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Invertir en la población rural

## República de Liberia

### Programa sobre Oportunidades Estratégicas Nacionales (2020–2024)

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Para **examen**

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## **Acrónimos y siglas**

|        |   |
|--------|---|
| COSOP  | programa sobre oportunidades estratégicas nacionales                      |
| FAO    | Organización de las Naciones Unidas para la Alimentación y la Agricultura |
| FIDA12 | Duodécima Reposición de los Recursos del FIDA                             |
| GALS   | Sistema de Aprendizaje Activo de Género                                   |
| PIB    | producto interno bruto  |
| SyE    | seguimiento y evaluación  |

## Mapa de las operaciones financiadas por el FIDA en el país



Las denominaciones empleadas y la forma en que aparecen presentados los datos en este mapa no suponen juicio alguno del FIDA respecto de la demarcación de las fronteras o límites que figuran en él ni acerca de las autoridades competentes.  
 Mapa elaborado por el FIDA | 04-09-2019

## Resumen

1. La República de Liberia es uno de los países con menor desarrollo humano, ocupa el puesto 181 de 189 países en el mundo. Su producto interno bruto (PIB) registró un crecimiento importante en los años posteriores a la guerra civil, pero ahora la economía se está estancando: creció un 1,7 % en 2018 y se prevé que crezca solo un 0,4 % en 2019.
2. Liberia sigue siendo un país frágil, debido principalmente a la prolongada guerra civil (1989-2003), a la epidemia del virus del Ébola (2014-2015) y a la limitada capacidad de la administración pública. La seguridad alimentaria y la malnutrición son dos grandes motivos de preocupación.
3. La agricultura representa la actividad de subsistencia principal de la población rural. Sin embargo, los recursos financieros del sector agrícola son limitados, recibe solo el 2 % del presupuesto nacional. Además, el desarrollo del sector se ve muy entorpecido por las demoras en la aprobación de componentes importantes del marco regulador, la infraestructura deficiente, las políticas comerciales insuficientes, la debilidad del sector privado y las cadenas de valor infrutilizadas. Si se solucionan los persistentes obstáculos en las cadenas de valor agrícolas se podría revertir la situación actual de la agricultura en pequeña escala, que se caracteriza por bajos niveles de productividad, producción y rentabilidad.
4. La desigualdad de género, el desempleo juvenil y el cambio climático constituyen otros desafíos importantes para el desarrollo del país.
5. En 2018, el nuevo Gobierno puso en marcha la Agenda para la Prosperidad y el Desarrollo en Favor de la Población Pobre, para el período comprendido entre 2018 y 2023. Esa Agenda es la principal estrategia de lucha contra la pobreza de Liberia y en ella se reconoce la importancia de invertir en el sector agrícola para promover la transformación estructural de la economía, en particular para pasar de la agricultura de subsistencia a la agricultura comercial mediante cadenas de valor seleccionadas, como las del arroz, la yuca, las hortalizas, el cacao y el aceite de palma.
6. Este nuevo programa sobre oportunidades estratégicas nacionales (COSOP) abarca el período comprendido entre 2020 y 2024, se basará en la Agenda para la Prosperidad y el Desarrollo en Favor de la Población Pobre y se ajustará a la segunda fase del Plan de Inversión en el Sector Agrícola de Liberia. Asimismo, el COSOP está en consonancia con el Marco de Cooperación de las Naciones Unidas para el Desarrollo Sostenible, formulado paralelamente.
7. A partir de las observaciones realizadas en las consultas sobre el COSOP, se estableció la meta general del COSOP para 2020-2024 de incrementar los ingresos y las oportunidades laborales de los hombres y las mujeres de las zonas rurales y fomentar la resiliencia al cambio climático y la inseguridad alimentaria.
8. El COSOP prevé los siguientes objetivos estratégicos:
  - i) Mejorar el rendimiento y la inclusividad de las cadenas de valor que ofrecen oportunidades laborales, creación de riqueza y seguridad alimentaria y nutricional para la población rural, en particular para los hogares, las mujeres y los jóvenes en situación de pobreza.
  - ii) Contribuir a la creación de un entorno propicio para la formulación de políticas en favor de la población pobre y mejorar la capacidad del sector público en Liberia que se encarga de la prestación de servicios a las personas pobres de las zonas rurales.
9. Los temas transversales fundamentales, como los relativos al género, los jóvenes, las personas con discapacidad, el cambio climático y la nutrición, se incorporarán a través de esos dos objetivos estratégicos amplios.

10. Durante el período del COSOP, el FIDA participará en las siguientes tres esferas a través de iniciativas concretas de cooperación Sur-Sur y cooperación triangular:
  - i) establecimiento de un marco regulador, de políticas y de gobernanza; ii) mejora de la cadena de valor mediante el fortalecimiento del sector privado, y iii) apoyo a las instituciones y los centros de investigación.

## República de Liberia

### Programa sobre Oportunidades Estratégicas Nacionales

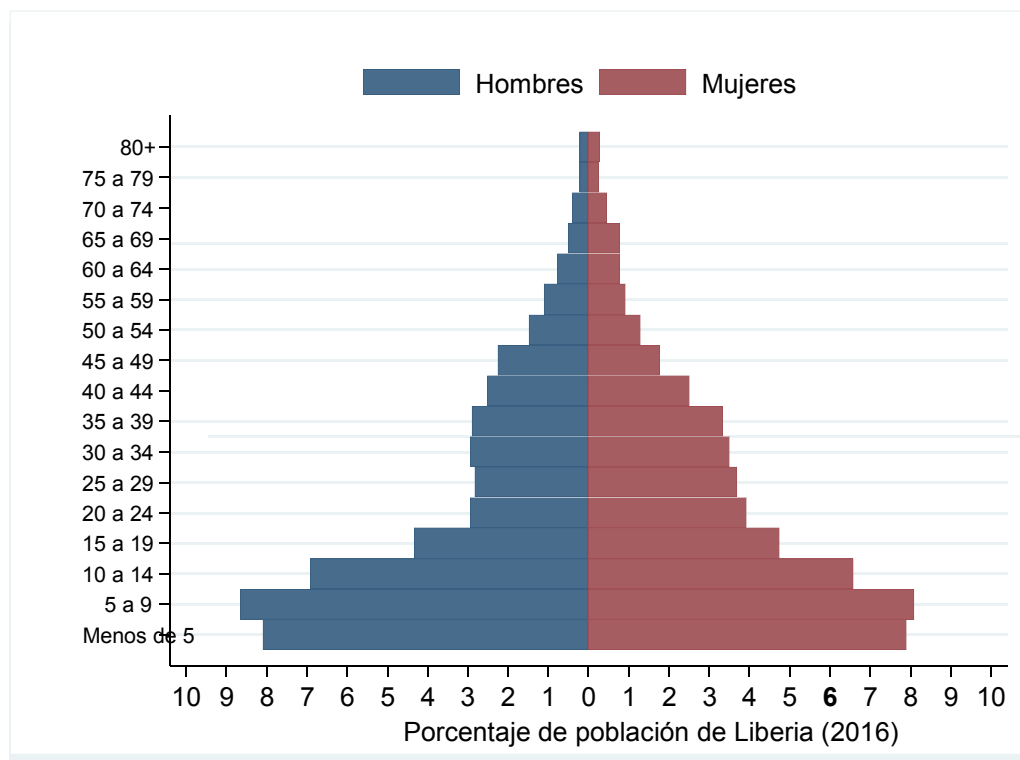
#### I. Contexto del país y programa del sector rural: principales desafíos y oportunidades

1. La República de Liberia afronta complejos desafíos relacionados con el desarrollo y una persistente fragilidad en aspectos clave de la sociedad, desde la política macroeconómica hasta las capacidades institucionales. La economía presenta una estructura de exportación muy concentrada, una base de ingresos limitada, una gran dependencia de la ayuda exterior y un déficit fiscal estructural. La transición hacia un modelo económico en el que el crecimiento del producto interno bruto (PIB) genere, de manera fiable, mejoras amplias en los indicadores de pobreza y desarrollo social requerirá el fomento del capital humano, el impulso de la productividad, la creación acelerada de empleo, el fortalecimiento de la resiliencia socioeconómica, la mejora de la calidad de gobernanza y la ampliación de la capacidad institucional. Para afrontar esos retos, se necesitarán intervenciones bien diseñadas, estrechamente coordinadas y debidamente secuenciadas.
2. Liberia se enfrenta a un frágil panorama económico. Según el informe de 2019 sobre el artículo IV del Fondo Monetario Internacional (FMI), la estabilidad macroeconómica sigue siendo difícil de lograr. Ahora se estima el crecimiento en 2018 en un 1,2 %, mientras que la previsión para 2019 en las políticas actuales se ha revisado a la baja, del 4,7 % al 0,4 %. La inflación alcanzó el 23,4 % en 2018, y el FMI prevé que se mantendrá en los mismos niveles en 2019. El aumento de la inflación obedece en gran medida a la reducción del tipo de cambio del dólar liberiano al dólar de los Estados Unidos, que, a su vez, se debe al gran déficit fiscal (más del 5 % del PIB) y al déficit en cuenta corriente (más del 20 % del PIB).
3. En la hipótesis básica del programa sobre oportunidades estratégicas nacionales (COSOP) se parte de que el crecimiento real del PIB será de media inferior al 1,0 % en el período comprendido entre 2020 y 2024, lo que se traducirá en un importante aumento del número de personas pobres. En la hipótesis alta, los ingresos reales per cápita aumentarán, al igual que las asignaciones disponibles con arreglo al Sistema de Asignación de Recursos basado en los Resultados (PBAS) en la Duodécima Reposición de los Recursos del FIDA (FIDA12). En la hipótesis baja, las actividades crediticias corren un gran riesgo de ser suspendidas.
4. Las crecientes desigualdades entre regiones, géneros y grupos sociales agravan la fragilidad del país. Liberia ocupa el puesto 181 de 189 países en el índice de desarrollo humano del Programa de las Naciones Unidas para el Desarrollo (PNUD). Las mujeres en Liberia tienen un menor acceso a la educación y las oportunidades laborales, pero desempeñan un papel fundamental en la agricultura y el cuidado de sus hijos. El índice de desarrollo de género de Liberia, que mide el grado de desigualdad en el desarrollo humano, es de 0,846<sup>1</sup>. La participación desigual de las mujeres en la adopción de decisiones en los hogares y las comunidades es habitual.
5. Las mujeres también son las principales víctimas de la violencia de género, lo que contribuye a la pobreza. El Gobierno ha formulado estrategias y políticas pertinentes para solucionar los problemas vinculados a la violencia de género, pero su aplicación sigue planteando un desafío.

<sup>1</sup> PNUD (2018). *Índices e indicadores de desarrollo humano: actualización estadística de 2018*. Nota informativa para los países sobre la actualización estadística de 2018: Liberia.

6. Las tasas de pobreza son mucho más altas en las zonas rurales que en los centros urbanos, y los indicadores no monetarios de la pobreza, como el acceso a los servicios públicos, presentan grandes desigualdades entre los géneros y las zonas rurales y urbanas. El acceso a mejores fuentes de agua, servicios de saneamiento y electricidad ha aumentado pero continúa orientándose en gran medida hacia los hogares urbanos más ricos. Pese a su considerable potencial económico, las regiones más remotas de Liberia no están suficientemente desarrolladas, y la limitada y deteriorada red de carreteras del país constituye un obstáculo especialmente grave en las zonas remotas.
7. **Una amplia generación de jóvenes está intensificando la demanda de empleo, tierras agrícolas, infraestructura y servicios públicos.** El 90 % de la población tiene menos de 35 años y el 52,6 % se encuentra en edad de trabajar (entre los 15 y los 64 años). La pirámide demográfica revela los efectos de la guerra en la pérdida de hombres, ya que las mujeres constituyen la mayor parte de la población de entre 20 y 40 años<sup>2</sup>. La gran escasez de jóvenes con aptitudes laborales y conocimientos adecuados dificulta el crecimiento de la productividad. Más de la mitad de la fuerza de trabajo no ha completado la educación primaria, y las tasas de alfabetización se encuentran entre las más bajas del mundo.

