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**President's report**  
**Proposed loan**  
**Republic of Senegal**  
**Food System Resilience Programme**

Project ID: 2000004669

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**Action:** The Executive Board is invited to approve the recommendation contained in paragraph 45.

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### Programme delivery team

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## 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.

Map compiled by IFAD | 11-01-2024

## Financing summary

<b>Initiating institution:</b>	World Bank
<b>Borrower/recipient:</b>	Ministry of Economy, Planning and Cooperation
<b>Executing agency:</b>	Ministry of Agriculture, Rural Equipment and Food Sovereignty (MAERSA) Ministry of Livestock and Animal Production (MEPA)
<b>Total programme cost:</b>	US\$270.48 million
<b>Amount of IFAD loan:</b>	US\$30 million
<b>Terms of IFAD loan:</b>	US\$10.10 million: Blend US\$19.90 million: Highly concessional
<b>Cofinancier:</b>	International Development Association (IDA)
<b>Amount of cofinancing:</b>	US\$199 million
<b>Terms of cofinancing:</b>	The maximum commitment charge rate is one-half of one per cent (1/2 of 1%) per annum on the unwithdrawn financing balance. The service charge is the greater of: (a) the sum of three-fourths of one per cent (3/4 of 1%) per annum plus the basis adjustment to the service charge; and (b) three-fourths of one per cent (3/4 of 1%) per annum; on the withdrawn credit balance, or such rate as may apply following a currency conversion. The interest charge is the greater of: (a) the sum of one and a quarter per cent (1.25%) per annum plus the basis adjustment to the interest charge; and (b) zero per cent (0%) per annum, or such rate as may apply following a currency conversion; on the withdrawn credit balance.
<b>Contribution of borrower/recipient:</b>	US\$6.6 million
<b>Contribution of participating financial institutions:</b>	US\$20.9 million
<b>Contribution of beneficiaries:</b>	US\$13.9 million
<b>Cooperating institution:</b>	World Bank

## I. Context

### A. National context and rationale for IFAD involvement

#### National context

1. After a decade of progress, West African economies are slowing, negatively impacting poverty reduction. Economic growth in the subregion slowed to 3.7 per cent in 2022, down from 5.0 per cent in 2021, in the wake of the multiple global crises. While Senegal is one of the fastest-growing economies in West Africa, its strong economic performance over the past decade has not resulted in significant poverty reduction. Instead, the poverty rate has remained high at around 37 per cent, as income growth is driven mainly by urban services, while most of the poor derive their income from agriculture. Poverty in rural areas stands at about 54 per cent.
2. Senegal's economy is facing multiple shocks of a diverse nature, with higher energy, fertilizer and food prices. Since food accounts for roughly half of total household expenditures, food price inflation has slowed poverty reduction. The country is vulnerable to climate shocks such as droughts and floods, further reducing agricultural productivity, which is already chronically low. As a result, food insecurity is a persistent challenge.
3. Senegal is essentially an agricultural economy, and despite the potential to substitute imports with local production, it remains a net importer of food. The sector supports 62 per cent of the rural population and from 2000 to 2021 employed more than 38 per cent of total labour force, on average. In recent decades, food production has not kept pace with the rising food demand driven by population growth and urbanization. As a result, the country's reliance on food imports has increased, making it more vulnerable to external shocks such as global price volatility, trade restrictions and energy prices. However, many imported foods, including maize, fruits and vegetables, live animals and meat, as well as dairy and eggs, could be competitively produced domestically or in the region. Furthermore, regional trade integration offers a unique opportunity to heighten the resilience of food systems to international shocks.
4. The Food System Resilience Programme in Senegal is the third phase of a World Bank regional multiphase initiative, the West Africa Food System Resilience Programme. The overall regional programme is aimed at improving food systems risk management, increasing the sustainability and adaptive capacity of the productive base of food systems and facilitating food market integration in the region. The programme (phases 1 and 2) is already under way in seven countries, mostly members of the Economic Community of West African States (ECOWAS) (i.e. Burkina Faso, Mali, Niger and Togo for phase 1, and Chad, Ghana and Sierra Leone for phase 2). In line with the objectives of phases 1 and 2, phase 3 of this programme, which covers Senegal, is aimed at increasing preparedness for food insecurity and the resilience of food systems in Senegal.

