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President's report

Proposed grant to the Republic of The Gambia for the

Livestock and Horticulture Development Project

Executive Board — Ninety-eighth Session Rome, 15-17 December 2009

For: **Approval**

Note to Executive Board Directors

This document is submitted for approval by the Executive Board.

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Abbreviations and acronyms

AfDB African Development Bank

LHDP Livestock and Horticulture Development Project

M&E monitoring and evaluation

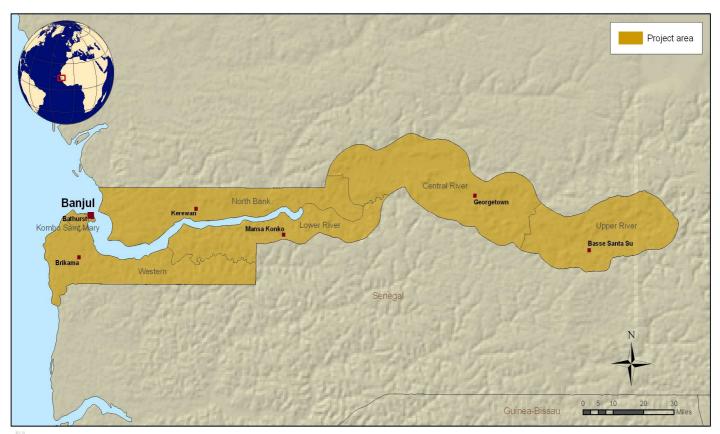
Recommendation for approval

The Executive Board is invited to approve the recommendation for the proposed financing to the Republic of The Gambia for the Livestock and Horticulture Development Project, as contained in paragraph 35.

Map of the project area

The Gambia

Livestock and Horticulture Development Project



JIL IFAD 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.

Map compiled by IFAD

Republic of The Gambia

Livestock and Horticulture Development Project

Financing summary

Initiating institution: African Development Bank (AfDB)

Recipient: Republic of The Gambia

Executing agency: Ministry of Agriculture

Total project cost: US\$15.942 million

Amount of IFAD grant: SDR 5,050,000 (equivalent to approximately

US\$8.0 million)

Cofinancier(s): AfDB-African Development Fund (ADF)

Amount of cofinancing: AfDB-ADF: US\$4.95 million

Terms of cofinancing: Grant

Contribution of recipient: US\$0.81 million

Contribution of beneficiaries: US\$2.18 million

Appraising institution: AfDB

Cooperating institution: Directly supervised by IFAD

Proposed grant to the Republic of The Gambia for the Livestock and Horticulture Development Project

I. The project

A. Main development opportunity addressed by the project

1. The IFAD country programme in The Gambia currently focuses on promoting environmentally sound production of staple foods and improving access to microfinance services by small-scale rural producers. The proposed project will fill the development gaps in the country programme by focusing on increasing food security in the country by boosting production of vegetables and livestock and improving access to markets to cater for the increased production.

B. Proposed financing

Terms and conditions

2. It is proposed that IFAD provide a grant to the Republic of The Gambia in the amount of SDR 5,050,000 (equivalent to approximately US\$8.0 million) to help finance the Livestock and Horticulture Development Project (LHDP) initiated by the African Development Bank (AfDB).

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

3. The allocation defined for the Republic of The Gambia under the PBAS is US\$8.83 million over the 2007-2009 allocation cycle.

Country debt burden and absorptive capacity of the State

4. In December 2007, The Gambia reached completion point under the enhanced Heavily Indebted Poor Countries Debt Initiative. Under IFAD's debt sustainability framework, The Gambia is classified as a "red country", making the country eligible for 100 per cent grant financing.

Flow of funds

5. It is envisaged that the funds will be held in a designated account at the Central Bank of The Gambia.

Supervision arrangements

6. The project will be directly supervised by IFAD. With the help of the Ministry of Agriculture, IFAD will coordinate supervision missions with the AfDB. Supervision missions will be led by the country programme manager and will comprise the country programme officer – based in Dakar – and a team of experts identified according to project needs. Efforts will also be made to adopt a country programme approach in the supervision of all ongoing IFAD-supported projects. This approach will result in an optimal use of resources and foster better cooperation and communication among projects and partners.

