at the national and decentralized levels for mainstreaming nutrition into agriculture to achieve sustained improvement in the nutritional status of vulnerable groups.

Mainstreaming Intended Nationally Determined Contributions ⁷⁹

99. Specifically related to the key agricultural crops, the impact of climate change could be significant. *Adaptation approaches* are needed for rice and oil palm production while mitigation measures would also be needed for oil palm, given that oil palm production contributes to climate change. Adaptation measures that could be considered are: (1) use of climate resilient seeds and varieties, (2) methods to retain soil nutrients and prevent soil erosion, (3) improved water management for extreme warm weather, (4) flood resilient design of production, and (5) efficient pest and disease management.
100. To fully implement Liberia's INDC mitigation and adaptation interventions, there is a need for adequate, predictable, and sustainable financial, technological and capacity support and mechanisms provided by IFAD (and other partners). Further studies should be conducted in the future to determine an estimated cost of implementing Liberia's INDC. Liberia intends to mobilize funds from the private sector, bilateral and multilateral sources and all other sources, mechanisms and instruments.

⁷⁹ See generally, Climate and Development Knowledge Network, *Mainstreaming Climate Compatible Development: Insights from CDKN's First Seven Years*, 2017, 94-97. < <https://cdkn.org/wp-content/uploads/2017/08/Mainstreaming-climate-compatible-development-web-final.pdf>>

101. Liberia does not rule out the inclusion of international carbon market mechanisms such as the Clean Development Mechanism (CDM) in a post 2020 climate agreement. Such an economic instrument, supported by an appropriate accounting system, can be used to help finance certain low-carbon and climate-resilient infrastructure investments.
102. Liberia recognizes the system of Monitoring, Reporting and Verification (MRV) as a fundamental pillar of its INDC for the purpose of transparency and accountability. The MRV system for the INDC will build upon existing structures for monitoring and evaluation (M&E) and intersectoral coordination. In this regard, the country will require further support from organizations like IFAD to ensure that its MRV system is strengthened (institutional arrangement and responsibilities, indicators, methodologies) in order to track progress toward the implementation of INDCs including non GHG co-benefits.

F. Targeting

103. In line with IFAD's mandate and Targeting Strategy, and in compliance with the Government of Liberia's principle of inclusive development, IFAD supported interventions in Liberia will promote social inclusion and support poverty alleviation.
104. IFAD will favour commodity and geographic targeting. *Direct targeting* may enable IFAD-supported interventions to reach specific target groups. In addition to appropriate approaches, *targeting quotas* will be used as necessary to ensure that interventions are socially inclusive.
105. *Enabling* measures will be employed to ensure that intended groups can effectively access and maintain their engagement in opportunities created by IFAD supported interventions.⁸⁰ Monitoring and evaluation of targeting strategies and targeting performance is considered paramount for ensuring to adjust strategies and ensure that intended results are generated among IFAD target groups.
106. **Target groups.** In the context of this COSOP, IFAD's main target group will be *people living in poverty and people living over the poverty line who are vulnerable to food and nutrition insecurity.*⁸¹ Support can be provided to better off individuals / households / enterprises primarily in the form of technical assistance and the establishment of linkages to leverage support to smallholders.
107. IFAD will make explicit efforts to benefit (i) subsistence and semi-subsistence farmers, in particular those willing and able to move beyond subsistence and increase market-oriented surplus; and (iii) the rural unemployed, underemployed and self-employed to become rural entrepreneurs.
108. Within the different socio-economic segments and types of beneficiaries IFAD will also consider *women and youth* also as primary target groups. Eligibility and selection criteria will be used to reach out to beneficiaries. Smallholder beneficiaries will be organized and / or supported through groups / associations / cooperatives, as relevant. Participatory planning, implementation and monitoring

⁸⁰ IFAD, 2014. Targeting Policy – Reaching the Rural Poor.

⁸¹ IFAD understands that people living in situations of extreme poverty require substantial additional assistance, which is not always met through development programmes, but rather through social protection systems.

and evaluation (M&E) processes will be used to ensure that interventions meet beneficiary needs.

109. Agribusinesses, input dealers, financial institutions, commercial farmers will be considered, as indirect beneficiaries, through the provision of technical assistance, facilitating access to finance, or developing production capacity through linkages with smallholders. Likewise, indirect beneficiaries include government staff in line ministries, departments and agencies, private sector and other non-state institutions participating in the project.
110. **Social Inclusion.** The COSOP contemplates a number of additional measures to ensure that supported programmes / projects are socially inclusive, among which:
- Gender and youth empowerment will be mainstreamed in management and at programme level in all IFAD-supported interventions, favouring, as relevant, gender transformative approaches, at all levels. This will include identifying key transformative interventions to overcome persistent barriers limiting women's and youth's empowerment – for example, in relation to land security.
 - All relevant staff and partners of IFAD supported programmes under this COSOP will benefit from training on social inclusion.
 - Use of inclusive and participatory management processes that enable men, women of different ages and socio-economic condition, as well as other vulnerable groups to participate and oversee development processes.
 - Assess the country's implementation readiness to integrate the use of the Gender Action Learning System (GALS).
 - Promote linkages between policy and practice to effectively overcome poverty in an inclusive manner.

G. Social and Environmental Strategies for IFAD

111. Generally, IFAD, in conjunction with the relevant government agencies, the private sector and other donors should establish its own priorities for supporting national and sector initiatives for the PAPD.
112. Particularly, IFAD should ensure that its priorities significantly take into account nutrition vulnerabilities and related social and environmental risks and opportunities, in accordance with GoL's SMART commitments in its PAPD (aligning particularly with parts 3.4.1 and 3.4.2) within the context of the SDGs.
113. This entry point provides an opportunity to determine how best to support implementation and achievement of the GoL's national commitments, and to ensure that nutrition and other related concerns are given due consideration when making this selection.

Fragility assessment note

1. Liberia has experienced significant improvement and sustained peace and stability since the end of its bloody civil war in 2003. However, it is still classified as a Least Developed Country (ranked 181 out of 189 countries), a Low-Income Food-Deficit Country and is still represented on the World Bank's Harmonized List of Fragile Situations.
2. **Liberia remains a fragile country due to a number of multifaceted and interrelated factors.** The key drivers of the country's fragility include:
 - a) The prolonged civil war (1989-2003);
 - b) An epidemic of the deadly Ebola Virus Disease (2014-2015);
 - c) Structural vulnerability and exogenous shocks due to the steep drop in the global prices of iron ore and rubber which are the major export and revenue generating commodities;
 - d) Slow economic growth and weak domestic private sector;
 - e) Unsustainable fiscal deficits;
 - f) Weak policy framework;
 - g) Limited capacity of public administration;
 - h) Unsecure land rights, especially for agriculture;
 - i) Dependence on rain-fed agriculture and frequent weather-related shocks due to climate change; and
 - j) High incidence of undernourishment and stunting among children.
3. These fragility factors have had huge impacts on the agriculture sector and long-term economic growth and development. The effects of these drivers of fragility are summarized below:

(a) Unsustainable macro-fiscal management has increased Liberia's economy's sensitivity to external shocks. Agriculture and mining are the mainstays of Liberia's economy. Recent shocks in these sectors, especially the steep drop in global prices of these commodities combined with the epidemic of the Ebola Virus Disease have underscored its structural vulnerability to exogenous circumstances. GDP growth for 2018 is now estimated at 1.2 percent, while the forecast for 2019 on current policies has been revised downward from 4.7 percent to 0.4 percent.

(b) Weak policy framework. Since the end of the civil war in 2003 and the return to constitutional rule in 2006 over a dozen policies and strategies have been developed for agriculture, fisheries, environment, forestry, and food and nutrition security. However, most of these policies and strategies were not officially validated and passed into law or lacked implementation plans.

(c) Public administration lacks the capacity to efficiently deliver essential services. The quality and quantity of the public sector's human resources in the country have been reduced considerably over the years due the limited human capital base and poor working conditions.