#### Special aspects relating to IFAD's corporate mainstreaming priorities

5. **Gender and youth.** Women are the backbone of agriculture in Senegal, yet enormous gender gaps persist, related specifically to access to productive resources. Despite gender equality policies, the persistence of gender disparities is shaped by: (i) lack of technical expertise in identifying and addressing gender gaps; (ii) agricultural policies and programmes that do not sufficiently take gender into account; and (iii) social pressures that prevent women from engaging in income-generating activities. As a result, women have much lower incomes and more limited access to food systems decision-making roles. The programme will specifically tackle women's access to productive resources and income and their decision-making power over community resources. Given the relevance of the youth agenda in Senegal, the programme is also expected to benefit youth.

6. **Nutrition.** Rising food prices have worsened existing malnutrition by forcing households to replace higher-quality foods with nutritionally poorer substitutes. Nutritional considerations are embedded in the programme. Subcomponent 2.1, for example, seeks to strengthen national research and extension systems to deliver and widely disseminate improved technologies and innovations, including nutrition-sensitive technologies.
7. **Climate change.** Senegal is one of the African countries most vulnerable to climate shocks such as droughts and floods. Climate considerations are embedded in the programme's design. For example, component 1 supports food crisis prevention and management and national adaptability to climate change by upgrading institutional capacity to collect, process and disseminate climate data and information. The programme will support climate-smart technologies and practices. Moreover, the matching grant mechanism that IFAD funding will focus on will prioritize projects that are having a positive impact on the agroecological transition, using specific agroecological assessment tools.

#### **Rationale for IFAD involvement**

8. IFAD will contribute US\$30 million to the programme's total phase 3 budget. Specifically, it will finance subcomponent 3.2 of the programme (support to the development of strategic value chains). Based on the Fund's mandate and experience in Senegal, IFAD's contribution will focus on strengthening the capacity of producers' organizations, facilitating their inclusive access to finance and partnerships with the private sector (e.g. targeting small-scale producers, especially women and youth). Overall, IFAD's cofinancing has resulted in: (i) better targeting and a greater number of beneficiaries among smallholder farmers and people in vulnerable categories; (ii) a greater focus on women, youth and producers' organizations/cooperatives; and (iii) greater sustainability in access to finance mechanisms.
9. Through its financial and technical contribution to the operation, IFAD has an opportunity to: (i) contribute to implementation of the corporate IFAD-World Bank partnership; (ii) respond to a specific request from the Government to support its food systems and resilience agenda; (iii) position itself in the dialogue on sustainable food systems and food security in Senegal, in partnership with the World Bank; (iv) learn more about regional programmes; and (v) contribute to attainment of the Twelfth Replenishment of IFAD's Resources (IFAD12) target on leveraging international cofinancing.

#### **B. Lessons learned**

10. The key lessons from IFAD's experience in cofinancing and operations in Senegal that have been incorporated in the programme are:
  - (i) The value chain approach adopted in various IFAD-funded operations in Senegal has shown that value chains can be developed for subsistence crops. IFAD cofinancing will support the strengthening of selected value chains for food crops and livestock products, aware of their potential for competitiveness in remunerative markets.
  - (ii) Experience from past IFAD-funded operations has shown that interprofessional organizations can offer services to their members. For example, they can facilitate business deals between farmers' organizations and market operators. Building on that experience, one of the programme activities that IFAD will finance is strengthening the capacity of interprofessional organizations, with the objective of creating an environment conducive to win-win partnerships.
  - (iii) Experience from various IFAD projects has shown that providing services to farmers' organizations and their members has increased their ability to access markets. Building on these successful experiences, one of the activities that

IFAD will finance is strengthening the capacity of producers' organizations, with the objective of increasing their ability to access markets.

## II. Programme description

### A. Objectives, geographical area of intervention and target groups

11. The overall regional programme aims at strengthening food systems risk management, improving the sustainability and adaptive capacity of the productive base of food systems and facilitating food market integration in the region. The development objective is to increase preparedness against food insecurity and increase the resilience of food systems in Senegal.
12. The programme aims at reaching at least 600,000 farmers. Direct beneficiaries include small-scale producers and processors, members of producers' organizations and agricultural micro, small and medium-sized enterprises. The programme aims to include at least 40 per cent women. It will specifically tackle the access of women and youth to productive resources and decision-making power over community resources. Additional beneficiaries include government line ministries and agencies, producers' organizations and financial service providers.