Gráfico 1  
Pirámide demográfica de Liberia



8. **La Red de Sistemas de Alerta Temprana contra la Hambruna considera que el país presenta una inseguridad alimentaria moderada.** El 35 % de los niños menores de cinco años presentan retraso de crecimiento, y la anemia afecta al 34,7 % de las mujeres<sup>3</sup>. La inseguridad alimentaria en las zonas rurales asciende al 58,8 %, frente a la media nacional del 51,2 %.

<sup>2</sup> Instituto de Estadística y Servicios de Información Geográfica de Liberia (2017). *Encuestas sobre los ingresos y gastos de los hogares en 2016*.

<sup>3</sup> Agencia de los Estados Unidos para el Desarrollo Internacional (USAID) (febrero de 2018): *Liberia: Nutrition Profile*, <https://www.usaid.gov/sites/default/files/documents/1864/Liberia-Nutrition-Profile-Feb2018-508.pdf>.



9. **El desarrollo agrícola será esencial para impulsar la seguridad alimentaria, acelerar la reducción de la pobreza y mantener la estabilidad.** El sector agrícola emplea a en torno al 80 % de los liberianos, y las mujeres representan más de la mitad de la fuerza de trabajo agrícola. Un aumento de los ingresos rurales podría acelerar en gran medida la obtención de mejores resultados en salud y educación, y un sector agrícola dinámico podría reducir la dependencia de las importaciones alimentarias, reforzar la seguridad alimentaria y mejorar la balanza de pagos.
10. **El desarrollo agrícola afronta varios desafíos**, a saber:
- i) **Infraestructura inadecuada:** limitación en cuanto a la red de carreteras, la electrificación rural y las instalaciones de almacenamiento.
  - ii) **Acceso reducido a la financiación:** los agricultores se enfrentan a las elevadas tasas de interés y los breves plazos de los préstamos de los bancos comerciales.
  - iii) **Investigación escasa en agricultura:** el Instituto Central de Investigación Agrícola carece de fondos para contratar a científicos e investigadores cualificados y comunicar los resultados de las investigaciones a los agricultores y agroempresarios.
  - iv) **Sistema limitado de extensión:** solo el 3,4 % de los agricultores tienen acceso a servicios de extensión públicos y privados, y los servicios carecen de coordinación.
  - v) **Sistema deficiente de derechos sobre la tierra:** el acceso a la tierra y la concesión de títulos de propiedad de la tierra plantean un reto, aunque en 2018 se aprobó la Ley de derechos sobre la tierra con el objetivo de definir diferentes categorías de tierra y aumentar el acceso a esos derechos y su concesión.
  - vi) **Capacidad humana y técnica limitada:** en las diferentes cadenas de valor agrícolas, y en la cooperación entre los órganos gubernamentales y de investigación, la capacidad humana y técnica es limitada.
11. **Las medidas gubernamentales para transformar los recursos naturales en riqueza determinarán en gran medida si la riqueza natural de Liberia se convierte en una fuente de dinamismo económico o desencadena un conflicto.** Las disputas no resueltas por los recursos naturales y la tierra contribuyen a las continuas tensiones sociales y económicas. No obstante, las empresas productivas que requieren tecnología o inversiones financieras son necesarias para superar debidamente los obstáculos para el futuro crecimiento y desarrollo (Agenda para la Prosperidad y el Desarrollo en Favor de la Población Pobre, 2018). Además, la participación ciudadana es vital para esas iniciativas, al igual que las instituciones y los procedimientos que emplean el Gobierno, los inversores y las comunidades locales para promover sus respectivos intereses y negociar un enfoque común para la gestión de los recursos.

## II. Marco institucional y de políticas públicas

12. **En 2018, el Gobierno de Liberia puso en marcha su Agenda para la Prosperidad y el Desarrollo en Favor de la Población Pobre (2018-2023).** En la Agenda se reconoce la importancia del sector agrícola para promover la transformación estructural de la economía, en particular para pasar de la agricultura de subsistencia a la agricultura comercial en cadenas de valor importantes, como las del arroz, la yuca, las hortalizas, el cacao y el aceite de palma.

13. **La segunda fase del Plan de Inversión en el Sector Agrícola de Liberia (2018-2022)** cuenta con cinco objetivos de políticas y componentes estratégicos interrelacionados principales, a saber: i) seguridad alimentaria y nutricional; ii) desarrollo de cadenas de valor competitivas y vínculos entre los mercados; iii) extensión, investigación y desarrollo agrícolas; iv) producción sostenible y gestión de los recursos naturales, y v) gobernanza y fortalecimiento de las instituciones. La segunda fase del Plan de Inversión se centra en siete cadenas de valor, a saber: arroz, yuca, hortalizas, aceite de palma, cacao, caucho y ganadería.
14. **La Política Nacional y la Estrategia de Respuesta sobre el Cambio Climático de 2018** rige las iniciativas del país dirigidas a luchar contra el cambio climático. La contribución de Liberia determinada a nivel nacional correspondiente a 2015 en virtud del Acuerdo de París categoriza al país como un sumidero neto de carbono, y pone de relieve la importancia del sector agrícola para la adaptación al cambio climático y la mitigación de sus efectos. Las medidas de mitigación vinculadas a la contribución a nivel nacional se centran en la energía renovable y la eficiencia energética. Asimismo, las opciones de adaptación abarcan el desarrollo de variedades de cultivos resilientes al cambio climático, la gestión forestal sostenible y la implementación de sistemas de pesca climáticamente inteligentes.

### III. Actuación del FIDA: enseñanzas extraídas

15. El FIDA reanudó sus actividades en Liberia en 2009, tras una suspensión de 20 años. En la actualidad se están ejecutando cuatro proyectos en el país:
  - i) El Proyecto de Ampliación de los Cultivos Arbóreos, con una financiación total del FIDA de USD 22 millones y una donación del Programa de Adaptación para la Agricultura en Pequeña Escala (ASAP) de USD 4,5 millones. El objetivo del proyecto es reforzar la inclusión de los pequeños productores en la cadena de valor del cacao en el condado de Nimba.
  - ii) La segunda fase del Proyecto de Ampliación de los Cultivos Arbóreos, con una financiación total del FIDA de USD 23,8 millones, que se centra en el condado de Lofa.
  - iii) El Proyecto de Financiación Rural con Base Comunitaria, que incluye un préstamo por valor de USD 5,5 millones y una donación de USD 0,5 millones del FIDA, y aspira a mejorar el acceso de los pobres de las zonas rurales a los servicios financieros a través de las instituciones financieras de las comunidades rurales.
  - iv) El Proyecto de Fomento de la Transformación Agrícola en Pequeña Escala y Revitalización de las Agroempresas, gestionado por el Banco Mundial y cofinanciado por el FIDA (USD 23 millones), que apoya la integración de los pequeños agricultores a las cadenas de valor del arroz, las hortalizas y el aceite de palma.
16. Esas operaciones se basan en una nota bienal sobre la estrategia en el país (2017-2018), que se prorrogó 12 meses para una mejor planificación y adaptación a la nueva agenda para el desarrollo del país.
17. Las principales enseñanzas extraídas de la cartera del FIDA son las siguientes:
  - i) **Se espera que surjan perturbaciones y desafíos no previstos debido a la fragilidad del país.** La ejecución del primer COSOP para Liberia (2011-2015) se vio interrumpida por la crisis del virus del Ébola en 2014-2015. El plan de la nota sobre la estrategia en el país se vio afectado por un cambio en el Gobierno en 2018, que estuvo acompañado de muchas modificaciones en la plantilla y las operaciones. Esos hechos afectaron negativamente a la ejecución de la cartera y de los proyectos en curso.

- ii) **El sector público presenta una baja capacidad debido a la limitada capacidad técnica, la elevada rotación de personal, la limitación de los presupuestos y la escasa coordinación entre los ministerios.** Como resultado, el FIDA afronta altos costos de transacción, que se ven incrementados todavía más por la falta de una oficina del FIDA en el Liberia.
- iii) **El tiempo que transcurre entre la aprobación y la puesta en marcha de un proyecto debe reducirse.** Han transcurrido casi dos años desde la aprobación hasta el primer desembolso de la cartera del FIDA autorizada en 2010. Ese retraso puede obedecer tanto al largo proceso de ratificación parlamentaria como al largo proceso de establecimiento de la unidad de ejecución del proyecto. Para reducir el tiempo que transcurre entre la aprobación y el primer desembolso, la unidad de ejecución del proyecto colaborará estrechamente con el Ministerio de Agricultura, la Oficina del Ministro de Estado para Asuntos Presidenciales, y el Comité Permanente de Agricultura, Silvicultura y Pesca en la Asamblea Legislativa de Liberia, con el objetivo de lograr una ratificación más rápida de los proyectos.
- iv) **Si no se adoptan medidas concretas de focalización, los hogares encabezados por mujeres, los jóvenes y las personas con discapacidad pueden quedar marginados de los procesos de desarrollo.** La integración de las mujeres, los jóvenes y las personas con discapacidad en la economía es indispensable para el desarrollo de Liberia. Si no se adoptan medidas concretas, los jóvenes y los hogares encabezados por mujeres tendrán menos oportunidades en los ámbitos en que los hombres adultos controlan los procesos comunitarios. En las evaluaciones anteriores, por ejemplo en la evaluación de 2019 de los resultados del Proyecto de Reactivación de los Cultivos Arbóreos en Pequeñas Explotaciones, realizada por la Oficina de Evaluación Independiente del FIDA (IOE), se pone de relieve la importancia de centrarse en las cadenas de valor con una elevada participación de mujeres, y se señala que las mujeres tienden a trabajar mucho más en la producción de cultivos alimentarios, en concreto vegetales, que en la de cultivos comerciales.
- v) **La desigualdad de género no solo limita el acceso de las mujeres jóvenes y adultas a las oportunidades de los proyectos y el empoderamiento, sino que también afecta al progreso socioeconómico de los hogares y agrava la fragilidad.** Las normas de género dictan que los hombres son generalmente los principales beneficiarios de las intervenciones de desarrollo. El uso de las metodologías que, dentro de los hogares, promueven la planificación conjunta y facilitan la superación de las relaciones de poder desiguales, como el Sistema de Aprendizaje Activo de Género (GALS), resulta útil para empoderar a las mujeres e impulsar el progreso socioeconómico de los hogares.
- vi) **Desarrollo de las cadenas de valor.** En la evaluación de 2019 de los resultados del Proyecto de Reactivación de los Cultivos Arbóreos en Pequeñas Explotaciones se observa que el proyecto se centró principalmente en los obstáculos que surgen en las fases iniciales, lo que limitó las intervenciones en las fases finales para la facilitación de contratos entre las cooperativas y una empresa del sector privado. Ese enfoque limitado hizo que el proyecto no fuera capaz de superar los obstáculos de los segmentos de la cadena de valor y acabó limitando su impacto. Los proyectos del FIDA que se ejecutarán durante el período comprendido entre 2020 y 2024 tendrán un enfoque más amplio en el desarrollo de las cadenas de valor.