(d) Limited access to land and secured titles has been a challenge. In 2018, however, the new Land Rights Act was passed with the purpose of defining different categories of land (private, customary, public and

government land) and their acquisition and access to increase the security of land rights.

(e) High incidence of food insecurity and stunting. Liberia is classified as moderately food insecure country (FEWS NET 2017). Thirty-two percent of the country's population was classified as having moderate or severe chronic food insecurity. About 32.2 percent of children under 5 years in Liberia are stunted.

(f) Fragile National Security Architecture. The UN Mission in Liberia (UNMIL) completed its withdrawal from Liberia in April 2018, underscoring the need for strengthening the national security architecture to combat any threat to Liberia's peace and stability. The security system remains fragile and poses challenges to the government.

4. **Other international statistical indicators** that are commonly used to measure fragility of countries ***show that Liberia's fragility has deteriorated over the past years.***

(a) The Fragile States Index (FSI) - The FSI comprises 12 indicators reflecting different dimensions of fragility. Based on these indicators, states are scored on a scale from 0 (fully sustainable) to 120 (very high alert). Liberia's FSI score has deteriorated substantially over the past few years, and it is considered a fragile state. The FSI for Liberia in 2019 is 92.56.

(b) The Country Policy and Institutional Assessment - The CPIA estimates the quality of a country's and institutional arrangements and policy framework, which determines the government's ability to effectively leverage development assistance to support sustainable growth and poverty reduction. Liberia's CPIA score has deteriorated sharply over the past five years, even as many other countries in the region improved the quality of their public policies and institutional arrangements. Liberia overall CPIA score for 2018 is 3.1 out of 6.0, which is below the Africa average of 3.5 of the high performing cluster.

5. **Implications for the IFAD-funded portfolio.** The fragility encountered in Liberia has a number of implications for the effectiveness and efficiency of the implementation of the IFAD-funded country programme. Particularly:

- The low capacity in the public sector and the suboptimal coordination between public entities, slows down implementation progress of the portfolio, reducing effectiveness and efficiency.
- The challenging macro-economic situation means that the country is in risk of going into arrears on its debt service, as it has happened in the recent past.
- Long-term high incidence of undernourishment has had the impact that parts of the population, including many smallholder farmers, cannot work to their full potential and therefore has lower productivity than they otherwise would.
- Uncertainty around land ownership has slowed down investments in the agricultural sector, thereby limiting the economic dynamics in the countryside.
- Poor governance dampens the effectiveness and speed with which the regulatory framework can be improved in favour of the rural population.

6. **In order to counter the effects of the fragility, IFAD will over the COSOP period:**

- Increase implementation support and follow up, which will be possible through partnerships on the ground and the possibility of opening an IFAD country office;

- Target value chains with potential for smallholder farmer wealth creation and export opportunities to both increase smallholder and improve the trade balance of the country;
- Targeting food insecure groups and improving their access to food will in the short, medium and long term make the country more productive and thereby prosperous;
- Partner with like-minded institutions to influence the regulatory framework.

COSOP preparation process

1. **The COSOP formulation process.** While the COSOP formulation took place over several months, the main consultations took place in Liberia from 1 to 5 April 2019 where the IFAD mission was able to:

- a. Analyse strategic orientations from the government of Liberia and other partners;
- b. Obtain socioeconomic data and other statistics from relevant authorities;
- c. Meet the UNCT, Civil Society Organisations (service providers, producers' organizations and NGOs) and the private sector; and
- d. Organize debriefing sessions with the Government on preliminary findings.

2. **Meetings with Government Departments, Agencies and Projects.** The mission met with different Government ministries, departments and projects to understand the perspectives of the sectors on the country's strategic priorities in the agricultural and rural development sectors. In this regard, the team met separately with the Ministries of Agriculture; Finance and Development Planning; Public Works and Minister of State. Meetings were held with the Environmental Protection Agency; the Liberia Chamber of Commerce; CARI and the IFAD Project Management Team based in the Program Management Unit of the Ministry of Agriculture.

3. **United Nations and other Multilateral Organisations.** During formulation, the COSOP team met with the United Nations Country Team twice. First, during the UN Country Team meeting where the team made a presentation on the IFAD programmes and the COSOP process. In separate meetings, the team met with the UN Resident Coordinator; and Representatives and senior officials of the Food and Agricultural Organisation; World Food Programme; UNICEF and UNHCR. Consultations and meetings were also held with the World Bank Group; IFC; the African Development Bank; USAID, GIZ, and JICA.

4. **The Private sector and Community Based Organisations.** Key informants and focus group discussions were held with pro-poor value chains institutions in cocoa and rice production in Liberia. These included: the Farmer's Union Network; the Agricultural & Infrastructure Investment Company; SADC; Liberian Assets & Development Company (LAADCO); CDA and the Center for Women Agriculture Programme. Field visits were organized and met youth and women's group engaged in vegetable production and cassava production and processing.

5. **In-country validation.** The COSOP was presented at the Liberia UNCT on 24 July and received endorsement from the participating agencies. Finally the COSOP was presented for validation by the Government on 19 September 2019. The Government congratulated IFAD with the COSOP and expressed its overall agreement with the document. The Government however asked IFAD to fine-tune some aspects that were later included in the document. The adjustments include (i) further refinement of the theory of change to also mention productivity among smallholders; (ii) M&E section now include that the indicator framework is clearly aligned to Government systems and will be used in the decision-making process in the country; and (iii) the section on innovation include reference to innovate ways of repayment schemes among beneficiaries being explored to ensure the sustainability and ownership of investments.

Strategic Partnership for the COSOP for Liberia for 2020–2024

Partnering Functions	Partners/Networks/ Platforms	Specific Results and Outcomes from Partnership	Justification for Partnership	Monitoring and Reporting (to be completed for CRR and CCR)
Mobilizing co-financing	World Bank	USD 25 million for STAR-P	The World Bank has strong focus on value chain development.	
	OFID	USD 30 million for TCEP and TCEP-II	OFID supports rural road rehabilitation and maintenance	
	Green Climate Fund/ Adaptation Fund	USD 7-10 million for TCEP-II	Will be explored for TCEP-II and any new project in IFAD12	
	Government of Liberia	Co-financing is released in the agreed quantities in a timely manner.	Key partner; MOA provides strategic direction to the agricultural sector to achieve food self-sufficiency	
Strengthening private sector engagement	Chamber of Commerce	Contribute to legislation that is more favorable to the agricultural sector	Chamber of Commerce is a NGO comprised by private sector entities that is committed to strengthening the role of the private sector, including in the agricultural sector.	
	USAID	Through partnership with USAID, ensure improved business development services.	USAID has traditionally worked to strengthen the private sector through LADA and other initiatives.	
	IFC	Facilitate IFC investments in private entities in pro-poor value chains.	IFC envisions the agricultural sector as one of the engines of the economy and is analyzing investment opportunities.	
Engaging in policy and influencing development agendas	Agricultural Donor Working Group	Seeking common position on key policy issues. Ensure information sharing and alignment of resources	Agricultural DWG meet regularly to share experience in addressing challenges facing the agricultural and rural sector. Key partners in policy engagement are WB and FAO.	
	Donor Group on Road work	Ensure the alignment of plans for infrastructure development	Donor Group on Road work harness resources to ensure improved farm to market roads are access by farmers	
	Farmer Union Network	Increased advocacy for an enabling environment in the agricultural sector	Umbrella organization for all farm-based organizations and farmers, involved in advocacy aim at improving the socioeconomic status of farmers	
	Chamber of Commerce	Improved leverage in advocacy for legislation encouraging investment in the agricultural sector	Chamber of Commerce is a NGO comprised by private sector entities that is committed to strengthening the role of the private sector	
Enabling coordinated country-led processes	UNCT	Increased collaboration and support to the country's development efforts	UNCT ensures the alignment of all development interventions of the United Nations	
	Agricultural Donor Working Group	Improved programs' alignment and effective resources mobilization	Ensures information sharing and alignment of all development efforts in the agricultural sector	