### B. Components, outcomes and activities

13. The programme will have the following components: (i) digital advisory services for regional agriculture and food crisis prevention and management; (ii) sustainability and adaptive capacity of the food system's productive base; (iii) regional food market integration and trade; (iv) contingency emergency response; and (v) project management.
  - **Component 1: Digital advisory services for regional agriculture and food crisis prevention and management**, aimed at improving decision-support systems to increase the effectiveness of agriculture and food crisis prevention and management, and at strengthening regional capacity to adapt to climate change. It has two subcomponents: (1.1) upgrading regional food crisis prevention and monitoring systems; and (1.2) strengthening digital hydromet and agro-advisory services.
  - **Component 2: Sustainability and adaptive capacity of the food system's productive base**, aimed at national agricultural research systems and strengthening the policy environment for landscape governance to avoid, reduce and reverse land degradation. It has two subcomponents: (2.1) consolidate regional agricultural innovation systems; and (2.2.) strengthen regional food security through integrated land management.
  - **Component 3: Regional food market integration and trade**, aimed at facilitating the trade of agricultural goods and inputs within and across national borders in West Africa to increase intraregional food trade between food surplus and food deficit areas and at enhancing value in priority value chains. It has two subcomponents: (3.1) facilitate trade across key corridors and consolidate the food reserve system; and (3.2) support to the development of strategic value chains.
  - **Component 4: Contingency emergency response**, which is a mechanism for borrowers to access funds rapidly to respond to an eligible crisis or emergency.
  - **Component 5: Project management**, which will cover all aspects of project management.
14. IFAD will specifically finance subcomponent 3.2 (support to the development of strategic value chains), aimed at enhancing national food and nutrition security and the resilience of smallholder farmers by strengthening selected priority value chains

(i.e. dried grains, horticulture, dairy and meat). Specifically, it will: (i) strengthen the organization of eligible producers and their access to financing through matching grants to incentivize the adoption of climate-smart and agroecological practices and technologies; (ii) support agricultural competitiveness and market access infrastructure; and (iii) strengthen multi-stakeholder coordination and a private sector-enabling environment. IFAD's financing contribution will focus on the matching grant mechanism and its technical assistance and support to value chain stakeholders (farmers' organizations and multi-stakeholders' platforms).

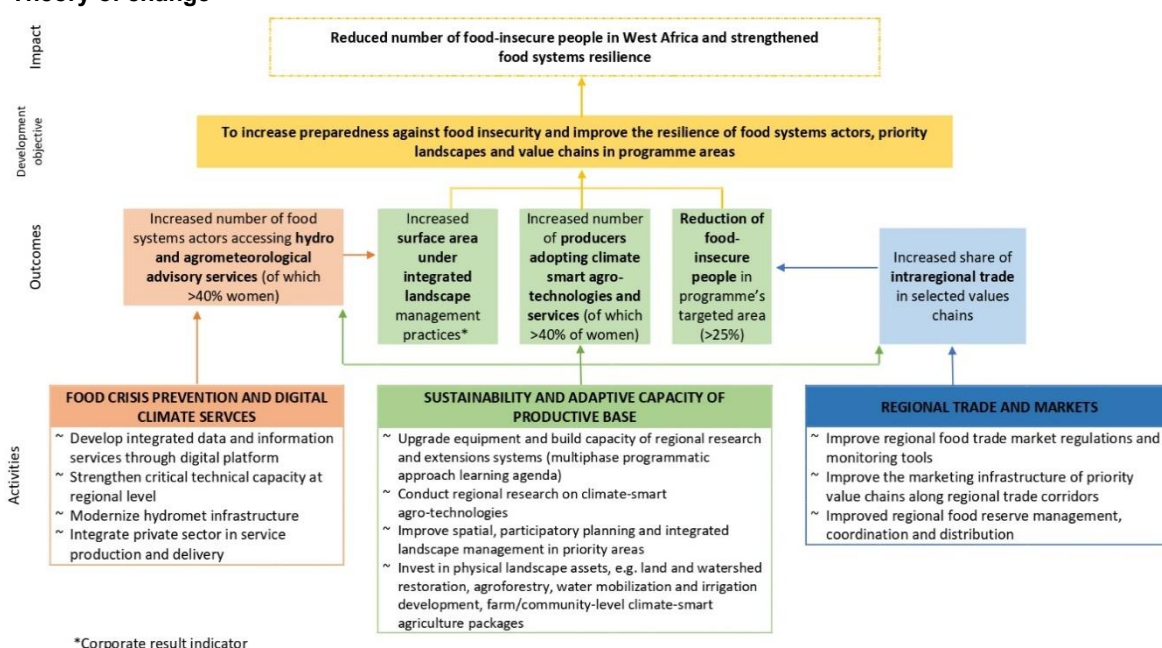
15. Specific criteria will be used in selecting the intervention areas, based on production potential, socioeconomic considerations and climate vulnerability. The map of the programme area gives a preliminary indication of the targeted value chains by region, based on the agroecological potential for their development. However, subprojects from other regions of the country will also be eligible, subject to consistency with value chains.