18. Además de esas enseñanzas, y habida cuenta de la fragilidad de Liberia, el FIDA actuará de diferente modo aplicando los siguientes principios:
- i) **Las operaciones sencillas y concretas que pueden adaptarse a la evolución de las circunstancias contrarrestan la fragilidad.** Los proyectos deberían integrar la adaptabilidad y flexibilidad para hacer frente rápidamente a las perturbaciones y los desafíos no previstos que caracterizan a un país frágil.
  - ii) **La colaboración con otros asociados para el desarrollo es esencial para aumentar la eficacia y eficiencia de los proyectos.** El seguimiento minucioso y el apoyo continuo son necesarios desde la puesta en marcha hasta la terminación del proyecto. Una manera de abordar esa cuestión es aliarse con un asociado para el desarrollo que cuente con una oficina en Monrovia para garantizar un seguimiento más continuo<sup>4</sup>.
  - iii) **La participación ciudadana es un proceso continuo, no una acción puntual.** La transparencia se convertirá en la principal perspectiva para guiar la ejecución de los proyectos y el diálogo sobre políticas. En la etapa inicial de los proyectos, es necesario crear conciencia entre los interesados acerca de las responsabilidades, los procedimientos y los derechos sobre los servicios de los proyectos, en particular con respecto a los grupos vulnerables.
  - iv) **La sostenibilidad se refuerza mediante mecanismos que garantizan el sentido de apropiación de los beneficiarios.** Se incorporarán sistemáticamente mecanismos para obtener la opinión de los beneficiarios en todas las operaciones a fin de facilitar el seguimiento de la ejecución y promover el principio de buena gobernanza. Se harán esfuerzos especiales para mejorar la capacidad de las organizaciones de agricultores.
  - v) **Una mayor actuación en materia de políticas significa mejores operaciones.** Se trabajará en estrecha colaboración con otros asociados para el desarrollo, en particular con las instituciones financieras internacionales y los organismos de las Naciones Unidas, con el objetivo de transmitir mensajes adecuados para lograr una actuación de alto nivel en materia de políticas.
  - vi) **El sentido de apropiación de los Gobiernos determina los resultados.** Durante la ejecución, se realizarán exámenes anuales sistemáticos de los resultados de la cartera a los más altos niveles ministeriales.

## IV. Estrategia en el país

### A. Ventaja comparativa

19. **Atención exclusiva a la agricultura en pequeña escala.** La atención exclusiva del FIDA a la agricultura en pequeña escala y el desarrollo rural, su experiencia y conocimientos especializados en entornos frágiles y las virtudes y cualidades de su enfoque le proporcionan una ventaja comparativa y le sitúan en una posición estratégica para contribuir sobremanera a promover la transformación rural inclusiva y sostenible en Liberia.
20. **El FIDA ha formulado y emplea estrategias de focalización socialmente inclusivas, y aplica medidas** para ajustar los objetivos de las intervenciones en favor del desarrollo que incluyan a personas de diferentes categorías socioeconómicas, por ejemplo la población pobre, las mujeres y los jóvenes. Parte de la ventaja comparativa del FIDA radica en el enfoque centrado en las personas

<sup>4</sup> Esta es una de las enseñanzas que llevó al FIDA a asociarse con el Banco Mundial para financiar el Proyecto de Fomento de la Transformación Agrícola en Pequeña Escala y Revitalización de las Agroempresas.

que aplica en la actuación en materia de políticas y el desarrollo de las cadenas de valor, en particular a través de asociaciones entre los productores y los sectores público y privado (asociaciones 4P).

21. **El FIDA es actualmente la organización internacional con la mayor cartera de proyectos de agricultura en Liberia y un importante recolector de financiación para el desarrollo.** Con la aprobación del Proyecto de Fomento de la Transformación Agrícola en Pequeña Escala y Revitalización de las Agroempresas y los fondos previstos del Fondo de la OPEP para el Desarrollo Internacional (OFID) para carreteras rurales en el marco de las fases primera y segunda del Proyecto de Ampliación de los Cultivos Arbóreos, la cartera gestionada por el FIDA superará los USD 170 millones (más de USD 80 millones en financiación del FIDA y unos USD 90 millones movilizados en forma de cofinanciación nacional e internacional), lo que convierte al FIDA en el principal financiador y recolector de fondos para el desarrollo rural en Liberia.

## **B. Grupo objetivo y estrategia de focalización**

22. **El principal grupo objetivo del FIDA** serán las personas que viven en situación de pobreza y las que viven por encima del umbral de pobreza que son vulnerables a caer en ella. En los diferentes segmentos socioeconómicos, el FIDA considerará a las mujeres y los jóvenes como los principales grupos objetivo. Además, el FIDA estudiará maneras innovadoras de incluir a las personas con discapacidad en las actividades de los proyectos, de conformidad con el Plan de Acción Nacional sobre Discapacidad (2018).
23. El FIDA trabajará en favor de i) los agricultores de subsistencia y semisubsistencia, en particular los que desean y pueden superar el nivel de subsistencia y aumentar el superávit dirigido al mercado, y ii) los desempleados, subempleados o trabajadores por cuenta propia de zonas rurales para que puedan convertirse en agroempresarios o, si ya lo son, mejoren su situación. Los requisitos que deben cumplir los beneficiarios de cada proyecto se definirán en función de los datos disponibles sobre la pobreza, la malnutrición y otros aspectos prioritarios.
24. **Mecanismos de focalización.** Para llegar a los beneficiarios, el FIDA favorecerá la focalización directa, los mecanismos de autofocalización y la focalización geográfica y relativa a los productos básicos. La focalización de los proyectos vendrá determinada principalmente por los niveles de pobreza, así como por la estructura de las cadenas de valor seleccionadas, lo que incluye la existencia de zonas de crecimiento agrícola, entre otros aspectos. En la focalización de las cadenas de valor se tendrá en cuenta su inclusividad, el compromiso del sector privado, la aplicación de una perspectiva de género y nutrición, y su potencial para crear riqueza entre los pequeños agricultores<sup>5</sup>.

## **C. Meta general y objetivos estratégicos**

25. La meta general del COSOP para 2020-2024 es incrementar los ingresos y las oportunidades laborales de los hombres y las mujeres de las zonas rurales y fomentar la resiliencia al cambio climático y la inseguridad alimentaria.
26. Los **objetivos estratégicos** son los siguientes:
- i) Mejorar el rendimiento y la inclusividad de las cadenas de valor que ofrecen oportunidades laborales, creación de riqueza y seguridad alimentaria y nutricional para la población rural, en particular para los hogares, las mujeres y los jóvenes en situación de pobreza.

<sup>5</sup> Se tendrán en cuenta las cadenas de valor del arroz, la yuca y las hortalizas, y cultivos comerciales como los de cacao y aceite de palma, así como la promoción de actividades sostenibles de la economía azul, en especial la acuicultura y la pesca en pequeña escala, que están controladas por mujeres del medio rural.

- ii) Contribuir a la creación de un entorno propicio para la formulación de políticas en favor de la población pobre y mejorar la capacidad del sector público en Liberia que se encarga de la prestación de servicios a las personas pobres de las zonas rurales<sup>6</sup>.
27. **La teoría del cambio** del COSOP gira en torno a cuatro esferas principales para el FIDA en Liberia i) fortalecimiento de la capacidad de las organizaciones de agricultores y mejora de la productividad y el poder de negociación; ii) aumento de la participación del sector privado en el suministro de insumos, la prestación de servicios y la adquisición de los productos de los pequeños agricultores; iii) mejora del marco regulador, de políticas y de gobernanza, y iv) fortalecimiento de la prestación de servicios del sector público. Un aumento de la productividad de los pequeños agricultores y del acceso al mercado a partir de mejoras en los insumos y la asistencia técnica conducirá a mayores ventas e ingresos. Con un aumento de la producción, la productividad y la capacidad de planificación entre las organizaciones de agricultores, el sector privado tendrá más interés en establecer relaciones contractuales con ellas. La mejora del suministro de alimentos nutritivos y la capacitación en nutrición mejorará el estado nutricional del grupo objetivo del FIDA. El mayor rendimiento y las cadenas de valor más inclusivas generarán más empleos e ingresos para la población rural. La mayor capacidad entre los sectores público y privado mejorará la calidad y la sostenibilidad de los servicios. Las políticas en favor de la población pobre mejorarán los resultados de las cadenas de valor. Esto conducirá a que los hogares rurales, que incluyen a mujeres y jóvenes, vean aumentar sus ingresos y su resiliencia al cambio climático y mejorar su nutrición y seguridad alimentaria.
28. Los cuatro temas de incorporación sistemática que se mencionan a continuación recibirán una especial atención.
- i) **Género.** El programa en el país pretende ser transformador en materia de género, y se incorporará este tema al enfoque basado en las cadenas de valor. Ese objetivo se alcanzará a través de las siguientes medidas: i) introducir el GALS o metodologías similares basadas en los hogares en todos los proyectos; ii) estudiar la sensibilidad a las cuestiones de género al seleccionar las cadenas de valor, y iii) establecer cupos para la inclusión de mujeres en los proyectos.
- ii) **Jóvenes.** Para abordar la baja participación de los jóvenes en la fuerza de trabajo, el FIDA incorporará este tema en las cadenas de valor, en concreto mediante las siguientes acciones: i) promover del tema de los jóvenes a través del GALS o metodologías similares; ii) establecer cupos para la participación de los jóvenes en todos los proyectos, especialmente como proveedores de servicios en las cadenas de valor, y iii) fomentar la inclusión de los jóvenes en todos los foros de políticas pertinentes. Se estudiará el deporte como punto de partida.
- iii) **Nutrición.** El programa en el país se propone i) apoyar la producción de alimentos nutritivos; ii) promover las dietas adecuadas; iii) hacer hincapié en la población vulnerable desde el punto de vista nutricional, y iv) desarrollar la capacidad nacional para promover la nutrición.
- iv) **Cambio climático.** Se estudiarán las siguientes medidas de adaptación: i) usar semillas y variedades resilientes al cambio climático; ii) aplicar métodos para conservar los nutrientes del suelo y prevenir la erosión; iii) mejorar la gestión del agua en climas muy cálidos; iv) idear una producción resiliente a las inundaciones, y v) gestionar con eficiencia las plagas y enfermedades.

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<sup>6</sup> Aunque se prevé que la mayor parte del apoyo sustantivo se destine al Ministerio de Agricultura y el Organismo Regulador de Liberia para los Productos Agrícolas, se tendrán en cuenta otras entidades públicas como el Ministerio de Comercio e Industria y el Instituto Central de Investigación Agrícola.