Developing and Brokering Knowledge and Innovation	CARI	Farmers accessed quality and high yielding seeds and planting materials; new information of adaptive research	Sole public research institute in the country with the mandate of ensuring access to quality and high yielding seeds and planting materials by farmers	
	University of Liberia	Training of researchers and extension staff at various levels, including diploma, undergraduate and graduate degrees	Main public university with a wide range of agriculture training programs	
	Federation of Liberian Youth	Better targeted projects	The Federation of Liberian Youth will be consulted in a range of matters to make sure that project design and implementation are well-targeted	
Enhancing Visibility	UNCT	Ensure UN level visibility through periodic participation in UNCT (as possible)	UNCT is a platform and decision-making body for the UN country team	

1. IFAD will play a lead role in supporting the government's priorities as outlined in the PAPD, by building on its comparative advantage in partnering with other international development partners and private sector actors to support efforts aim at increasing productivity, value addition and market access. IFAD country team will actively pursue an agenda to improve the policy environment for the development of smallholder agriculture; with emphasis on improving policy environment through capacity building of relevant public agencies such as Liberia Agriculture Commodities Regulatory Authority (LACRA), Ministry of Agriculture and the Ministry of Commerce and Industry (MOCI). IFAD will form alliances with like-minded organizations such as World Bank, FAO and USAID to continue advocacy aim at ensuring the passage of the acts that are aligned with ECOWAS protocols including the seed, fertilizer, pesticides, and food safety acts currently at the National Legislature.
2. The current co-financing opportunity with the World Bank of STAR-P project, with a strong focus on value chain development. Leveraging support from the OPEC Fund for International Development (OFID); IFAD will support the rehabilitation and maintenance of rural road under TCEP and TCEP-II. A financing envelope of US\$7-10 million is also being requested TCEP-II from the Adaptation Fund. Similar opportunities will be explored for possible funding of new project in IFAD12.
3. Though partnership with USAID, the country program will ensure the strengthening of improved business development services and as well tap on the expertise of IFC to provide analyses of potential investment opportunities in the agricultural sector, a sector considered as key driver to the country's economic recovery. The Liberia Chamber of Commerce should be engaged to lead private sector efforts in ensuring the passage of legislations that are designed to stimulate investments in the agricultural sector.
4. The capacity of CARI should be strengthened to address the critical issues related to seed certification and limited access to improved seed varieties by farmers, through the establishment of a national seed garden. Further cooperation could be facilitated with other national research institutes within the West African region, allowing the replication of available technologies within the region.

South-South and Triangular Cooperation strategy

Introduction

1. South-South and Triangular Cooperation (SSTC) is an important instrument for IFAD to deliver on its mandate of increasing agriculture production and productivity, food security, nutrition and incomes of poor people living in remote rural areas in developing countries. In the context of the new Liberia COSOP for the 2020–2024 period, the elaboration of the SSTC approach was prepared in collaboration with the SSTC Unit in the Global Engagement and Multilateral Relations Division (GEM) in IFAD, the Country Programme Manager for Liberia, and the Government. This annex summarizes the main points that arose from the consultations with the relevant Government stakeholders, during the main mission organized on 1-5 April 2019 in Monrovia.

Opportunities for Rural Development Investment Promotion and Technical Exchanges in Liberia

2. Liberia has been and is involved in several SSTC initiatives in agriculture and rural development, in partnership with a number of developing countries in the WCA region, notably Guinea, Côte d'Ivoire, Sierra Leone, Ghana and others, but also beyond the region, for instance with China and India. Cooperation takes the form of trade (especially in the cocoa, rubber and palm oil value chains) and technical cooperation. India and China, in particular, have collaborated on a number of occasions providing technical assistance on rice, cocoa and other initiatives.
3. In general, given the conditions of the Liberian economy, most of the technical assistance provided in agriculture relates to food crops, basic provision of planting material, animal husbandry, aquaculture, horticulture, plant protection, farm machinery, water conservancy etc. The approach for receiving assistance through SSTC has been fragmented and piecemeal, with no institution in Liberia being specifically designated for managing such types of relations.
4. To understand how to develop the SSTC narrative, the SSTC Unit collaborated with the country team during the one-week COSOP main mission, which included a series of meetings with partners and stakeholders from the Government, other international organizations, research institutions and private sector organizations. All stakeholders interviewed strongly recommended IFAD to engage in the following three areas through concrete SSTC initiatives: (i) Policy, governance and regulatory framework; (ii) Support to value chain improvement; and (iii) Support to research centres and institutions.

IFAD-Liberia SSTC Engagement Rationale

5. **Policy, governance and regulatory framework.** One of the most important priorities for engaging through SSTC in Liberia is the support to building the capacity of the public sector, to improve policy and, more in general, public governance. Exchanges and cross-learning with other developing countries in the region and beyond would allow Liberia to capitalize on their experiences and replicate them. In this regard, African countries like Ethiopia, Senegal and Ghana could be taken as models for the promotion of policy exchanges through SSTC. Some of the stakeholders met explicitly recommended engaging with Senegal, as one of the countries that the current Government may look to as a model to replicate policies. In addition, most stakeholders recommended supporting the government in designing strong advocacy and awareness-raising initiatives to promote agriculture as one of the key sectors to improve Liberia's economy. The institutions that should be supported by IFAD should be the Ministry of Agriculture (MoA), the recently established Liberia Agriculture Commodities Regulatory

Authority (LACRA), the Liberia Chamber of Commerce, as well as the Office of the President itself.

6. **Strengthening the private sector for improving the performance of agricultural value chains.** IFAD could play a key role in facilitating business-to-business (B2B) and community-to-community (C2C) linkages, bringing together private sector entities and communities. Sharing private-sector experiences across countries could be instrumental in supporting local smallholders and communities to access financing, improve their value chains, in particular (but not limited to) post-harvesting activities, such as distribution, transportation and marketing of their produce, among others. Farmers would benefit from being better connected to local markets and to other markets abroad, for instance through the harmonization of food safety standards, or the design of certification schemes, or the development of quality standards that would facilitate the export of their produce, as well as trade exchanges in general. This type of B2B/C2C dialogue could be achieved for instance by building regional/sub-regional platforms for knowledge and solutions exchange, or providing solid and targeted market research, with a view to enhancing the capacity of local producers, cooperatives and larger companies, to link to domestic and foreign markets. IFAD should engage not only with the private sector, but also at the institutional level, involving trade institutions, such as the Chamber of Commerce, and bringing together national leaders in such solutions exchange platforms.
7. **Support to research centres and institutions.** The Central Agricultural Research Institute (CARI) should be strongly supported through SSTC in several areas. For instance, to address the lack of seed varieties in Liberia, support could be provided in the area of seed policy. The establishment of a national seed garden in CARI would provide better seeds and planting material to agripreneurs and smallholder producers. Cooperation with national research institutes in other countries in West and Central Africa would be one of the means through which CARI could replicate technologies available in the region. This would also strengthen the linkages that the institute maintains with the Regional Cooperation Network in West and Central Africa (CORAF), of which CARI is part. This type of cooperation would also help develop a proper seed policy, through the establishment of a special board supervising the certification of seeds in Liberia.

Conclusion

8. **Financing SSTC initiatives.** The COSOP Design Team agreed that SSTC is an important development cooperation modality that should be carefully mainstreamed in the entire COSOP design, embedding it in the strategic objectives and the ensuing results measurement framework. In this regard, the IFAD12 financial envelope will allow for the design of new projects, to be implemented after 2022, that would keep this recommendation into consideration. In addition, some special SSTC initiatives could be designed and submitted for consideration to the China-IFAD SSTC Facility, in one of the scheduled calls for proposals in 2019-2020, as well as to the India-UN Partnership Development Fund.

