Document:	EB 2008/94/R.15/Rev.1
Agenda:	11(b)(ii)
Date:	11 September 2008
Distribution:	Public
Original:	English

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IFAD

Enabling poor rural people
to overcome poverty

President's report

Proposed loan to the Republic of Mozambique for the

Rural Markets Promotion Programme

Executive Board — Ninety-fourth Session
Rome, 10-11 September 2008

For: **Approval**

Note to Executive Board Directors

This document is submitted for approval by the Executive Board.

To make the best use of time available at Executive Board sessions, Directors are invited to contact the following focal point with any technical questions about this document before the session:

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Abbreviations and acronyms

AGRA	Alliance for a Green Revolution in Africa
DNPDR	National Directorate for Promotion of Rural Development
PARPA II	National Action Plan for the Reduction of Absolute Poverty 2006-2009
PMT	programme management team
PRONEA	National Programme for Agricultural Extension
RFSP	Rural Finance Support Programme

Recommendation for approval

The Executive Board is invited to approve the recommendation for the proposed loan to the Republic of Mozambique for the Rural Markets Promotion Programme, as contained in paragraph 38.

Map of the programme area

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

IFAD *Map compiled by IFAD*

Republic of Mozambique

Rural Markets Promotion Programme

Loan summary

Initiating institution:	IFAD
Borrower:	Republic of Mozambique
Executing agency:	Ministry of Planning and Development
Total programme cost:	US$40.6 million
Amount of IFAD loan:	SDR 19.1 million (equivalent to approximately US$31.1 million)
Terms of IFAD loan:	40 years, including a grace period of 10 years, with a service charge of three fourths of one per cent (0.75 per cent) per annum
Cofinancier:	Alliance for a Green Revolution in Africa
Amount of cofinancing:	US$3.5 million
Terms of cofinancing:	Grant
Contribution of borrower:	US$2.9 million
Contribution of beneficiaries:	US$3.0 million
Appraising institution:	IFAD
Cooperating institution:	Directly supervised by IFAD

Proposed loan to the Republic of Mozambique for the Rural Markets Promotion Programme

I. The programme

A. Main development opportunity addressed by the programme

1. Poor-performing rural and agricultural markets seriously affect the livelihoods of the vast majority of the rural population in the northern region (two thirds of whom live below poverty line). Poor returns from surplus sales have caused smallholders to adopt low-risk strategies, resulting in some of the lowest yields in southern Africa, despite good agricultural potential. Building on emerging opportunities for both domestic and export markets, and in particular agribusiness investment, the programme will improve the terms of trade for smallholders, thus providing them the incentives to shift out of semi-subsistence agriculture.

B. Proposed financing

Terms and conditions

2. It is proposed that IFAD provide a loan to the Republic of Mozambique in the amount of SDR 19.1 million (equivalent to approximately US$31.1 million) on highly concessional terms to help finance the Rural Markets Promotion Programme. The loan will have a term of 40 years, including a grace period of 10 years, with a service charge of three fourths of one per cent (0.75 per cent) per annum.

Relationship to the IFAD performance-based allocation system (PBAS)

3. The allocation defined for Mozambique under the PBAS is US$31.1 million over the 2007-2009 allocation cycle. The programme will use the entire allocation.

Relationship to national sector-wide approaches or other joint funding instruments

4. The programme is fully consistent with the strategic orientations defined in Mozambique's second poverty reduction strategy paper, the Action Plan for the Reduction of Absolute Poverty 2006-2009 (PARPA II), which provides the overarching framework for assistance to the Government in the fight against poverty.

5. The programme will establish an operational partnership with the National Programme for Agricultural Extension (PRONEA), supported by IFAD and other donors under the framework of PROAGRI, the agricultural sector-wide approach.

Country debt burden and absorptive capacity of the State

6. Mozambique benefited from debt relief under the Heavily Indebted Poor Countries (HIPC) Debt Initiative and reached completion point in September 2001. According to the World Bank's latest debt sustainability analysis, the country faces a low risk of debt distress and is not eligible for grant financial assistance under the Debt Sustainability Framework for Low-Income Countries.