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

7. No exceptions are foreseen.

Governance

8. The following planned measures are intended to enhance the governance aspects of the IFAD grant: (i) annual financial audits; (ii) annual renewable, performance-based contracts for all staff and service providers; (iii) voucher-based remuneration for the delivery of advisory services; (iv) strong emphasis on community-level involvement in decision-making; (v) monitoring and evaluation; and (vi) the development of a governance framework with AfDB and the Ministry of Agriculture.

C. Target group and participation Target group

9. In accordance with the IFAD Policy on Targeting, the project will directly benefit resource-poor rural producers, mainly women and young people. The vast majority of the vegetable growers and many of the livestock owners benefiting directly from the project will be women. Direct beneficiaries will consist of particularly vulnerable (asset-poor) villagers mentored by the founding members of groups involved in the project.

Targeting approach

10. The pro-poor targeting mechanism will involve a three-tiered selection procedure: (i) villages will be ranked using objective poverty indicators (hungry season lasting four months or more, dependence on vegetables/livestock for cash income, degraded natural resources, etc.); (ii) groups of women and youth (*kafos*) with a verifiable history of collective action, especially in horticulture or livestock, and whose founding members agree to mentor vulnerable community members; and (iii) highly vulnerable members of the local community. The community as a whole will exercise oversight and moral-suasion for pro-poor targeting and compliance with the conditions of access to IFAD grant assistance.

Participation

11. Members and leaders of beneficiary groups and host communities will be actively involved in planning, implementation, pro-poor targeting and monitoring and evaluation (M&E) as the project is demand-based. They will also have an important role in annual project assessment and planning exercises called "annual consultations" during which representatives from beneficiary groups and host-communities will discuss performance and recommend improvements. The follow-up to recommendations will be presented in writing and widely disseminated.

D. Development objectives

Key project objectives

12. The development goal of the IFAD grant is to reduce rural poverty sustainably by raising rural incomes through improved production and marketability of livestock and horticultural products. The specific objectives are to: (i) improve returns to group-organized horticulture and livestock production; (ii) build up capacities at the grassroots level; and (iii) strengthen M&E.

Policy and institutional objectives

13. IFAD through the project will provide Ministry of Agriculture staff with support to coordinate activities within the ministry. The objective of this support is to ensure that ministerial staff acquire the necessary capacities to take over project supervision, thereby adding to the sustainability of the activities initiated by the project.

IFAD policy and strategy alignment

14. The project reflects the emphasis placed by the country strategic opportunities programme on helping small-scale rural producers – especially women and young people – expand their range of profitable economic activities. In line with its mandate, the Strategic Framework 2007-2010 and the regional strategy, IFAD will support village-level investments and capacity-building in rural areas throughout The Gambia through the LHDP.

E. Harmonization and alignment

Alignment with national priorities

15. The objectives of LHDP comply with pillar two of the second Poverty Reduction Strategy Paper (PRSP-II) adopted in 2006: the IFAD grant will create employment and reduce poverty in ways that address cross-cutting issues such as gender, the

environment and HIV/AIDS, and it will form an integral part of the agricultural sector plans envisaged in the PRSP-II.

Harmonization with development partners

16. LHDP is an AfDB-initiated project that IFAD decided to cofinance to enable expansion to the national level, i.e. focusing on rural areas throughout the country. Through various activities and, especially, direct supervision, missions will be coordinated with the cofinancier and other donors to ensure that results are disseminated and best practices replicated throughout the country programme.

F. Components and expenditure categories Main components

17. The project has three components: (i) production, processing and marketing of livestock and horticultural products; (ii) capacity-building; and (iii) project coordination.

Expenditure categories

18. There are four expenditure categories: (i) works (26 per cent); (ii) goods (31 per cent); (iii) services (22 per cent); and (iv) recurrent costs (21 per cent).

G. Management, implementation responsibilities and partnerships Key implementing partners

19. The following partners will be involved in project implementation: AfDB, the Land and Water Development Department (under the Ministry of Agriculture), the National Environmental Agency, the Department of Livestock Services and the National Agricultural Research Institute.