Country at a glance

Country Portfolio Summary

Region	West & Central Africa	Member of Country Groups :	
Country	Liberia	Least Developed country	Yes
Current Financing Terms	DSF Grant/Highly Concessional	Low-income, food deficit	Yes
Ranking all Countries	64	HIPC DI Eligible	Yes
Ranking within region	15		

Country Indicator	Value	Year	Source
Agriculture, value added (% of GDP)	34.20	2017	World Bank
GNI per capita, Atlas method (current US\$)	380.00	2017	World Bank
Human development index (HDI) value	0.44	2017	UNDP
Population, total	4,731,906.00	2017	World Bank
Rural population	2,332,972.00	2017	World Bank

Key Dates

Last RB-COSOP Approved AVP/PMD	
First Project Approved	22 Apr 1981
Last Project Approved	12 Sep 2019

IFAD Interventions

	Number of Projects	IFAD Approved USD ('000)
Project Completed	1	7,500
Financial Closure	3	30,885
Entry into Force	3	72,487
Board/President Approved	1	22,999
Total IFAD commitment	8	133,871

IFAD Interventions Summary

Project Number	Financing Instrument ID	Currency	Approved Amount	Disbursed	Loan/Grant Status	Project Status	Board Approval	Cooperating Institution
1100000063	1000002542	XDR	6,700,000	97%	Fully Repaid	Closed	22 Apr 1981	WB
1100000146	1000002005	XDR	5,500,000	67%	Closed	Closed	04 Apr 1984	WB
1100001501	1000003596	XDR	3,150,000	98%	Closed	Completed	17 Dec 2009	IFAD
1100001501	2000000185	XDR	1,660,000	83%	Closed	Completed	15 Jul 2013	IFAD
1100001616	1000004133	XDR	10,500,000	99%	Closed	Closed	13 Dec 2011	IFAD
1100001748	2000001474	XDR	358,000	0%	Entry into Force	Entry into Force	30 Dec 2015	IFAD
1100001748	2000000631	XDR	4,010,000	9%	Disbursable	Entry into Force	30 Dec 2015	IFAD
1100001761	2000000632	XDR	9,480,000	14%	Disbursable	Entry into Force	30 Dec 2015	IFAD
1100001761	2000001473	XDR	3,280,000	16%	Disbursable	Entry into Force	30 Dec 2015	IFAD
2000001543	2000002589	USD	11,913,000	0%	Entry into Force	Entry into Force	01 Dec 2018	IFAD
2000001543	2000002588	USD	11,913,000	0%	Entry into Force	Entry into Force	01 Dec 2018	IFAD

Projects in Pipeline

Current Phase	Number of Projects	IFAD Proposed Financing USD ('000)
Total	0	0

Financial management issues summary

FIDUCIARY SUMMARY OF COUNTRY PORTFOLIO



COUNTRY	Liberia
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Project	Financing instrument	FLX Status ⁽¹⁾	Lending Terms	Currency	Amount (million)	Completion date
RCFP	200000063100	DSBL	HIGHLY CONCESSIONAL TERMS 0.75 pc	XDR	4.01	30/12/2022
RCFP	200000147400	ENTF	LOAN COMPONENT GRANTS	XDR	0.36	30/12/2022
TCEP	200000063200	DSBL	HIGHLY CONCESSIONAL TERMS 0.75 pc	XDR	9.48	29/06/2023
TCEP	200000147300	DSBL	ASAP GRANTS	XDR	3.28	29/06/2023
Tree Crops Extension Project 2	200000258800	ENTF	DSF HC GRANTS	USD	11.91	29/09/2025
Tree Crops Extension Project 2	200000258900	ENTF	HIGHLY CONCESSIONAL TERMS 0.75 pc	USD	11.91	29/09/2025

(1) APPR – SIGN – ENTFF – DISB – EXPD - SPND

CURRENT LENDING TERMS DHC: DSF Grant (27%) - Highly Concessional (73%)

A. INHERENT RISK (TI, PEFA relevant extracts)

Inherent risk:
MEDIUM

TI (2018): The 2018 CPI score for Liberia is 32/100 (medium risk), matching exactly the average score for Sub-Saharan Africa. On a global scale, Liberia ranked 120th out of 180 countries.

PEFA (2016): Despite considerable IT-based modernisation of PFM systems, PFM performance progress has been uneven and showed weak results in some areas. Among the areas of improvement, we find the transparency of public procurement even though a procurement audit system has not been established yet. In addition, the effectiveness of the internal audit system has overall improved in terms of coverage, extent of focus on systemic issues, and distribution of audit reports. On the other hand, the overall performance of the external audit function remains unchanged: even if some steps forward have been made in terms of compliance with INTOSAI standards, the timeliness of the audit of the annual financial statements has worsened due to capacity constraints, while follow up on audit recommendations remains minimal. Moreover, donor practices have changed little since the 2012 assessment. Direct Budget Support (DBS) continues to lack predictability, thus significantly affecting the predictability of the budget as whole. Finally, Project/program appears to have little linkage with GoL's budget and budget execution systems, and, they still appear to be extra-budgetary operations.

IMF, Debt Sustainability Analysis (2018): The risk of debt distress for Liberia is moderate and it is foreseen to remain so, assuming the government uses care in the implementation of its ambitious infrastructure program. The total external debt stock accounts for 25 percent of the GDP and is composed mostly by multilateral loans. However, Liberia remains a fragile country and vulnerable to external shocks especially in terms of trade and exchange rate shocks. Recently, Liberia has seen a sharp decline in grant inflows, which were elevated during 2014–16. With limited domestic revenue mobilization and expenditure adjustment, the overall fiscal deficit increased from 2.7 percent of GDP in FY2016 to 4.8 percent of GDP in FY2017.

B. PORTFOLIO, FM RISK & PERFORMANCE

Project	Financing instrument	Curr.	Amount (million)	Project risk rating	PSR quality of FM	PSR audit	PSR disb. rate	Disbursed to approved
RCFP	200000063100	XDR	4.01	Medium	N/A	N/A	N/A	9 %
	200000147400	XDR	0.36	Medium	N/A	N/A	N/A	0 %
TCEP	200000063200	XDR	9.48	Medium	N/A	N/A	N/A	14 %
	200000147300	XDR	3.28	Medium	N/A	N/A	N/A	16 %
TCEP 2	200000258800	USD	11.91	High	N/A	N/A	N/A	0 %

	200000258900	USD	11.91	High	N/A	N/A	N/A	0 %
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Comments: IFAD projects in Liberia have been approved very recently and no supervision mission has taken place yet. The project TCEP received its first disbursement in May 2019. The December Board 2019 approved an additional financing for TCEP 2 (USD 9 million) together with the project STAR-P (USD 23 million).

C. SUMMARY – APPROVED AND DISBURSED AMOUNTS

APPROVED AMOUNTS (PBAS)

USD million ⁽⁴⁾	2013 - 2015 (IFAD9)	2016 - 2018 (IFAD10)	2019 - 2021 (IFAD11)	Notes
PBAS allocation	21.12	23.83	34.04	
Amount approved	25.99	23.83	0.00	

(4) Source = GRIPS.

DISBURSEMENTS BY FINANCING SOURCE

USD million equivalent disbursed during the period ⁽⁵⁾	2013 - 2015 (IFAD9)	2016 - 2018 (IFAD10)	2019 - 2021 (IFAD11)	Cumulative undisbursed balance ⁽⁶⁾
ASAP	0.00	0.03	0.70	3.76
IFAD financing	12.39	5.11	2.23	40.36

(5) Historical total disbursed, in USD. Source = Oracle Business Intelligence.

(6) At 29/09/2019 IMF exchange rate. Includes financing instruments in approved, effective, signed and disbursable status.

D. AUDIT

The last audit report available for an IFAD investment project dates from more than two years. IFAD review of the audit for 2015/16 for ASRP and conducted by the Supreme Audit Institution (General Auditing Commission) was found to be satisfactory, was submitted on time and the audit opinions were unqualified. However, the opinion on the Statements of Expenditures (mandatory at the time) was missing and the fixed assets register was not disclosed.