Flow of funds

7. IFAD funds will flow to a special account and from there to operational programme accounts. Direct payments to contractors or suppliers may be effected from the loan account at the request of the lead programme agency (the Ministry of Planning and Development, through the National Directorate for Promotion of Rural Development – DNPDR). Funds from the Alliance for a Green Revolution in Africa (AGRA) will be channelled directly to the contracted service provider(s).

Supervision arrangements

8. The programme will be supervised directly by IFAD. One supervision mission and one follow-up mission will be organized each year.

Exceptions to IFAD General Conditions for Agricultural Development Financing and operational policies

9. No exceptions are foreseen.

Governance

10. The following measures are intended to enhance the governance aspects of the IFAD loan: (i) contracting capacity for programme financial management; (ii) applying the usual IFAD standards and procedures for fiduciary aspects, as effective under the IFAD-financed PAMA Support Project, which has very similar institutional and management arrangements; and (iii) performance-based contract management.

C. Target group and participation

Target group

11. The programme's primary target group will be semi-subsistence smallholder farmers and other poor smallholders, the majority of whom live below the poverty line. Its secondary target group will be small and medium rural traders who play a critical role in linking smallholders to markets. Because of their disadvantaged socio-economic position, women will constitute an important subset of the primary target group. The programme will provide direct support to 20,000 farmers in some 670 farmers' associations and 375 small-scale traders.

Targeting approach

12. Poverty targeting has been incorporated in programme design by: (i) considering poverty characteristics during district selection (geographic targeting); (ii) focusing on farmers' associations, most of whose members are poor; and (iii) designing programme activities so as to facilitate the participation of the poorer members of the community. Poverty targeting will be an integral part of the focal area planning process. Specific measures for gender targeting have been included.

Participation

13. Beneficiaries will participate in programme steering and monitoring through their representatives in the programme reference groups established at district, provincial and national levels. The initial focal area participatory planning process will provide opportunities for beneficiaries' involvement.

D. Development objectives

Key programme objectives

14. The programme's development goal is to improve the livelihoods of poor rural households. The programme purpose is to enable smallholders to increase their agricultural incomes by marketing their surpluses more profitably. This will be achieved through three main outcomes: (i) improved smallholder access to and participation in agricultural markets and value chains; (ii) more efficient market intermediaries, and more effective partnerships, stimulating increases in agricultural production and value addition; and (iii) a more conducive environment for agricultural market operations.

Policy and institutional objectives

15. The principal objectives are to complement and strengthen the main players in the market linkage/value chain arena – including government agencies (with specific focus on DNPDR), farmers' organizations, agribusiness enterprises and service providers – to enable them to be more effective in coordinating, stimulating and implementing initiatives that will benefit smallholders through improved market access.

IFAD policy and strategy alignment

16. The programme is consistent with the IFAD Strategic Framework 2007-2010, which highlights the importance of ensuring access to transparent and competitive markets in order to empower poor people to achieve higher incomes and improved food security. It is also consistent with the IFAD country strategic opportunities paper, 2004-2009, in particular with the goal to integrate smallholder agriculture into the market economy and turn it into a profitable economic activity. It is, in addition, in line with the IFAD Rural Enterprise Policy, the IFAD Rural Finance Policy and IFAD's Private-Sector Development and Partnership Strategy.

E. Harmonization and alignment

Alignment with national priorities

17. The programme is consistent with the country's strategic orientations as stated in PARPA II and in the Government's rural development strategy. Both strategies emphasize the importance of assisting smallholder households in making the transition from mainly subsistence-oriented to more market-oriented agriculture, characterized by higher productivity and better integration into input and output markets.

Harmonization with development partners

18. No donor coordination group exists so far in this sector, but one of the programme's institutional aims is to strengthen DNPDR so that it can take the lead in promoting such a group.

19. The programme will coordinate with all complementary development initiatives, in particular PRONEA, the IFAD-financed Rural Finance Support Programme (RFSP), the Agency for the Development of Private Initiatives in the Agricultural Sector (ADIPSA), the Empowering Private Enterprises in the Development of Agriculture (EMPRENDA) project and the Millennium Challenge Corporation programme in Mozambique. Memorandums of understanding will be drawn up, when necessary, between DNPDR and the lead programme agency of the respective programmes (i.e. PRONEA and RFSP) during the first programme year.