## D. Gama de intervenciones del FIDA

29. **Préstamos y donaciones.** Durante el período de la FIDA11, la asignación de USD 34 millones se utilizará para financiar el Proyecto de Fomento de la Transformación Agrícola en Pequeña Escala y Revitalización de las Agroempresas y los componentes de carreteras rurales en el marco de las fases primera y segunda del Proyecto de Ampliación de los Cultivos Arbóreos. Se diseñará un nuevo proyecto para el período de la FIDA12, que en principio se centrará en el desarrollo inclusivo de las cadenas de valor. Se podrían obtener donaciones regionales para hacer hincapié en el desarrollo de prácticas innovadoras. Además, se estudiarán oportunidades para que el sector privado de Liberia se beneficie del Fondo de Inversión para Agroempresas (Fondo ABC).
30. **Actuación en materia de políticas nacionales.** El equipo del FIDA en el país trabajará activamente para mejorar el entorno de políticas, prestando especial atención a los siguientes efectos directos (véase el apéndice V):
- i) Capacidad nacional mejorada para la formulación de políticas gracias a la creación de capacidad en las entidades pertinentes, como el Organismo Regulador de Liberia para los Productos Agrícolas y el Ministerio de Agricultura.
  - ii) Financiación sostenible para el mantenimiento de los caminos rurales mediante la provisión continua de recursos del fondo para el mantenimiento de las carreteras. El FIDA promoverá de manera proactiva la obtención de este efecto directo.
  - iii) Aunque en septiembre de 2018 se aprobó la Ley de derechos sobre la tierra, su impacto dependerá de su aplicación. El FIDA colaborará con el Gobierno para seguir prestando atención al tema de la seguridad de la tenencia de la tierra.
  - iv) Atención continua a la seguridad alimentaria y la nutrición para afrontar la elevada tasa de malnutrición y los problemas conexos.
31. El programa de medidas se sustentará en las políticas del Comité de Seguridad Alimentaria<sup>7</sup> y el Plan de Acción Mundial para el Decenio de las Naciones Unidas de la Agricultura Familiar (2019-2028), y se formarán alianzas con organizaciones afines para adoptar una postura unificada. El Proyecto de Fomento de la Transformación Agrícola en Pequeña Escala y Revitalización de las Agroempresas incluye un subcomponente para reforzar el entorno favorable, las políticas, las normas y los procedimientos administrativos vinculados a las agroempresas.
32. Se ejecutarán actividades de **creación de capacidad** en materia de desarrollo de aptitudes e inversiones específicas para varias entidades públicas, como el Ministerio de Agricultura, el Organismo Regulador de Liberia para los Productos Agrícolas, el Organismo de Desarrollo Cooperativo, el Instituto Central de Investigación Agrícola, las organizaciones de agricultores y varios proveedores de servicios del sector privado que trabajan directamente con pequeños productores. Esas actividades servirán para reforzar
- i) la capacidad del sector público de formular políticas y un marco regulador;
  - ii) la capacidad de ejecución de los sectores público y privado;
  - iii) la capacidad de las organizaciones de agricultores para que representen mejor los intereses de sus afiliados;
  - iv) la capacidad de gestión de los aspectos fiduciarios y las adquisiciones de la unidad de ejecución del proyecto, y

<sup>7</sup> Entre esas políticas figuran los Principios para la inversión responsable en la agricultura y los sistemas alimentarios, y el Marco estratégico mundial para la seguridad alimentaria y la nutrición.

- v) la capacidad de seguimiento y evaluación mediante la participación en iniciativas institucionales como el Programa de Seguimiento y Evaluación Rurales (PRIME).
33. La **gestión de los conocimientos** a partir de las enseñanzas extraídas de la cartera del FIDA facilitará información crucial para la actuación en materia de políticas y se centrará en: i) la producción de cultivos arbóreos en pequeñas explotaciones; ii) el establecimiento de instituciones de financiación para la comunidad rural, y iii) la inclusión de los pequeños agricultores en la producción de las cadenas de valor. Las actividades concretas en la esfera de la gestión de los conocimientos podrían abarcar un producto de conocimiento sobre las enseñanzas extraídas con respecto a la participación ciudadana en las zonas rurales en situación de fragilidad.
34. Se incidirá en la **cooperación Sur-Sur y cooperación triangular** en las siguientes tres esferas: i) marco regulador, de políticas y de gobernanza; ii) mejora de las cadenas de valor mediante el fortalecimiento del sector privado, y iii) apoyo a los centros de investigación para ampliar el acceso a mejores semillas y material de plantación. Se tratará de recabar el apoyo del centro del FIDA de cooperación Sur-Sur y cooperación triangular y de conocimientos en Addis Abeba.
- i) **Marco regulador, de políticas y de gobernanza.** Se compartirán enseñanzas con otros países africanos en desarrollo mediante la promoción de intercambios en materia de políticas. Las instituciones que podrían recibir el apoyo del FIDA son el Ministerio de Agricultura, el Organismo Regulador de Liberia para los Productos Agrícolas y, tal vez, la Oficina de la Presidencia. Las iniciativas relacionadas con la cooperación Sur-Sur y cooperación triangular se llevarán a cabo en forma de intercambios, visitas de alto nivel y sesiones de capacitación.
- ii) **Fortalecimiento del sector privado para mejorar el rendimiento de las cadenas de valor agrícolas.** El FIDA podría contribuir sobremanera a facilitar los vínculos entre empresas. Podría ser fundamental compartir las experiencias del sector privado en distintos países para ayudar a las comunidades y los pequeños productores locales a mejorar sus cadenas de valor, en concreto optimizando el acceso a la financiación, así como las actividades poscosecha.
- iii) **Apoyo al Instituto Central de Investigación Agrícola.** Para solucionar la falta de diversidad de variedades de semillas en Liberia, se podría prestar apoyo al Instituto Central de Investigación Agrícola. Por ejemplo, el establecimiento de un huerto semillero serviría para tener mejores semillas y material de plantación. La cooperación con los institutos de investigación de otros países de África Occidental sería una de las vías que permitiría al Instituto Central de Investigación Agrícola reproducir las tecnologías disponibles en la región.
35. Para obtener más información, véase el anexo VIII.

## **V. Innovaciones y ampliación de escala para el logro de resultados sostenibles**

36. **Innovaciones.** El programa en el país introducirá prácticas como el uso de la cartografía del sistema de información geográfica para controlar la deforestación (Proyecto de Ampliación de los Cultivos Arbóreos), y la introducción de productos financieros innovadores para el sector agrícola y promoción de la agricultura como actividad empresarial entre los jóvenes (Proyecto de Fomento de la Transformación Agrícola en Pequeña Escala y Revitalización de las Agroempresas). También se promoverán planes innovadores de reembolso a los beneficiarios.



37. **Ampliación de escala.** En las fases primera y segunda del Proyecto de Ampliación de los Cultivos Arbóreos se está amplificando el modelo de intervención que se introdujo en el marco del Proyecto de Reactivación de los Cultivos Arbóreos en Pequeñas Explotaciones. Asimismo, en el Proyecto de Fomento de la Transformación Agrícola en Pequeña Escala y Revitalización de las Agroempresas se está reproduciendo y perfeccionando el modelo de intervención del Proyecto de Comercialización de Pequeños Agricultores y Desarrollo de la Agroempresa, financiado por el Banco Mundial en Sierra Leona. Por último, el plan de mantenimiento de las carreteras cuya escala se ampliará en las fases primera y segunda del Proyecto de Ampliación de los Cultivos Arbóreos se inspira en un modelo ejecutado en Liberia por el Organismo Alemán para la Cooperación Internacional.

## VI. Ejecución del COSOP

### A. Recursos financieros y metas de cofinanciación

38. El COSOP abarcará los ciclos de la FIDA11 y la FIDA12. Durante el ciclo de la FIDA11 (2019-2021), la asignación del FIDA asciende a USD 34 millones, de los cuales USD 32 millones se destinan a lo siguiente: i) USD 23 millones para la cofinanciación del Proyecto de Fomento de la Transformación Agrícola en Pequeña Escala y Revitalización de las Agroempresas, y ii) USD 9 millones para subsanar el déficit de financiación para los componentes de carreteras rurales en el marco del Proyecto de Ampliación de los Cultivos Arbóreos. Se prevé que el coeficiente de cofinanciación sea de 1:1,12, como se detalla en el cuadro 1.

Cuadro 1

**Financiación del FIDA y cofinanciación. Proyectos en curso y previstos**  
(en millones de dólares de los Estados Unidos)

| Proyecto   | Financiación del FIDA | Cofinanciación |               | Coeficiente de cofinanciación |
|--|-----------------------|----------------|---------------|-------------------------------|
|  |                       | Nacional       | Internacional |                               |
| <b>En curso</b>  |                       |                |               |                               |
| Primera fase del Proyecto de Ampliación de los Cultivos Arbóreos   | 17,5                  | 4,2            | –             |                               |
| Segunda fase del Proyecto de Ampliación de los Cultivos Arbóreos   | 23,8                  | 7,7            | 7             |                               |
| Proyecto de Financiación de las Comunidades Rurales  | 6,0                   | 4,9            | –             |                               |
| <b>Aprobados (FIDA11)</b>  |                       |                |               |                               |
| Proyecto de Fomento de la Transformación Agrícola en Pequeña Escala y Revitalización de las Agroempresas | 23,0                  | 13,9           | 25            |                               |
| Financiación adicional para el Proyecto de Ampliación de los Cultivos Arbóreos                           | 9,0                   | 1,7            | 15            |                               |
| <b>Cartera (FIDA11)</b>  |                       |                |               |                               |
| Financiación adicional para la Segunda fase del Proyecto de Ampliación de los Cultivos Arbóreos          | 2,0                   | 2,5            | 15            |                               |
| <b>Previstos (FIDA12)</b>  |                       |                |               |                               |
| Cadenas de valor inclusivas  | 35,0                  | 8,0            | 25            |                               |
| <b>Total</b>   | <b>116</b>            | <b>42,9</b>    | <b>87</b>     | <b>1 : 1,12</b>               |

39. En el caso de la FIDA11, los fondos se proporcionarán de la siguiente manera: un 73 % en préstamos en condiciones muy favorables y un 27 % en donaciones con arreglo al Marco de Sostenibilidad de la Deuda.

## **B. Recursos destinados a actividades no crediticias**

40. El programa en el país incluirá varias actividades no crediticias, como el establecimiento de asociaciones, la actuación en materia de políticas y la gestión de los conocimientos. Esas actividades se ejecutarán a través de la cartera de inversiones en curso, el presupuesto administrativo y las iniciativas de cooperación Sur-Sur y cooperación triangular. Se calcula que se podrán poner en marcha iniciativas de cooperación Sur-Sur y cooperación triangular por un valor de al menos USD 500 000 durante el período del COSOP.

## **C. Principales asociaciones estratégicas y coordinación para el desarrollo**

41. Los **principales asociados estratégicos** son: i) el Ministerio de Finanzas y Planificación del Desarrollo y el Ministerio de Agricultura; ii) el Banco Mundial, en lo que respecta a la cofinanciación y ejecución del Proyecto de Fomento de la Transformación Agrícola en Pequeña Escala y Revitalización de las Agroempresas y la búsqueda de posiciones comunes sobre cuestiones de políticas; iii) el OFID, en calidad de cofinanciador, y iv) la Organización de las Naciones Unidas para la Alimentación y la Agricultura (FAO), como asociado principal en la actuación en materia de políticas y el logro de más sinergias en la ejecución y el desarrollo de los proyectos.
42. El FIDA seguirá colaborando con el grupo de trabajo de donantes en materia de agricultura para compartir experiencias y buscar posibles esferas de sinergia para superar los desafíos que afronta el sector agrícola y rural.
43. **Armonización con el Marco de Cooperación de las Naciones Unidas para el Desarrollo Sostenible.** El COSOP se ajusta plenamente al Marco de Cooperación de las Naciones Unidas para el Desarrollo Sostenible (2020-2024), que abarca cuatro pilares directamente relacionados con la Agenda para la Prosperidad y el Desarrollo en Favor de la Población Pobre: i) el poder para el pueblo (desarrollo humano y servicios sociales básicos); ii) economía y empleo (desarrollo económico sostenible); iii) consolidación de la paz (consolidación de la paz, la seguridad y el estado de derecho), y iv) gobernanza y transparencia. Las intervenciones del FIDA contribuirán sustancialmente a los pilares II y IV.
44. **Colaboración de los organismos con sede en Roma.** El FIDA ampliará la colaboración con la FAO y el Programa Mundial de Alimentos (PMA) durante el período del COSOP sobre la base de los principios del Plan de acción de los organismos con sede en Roma. Se crearán más sinergias con el programa de alimentación escolar del PMA y se trabajará más con la FAO para encontrar posiciones comunes sobre cuestiones de políticas (véase el apéndice XI).