Concerning IFAD Country Grants, the final audit report for the Economic Recovery Of Liberian Rice Farmers In Ebola Affected Counties Programme (ERLRFEC) was received by the Fund. The audit report expresses a qualified opinion on the financial statements of the Programme and highlights several cases of potential ineligible expenditures, misprocurement and misuse of funds. IFAD official communication to the Minister of Finance and dated at 2nd of September 2019, was meant to clarify the position of the Programme concerning the findings of the Auditor and to recover all ineligible expenditures that currently amount to USD 0.42 million.

E. SUPERVISION

The last fully-fledged supervision mission conducted in Liberia took place in March 2017 and concerned the ASRP. The project financial management was considered to be strong with good staffing, sound accounting practices and a robust internal control system. Some internal control issues, flagged by the external auditor, were tackled by the project and recommendations were overall implemented. In the final stage of its implementation the expense category covering operating costs was overdrawn by almost 130% and the execution of the AWPB was below 30%.

Financial planning capacity and implementation readiness were recognised to be among the most significant weaknesses of the project to be monitored for future IFAD investments in the Country.

F. DEBT SERVICING

No Arrears

G. COMMENTS ON COSOP / CONCEPT NOTE

- The evolving macroeconomic and financial performance of the Country needs to be closely monitored in the following years to assess the Liberia's risk level in terms of debt distress.
- IFAD rely on the Supreme Audit Institution for the external audit of IFAD funded projects in the Country. The quality of the reports provided by this institution has been relatively satisfactory. In this context, and within the period covered by the present COSOP, IFAD will need to actively explore the possibility of relying even more on country systems.
- The World Bank initiated project Smallholder Agriculture Transformation and Agribusiness Revitalization Project (STAR-P), will engage IFAD for almost 70% of the financial resources allocated to Liberia for the IFAD 11 PBAS cycle. This will require a very careful tailoring of the co-financing agreement with the Bank in order to ensure that IFAD requirements and standards are met within the context of project implementation.
- In the recent experience of IFAD funded project in Liberia, the delay between project entry into force and first disbursement has been considerable. Relevant actions need to be taken within the implementation strategy of the current COSOP in order to reduce this delay and comply for new projects with the recently approved Restructuring Policy (max. 18 months to first disbursement). The recent first disbursement of the project TCEP, after almost two years from its entry into force, represents a starting point toward an improvement of project implementation readiness in the Country.

Prepared by: (Finance Officer)

Date:29/09/2019

Rome-based agency collaboration

1. The 2020-2024 Liberia COSOP is closely aligned with the priorities and objectives of the Country Strategic Programs of the Rome-Based United Nations Agencies in Liberia [Food and Agriculture Organization (FAO) and World Food Program (WFP)] which are also aligned with the priorities of the Government of Liberia's Pro-Poor Agenda for Prosperity and Development (PAPD). This alignment is geared toward leveraging IFAD's interventions with those of FAO and WFP in collaboration with Government ministries, commissions and agencies to boost Liberia's agriculture sector and improve the livelihoods of its people, especially smallholder farmers.
2. The joint 2019-2020 RBA Action Plan aims at implementing the Memorandum of Understanding on RBA collaboration which was signed by the Principals of the RBAs on 6 June 2018. The implementation of the IFAD country programme can specifically deliver on the following points of the RBA action plan:
 - a. **Action 2:** *Document and disseminate good practices of collaboration as a process of knowledge sharing and to facilitate uptake by other country offices.* The IFAD country programme will document successes and lessons learned on RBA collaboration during supervision and disseminate these according to need.
 - b. **Action 4:** *Participation of RBAs in each other's country strategy (e.g. CSP, COSOP, CPF) formulation and, where feasible, identify possible joint/complementary projects.* WFP and FAO have both been consulted and provided comments to this COSOP.
 - c. **Action 5:** *A country representatives to present and deliver views/positions on behalf of one another at UNCT discussions (i.e. Development of the UNSDCF).* This modality will be used in the COSOP period as needed.

Priority Areas of Collaboration	Rome-Based UN Partners
<p>1. Enhanced capacity for policy development and advocacy.</p> <p>Collaboration will be sought to advocate for the imminent passage of key agriculture policies and regulations into laws by the Liberian National Legislature. The following 4 acts are pending at the Legislature:</p> <ul style="list-style-type: none"> • <i>Liberia Seed Development and Certification Agency Act</i> • <i>Liberia Fertilizer Regulatory Division Act</i> • <i>Liberia Plant Pesticide Regulatory Services Act</i> • <i>National Food and Feed Quality and Safety Act</i> <p>The following important agriculture policies are yet to be finalized and need to be supported and fast-tracked to boost the tree crops and rice sub-sectors where major investments have been made by IFAD and other development partners and the Government of Liberia:</p> <ul style="list-style-type: none"> • Liberia National Tree Crops Policy • Liberia Rice Development Policy <p>Support the operationalization and implementation of the second generation of the Liberian Agricultural Sector Investment Plan II (LASIP II – 2018-2023) which has been developed and validated. It has five (5) major interrelated strategic components and policy</p>	<p>FAO, WFP & IFAD</p>

<p>objectives, including: (i) Food and Nutrition Security; (ii) Competitive Value Chain Development and Market Linkages; (iii) Agricultural Extension, Research and Development; (iv) Sustainable Production and Natural Resource Management; and (v) Governance and Institutional Strengthening. LASIP II focuses on the following seven value chains: rice, cassava, horticulture, oil palm, cocoa, rubber, and livestock.</p>	
<p>2. Improved production, productivity and competitive, value addition and marketing as well as diversification</p> <ul style="list-style-type: none"> • Production and productive capacity of farmers and farmers-based organizations [Cooperatives, Village Savings and Loans Associations (VSLA), etc.] • Post-harvest loss and value addition mechanisms and systems • Access to market linkages • Promote climate smart agriculture to counter land degradation, increase adaptation to climate change for sustainable crop production, and improve rangeland management by adopting soil management practices that minimize the disruption of the soil's structure, composition and natural biodiversity 	<p>FAO, WFP & IFAD</p>
<p>3. Capacity strengthening support to the Government and its partners to strengthen national coordination mechanisms, information management and monitoring systems for food security and nutrition.</p> <ul style="list-style-type: none"> • Capacity of MOA and its partners strengthened to support coordination, planning and delivery of essential services • Capacity building of Central Agricultural Research Institute CARI in the areas of rice, cocoa, vegetables and livestock • Capacity building of Liberia Agricultural Commodities Regulatory Agency (LACRA) and Cooperative Development Agency (CDA) 	<p>FAO, WFP & IFAD</p>
<p>4. Support institutional consumption of locally-produced foods. Advocacy could be coordinated between the RBAs for the Government to increase public purchases of food from farming communities. Institutions could include relevant government institutions such as schools doing "School Feeding Program", government hospitals, and the military institutions to purchase local produce such as rice, cassava, fruits and vegetables from local smallholder farmers.</p> <p>Synergies will be sought between IFAD and the WFP-initiated "School Feeding Program" by sourcing of produce from beneficiaries of IFAD-funded projects to the school feeding programs.</p>	<p>WFP, FAO & IFAD</p>