F. Components and expenditure categories

Main components

20. The programme has four components: (i) developing more dynamic market intermediaries; (ii) enterprise-led value chain initiative; (iii) improving the market environment; and (iv) policy/institutional support and management.

Expenditure categories

21. There are eight expenditure categories: (i) civil works (19 per cent); (ii) vehicles equipment and materials (2 per cent); (iii) technical assistance, studies, training and workshops (15 per cent); (iv) service provider contracts (32 per cent); (v) matching grants (14 per cent); (vi) outreach grants for financial institutions (3 per cent); (vii) salaries and allowances (13 per cent); and (viii) incremental operating expenses (2 per cent).

G. Management, implementation responsibilities and partnerships

Key implementing partners

22. The programme will come under the auspices of the Ministry of Planning and Development, through DNDPR. Being a multisectoral programme, it will coordinate with a number of public institutions at national, provincial and district levels: (i) the National Directorate of Agricultural Extension (Ministry of Agriculture); (ii) the Directorate of Commerce (Ministry of Industry and Commerce); (iii) the National Roads Authority; and (iv) the Fund for Support to Economic Rehabilitation. Representatives of civil society and the private sector will be involved in the programme reference groups. Contracted service providers will include national and international NGOs and private companies.

Implementation responsibilities

23. The Ministry of Planning and Development, through DNPDR, will have overall responsibility for programme implementation, including for the programme management team (PMT), who will be located within the Directorate, work with DNPDR officers and be delegated day-to-day management responsibility. Implementation will be steered by programme reference groups established at national, provincial and district levels. Composed of both private- and public-sector stakeholder representatives (see paragraph 22), these groups will fulfil an oversight, coordinating and advisory role throughout the programme.

Role of technical assistance

24. Strictly speaking, technical assistance represents only 6 per cent of programme costs mainly in the form of short-term experts for specific tasks. However, technical assistance will be partly built into the functions of the PMT (building capacity of DNPDR staff) and of the service providers (building capacity of beneficiaries).

Status of key implementation agreements

25. An agreement between AGRA and the Republic of Mozambique is expected to be signed to establish the financing and implementation arrangements of the subcomponent on support to input and output traders under the market intermediaries component. Three memorandums of understanding will also be signed with key implementation partners, namely (i) the National Directorate of Agricultural Extension/PRONEA, (ii) the National Roads Authority, and (iii) the Fund for Support to Economic Rehabilitation/RFSP (for the latter two, conditions for withdrawal against the specific disbursement categories have been included in the programme loan agreement).

Key financing partners and amounts committed

26. The total programme cost is US$40.6 million over seven years. The sources of financing are IFAD, US$31.1 million (76.8 per cent); AGRA, US$3.5 million (8.7 per cent); the Government, US$2.9 million (7 per cent); and beneficiaries, US$3.0 million (7.5 per cent).

H. Benefits and economic and financial justification

Main categories of benefits generated

27. The main categories of benefits will be overall improvement in market efficiency to the benefit of the smallholders (improvements in their terms of trade); more reliable markets for smallholders' crops; more reliable supply of produce for agribusiness companies; employment generation through agricultural production and processing; and improved access to markets and social services through better transport. All of the above will translate into financial benefits: (i) greater income for farmers as a result of more profitable marketing of their production; (ii) greater income for small-scale traders as a result of the increased profitability of their marketing activities; (iii) greater income for agribusiness companies; and (iv) reduced transport costs.

Economic and financial viability

28. The financial analysis carried out using the minimum break-even methodology shows that the programme will be financially attractive. Complementary analysis of financial attractiveness of possible interventions in specific commodities (cotton and sesame) show important increases in farm profits and overall investment viability.

I. Knowledge management, innovation and scaling up

Knowledge management arrangements

29. Besides providing the tools for learning and dissemination of knowledge generated under the programme, knowledge management capacity will be institutionalized in DNPDR as a tool to learn and extract best practices, strengthen coordination among actors in a particular sector and promote evidence-based policy dialogue.

Development innovations that the programme will promote

30. The programme will scale up the innovative approach used by the PAMA Support Project to work with both farmers' organizations and traders in order to promote competition and improve market efficiency. Beside this, the programme will introduce new and innovative aspects: (i) the use of a demand-driven facility to promote commercial partnerships between agribusiness companies and smallholders; and (ii) the development of an agri-input dealers network in northern Mozambique.