## **D. Participación de los beneficiarios y transparencia**

45. Los beneficiarios y las partes interesadas, entre los que figuran los grupos de agricultores, las organizaciones de la sociedad civil, los agentes del sector privado y las autoridades locales, participarán a todos los niveles, en la planificación, el diseño, la ejecución y el seguimiento y la evaluación (SyE). Además, se desarrollarán instrumentos para que los beneficiarios puedan supervisar la calidad de la prestación de los servicios e informar al respecto. El FIDA fomentará la plena transparencia en sus proyectos a través de los sitios web conexos y el uso de las redes sociales para promocionar sus resultados.

## **E. Disposiciones para la gestión del programa**

46. La gestión del programa en el país corre a cargo del gerente del programa, que se encuentra en Abiyán (Côte d'Ivoire), con el apoyo del oficial del programa, que se encuentra en Freetown (Sierra Leona). El Gobierno ha solicitado la apertura de una

oficina del FIDA en Liberia, dada la rápida ampliación de la cartera. La dirección de los proyectos a nivel nacional estará centralizada en la unidad de gestión del programa del Ministerio de Agricultura.

## F. Seguimiento y evaluación

47. Los resultados y los indicadores del marco de resultados del COSOP se ajustan a la presentación de informes sobre los indicadores básicos del Sistema de Gestión de los Resultados Operacionales (ORMS). El marco de resultados del COSOP está en consonancia con la Agenda para la Prosperidad y el Desarrollo en Favor de la Población Pobre y el Marco de Cooperación de las Naciones Unidas para el Desarrollo Sostenible para garantizar el SyE con respecto a los indicadores clave para el Gobierno y se utilizará con el fin de sustentar la adopción de decisiones en el país.
48. Existen importantes carencias en cuanto a las competencias en SyE del Ministerio de Agricultura. A ese respecto, el FIDA colaborará con otros asociados, incluido el equipo de las Naciones Unidas en el país, para emplear instrumentos como la iniciativa Avanzando el conocimiento para un impacto agrícola (AVANTI) y el Programa de Seguimiento y Evaluación Rurales (PRIME) a fin de reforzar el sistema de seguimiento y evaluación del Ministerio de Agricultura.

## VII. Gestión de riesgos

Cuadro 2  
Riesgos para el COSOP

| <i>Riesgos</i>   | <i>Calificación del riesgo</i> | <i>Medidas de mitigación</i>   |
|--|--------------------------------|--|
| Políticas/gobernanza   | Sustancial                     | El riesgo del acaparamiento de recursos por parte de las élites se mitigará mediante la actuación en materia de políticas y la promoción de la transparencia.  |
| Macroeconómicos  | Alto                           | El riesgo de la volatilidad macroeconómica se mitigará empleando el programa en el país para mejorar la balanza comercial general de Liberia.  |
| Estrategias y políticas sectoriales  | Sustancial                     | El riesgo que plantea el marco regulador vigente se mitigará mediante la actuación en materia de políticas, en coordinación con los asociados para el desarrollo y las iniciativas de cooperación Sur-Sur y cooperación triangular.  |
| Capacidad institucional  | Sustancial                     | La limitación de Liberia en cuanto a capacidades institucionales y prestación de servicios públicos se mitigará incluyendo actividades de creación de capacidad en todos los proyectos de inversión.                                 |
| Cartera  | Medio                          | El FIDA mitigará los riesgos supervisando los avances en la cartera y prestando el apoyo específico en la ejecución que resulte necesario.   |
| Fiduciarios: gestión financiera <sup>8</sup>                                       | Sustancial                     | La escasa capacidad de planificación financiera y preparación para la ejecución se mitigará mediante un seguimiento continuo en el período que transcurra entre la puesta en marcha de los proyectos y el primer desembolso.         |
| Fiduciarios: adquisición y contratación  | Sustancial                     | Se contratará a los oficiales de adquisiciones y contrataciones mediante procesos competitivos, se prestará apoyo y se fomentará la capacidad previa solicitud, y se ejecutarán periódicamente actividades de supervisión y control. |
| Medio ambiente y clima   | Medio                          | Se introducirán de manera deliberada prácticas de adaptación al cambio climático y mitigación de sus efectos antes, durante y después de los proyectos.  |
| Sociales   | Medio                          | La formulación exhaustiva de estrategias de focalización en cada proyecto mitigará el riesgo de no llegar al grupo objetivo.   |
| Otros riesgos (riesgos para la agricultura, en concreto la pérdida de rendimiento) | Sustancial                     | Los proyectos del FIDA mitigarán el riesgo de las pérdidas de rendimiento mediante la creación de capacidad y las inversiones pertinentes.   |
| Generales  | Sustancial                     |  |

<sup>8</sup> Véase el apéndice X: Resumen de cuestiones relativas a la gestión financiera.

## COSOP results management framework

| <b>Country strategy alignment</b><br><i>What is the country seeking to achieve?</i>   | <b>Related SDG<br/>UNSDCF<br/>Outcome</b>  | <b>Key results for COSOP</b><br><i>How is IFAD going to contribute?</i>  |  |  |  |
|---|--|--|--|--|--|
| <p><b>Pro-Poor Agenda and Development (PAPD) July 2018 – June 2023</b></p> <p><b>Pillar Two: The Economy and Jobs. Goal:</b> A stable macroeconomic environment enabling private sector-led economic growth, greater competitiveness, and diversification of the economy</p> <p><b>Development Outcomes:</b></p> <ol style="list-style-type: none"> <li>1. An improved and inclusive policy environment for private sector-led economic growth and balanced revenue and expenditure outturns</li> <li>2. 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</li> <li>3. Increased social and economic activity and connectivity through critical infrastructure improvements that is also inclusive</li> <li>4. Improved fiscal and</li> </ol> | SDG1<br>SDG2<br>SDG3<br>SDG5<br>SDG7<br>SDG8<br>SDG9<br>SDG10<br>SDG 11<br>SDG13<br>SDG15<br>SDG 17  | <p><b>Strategic objectives</b><br/><i>What will be different at the end of the COSOP period?</i></p> <p><b>Overall Goal:</b> To increase income and employment opportunities for rural men and women while building resilience to climate change and food insecurity by 2024</p> | <p><b>Lending and non-lending activities* for the COSOP period</b></p>   | <p><b>Outcome indicators**</b><br/><i>How will the changes be measured?</i></p> <ul style="list-style-type: none"> <li>– 150,000 rural people benefit from upward economic mobility</li> <li>– At least 50% women and 30% youth reached with improved and environmentally sustainable services</li> <li>– At 50% of targeted households reporting increased assets</li> <li>– Child (0-5 years) malnutrition (stunting &amp; wasting) reduced by 2%</li> </ul>                                     | <p><b>Milestone indicators</b><br/><i>How will progress be tracked during COSOP implementation?</i></p>  |
|   | <p><b>UNSDCF Outcome 2</b></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><b>SO1.</b></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>  | <ul style="list-style-type: none"> <li>- Lending/investment activities               <ul style="list-style-type: none"> <li>• STAR-P</li> <li>• TCEP and TCEP-II</li> <li>• RCFP</li> <li>• New project</li> </ul> </li> <li>- Non-lending/non-project activities               <ul style="list-style-type: none"> <li>• CLPE</li> <li>• Partnerships</li> <li>• SSTC</li> <li>• Knowledge management</li> </ul> </li> </ul> | <ul style="list-style-type: none"> <li>– 150,000 farmers adopt recommended improved inputs and technologies</li> <li>– 25% average increase in production for targeted crops</li> <li>– 20% average increase in yield for targeted crops</li> <li>– At least 50% of beneficiary households improve the quality of their diets</li> <li>– 1000 Km of rural roads passable all year round</li> <li>– 10,000 jobs created of which 50% are youths</li> <li>– 35% households in rural areas</li> </ul> | <ul style="list-style-type: none"> <li>– 150,000 rural producers access inputs and/ or technological packages of which 30% women and 30% youth</li> <li>– 780 rural producers' organisations supported in climate-smart agricultural productivity</li> <li>– At least 15,000 hectares developed for cocoa production; 5000 ha for rice; 5,500 ha for palm oil and 3,000 ha for horticulture;</li> <li>– At least 70% of rural</li> </ul> |

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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"> <li>- 75% of rural financial institutions with Operational Self-Sufficiency above 100%</li> </ul>   | <p>Financial Services Providers supported in delivering financial services to rural population</p>   |
| <p><b>Pillar 4: Governance and Transparency. Goal:</b> An inclusive and accountable public sector for shared prosperity and sustainable development</p> <p><b>Development Outcomes</b></p> <ol style="list-style-type: none"> <li>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</li> <li>2. Improved tenure and natural resource governance</li> <li>3. More robust structures reducing waste and other systemic losses in the operations of Ministries, Agencies, and Commissions</li> <li>4. Universal migration to ICT platforms and wider adoption of e-government to improve business processes and productivity</li> </ol> | <p><b>UNSDCF</b></p> <p><b>Outcome 4:</b> 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><b>SO 2.</b></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"> <li>- Lending/investment activities <ul style="list-style-type: none"> <li>• STAR-P</li> <li>• RCFP</li> <li>• New operation</li> </ul> </li> <li>- Non-lending/non-project activities <ul style="list-style-type: none"> <li>• CLPE</li> <li>• Partnerships</li> <li>• SSTC</li> <li>• Knowledge management</li> </ul> </li> </ul> | <ul style="list-style-type: none"> <li>- Existence of a new regulatory framework for rural financial institutions</li> <li>- Existence of policies or regulatory framework that promote environmental friendly agricultural productivity (disaggregated by type)</li> </ul> | <ul style="list-style-type: none"> <li>- Policy and regulatory framework (example: food safety, fertilizers, animal feeds and agrochemicals) activities supported.</li> <li>- 2 Agriculture and climate change (including market research, technology, product quality) related surveys/studies conducted</li> </ul> |

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## 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 variables<sup>9</sup>**

| 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 <sup>10</sup> | Rating: 2/6<br>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<br>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

- 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.

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

<sup>10</sup> 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 2017<sup>11</sup>, and provides livelihood for 48.9 per cent of the workforce, mainly through subsistence farming<sup>12</sup>. 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 crops<sup>13</sup>. Rice is the staple food crop, followed by cassava. Average yields of rice is 1.18 MT/ha<sup>14</sup>, 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 Africa<sup>15</sup>.

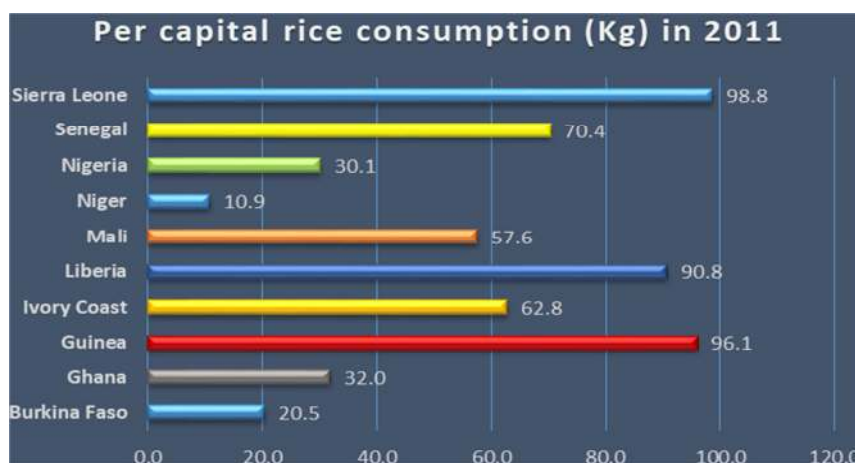


Figure 1: Per capital rice consumption of selected West African counties

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 finance<sup>16</sup>. 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 areas<sup>17</sup>. 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 ha<sup>18</sup>.