Procurement

- 1. Inherent Risk Rating.** Liberia TI CPI was 30/100 for 2017 and ranked 120 on the corruption ladder with 180 countries participating. Almost 13 years after the end of the civil war, Liberia continues to face challenges of weak governance, widespread poverty and systemic corruption, which undermine sustainable development and long term reconstruction efforts. This places the country among countries with Medium-to-High level perception. Therefore the inherent risk should be considered Medium.
- 2. Country Risk Assessment.** Public procurement in Liberia is subject to the Public Procurement and Concessions Act (PPCA) that was enacted in 2005 and amended with its accompanying regulation in 2010. The Legislation provides among others the establishment of the Public Procurement and Concession Commission (PPCC) as the regulatory body, and the establishment of administrative and institutional arrangements for public procurement. Section 46 (1) of the Act specifies open competitive bidding as the default method of procurement of which most entities, including the Programme Management Unit of Ministry of Agriculture complies with. In addition to the Act, there are other procurement guidelines and standard bidding documents for Goods, Works and Services from International Financial Institutions, such as IFAD and the World Bank, that are available and in use by procurement entities. The Liberia Anti-Corruption Commission is mandated as an independent organization to investigate, prosecute and prevent acts of corruption by public officials.
- 3. Accountability and Transparency.** The PPCA enjoined PPCC to establish an independent procurement complaints system with the formation of the Complaints Appeal and Review Panel (CARP). Within the framework of the PPCA, an aggrieved bidder must first complain to the Procuring Entity, which conducted the bidding process, and provide a copy of the complaint to PPCC. Complaints to a Procuring Entity must be responded to within Fourteen (14) days. If not satisfied, the complainant may file an appeal to the PPCC which will be passed on to the CARP for redress within 45 days. In practice, however, CARP takes almost 90 days (twice the period required under the law) to arrive at decisions due to the quasi-judicial review process adopted by CARP. For fear of victimisation, most complaints are not made; however, CARP's Vendors Services Department has noted that the private sector is now more actively seeking advice.⁸²
- 4. Capacity in Public Procurement.** The PMU of the MoA has three qualified Procurement Specialists with considerable experience of which each has been assigned to specific donor, e.g. IFAD, WB, or AfDB funded projects. The procurement and financial management functions of the projects have been separated and each functional unit has access to their regulatory framework documents. Standard bidding documents are used; and, generally, well written evaluation reports are produced.
- 5. Public Procurement Processes.** Ministries and Agencies (M&As) generally follow the thresholds established under the PPCA with exceptions made to projects funded

⁸² Public Expenditure and Financial Accountability Assessment (PEFA) 2016 on Liberia's Public Financial Management Systems

by Donor Agencies who have established their own thresholds. Procurement methods for good, works, and services are generally consistent with the guidelines for IFAD and other development partners. The PPCA requires that M&As prepare annual procurement plans for approval by the PPCC. The PPCC website regularly publishes bidding opportunities and procurement plans prepared by M&As as well complaints handled by CARP to inform the general public.

6. **Procurement Plans.** The procurement plans is use are the standard approved formats that generally include information on: (i) detailed breakdown of the goods, works and services required; (ii) schedule of the delivery; (iii) implementation or completion dates for all goods, works and services required; (iv) the source of funding; (v) indication of items that could be aggregated for procurement as a single package, or for procurement through any applicable arrangements for common use items; (vi) estimated value of each package of goods, works and services required; (vii) details of committed or planned procurement expenditure under existing multi-year contracts; (viii) planned and actual dates for the procurement processes; and (ix) project description.
7. **Procurement Methods.** The procurement methods which are generally used by the M&As and projects are (i) Open Competitive Tender (National); (ii) Restricted Tender (National); (iii) Request for Quotations (RFQ); (iv) International Competitive Bidding (ICB); and (iv) Sole Sourcing or Direct Contracting. There is a tendency to abuse and misuse sole sourcing. As noted by PEFA 2016 Report on Liberia, the IMF Fourth Review of the Extended Credit Facility (ECF) Arrangement dated January 2016 refers (para. 17, page 13) to a special audit prepared by General Auditing Commission (GAC) of Liberia on procurement undertaken by Ministry of Public Works (MPW) for road and bridge construction which indicated significant weaknesses in project management in terms of expenditure control, procurement process, and project implementation and monitoring.⁸³
8. **Contract Administration and Management.** Procurement Units (PU) face multiples challenges, particularly the lack of knowledge of its personnel. The PUs in Liberia are generally headed by one person who knows procurement procedures, but are supported by personnel that are not familiar with the required regulations.⁸⁴ The PU should be staffed with persons trained and knowledgeable in procurement and tasked with carrying out procurement functions , in particular, contract administration and management, as that is where the weakest link in the procurement process were noted. Independent contractors should also be engaged to supervise works contracts. Depending on the size and scope of the contract, appropriate milestones must be clearly spelt out in contracts and strictly adhered to in order for suppliers or contractors to receive payments. Payments procedures must include the use of Payment Certification procedures that include certification by a technical staff, the Procurement Officer and Financial Controller before final approval by Project Coordinators for payment.

⁸³ The IMF Report (IMF Country Report No.16/81 January 2016 posted on www.imf.org . The issue arose from a special audit carried out by GAC, published in July 2015 ('Audit Report on Special Procurement of the Ministry of Public Works for Construction of Roads and Bridges throughout Liberia', publicly available at www.bac.gov.lr/auditDoc/MPW.)

⁸⁴ Development Gateway Inc. Report on Open Contracting Scoping Study (Liberia), 2017

IFAD PROCUREMENT MATRIX

	Division	Programme Management Department			
	Country	Liberia			
	Project	COSOP			
	Date	10-May-19		NET RISK RATING	
	INHERENT RISK RATING	2.66			2.81
#	Description of Risk Feature	Rating	Remarks	Recommendation /Mitigation	Rating
A	COUNTRY RISK ASSESSMENT	2.90			2.90
1	Legal and Regulatory Framework	3.00			3.00
a	Country procurement law, regulations and manual exist	3	Public Procurement and Concessions Act enacted in 2005 and amended in 2010 with its accompanying regulations.		3
b	Existence of Standard Bidding Documents for Goods, Works and Services	3			3
c	Procurement Monitoring	3			3
d	Procurement Methods	3	Section 46 (1) of the PPCA 2010 specifies open competitive bidding as the default method of procurement.		3
e	Public access to procurement information	3	Procurement information available on PPCC's website and PPCC's office.		3
2	Accountability and Transparency	2.80			2.80

a	Procurement Complaints Management	3	Very active complaints management system		3
b	Country Corruption Perception Index score	2	Scored 30/100 and ranked 120/180 for 2018		2
c	2-tiered system to handle complaints	3	The Procuring Entity is mandated to handle Complaints within 15 days. If the complainant is not satisfied, the Complaints, Appeals and Review Panel (CARP) of the PPCC shall investigate the complaints within 45 days		3
d	Existence of a debarment system	3			3
e	Existence of an independent and competent local authority responsible for investigating corruption allegations	3	Liberia Anti-Corruption Commission is mandated as an independent organization to investigate, prosecute and prevent acts of corruption by public officials.		3
B	PROJECT INSTITUTIONAL RISK ASSESSMENT	2.62			2.84
1	Capability in Public Procurement	2.80			3.00
a	Existence of a Procurement Unit with at least 2 staff members (Design stage, reference is to govt. agency) Existence of a Procurement Officer (Implementation)	2	Only one Procurement Officer at post currently. Project in the process of hiring an Assistant Procurement Officer	Recruit an Assistant Procurement. Involve Procurement Officers of other Projects within the PMU to enhance efficiency and effectiveness	3

b	Staff member(s) have at least 7 years' experience in donor-funded public procurement	3	Procurement Officer has 20 years in donor-funded public procurement of which 7 years were specifically for IFAD-funded projects		3
c	What is the general quality of documents produced by the procurement office?	3	Good bidding documents, very well written evaluation reports.		3
d	Do procurement staff have immediate access to the legal and regulatory framework documents?	3	Legal and Regulatory Framework documents of IFAD and Liberia are available and accessible to the Procurement Staff		3
e	Are the procurement and financial management functions separated?	3			3
2	Public Procurement Processes	2.45			2.68
i	Procurement Methods	2.75			3.00
a	Procurement methods for Goods consistent with IFAD Guidelines	3			3
b	Procurement methods for Works consistent with IFAD Guidelines	3			3
c	Procurement methods for Services consistent with IFAD Guidelines	3			3
d	Easy access to bidding documents by foreign firms	2		Develop and maintain project website and upload bidding documents for easy and free access to bidders	3
ii	Procurement Planning	2.67			2.67