Scaling-up approach

31. Building up DNPDR leadership in sector coordination and strengthening its capacity to document and extract lessons for replication are two key elements of the programme strategy that will facilitate the scaling up of successful and innovative experiences.

J. Main risks

Main risks and mitigation measures

32. The programme faces two main risks: (i) difficulties in finding service providers with the needed implementation competence and experience; and (ii) limited access to credit. The planned mitigation measures for risk (i) include using a combination of local and international service providers, providing "up front" and "within the contract" training, recruiting high-level expertise in PMT for ex-ante quality control, and ensuring close monitoring and implementation support. Those for risk (ii) include, first, encouraging financial intermediaries to establish operations in the programme districts leveraging resources and capacity from RFSP and, second, facilitating the expansion into programme districts of development financial institutions already working with the PAMA Support Project, thus capitalizing on the funding and capacity still available.

Environmental classification

33. Pursuant to IFAD's environmental assessment procedures, the programme has been classified as a Category B operation in that it is not likely to have any significant negative environmental impact.

K. Sustainability

34. The programme will promote sustainability by strengthening DNPDR so that it can fulfil its coordination and policy role more effectively; building the capacity of farmers' associations for self-sustainability; supporting small-scale traders to enable them to manage their businesses profitably; and helping establish win-win private-public partnerships in selected value chains, which, being profitable to both parties, will be sustainable.

II. Legal instruments and authority

35. A programme loan agreement between the Republic of Mozambique and IFAD will constitute the legal instrument for extending the proposed loan to the borrower. Important assurances included in the negotiated agreement are attached as an annex.

36. The Republic of Mozambique is empowered under its laws to borrow from IFAD.

37. I am satisfied that the proposed loan will comply with the Agreement Establishing IFAD.

III. Recommendation

38. I recommend that the Executive Board approve the proposed loan in terms of the following resolution:

> RESOLVED: that the Fund shall make a loan to the Republic of Mozambique in various currencies in an amount equivalent to nineteen million one hundred thousand special drawing rights (SDR 19,100,000) to mature on or prior to 1 June 2048 and to bear a service charge of three fourths of one per cent (0.75 per cent) per annum, and to be upon such terms and conditions as shall be substantially in accordance with the terms and conditions presented to the Executive Board herein.

Lennart Båge
President

Important assurances included in the negotiated programme loan agreement

(Negotiations concluded on 18 July 2008)

Gender

1. The Government of Mozambique (The Government) will ensure that women are represented in the organization and management of the programme. The Government will also ensure that women beneficiaries shall be represented in all programme activities and that they receive appropriate benefit from the programme outputs.

Pest management

2. The Government will comply with the International Code of Conduct on the Distribution and Use of Pesticides and ensure that pesticides procured under the project do not include any pesticides classified as extremely hazardous or highly hazardous by the World Health Organization.

Insurance of programme personnel

3. The Government, through the MPD/DNPDR, will insure programme personnel against health and accident risks to the extent consistent with its customary practice in respect of its national civil service.

Use of programme vehicles and other equipment

4. The Government will ensure that: (a) all vehicles and other equipment procured under the programme are allocated to the programme implementation; (b) the types of vehicles and other equipment procured under the programme are appropriate to the needs of the programme; and (c) vehicles and other equipment transferred to or procured under the programme are dedicated solely to programme use.

Fraud and corruption

5. The Government will promptly bring to the attention of IFAD any allegations or concerns of fraud and/or corruption in relation to the implementation of the programme of which it has knowledge or become aware.

Tax exemption

6. The Government, through its counterpart funds for the programme, will exempt IFAD loan proceeds from all import duties, excise taxes and value added taxes on expenditures, including, but not limited to, vehicles, motorcycles, computers, printers and software, office equipment, laboratory equipment and supplies, video sets and any other goods. The value of such tax financing or payments will be credited against the obligation of the Government to provide counterpart funds for the programme under the programme loan agreement.

Market infrastructure maintenance

7. The Government will ensure that the maintenance of market infrastructure investment (including roads) undertaken under the market infrastructure component of the programme is carried out throughout the programme implementation period and continues after the programme completion date and that it will provide necessary financing of such maintenance through the Ministry of Public Works and Housing (MOPH)/ANE.