Implementation responsibilities

20. The lead agency will be the Ministry of Agriculture, through its recently created central project coordination unit (CPCU), with its new projects and programmes monitoring and evaluation committee acting as steering committee. Responsibility for field activities will be outsourced to a broad range of implementing parties such as: (i) line departments of the Ministry of Agriculture for technical training and advisory services, research and development; (ii) NGOs, consultants or university departments for community mobilization; and (iii) private entrepreneurs as buyers and suppliers of inputs, and providers of marketing advisory services.

Role of technical assistance

21. No provisions have been made for external technical assistance.

Status of key implementation agreements

22. The CPCU has already appointed a team of four technicians for the project coordination unit/LHDP. The IFAD grant will complete the project coordination unit/LHDP by recruiting an M&E officer to handle project-specific M&E activities in close collaboration with the M&E officers of other IFAD-financed projects in The Gambia.

Key financing partners and amounts committed

23. The total project cost is US\$15.942 million over six years. The sources of financing are IFAD (50.2 per cent), AfDB/ADF (31 per cent), the Government (5.1 per cent) and beneficiaries (13.7 per cent).

H. Benefits and economic and financial justification Main categories of benefits generated

24. Almost 10,400 small-scale rural producers, mostly women (73 per cent) and young people (27 per cent), will increase their incomes from the production and sale of horticultural and livestock products. Women's workload will also be alleviated by easier access to both water and fuelwood. The non-quantifiable benefits include better local governance and enhanced empowerment as a result of both strong

awareness-building and active involvement of local stakeholders in pro-poor targeting and mentoring. The Ministry of Agriculture will develop its capacity to generate synergies by improving the coordination of externally financed development assistance.

Economic and financial viability

25. According to financial analyses based on updated crop and livestock models the incremental returns will be highly attractive to rural producers, especially women. The internal rate of return (IRR) of 27.5 per cent for the base case over 20 years is very robust, with the worst case solution (costs higher by 40 per cent and benefits down by 20 per cent) generating an acceptable IRR of 12.8 per cent.

I. Knowledge management, innovation and scaling up Knowledge management arrangements

26. The M&E system designed for LHDP has a provision for annual consultations, which will be followed by workshops to share results and scale up best practices. Country programme supervision will also favour greater communication and experience sharing among IFAD-financed projects in The Gambia.

Development innovations that the project will promote

27. The main innovations are related to: (i) a value chain approach that aims to strengthen backward and forward linkages at the level of small-scale rural producers; (ii) the promotion of good agricultural practices and sustainable land management technologies among rural producers; (iii) a mentoring approach that empowers the local community to identify and reach the most vulnerable categories; and (iv) a country programme approach to direct supervision.

Scaling-up approach

28. LHDP builds on the achievements of the Rural Finance and Community Initiatives Project, which it will be scaling up. Other project activities such as livestock fattening will be tested in a small number of villages and then replicated in others if the intervention is successful.

J. Main risks

Main risks and mitigation measures

29. The project faces two main risks: (i) difficulties in coordinating activities between IFAD and AfDB and (ii) poorly managed production units or new/improved production units being taken over by more powerful community members. The planned mitigation measures include the involvement of the CPCU in coordinating activities between the two donors. The second risk will be mitigated by careful targeting in the project and the scale of the activities, which is unlikely to be attractive to the elite.

Environmental classification

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

K. Sustainability

31. The IFAD grant will enhance the sustainability of project achievements mainly by strengthening capacity-building at the local level and, in particular, M&E. Sustainability will be further enhanced by fostering strong mutually beneficial relations among rural producers and the other actors in their value chains: clients and suppliers, technical line departments, rural microfinance institutions, etc.

II. Legal instruments and authority

- 32. A project financing agreement between the Republic of The Gambia and IFAD will constitute the legal instrument for extending the proposed financing to the recipient. A copy of the negotiated financing agreement is attached as an annex.
- 33. The Republic of The Gambia is empowered under its laws to receive financing from IFAD.
- 34. I am satisfied that the proposed financing will comply with the Agreement Establishing IFAD and the Lending Policies and Criteria.

III. Recommendation

35. I recommend that the Executive Board approve the proposed financing in terms of the following resolution:

RESOLVED: that the Fund shall provide a grant to the Republic of The Gambia in an amount equivalent to five million and fifty thousand special drawing rights (SDR 5,050,000) and upon such terms and conditions as shall be substantially in accordance with the terms and conditions presented herein.