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

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

<sup>13</sup> Pro-Poor Agenda for Prosperity and Development (PAPD)\_(Pg. 43)

<sup>14</sup> National Rice Development Strategy\_(Pg. 8 & 12)

<sup>15</sup> www.FAOSTAT 2012

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

<sup>17</sup> Liberia: Desk Study of Extension and Advisory Services - June 2017\_(Pg. 18)

<sup>18</sup> 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 NPK<sup>19</sup> (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 fertilizers<sup>20</sup>. 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 materials<sup>21</sup>. 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-sector<sup>22</sup>. 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.
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

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<sup>19</sup> Liberia Agriculture Sector Investment Program (LASIP) Report 2010\_(Pg. 12)

<sup>20</sup> IFDC - Liberia Fertilizer Assessment (Pg. 12 – 14)

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

<sup>22</sup> National Rice Development Strategy 2012\_(Pg. 17)

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 countries<sup>23</sup> and GROW's experience in "Making Markets Work for the Poor (M4P)" in tomatoes, vegetables, cocoa, oil Palm, rubber and aquaculture value chains in Liberia<sup>24</sup> 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 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

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

<sup>24</sup> GROW. Support to the Development of Markets and Value Chains in Agriculture in Liberia.

<https://www.developingmarkets.com/sites/default/files/Grow%20Presentation.pdf>

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/ha<sup>25</sup> 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 2015<sup>26</sup>. Annual per capita consumption of rice is estimated at 90.8kg, one of the highest in Africa<sup>27</sup>. 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 security<sup>28</sup>.

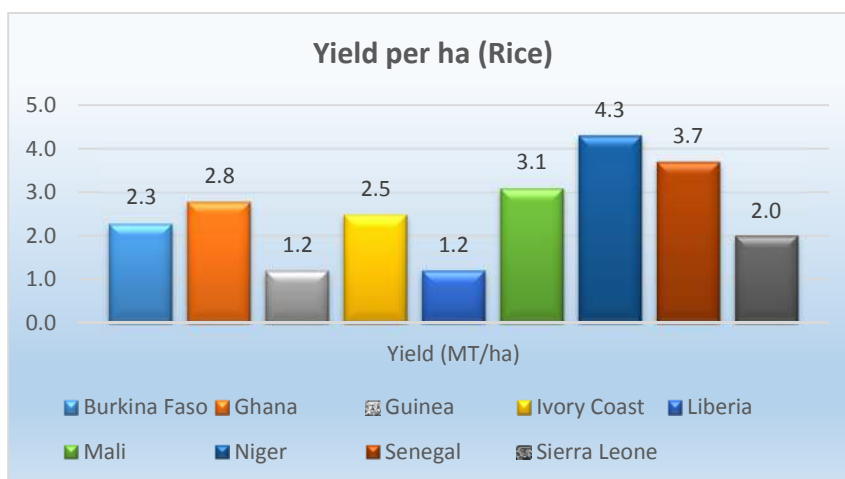


Figure 2: Rice yield (MT/ha) of selected countries in West African counties

14. **Cassava:** Cassava is Liberia's second most important food crop and grown by approximately 62% of the population<sup>29</sup>. 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 kg<sup>30</sup>. 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 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

<sup>25</sup> National Rice Development Strategy 2012\_(Pg. 41)

<sup>17</sup> Rice\_Liberia.PDF (Food Fortification Initiative)

<sup>26</sup> [www.fao.org/faostat](http://www.fao.org/faostat) 2016

<sup>27</sup> Food and Agriculture Policy and Strategy (Pg. 21)

<sup>28</sup> Liberia: Desk Study of Extension and Advisory Services - June 2017\_(Pg. 18)

<sup>29</sup> Sector Scan: The Agriculture Sector in Liberia (Pg. 8)

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

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 year<sup>31</sup>. 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 Liberia<sup>23</sup>. 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.

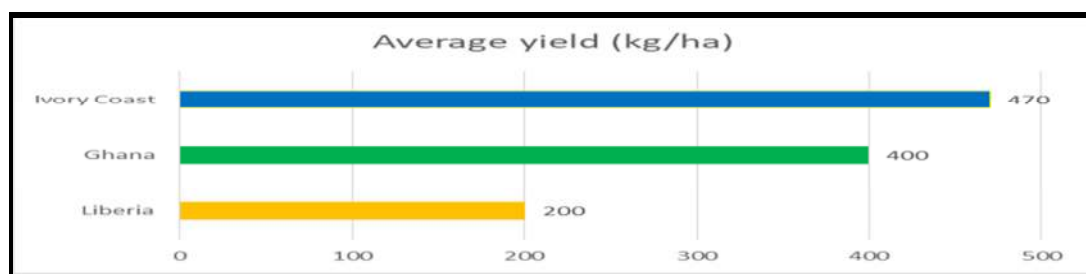


Figure 3: Average cocoa yield for Liberia, Ghana and Ivory Coast

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 concessions<sup>32</sup>. 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 techniques<sup>33</sup>. Chicken, goats, ducks, pigs, sheep and cattle rearing predominates the sub-sector. Demand for livestock 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

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

<sup>23</sup> Liberia Agriculture Sector Investment Program (LASIP) Report 2010 (Pg. 7)

<sup>32</sup> Sector Scan: The Agriculture Sector in Liberia\_ (Pg. 8-11)

<sup>33</sup> IFAD's 2011-2015 COSOP for Liberia (Pg. 3)

contributes about 3% of the national GDP<sup>34</sup> and over 80% of the population directly depends on fish for animal protein supply.

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<sup>34</sup> 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.<sup>35</sup>
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.<sup>36</sup>
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.<sup>37</sup>
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.<sup>38</sup>

### C. Country Profile

<sup>35</sup> See Republic of Liberia, *Pro-Poor Agenda for Prosperity and Development*, September 2018 <[https://theperspective.org/2018/Revised\\_PAPD.pdf](https://theperspective.org/2018/Revised_PAPD.pdf)>

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

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

<sup>38</sup> Ibid.

### **Socio-Economic Landscape**

7. The estimated population of Liberia is about 4.8 million.<sup>39</sup> 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.<sup>40</sup>
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.<sup>41</sup>

### *Demography*

9. According to the Liberia Institute for Statistics and Geo Information Services (LISGIS),<sup>42</sup> 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.

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<sup>39</sup> World Bank Data (2018).

<sup>40</sup> Africa Development Bank (AfDB), *Africa's 2019 Economic Outlook*

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

<sup>42</sup> LISGIS, 2017. HIES.

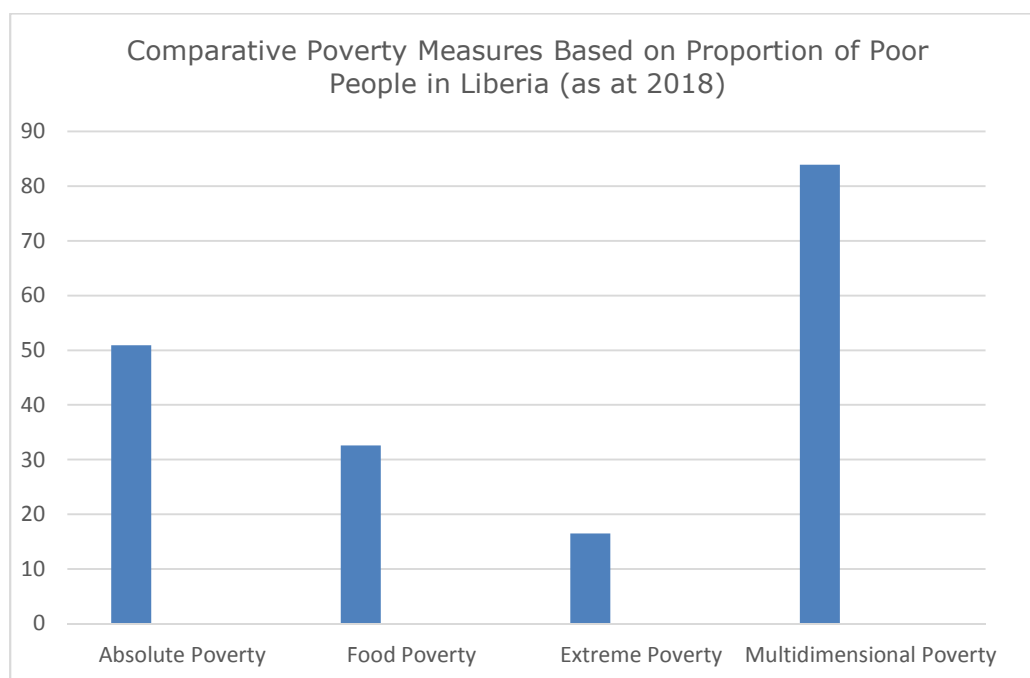


| <b>Region</b>          | <b>County</b>    | <b>Population</b> | <b>%</b> |
|------------------------|------------------|-------------------|----------|
| <i>Montserrado</i>     | Montserrado      | 1,364,902         | 32.2     |
| <i>North Western</i>   | Bomi             | 102,674           | 2.4      |
|                        | 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,<sup>43</sup> 50.9% of Liberia's population is classified as poor. Poverty is higher in rural areas (71.6%) than in urban areas (31.5%).



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.

<sup>43</sup> LISGIS (2017) 2016 Household Income and Expenditure Survey (HIES)

Female-headed households face more food shortage (53.6 per cent) commonly than male-headed households with 46 per cent.<sup>44</sup>

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.<sup>45</sup>

**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                                       |

### **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

<sup>44</sup> 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.

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

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 residents 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 cent<sup>46</sup>, 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 13<sup>47</sup> 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.<sup>48</sup>
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-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.