a	Are procurement plans prepared ahead of time and consistent with annual work plans/budgets?	3			3
b	Do procurement people participate in the annual work planning processes?	2	Procurement people participate in annual work planning processes by practice, although not by regulation	Participation in the annual work planning processes should be completed by a workshop attended by stakeholders	2
c	Are Procurement Plans done using an effective format with planned and actual rows across 3 different categories	3	Standard approved formats are used		3
iii	Procurement Processes	3			3
a	Minimum number of quotations established by law	3	Paragraph 54 of PPCA of Liberia		3
b	Minimum number of days for advertised procurement under competitive bidding processes	2	It's usually a minimum of 21 days		2
c	Is there enough time provided for bidders to ask questions and receive answers in the bidding process?	3	It's usually 7 days for		3
d	Are clarifications provided to all bidders?	3			3
e	Are bids received prior to the deadline securely stored?	3			3
f	Are procurement securities securely stored?	3			3
g	Are public bid openings conducted for advertised procurements, and within an hour of receipt of bids?	2			2
h	Are minutes of bid openings taken, and sent to bidders who submitted bids?	2			2
i	Are evaluations conducted by a suitably qualified ad-hoc evaluation committee?	3			3

j	In evaluation, is responsiveness based on criteria requirements in the bidding documents?	3			3
k	Are evaluations completed within the bid validity period?	3			3
l	Are conditions precedent to contract effectiveness clearly stipulated in the contract? (i.e., advance payment security, performance security, insurance, etc.)	2		Conditions precedent to contract effectiveness must be clearly stipulated in all contracts	3
m	Does the agency maintain a complete record of the process? This would include copies of all public advertisements, pre-qualification documents (if used, the pre-qualification evaluation report documenting any decisions not to pre-qualify certain potential bidders), the bidding documents and any addenda, a record of any pre-bid meetings, the bid opening minutes, the final bid evaluation report (including a detailed record of the reasons used to accept or reject each bid), appeals against procedures or award recommendations, a signed copy of the final contract and any performance and advance payment securities issued, etc.	2		The complete processes of procurement must be documented with all relevant documentation appropriately filed with easy retrieval system	3
n	Are all contracts awarded advertised publicly?	3			
iv	Contract Administration and Management	1.73			2.27
a	Existence of authority levels in the contract management process	2			2
b	Existence of approval thresholds for contract amendments	1			1
c	Is there an effective contract monitoring system/framework in place?	3			3

d	Is there a process to monitor delivery of goods to verify quantity and quality?	2			3
e	Is there a framework for approval of deliverables and payment process for consulting services contract?	1		Milestones for triggering payment must be clearly spelt out in contracts.	2
f	Is there a process for resolution of final payment and contract closure?	1			2
g	Are contract disputes handled in accordance with a formal complaints/arbitration system?	1		Deliverables must be clearly stated and monitored by technical officer while resolutions for contract disputes must also be clearly spelt out in contract documents.	2
h	Are works contracts supervised by independent engineers or a named project manager?	2		Appoint independent engineers to supervise works contract	3
i	Are contracts completed on schedule and within the approved/ contracted contract price?	2		An evaluation of the contracting period should take place after implementation of contract	2

j	Does the organization have contract registers that register all contracts (with names, prices and dates), per procurement category?	2		Contract Registers must be updated on monthly basis and form part of project monthly reports	3
k	Are adequate contract administration records maintained? (These would include contractual notices issued by the supplier, contractor, purchaser or employer; a detailed record of all changes or variation orders issued affecting the scope, qualities, timing or price of the contract; records of invoices and payments, progress reports, certificates of inspection, acceptance and completion; records of claim and dispute and their outcomes; etc.)	2			2
	<u>Risk Rating System</u>				
3	L: Low Risk				
2	M: Medium Risk				
1	H: High Risk				

UNSDCF Results Framework and IFAD contributions to UNSDCF M&E

1. The 2020-2024 UNSDCF outlines the expected outcomes and outputs from its development. These are presented in the below table.
2. Following the table is a brief overview of how IFAD will contribute to the M&E of the UNSDCF.

<p>Outcome 1: By 2024, the most vulnerable and excluded groups have improved quality of life with rights-based, gender sensitive, inclusive, equitable access and utilization of essential social services⁸⁵ in an environment free of discrimination and violence including in humanitarian situations.</p> <p><i>WHO, UNICEF, UNFPA, UN Women, UNAIDS, UNESCO UNDP, OHCHR; WFO, ILO</i></p>	<p>Total Planned Budget: 224,151,936</p> <p>Regular Resources: 49,034,925</p> <p>Other Resources: 175,117,012</p> <p>Gap (to be mobilized): 132,247,148</p> <p>IFAD Contribution: 0</p>
<p>Related national priorities and goals: A stable macroeconomic environment enabling private sector-led economic growth, greater competitiveness, and diversification of the economy with emphasis on Education, Health, HIV and AIDS, Gender Equality and youth, Nutrition, Social Protection</p>	
<p>Related SDGs: Goal 1: No poverty; Goal 2: Zero hunger; Goal 3: Good health & well-being; Goal 4: Quality education; Goal 5: Gender equality; Goal 8: Decent work & economic growth; Goal 10: Reduced inequalities; Goal 17: Partnerships for the goals</p>	
<p>OUTPUT 1.1: Institutions are strengthened to develop and implement policies, law, strategies that promote human rights and equitable social services and norms</p>	
<p>OUTPUT 1.2: Capacity of national and sub national institutions to provide quality, equitable, inclusive and decentralized social services is enhanced.</p>	
<p>OUTPUT 1.3: Community leaders and members including vulnerable and marginalized group-members have the capacity to demand and utilize quality, equitable, decentralized, and age and gender responsive essential social services</p>	
<p>OUTPUT 1.4: Timely collection, analysis and use of disaggregated data to inform programme and policy development for equity-focused and evidence base planning, implementation, monitoring and evaluation</p>	
<p>Relevant Sectors: Education, Health HIV/AIDs, and Nutrition, Women Empowerment and Prevention and protection of survivors of Sexual and Gender based Violence, youth development, Child Protection, Social Protection</p>	
<p>Outcome 2: By 2024, Liberia has sustained, diversified and inclusive economic growth driven by investments in agriculture, food security and job creation and is resilient to climate change and natural disasters.</p> <p><i>UNDP, FAO, WFP, UNIDO, IOM, ILO, IFAD, UNW, UNICEF, UNHCR, UNOPS, WB</i></p>	<p>Total Planned Budget: 424,409,622</p> <p>Regular Resources: 203,731,148</p> <p>Other Resources: 220,678,474</p> <p>Gap (to be mobilized): 175,816,096</p> <p>IFAD Contribution: 132,000,000</p>
<p>Related national priorities and goals: inclusive, diversified economic growth, livelihoods, agricultural productivity, food security, building resilience against shocks and disasters</p>	
<p>Related PAPD Development Outcomes Statements (2018-2023):</p>	

⁸⁵ Social Services include essential services in these sectors of Education, Health HIV/AIDs, and Nutrition, Women Empowerment Prevention and protection of survivors of Sexual and Gender based Violence, youth development, Child Protection, Social Protection in line with Development Outcomes of Pilar 1, PAPD 2018-23.