Kanayo F. Nwanze President

Negotiated financing agreement: "Livestock and Horticulture Development Project"

(Negotiations concluded on 12 November 2009)

Grant Number:

Project Title: Livestock and Horticulture Development Project (the "Project")

The International Fund for Agricultural Development (the "Fund" or "IFAD")

and

The Republic of The Gambia (the "Recipient")

(each a "Party" and both of them collectively the "Parties")

hereby agree as follows:

Preamble

The IFAD Grant shall help finance certain activities which are part of the Livestock and Horticulture Development Project, initiated and co-financed by the African Development Bank ("AfDB") and the Recipient.

Section A

- 1. The following documents collectively form this Agreement: this document, the Project Description and Implementation Arrangements (Schedule 1), the Allocation Table (Schedule 2), and the Special Covenants (Schedule 3).
- 2. The Fund's General Conditions for Agricultural Development Financing dated 29 April 2009, as may be amended from time to time (the "General Conditions") are annexed to this Agreement, and all provisions thereof shall apply to this Agreement. For the purposes of this Agreement the terms defined in the General Conditions shall have the meanings set forth therein.
- 3. The Fund shall provide a Grant to the Recipient (the "Financing"), which the Recipient shall use to implement the Project in accordance with the terms and conditions of this Agreement.

Section B

- 1. The amount of the Grant is SDR 5 050 000.
- 2. The first day of the applicable Fiscal Year shall be 1 January.
- 3. The Recipient shall provide counterpart financing for activities of the Project financed by the Grant in the amount of USD 0.41 million.

Section C

- 1. The Lead Project Agency shall be the Ministry of Agriculture (MOA).
- 2. The following are designated as additional Project Parties: The Central Projects Coordinating Unit (CPCU) of the MOA and the Projects and Programmes Monitoring and Evaluation Committee (PPMEC) of the MOA.
- 3. The Project Completion Date shall be the fifth anniversary of the date of entry into force of this Agreement, in accordance with Section 13.01 of the General Conditions.

Section D

The Grant will be administered and the Project supervised by IFAD.

Section E

1. The following are the designated representatives and addresses to be used for any communication related to this Agreement:

For the Fund:	For the Recipient:
President International Fund for Agricultural Development 00142 Rome, Italy	The Permanent Secretary Ministry of Finance and Economic Affairs The Quadrangle Banjul, The Gambia
This agreement, dated, has be original copies, three (3) for the Fund and	en prepared in the English language in six (6) three (3) for the Recipient.
For the Fund	For the Recipient

Schedule 1

Project Description and Implementation Arrangements

I. Project Description

- 1. *Target population.* The Project shall reach resource poor rural growers and livestock owners, including women and youth nationwide.
- 2. Goal. The Goal of the Project is to assist the Recipient in achieving the targets outlined in the Second Poverty Reduction Strategy Paper and in the Millennium Development goals in food security, the environment gender and HIV/AIDS.
- 3. Objective. The main Project objective is to sustainably increase food security and incomes of the vulnerable producers and livestock owners throughout the country by (i) improving returns to organised groups; (ii) building up capacities at grass roots level and (iii) strengthening monitoring and evaluation.
- 4. Components. The Project shall include the following three (3) components:

Component A. Production, Processing and marketing of livestock and horticultural products

This component shall rehabilitate/modernise gardens operated by women kafos, create gardens for youth and support improved animal husbandry and fattening for small ruminants and poultry.

The main activities include, among others:

- A1) Rehabilitation of existing vegetable gardens and the construction of sheds for storage, sorting, washing, packing and processing of produce. Existing wells and boreholes will also be rehabilitated and starter kits including seeds, fertilisers and small tools will be distributed.
- A2) Promotion of community-based, breeding and husbandry/fattening of small ruminants and poultry for consumption and sale. Sheds for fattening will be built, as well as wells with separated areas of distribution for humans and animals. Starter kits including feed and drug for animals as well as vaccination kits and ear-tagging pliers. Support (mentoring) and advisory services will also be provided.

Component B. Capacity Building

This component shall strengthen the focus in cross-cutting issues like good local governance, leadership training for kafo members and community leaders, as well as awareness on gender and equity issues, health and improved water management.