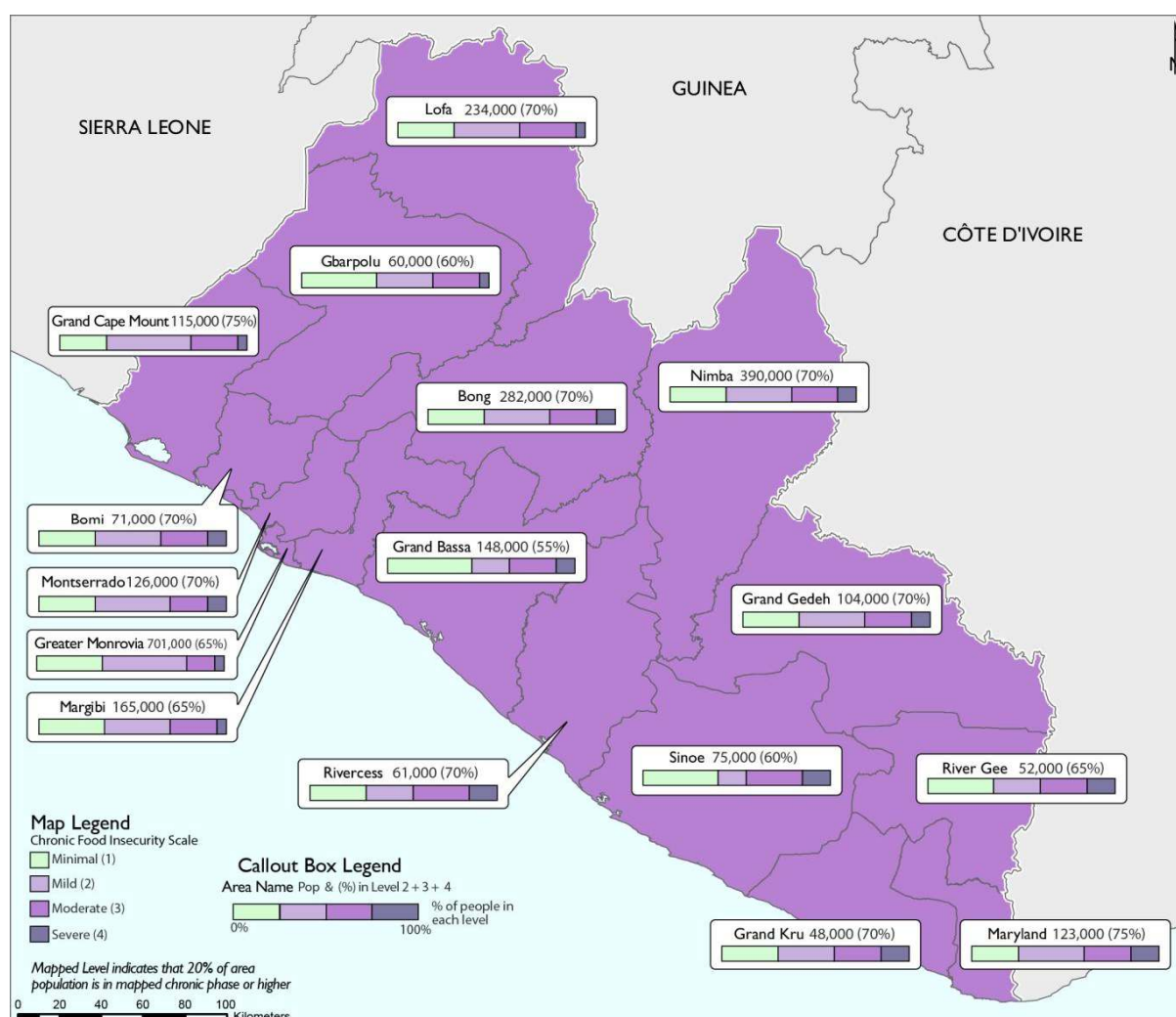
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<sup>46</sup> Liberia Demographic and Health Survey (LDHS) 2013

<sup>47</sup> National Micronutrient survey 2011 (Preliminary report)

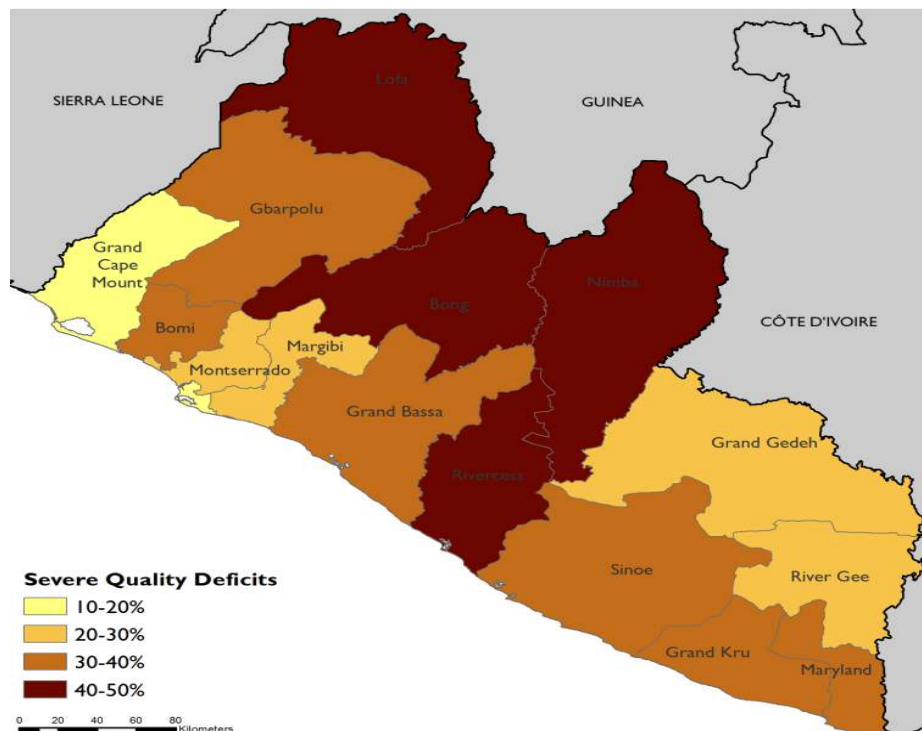
<sup>48</sup> National Micronutrient survey 2011 (Preliminary report)

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 mothers<sup>49</sup>.



<sup>49</sup> 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.<sup>50</sup>
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.<sup>51</sup> 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

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

<sup>51</sup> Ministry of Agriculture, *Gender Analysis Report*, 2018

have stronger organizations which can serve as a vehicle to communicate collective voice at value chains, and informal and formal institutions.<sup>52</sup>

29. Liberia has very low literacy rate: According to the HIES 2016,<sup>53</sup> 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.<sup>54</sup>

#### *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.<sup>55</sup>
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.<sup>56</sup>
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"

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<sup>52</sup> Ibid.

<sup>53</sup> LISGIS (2017), HIES 2016

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

<sup>55</sup> USAID, *Liberia Youth Fragility Assessment*, 2009

<sup>56</sup> Ibid.

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

### **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.<sup>58</sup>
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.<sup>59</sup>

#### *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.<sup>60</sup>
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.<sup>61</sup>

<sup>57</sup> 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/>>

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

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

<sup>60</sup> 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*

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



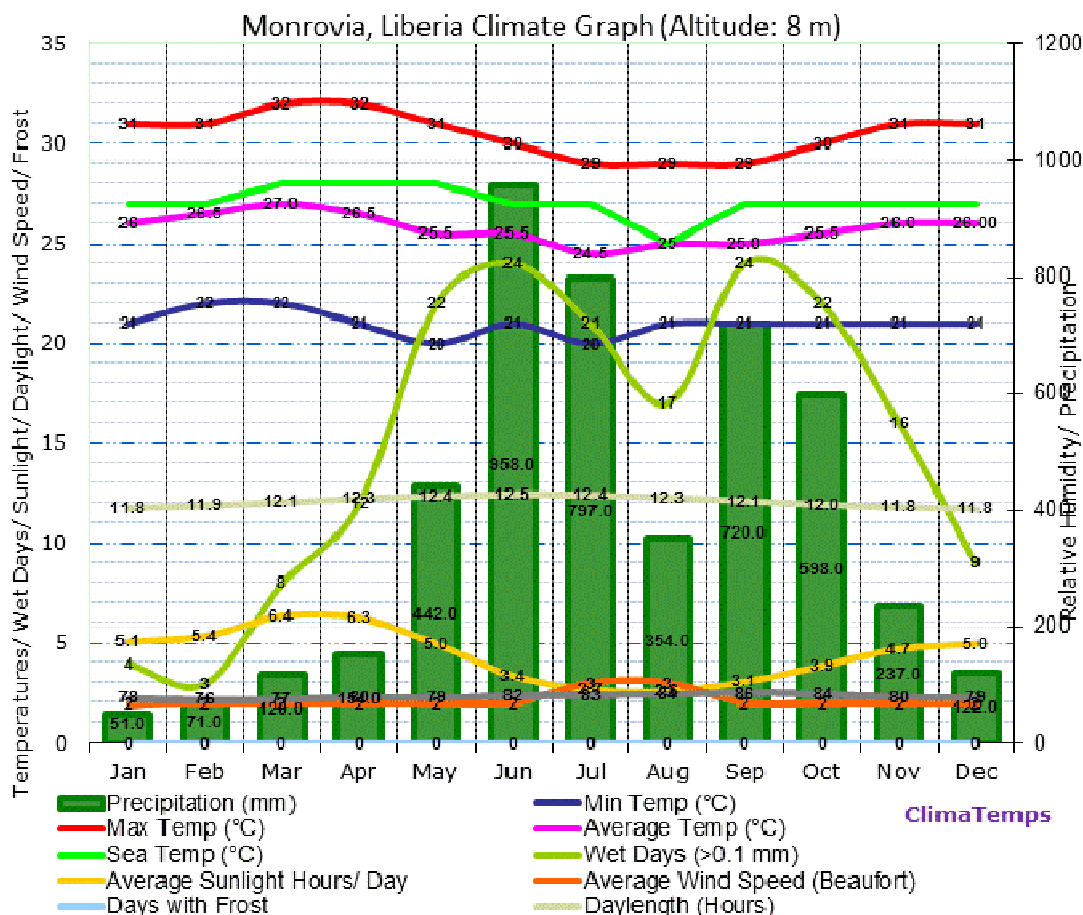


Figure 4: Climate Graph for Monrovia (Source: Liberia.climatemps)

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 2100, 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.<sup>64</sup>
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.
41. The Fisheries sector is also likely to be impacted by climate change (rising temperatures, frequency of extreme climate hazards, and the acidification of

<sup>62</sup>The World Bank’s Climate Change Knowledge Portal

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

<sup>64</sup>Ibid.

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.<sup>65</sup>

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.

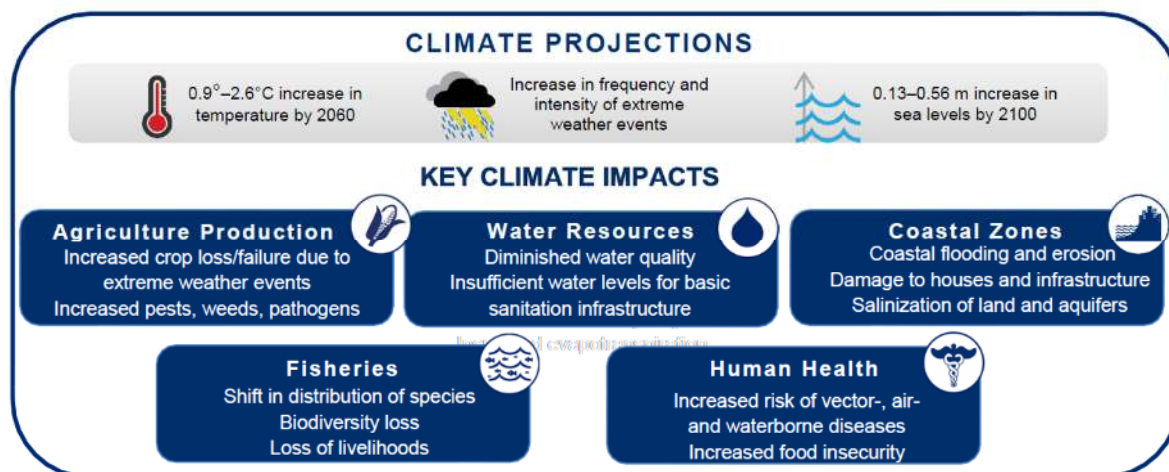


Figure 5: USAID, Country Profile: Liberia (2017)

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.<sup>66</sup>

#### 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 firms, produce mostly rubber and palm oil. Food crops (rice and cassava) productions are predominant.<sup>67</sup>

<sup>65</sup> Ibid

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

<sup>67</sup> Republic of Liberia, *Liberia Agriculture Sector Investment Programme (LASI) Report*, 2010

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.<sup>68</sup>
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.
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,

<sup>68</sup> Ministry of Agriculture/Government of Liberia, 2015 Annual Report.