<p>1. An improvement of fiscal and monetary policy management to promote economic growth and job creation</p> <p>2. Increased agricultural production and productivity and improved forest utilization through competitive value chains and market linkages</p> <p>3. Increase in revenue and community incomes from sustainable use of renewable natural resources and conservation of biodiversity</p> <p>4. Increased economic activity and connectivity through critical roads, energy, air and sea ports, water and sanitation infrastructure improvements</p> <p>5. Improved coverage and wider access to ICT, postal service, innovation, and financial inclusion</p>	
<p>Related SDGs: Goal 2: Zero hunger, Goal 5: Gender equality, Goal 6: Clean water and sanitation, Goal 7: Affordable and clean energy, Goal 8: Decent work and economic growth, Goal 9: Industry, innovation and infrastructure, Goal 10: Reduced inequalities, Goal 11: Sustainable cities and communities, Goal 12: Responsible consumption and production, Goal 13: Climate action, Goal 15: Life on land, Goal 17: Partnerships for the Goals</p>	
<p>OUTPUT 2.1: By 2024, targeted national institutions have the capacity to develop evidence based cross-sectoral gender responsive policy framework and accountability mechanisms that promote sustainable livelihoods, food security and resilience to climate change</p>	
<p>Related PAPD Development Outcomes Statements (2018-2023):</p> <ol style="list-style-type: none"> 1. Creating the right policy environment: effective fiscal governance and prudent monetary and financial sector management (Development result: an improved environment for private sector led growth; balanced revenue and expenditure outturns; enhanced domestic revenue) 2. Improving the competitiveness of existing industries: competitive and more diversified economic sectors (Development result: increased agricultural production and productivity and sustainable forest utilization through competitive value chains and market linkages) <p>Sustaining medium to long term economic growth: increasing economic competitiveness, expanding markets and improving trade and investment (Transforming infrastructure: productivity and efficiency gains through infrastructure development and transformation)</p>	
<p>OUTPUT 2.2: By 2024, national and subnational capacity to deliver sustainable natural resource management and climate-aware initiatives is strengthened.</p>	
<p>OUTPUT 2.3: By 2024, access, awareness and sustainable use of appropriate Resources, Assets, Services and Markets by poor and rural producers, households, value-chain actors, and communities, including women and youth improved.</p>	
<p>OUTPUT 2.4: By 2024, public and private sector players have strengthened capacity to increase economic participation and productivity, and in an inclusive manner enable employment, job creation and enterprise development.</p>	
<p>OUTPUT 2.5: By 2024 relevant institutions have strengthened capacity to increase economic activity and connectivity through, energy, air and sea ports, water and sanitation infrastructure improvement.</p>	
<p>Relevant Sectors</p>	
<p>Outcome 3: By 2024, Liberia consolidates, sustains peace and enhances social cohesion, has strengthened formal and informal institutions capable of providing access to inclusive, effective, equitable justice and security services, capable of promoting and protecting the human rights of all.</p> <p>OHCHR, UNDP, UNW, UNICEF, UNFPA, IOM, UNAIDS</p>	<p>Total Planned Budget: 65,745,325</p> <p>Regular Resources: 18,847,175</p> <p>Other Resources: 46,898,150</p> <p>Gap (to be mobilized): 39,627,100</p> <p>IFAD Contribution: 0</p>
<p>Related national priorities and goals: A society that embraces its triple heritage and guarantees space for all positive cultures to thrive, where justice, rule of law and equitable human rights prevail and improved security service delivery nationwide that is also gender responsive</p>	
<p>Related PAPD Development Outcome Statements (2018-2023)</p> <ol style="list-style-type: none"> 1. A society that embraces its triple heritage and guarantees space for all positive cultures to thrive 	

2. A society where justice, rule of law and human rights prevail.	
3. Improved security service delivery nationwide	
Related SDGs: Goal 5: Gender equality and empower all women and girls GOAL 16: Promote peaceful and inclusive society for sustainable development, provide access to justice for all and build accountable and inclusive institutions at all levels	
OUTPUT 3.1: Peace infrastructure at national and sub-national levels is strengthened and coordinated to address conflict, sustain peace and enhance social cohesion in a more effective and inclusive manner.	
OUTPUT 3.2: Capacities of national and sub-national actors strengthened to develop, amend and implement legislation and policies in compliance with human rights standards.	
OUTPUT 3.3: Relevant government authorities and security and justice institutions at national and subnational levels have better knowledge and capacity to enhance access to justice, including vulnerable groups, women and girl survivors of SGBV, and especially those facing multiple and intersecting forms of discrimination	
Output 3.4. Right holders' capacity strengthened to demand /claim their rights and actively engage and demand in justice, reconciliation and peacebuilding efforts	
Relevant Sectors: Justice & Rule of Law, Reconciliation and Social Cohesion, Security & National Defence	
Outcome 4: By 2024, people in Liberia especially the vulnerable and disadvantaged, benefit from strengthened institutions that are more effective, accountable, transparent, inclusive and gender responsive in the delivery of essential services at the national and sub-national levels.	Total Planned Budget: 82,941,430 Regular Resources: 18,783,293 Other Resources: 64,158,137 Gap (to be mobilized): 56,461,912 IFAD Contribution: 3,000,000
UNDP WHO, UNICEF, UNFPA, UN Women, , OHCHR, WFP	
Related national priorities and goals: A reformed public sector exhibiting improved fiscal discipline and inclusive service delivery, and a rebalance in the concentration of economic and political activities away from Monrovia	
Related PAPD Development Outcome Statements (2018-2023)	
1. A reformed public sector exhibiting improved fiscal discipline and service delivery, and a rebalance in the concentration of economic and political activities away from Monrovia	
2. Improved tenure and natural resource governance	
3. More robust structures reducing waste and other systemic losses in the operations of Ministries, Agencies, and Commissions	
4. Universal migration to ICT platforms and wider adoption of e-government to improve business processes and productivity	
Related SDGs: Goal 1: No poverty; Goal 5: Gender Equality; Goal 9: Build resilient infrastructure, promote sustainable industrialization and foster innovation; Goal 11. Make cities inclusive, safe, resilient and sustainable; Goal 15: Sustainably manage forests, combat desertification, halt and reverse land degradation, halt biodiversity loss; Goal: 16. Promotion of peaceful and inclusive society for sustainable development, and building effective and accountable institutions at all levels; Goal 17: A successful sustainable development agenda requires partnerships between governments, the private sector and civil society.	
Relevant Sectors: Building a Capable State and Fighting Corruption (National Integrity), Building a Capable State	
OUTPUT 4.1: Equal participation of men and women in the formulation of inclusive and responsive laws and policies strengthened at all level	
OUTPUT 4.2: Integrity institutions are strengthened at national and subnational levels to advocate and assertively implement policies, legal and institutional frameworks and practices that promote transparency, accountability and rule of law.	
OUTPUT 4.3: Capacities of institutions to conduct of free, fair and transparent election Strengthened	
OUTPUT 4.4: Capacity of national institutions for identifying and addressing toxic pollutants strengthened.	

3. The COSOP results framework is aligned with the UNSDCF Results and Resources Framework (RRF). Through project level monitoring and data generated by external partners, IFAD will monitor and report on its results in the COSOP. The

overall M&E framework of IFAD support will be reported in the Operational Results Measurement System (ORMS) for real-time monitoring, decision making and programming.

4. During the COSOP period, the M&E capacity of the Ministry of Agriculture at national and decentralized levels will be strengthened. Using instruments such as AVANTI and PRiME, IFAD will liaise with other partners including relevant UN Agencies to develop and implement the Ag-Scan action plan to enhance monitoring and reporting of the SDGs that relate to the rural sector.
5. IFAD will collaborate with relevant UN agencies and other multilateral organizations to conduct periodic on-site reviews and programmatic monitoring of activities to ensure programme interventions and results are going as planned. Particularly for RBAs and other UN agencies, efforts will be made get them involved in supervision missions to contribute to measuring IFAD's results.
6. IFAD will collaborate with relevant UN agencies, including RBAs to align evidence generation activities and enhance availability of quality and reliable data for reporting on programme results and other SDGs. This will include efforts to harmonize data collection methods and standards; monitoring, evaluation and reporting tools. IFAD will participate in joint UN reviews, evaluations, workshops, training, studies, knowledge management, and consultations to promote rural development and reduce poverty for beneficiaries.