This component includes the following subcomponents:

B1) Capacity building for staff of the MOA involved in extension service delivery and incentive for MOA to proceed with training of kafos and community members on improved animal husbandry practices, market oriented production, crop management, improved water management, use of composting, etc.

B2) Training and capacity building for kafo members in Good Agricultural Practices (GAP), entrepreneurship development, including accounting skills, savings mobilisation, health awareness, good local governance.

Component C. Project Coordination

The Project shall be implemented by the team appointed as the Project Coordination Unit (PCU) for Project LHDP within the CPCU of the MOA. The Projects and Programmes Monitoring and Evaluation Committee (PPMEC) shall act as the Steering Committee

II. Implementation Arrangements

Lead Project Agency

- 1.1 Designation. The MOA, through its CPCU, in its capacity as Lead Project Agency, shall have overall responsibility for the implementation of the Project.
- 1.2. *Responsibilities*. The Lead Project Agency shall provide oversight to the Project and liaise with the Fund during Project implementation.
- 2. <u>Projects and Programmes Monitoring and Evaluation Committee (PPMEC)</u>
- 2.1. Designation and Responsibilities. The PPMEC already established by MOA shall be designated to act as steering committee for the Project and shall provide overall policy guidance, review performance of PCU staff and implementing partners, and approve the annual work plans and budgets (AWPBs).
- 2.2. *Composition*. The PPMEC is composed of the members designated by the MOA. IFAD would emphasize the inclusion of beneficiaries' representatives.

3. Project Coordination Unit (PCU)

- 3.1. Establishment. A shared Project Coordination Unit (PCU) for the AfDB and IFAD co-financed projects has been established by the CPCU. The PCU is composed of a Project Director and the technical and support staff required for Project implementation. The PCU staff has been recruited under annually renewable performance-based contracts and the Fund's grant shall complete the composition of the PCU, recruiting a Monitoring and Evaluation Officer through the same established procedures.
- 3.2. *Responsibilities*. The PCU is responsible for the day to day implementation of Project activities and overall management of the Project.
- 4. <u>Production, processing and marketing of livestock and horticultural products</u> <u>Component</u>
- 4.1. This Component shall rehabilitate/modernize existing gardens operated by women in kafos, create experimental garden for youths and support backyard husbandry of small ruminants and poultry. The component shall include the marketing studies and targeted research and development shall be undertaken to improve vegetable and animal productivity and marketability. Value chains shall be improved by helping the kafos negotiate mutually beneficial relationships with buyers/suppliers.

4.2. Kafos will receive starter kits of inputs, materials and small equipment for the first Project year and vouchers to pay for services rendered by extension workers. Kafos which require credit shall be assisted in obtaining loans from existing Micro Finance Institutions. As of the second year, it is expected that the costs will be shared by the Recipient and the beneficiaries.

- 4.3. The implementation of this Component shall involve several partners. The MOA and the National Environment Agency shall supervise and monitor the design and installation on multipurpose water use systems. MOA and other relevant institutions and service providers shall provide training in modern gardening practices. Support and advisory services including extension and technical training shall be provided by the MOA. The MOA and the National Environment Agency shall guide the positioning of wells and water supply systems.
- 4.4. Works required under this Component shall be carried out by service providers hired on renewable performance-based contracts by the PCU, in accordance with the terms and conditions of this Financing Agreement.

5. Capacity Building Component

- 5.1. This component includes two subcomponents: extension services delivery, training of frontline staff and training of kafo members in environmentally sound GAP and entrepreneurship development.
- 5.2. Most of field activities shall be undertaken by the MOA and technical services providers, including those already working with staff from the IFAD-supported Participatory Integrated Watershed Management Project and IFAD Rural Finance Programme as well as experienced NGOs.
- 5.3. Kafo members shall receive booklets of vouchers which shall be used to pay field workers whose services are considered satisfactory and the payment of such workers shall be based on the number of vouchers submitted.

Schedule 2

Allocation Table

1. Allocation of Grant Proceeds. (a) The Table below sets forth the Categories of Eligible Expenditures to be financed by the Grant and the allocation of the amounts of the Grant to each Category and the percentages of expenditures for items to be financed in each Category:

Category	Grant Amount Allocated (expressed in SDR)	Percentage of financing (net of tax)
I. Works	1 430 000	100%
II. Goods	1 440 000	100%
III. Services	1 390 000	100%
IV. Operating costs	120 000	100% net of beneficiaries' contribution
Unallocated	670 000	
TOTAL	5 050 000	

(b) The terms used in the Table above are defined as follows:

[&]quot;Works" include irrigation works, boreholes, farm buildings.