AGRA grant

8. It is envisaged that the AGRA grant arrangement will be formalized within 180 days after the effective date. If this fails to be the case, no substitute funds acceptable to IFAD have been identified by the Government and IFAD determines that this

circumstance affects the implementation of the programme; IFAD, after informing the Government, will take a decision on how to proceed.

Suspension

9. IFAD may suspend, in whole or in part, the right of the Government to request withdrawals from the loan account, upon the occurrence of any of the events set forth below provided, however, that if the audit has not been satisfactorily concluded within 12 months of the financial reporting period date, IFAD will suspend the right of the Government to request withdrawals from the loan account, or if:

(a) The programme coordinator has been removed from the programme without the prior concurrence of IFAD;

(b) IFAD, after consultation with the Government, has determined that the material benefits of the programme are not adequately reaching the target group, or are benefiting persons outside the target group to the detriment of target group members;

(c) The programme implementation manual, or any provision thereof, has been waived, suspended terminated, amended or modified without the prior consent of IFAD, and IFAD has determined that such waiver, suspension, termination, amendment or modification has had, or is likely to have, a material adverse effect on the programme;

(d) Any competent authority has taken any action for the dissolution of the DNPDR or the suspension of its operations, or any action or proceeding has been commenced for the distribution of any assets of the DNPDR, and no acceptable arrangements have been proposed to IFAD;

(e) The Government has defaulted in the performance of any covenant set forth in the programme loan agreement, and such default will continue un-remedied for a period of 180 days, and IFAD has determined that such default has had, or is likely to have, a material adverse effect on the programme;

(f) IFAD has given notice to the Government that credible allegations of corrupt or fraudulent practices in connection with the programme have come to the attention of IFAD, and the Government has failed to take timely and appropriate action to address the matters to the satisfaction of IFAD; and

(g) Procurement has not been or is not being carried out in accordance with the programme loan agreement.

Conditions precedent to withdrawals

10. (a) With the exception of start up activities, as defined in the programme loan agreement, not exceeding US$400,000, no withdrawal will be made in respect of expenditures under the loan until the first draft AWPB including an updated procurement plan has been submitted to and approved by IFAD.

(b) No withdrawal will be made in respect of expenditures under the following categories until: (i) category I: The MOU between the Government and MOPH/ANE has been approved by IFAD in draft; and a signed copy of such agreement, has been delivered to IFAD; (ii) category V: Clear procedures and criteria for the approval of matching grants have been developed by the PMT and included in the programme implementation manual, which has been approved by IFAD; (iii) category VI: The MOU between the Government and the Fund for Support to Economic Rehabilitation has been approved by IFAD in draft; and a signed copy of such Agreement has been delivered to IFAD.

Conditions precedent to effectiveness

11. The programme loan agreement will become effective subject to the fulfilment of the following conditions:

(a) The PMT core programme group has been duly selected in accordance with the loan programme agreement;

(b) The Government has duly opened the special account;

(c) The programme loan agreement has been duly signed, and the signature and performance thereof by the Government have been duly authorised and ratified by all necessary administrative and governmental action; and

(d) The Government has delivered to IFAD a legal opinion issued by the Attorney General or other legal counsel authorized by the Government to issue such opinion in respect of the matters set forth in the programme loan agreement and in form and substance acceptable to IFAD.

Key reference documents

Country reference documents

PAMA Stocktaking Workshop

Poverty reduction strategy paper

IFAD reference documents

Project design document (PDD) and key files
COSOP
Administrative Procedures on Environmental Assessment
Country Portfolio of Loans and Grants