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*<sup>69</sup>

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.<sup>70</sup>
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.

<sup>69</sup> See, Ministry of Gender Development, Liberia, *National Gender Policy*, 2009

<sup>70</sup> 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 Climate***<sup>71</sup>

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.

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<sup>71</sup> 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 <sup>72</sup>

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.<sup>73</sup> 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.<sup>74</sup>
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.<sup>75</sup>

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

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

<sup>74</sup> 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.

<sup>75</sup> 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.<sup>76</sup> Special attention should be paid to identifying strategies whereby youth who are engaged in subsistence agriculture can improve their productivity. Equally important is the identification of entry points along various value chains

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

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.<sup>77</sup>

*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.<sup>78</sup>

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

<sup>78</sup> 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 <sup>79</sup>**

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.
101. Liberia does not rule out the inclusion of international carbon market mechanisms such as the Clean Development Mechanism (CDM) in a post 2020

<sup>79</sup> 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>>

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.<sup>80</sup> 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.*<sup>81</sup> 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 and evaluation (M&E) processes will be used to ensure that interventions meet beneficiary needs.

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<sup>80</sup> IFAD, 2014. Targeting Policy – Reaching the Rural Poor.

<sup>81</sup> 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.

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 <b>co-financing</b>                                | 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 <b>private sector</b> 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 <b>policy</b> 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 <b>country-led</b> 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 <b>Knowledge and Innovation</b> | 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 <b>Visibility</b>                              | 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                   |
| <b>Total IFAD commitment</b> | <b>8</b>           | <b>133,871</b>           |

#### 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     | 1000003598              | 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



|                |         |
|----------------|---------|
| <b>COUNTRY</b> | Liberia |
|----------------|---------|

| Project                        | Financing instrument | FLX Status <sup>(1)</sup> | 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)

|                                  |   |
|----------------------------------|---|
| <p>Inherent risk:<br/>MEDIUM</p> | <p><b>TI (2018):</b> 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 120<sup>th</sup> out of 180 countries.</p> <p><b>PEFA (2016):</b> 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.</p> <p><b>IMF, Debt Sustainability Analysis (2018):</b> 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.</p> |
|----------------------------------|---|

#### 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 % |
|--|--------------|-----|-------|------|-----|-----|-----|-----|

**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 <sup>(4)</sup> | 2013 - 2015<br>(IFAD9) | 2016 - 2018<br>(IFAD10) | 2019 - 2021<br>(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<br>disbursed during the period <sup>(5)</sup> | 2013 - 2015<br>(IFAD9) | 2016 - 2018<br>(IFAD10) | 2019 - 2021<br>(IFAD11) | Cumulative undisbursed<br>balance <sup>(6)</sup> |
|--|------------------------|-------------------------|-------------------------|--|
| 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 2<sup>nd</sup> 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><b>1. Enhanced capacity for policy development and advocacy.</b></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"> <li>• <i>Liberia Seed Development and Certification Agency Act</i></li> <li>• <i>Liberia Fertilizer Regulatory Division Act</i></li> <li>• <i>Liberia Plant Pesticide Regulatory Services Act</i></li> <li>• <i>National Food and Feed Quality and Safety Act</i></li> </ul> <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"> <li>• Liberia National Tree Crops Policy</li> <li>• Liberia Rice Development Policy</li> </ul> <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 &amp; 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><b>2. Improved production, productivity and competitive, value addition and marketing as well as diversification</b></p> <ul style="list-style-type: none"> <li>• Production and productive capacity of farmers and farmers-based organizations [Cooperatives, Village Savings and Loans Associations (VSLA), etc.]</li> <li>• Post-harvest loss and value addition mechanisms and systems</li> <li>• Access to market linkages</li> <li>• 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</li> </ul> | <p>FAO, WFP &amp; IFAD</p> |
| <p><b>3. Capacity strengthening support</b> 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"> <li>• Capacity of MOA and its partners strengthened to support coordination, planning and delivery of essential services</li> <li>• Capacity building of Central Agricultural Research Institute CARI in the areas of rice, cocoa, vegetables and livestock</li> <li>• Capacity building of Liberia Agricultural Commodities Regulatory Agency (LACRA) and Cooperative Development Agency (CDA)</li> </ul>  | <p>FAO, WFP &amp; IFAD</p> |
| <p><b>4. Support institutional consumption of locally-produced foods.</b> 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 &amp; 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.<sup>82</sup>
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 by Donor Agencies who have established their own thresholds. Procurement

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

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.<sup>83</sup>
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.<sup>84</sup> 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.

<sup>83</sup> The IMF Report (IMF Country Report No.16/81 January 2016 posted on [www.imf.org](http://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](http://www.bac.gov.lr/auditDoc/MPW).)

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

**IFAD PROCUREMENT MATRIX**

|          |   |  |   |                                   |               |
|----------|---|--|---|-----------------------------------|---------------|
|          | <b>Division</b>   | <b>Programme Management Department</b> |   |                                   |               |
|          | <b>Country</b>  | <b>Liberia</b>                         |   |                                   |               |
|          | <b>Project</b>  | <b>COSOP</b>                           |   |                                   |               |
|          | <b>Date</b>   | <b>10-May-19</b>                       |   | <b>NET RISK RATING</b>            |               |
|          | <b>INHERENT RISK RATING</b>   | <b>2.66</b>                            |   |                                   | <b>2.81</b>   |
| <b>#</b> | <b>Description of Risk Feature</b>                                    | <b>Rating</b>                          | <b>Remarks</b>  | <b>Recommendation /Mitigation</b> | <b>Rating</b> |
| <b>A</b> | <b>COUNTRY RISK ASSESSMENT</b>  | <b>2.90</b>                            |   |                                   | <b>2.90</b>   |
| <b>1</b> | <b>Legal and Regulatory Framework</b>                                 | <b>3.00</b>                            |   |                                   | <b>3.00</b>   |
| 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             |
| <b>2</b> | <b>Accountability and Transparency</b>                                | <b>2.80</b>                            |   |                                   | <b>2.80</b>   |

|          |   |             |  |   |             |
|----------|---|-------------|--|---|-------------|
| 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>B</b> | <b>PROJECT INSTITUTIONAL RISK ASSESSMENT</b>  | <b>2.62</b> |  |   | <b>2.84</b> |
| <b>1</b> | <b>Capability in Public Procurement</b>   | <b>2.80</b> |  |   | <b>3.00</b> |
| a        | Existence of a Procurement Unit with at least 2 staff members (Design stage, reference is to govt. agency)<br>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 Officer. 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           |
|           |   |             |   |   |             |
| <b>2</b>  | <b>Public Procurement Processes</b>   | <b>2.45</b> |   |   | <b>2.68</b> |
| <b>i</b>  | <b>Procurement Methods</b>  | <b>2.75</b> |   |   | <b>3.00</b> |
| 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           |
| <b>ii</b> | <b>Procurement Planning</b>   | <b>2.67</b> |   |   | <b>2.67</b> |



|            |   |          |  |  |          |
|------------|---|----------|--|--|----------|
| 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        |
| <b>iii</b> | <b>Procurement Processes</b>  | <b>3</b> |  |  | <b>3</b> |
| 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           |  |   |             |
| <b>iv</b> | <b>Contract Administration and Management</b>  | <b>1.73</b> |  |   | <b>2.27</b> |
| 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>   |   |  |  |   |
| <b>3</b> | <b>L: Low Risk</b>  |   |  |  |   |
| <b>2</b> | <b>M: Medium Risk</b>   |   |  |  |   |
| <b>1</b> | <b>H: High Risk</b>   |   |  |  |   |

## 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><b>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 services<sup>85</sup> in an environment free of discrimination and violence including in humanitarian situations.</b></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><b>Related national priorities and goals:</b> 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><b>Related SDGs: Goal 1:</b> No poverty; <b>Goal 2:</b> Zero hunger; <b>Goal 3:</b> Good health &amp; well-being; <b>Goal 4:</b> Quality education; <b>Goal 5:</b> Gender equality; <b>Goal 8:</b> Decent work &amp; economic growth; <b>Goal 10:</b> Reduced inequalities; <b>Goal 17:</b> Partnerships for the goals</p>   |  |
| <p><b>OUTPUT 1.1:</b> Institutions are strengthened to develop and implement policies, law, strategies that promote human rights and equitable social services and norms</p>  |  |
| <p><b>OUTPUT 1.2:</b> Capacity of national and sub national institutions to provide quality, equitable, inclusive and decentralized social services is enhanced.</p>  |  |
| <p><b>OUTPUT 1.3:</b> 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><b>OUTPUT 1.4:</b> 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><b>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.</b></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><b>Related national priorities and goals:</b> inclusive, diversified economic growth, livelihoods, agricultural productivity, food security, building resilience against shocks and disasters</p>  |  |
| <p><b>Related PAPD Development Outcomes Statements (2018-2023):</b></p>   |  |

<sup>85</sup> 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><b>Related SDGs:</b> 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><b>OUTPUT 2.1:</b> 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"> <li>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)</li> <li>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)</li> </ol> <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><b>OUTPUT 2.2:</b> By 2024, national and subnational capacity to deliver sustainable natural resource management and climate-aware initiatives is strengthened.</p>   |  |
| <p><b>OUTPUT 2.3:</b> 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><b>OUTPUT 2.4:</b> 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><b>OUTPUT 2.5:</b> 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><b>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.</b></p> <p><b>OHCHR, UNDP, UNW, UNICEF, UNFPA, IOM, UNAIDS</b></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"> <li>1. A society that embraces its triple heritage and guarantees space for all positive cultures to thrive</li> </ol>   |  |

|   |   |
|---|---|
| 2. A society where justice, rule of law and human rights prevail.   |   |
| 3. Improved security service delivery nationwide  |   |
| <b>Related SDGs:</b> 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  |   |
| <b>OUTPUT 3.1:</b> 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.  |   |
| <b>OUTPUT 3.2:</b> Capacities of national and sub-national actors strengthened to develop, amend and implement legislation and policies in compliance with human rights standards.  |   |
| <b>OUTPUT 3.3:</b> 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   |   |
| <b>Output 3.4.</b> Right holders' capacity strengthened to demand /claim their rights and actively engage and demand in justice, reconciliation and peacebuilding efforts   |   |
| <b>Relevant Sectors:</b> Justice & Rule of Law, Reconciliation and Social Cohesion, Security & National Defence   |   |
| <b>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.</b>  | Total Planned Budget: 82,941,430<br>Regular Resources: 18,783,293<br>Other Resources: 64,158,137<br>Gap (to be mobilized): 56,461,912<br>IFAD Contribution: 3,000,000 |
| <i>UNDP WHO, UNICEF, UNFPA, UN Women, , OHCHR, WFP</i>  |   |
| 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   |   |
| <b>Related SDGs:</b> 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  |   |
| <b>OUTPUT 4.1:</b> Equal participation of men and women in the formulation of inclusive and responsive laws and policies strengthened at all level  |   |
| <b>OUTPUT 4.2:</b> 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.   |   |
| <b>OUTPUT 4.3:</b> Capacities of institutions to conduct of free, fair and transparent election Strengthened  |   |
| <b>OUTPUT 4.4:</b> 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.