[&]quot;Goods" include vehicles, pumps, office equipment and furniture.

[&]quot;Services" include technical assistance, extension services, training, design & supervision, financial audit.

[&]quot;Operating costs" excludes operation and maintenance of buildings and office rent.

Schedule 3

Special Covenants

In accordance with Section 12.01(a)(xxiii) of the General Conditions, the Fund may suspend, in whole or in part, the right of the Recipient to request withdrawals from the Grant Account if the Recipient has defaulted in the performance of the covenant set forth below, and the Fund has determined that such default has had, or is likely to have, a material adverse effect on the Project:

Tax Exemption. The Recipient shall, to the fullest extent possible, exempt proceeds of the Grant from all taxes. Any taxes which the Project is nonetheless obliged to pay shall be promptly reimbursed by the Recipient.

Key reference documents

Country reference documents

Poverty reduction strategy paper

IFAD reference documents

Project design document (PDD) and key files COSOP Administrative Procedures on Environmental Assessment

Other miscellaneous reference documents

AfDB Design Document for Livestock and Horticulture Development Project

Logical framework

Narrative Summary	Verifiable indicators (by Gender where possible)	Means of Verification	Assumptions/Risks
Goal			
 Reduce rural poverty sustainably by raising the incomes of rural producers 	Reduction in the prevalence of child malnutrition rates# of HH with improved assets	National household surveysRIMS surveysNational statistics	 World food crisis makes domestic products competitive
Purpose/Objective			
 Improve returns to kafo-run horticultural and livestock production Build up capacities at grassroots level Strengthen M&E 	 Evolution of returns to kafo members aggregated by gender Evolution of demand for advisory services and TA 	 Periodic verifications of kafo viability RIMS surveys Self evaluations/annual consultations 	 Strong markets exist for the supported foods Domestic producers can meet those markets
Outputs by component			
A.1 Horticultural Production Community owned, kafo-run vegetable gardens rehabilitated Spot blockages in value chains removed Kafos have ready access to TA	 Evolution of yields, production and sales Evolution of returns to individual kafo members by gender # of kafo members trained % of those trained with better understanding of improved agricultural production techniques 	Project ReportsKafo recordsMoU/ContractsAnnual consultations	 Government import policy will take account of both domestic production and WTO guidelines Input will be readily available
 A2 Livestock production Community-owned, kafo-run complexes for small ruminants and poultry raising rehabilitated/built Kafos have ready access to TA 	 Evolution of mortalities, weight gains and sales Evolution of returns to kafo members by gender # of kafo members trained % of those trained with better understanding of improved livestock breeding techniques 	• As above	As above
 B1 Extension services delivery Competent and efficient service delivery is assured 	 % of kafo members with improved access to advisory services by gender Degree of satisfaction among kafo members 	Kafo records Line dept. activity reports Annual consultations	Extension and animal health support services will be delivered efficiently
 B2 Capacity building grassroots: Training in good agricultural practices (GAP), group entrepreneurship and good governance provided 	 Evolution of viability of kafo-run production units # of kafo members trained by gender 	 Project reports Activity reports by NGOs and consultants Annual consultations 	NGOs with the required expertise exist in-country
C1 M&E Officer recruited	 M&E findings used for preparing AWPBs M&E system operated in close collaboration with other IFAD funded projects Hard data available for impact assessment 	Project reportsAWPBsRIMS reports	 Advantages of M&E will be recognized by all stakeholders
Information education communication	 % of kafo members with sound understanding of project activities and benefits 	Periodic verifications of IEC outreach	•
C2 RIMS surveys designed/conducted	• Findings permit validation of impact on child nutrition and HH assets	■ RIMS reports	•
C3 Financial audits of IFAD grant conducted annually	No serious shortcomings are detected	Auditor's report	•
C4 Participatory self evaluation and annual consultations conducted annually	Recommendations are incorporated into AWPBs	■ AWPBs	•