Logical framework

Narrative Summary	Verifiable Indicators	Assumptions/Risks
Goal: To improve livelihoods of poor rural households	1. Increased income of rural households 2. Improvement in asset ownership index of rural households *[RIMS indicator]* 3. Improved social indicators, including reduction in child malnutrition and enrolment in primary education for both girls and boys *[RIMS indicator]* 4. Literacy rate, by gender *[RIMS indicator]*	
Purpose: To enable smallholders to increase their agricultural income by marketing surpluses more profitably	1. Change in the percentage and volume of surplus production marketed by participating farmers and traders 2. Change in percentage and volume of cash crop production by participating farmers in programme area 3. Increase in farmer returns to land and labour (agricultural value added per ha or per worker)	Sound economic policies & poverty alleviation strategies Favourable terms of trade for smallholders and increase in their returns for crops and other agricultural products
Programme Outcomes		
Improved smallholder access to and participation in value chains and agricultural markets	1. Change in the volume of produce sourced from smallholder farmers within selected commodity value chains 2. Number of value chain activities or agri-business partnerships operating after 3 years	Terms of trade for smallholders remain favourable and increases their returns for crops and other agricultural products
More efficient market intermediaries and more effective partnerships stimulating increases in agricultural production and value addition	1. Number of licensed small and medium traders, agro-dealers, and agro-processors and their volume of trade increases by gender 2. Farmers reporting production/yield increases by gender *[RIMS indicator]* 3. Increase in the volume of intermediate processing or value addition undertaken by farmer organizations or small traders/agro-processors	Traders & agro-processors expand activities to benefit smallholders Marketing and value addition activities through farmer organizations result in higher farmgate prices for smallholders and/or shared profits for members
A more conducive environment for agricultural market operations	1. Number of market facilities/infrastructure operating after 3 years (by type) *[RIMS indicator]* 2. Implementation of policy reforms or initiatives at national and provincial levels 3. Storage cost reduction, transport, and financial services in programme areas or for programme beneficiaries 4. Number of new financial institutions operating in programme area (by type)	Larger policy & institutional environment remains favourable. Availability of complementary investments in market infrastructure and services
Programme Outputs		
1. Developing More Dynamic Market Intermediaries Increased capacity of farmers' associations and traders to effectively market surplus production Stronger institutions effectively representing farmers' interests at national and local level	1. Change in the number of higher level farmer organizations established and type of services provided (at least 10 district farmer unions established by project end) 2. # of farmers associations and traders "graduate" or # achieving level A status (at least 50% by project end) 3. # of agro-dealers active in input supply by gender [at least 150 by project end] 4. People attending literacy classes (by gender) (at least 750 participants by project end) [*RIMS indicator]* 5. Groups operational/functional, by type (at least 700 groups by project end) and # with women in leadership positions [*RIMS indicator]* 6. # of people/groups accessing technical advisory services facilitated by project by gender *[RIMS indicator]*	Market intermediaries/institutions able to increase efficiency, competitiveness and/or bargaining power, which results in higher prices to farmers
2. Enterprise-Led Value Chain Initiative Profitable partnerships between smallholders and agri-business enterprises	1. Number of partnerships developed between smallholders and agri-business enterprises (as least 5 new partnerships established) 2. Number of farmers and farmer organizations participating in agri-business partnerships (at least 50 Farmers' Associations participating by project end) 3. Positive change in capital investment accumulated and annual profit realized by farmers organizations, traders, processors or buyers within targeted commodity value chains 4. # of processing facilities established (at least 5 by project end) *[RIMS indicator]*	Partnerships developed with agri-business are viable & sustainable in the long term without continued programme support
3. Improving the Market Environment Improvement in the quantity and quality of market related infrastructure and services	1. # and type of market infrastructure/facilities built (by km of road to closest sale point or size/volume capacity of market infrastructure) [*RIMS indicator]* 2. # of market information radio broadcasts, newsletters and publications and level of community awareness of them (as measured by surveys) 3. # of participating farmers associations and traders accessing credit for marketing or production activities (by type and volume of credit received) 4. # of active borrowers in supported financial institutions, by gender [*RIMS indicator]* 5. # of financial service institutions newly established in 15 programme districts	Programme investments result in lower transaction costs and increased availability of services which are widespread enough to benefit large numbers of beneficiaries
4. Management and Policy/Institutional Support Effective planning, M&E, technical support, administrative & programme management systems; Greater dissemination of market intelligence and stakeholder engagement on market linkage initiatives within government, private sector, civil society and development partners. Increased capacity within government to address market linkage issues	1. Programme disbursement rates 2. Timely production of physical and financial reports 3. # of seminars, publications or other types of knowledge products produced 4. # of people trained [*RIMS indicator]*	