## C. Theory of change

16. The programme's theory of change is presented in the figure below.

Figure 1

### Theory of change



17. The specific theory of change for subcomponent 3.2 is that smallholder family farming in Senegal faces two major challenges: the identification of market-oriented initiatives and difficult access to rural financing. Through subcomponent 3.2, the programme aims at removing both of these bottlenecks to better contribute to poverty reduction. Lack of surplus to feed the market is the result of limited technical and business management capacity among farmers and their organizations. The first set of subcomponent 3.2 activities will address this by supporting the most vulnerable producers to enable them to engage in collective action and develop viable subprojects with the support of their organizations (cooperatives and unions), whose management and bookkeeping capacity will also be supported. Poor access to rural finance is a result of limited financial literacy and very low penetration of the financial services in the most vulnerable rural groups. The second set of subcomponent 3.2 activities will address this with direct targeted financial support to the selected subprojects through a matching grant mechanism involving financial institutions and public sector funds.



## D. Alignment, ownership and partnerships

18. The programme is fully aligned with Senegal's key country strategies and sectoral plans, including:
- (i) **Plan for an Emerging Senegal** and in particular the vision for transformation of the agriculture sector through greater agricultural productivity and the development of regionally competitive and resilient value chains, thereby contributing to greater national food security and resilience to external shocks;
  - (ii) **Priority Action Plan 2024-2028** and in particular priority sectors 1 (food sovereignty), 4 (sustainable development) and 7 (infrastructures and regional and industrial logistical hubs);
  - (iii) **The National Food Sovereignty Strategy**, a cross-sectoral strategy aimed at increasing the country's food sovereignty and resilience to various shocks by 2035.
19. The programme is aligned with the three strategic objectives of the country strategic opportunities programme (COSOP) 2019-2024: (i) to sustainably increase the production, productivity and profitability of family farms within modernized value chains; (ii) strengthen the professional capacities of actors in the value chains, including farmers' organizations, small rural enterprises and microenterprises; and (iii) strengthen national and subregional partnerships for the scaling up of good practices and the implementation of pro-poor policies in rural areas.
20. The programme directly contributes to Sustainable Development Goal (SDG) 1 (no poverty); SDG 2 (zero hunger); SDG 5 (gender equality); SDG 8 (decent work and economic growth); SDG 12 (responsible consumption and production); SDG 13 (climate action); and SDG 17 (partnerships for the goals).
21. Finally, the programme is aligned with and supports several of the objectives and priorities of the United Nations Sustainable Development Cooperation Framework 2024-2028, including: (i) contribute to the overall objective of strengthening the resilience and accelerating the structural transformation of the economy while ensuring the sustainability and inclusivity of economic growth; (ii) contribute to improving the production of food systems, by stimulating entrepreneurship and favouring employment of the population, focusing in particular on the most vulnerable groups; (iii) contribute to the integration of environmental and climate considerations, including disaster risk management; and (iv) contribute to the development of sustainable and inclusive agrifood value chains.

## E. Costs, benefits and financing

### Programme costs

22. The total cost of the programme is US\$270.4 million.

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

<i>Component/subcomponent</i>	<i>IFAD loan</i>		<i>IDA</i>		<i>Financial institutions</i>		<i>Beneficiaries</i>			<i>Borrower/recipient</i>			<i>Total</i>	
	<i>Amount</i>	<i>%</i>	<i>Amount</i>	<i>%</i>	<i>Amount</i>	<i>%</i>	<i>Cash</i>	<i>In-kind</i>	<i>%</i>	<i>Cash</i>	<i>In-kind</i>	<i>%</i>	<i>Amount</i>	<i>%</i>
1. Digital advisory services for regional agriculture and food crisis prevention and management														
1.1. Upgrading regional food crisis prevention and monitoring systems	-	-	4 553	100.0	-	-	-	-	-	-	-	-	4 553	1.7
1.2. Strengthening digital hydromet and agro-advisory services	-	-	3 452	100.0	-	-	-	-	-	-	-	-	3 452	1.3
<b>Subtotal</b>	-	-	<b>8 005</b>	100.0	-	-	-	-	-	-	-	-	<b>8 005</b>	3.0
2. Sustainability and adaptive capacity of the food system's productive base														
2.1. Consolidate regional agricultural innovation systems	-	-	48 265	93.9	-	-	-	-	-	-	3 156	6.1	51 420	19.0
2.2. Strengthen regional food security through integrated land management	-	-	48 425	97.6	723	1.5	-	464	0.9	-	-	-	49 612	18.3
<b>Subtotal</b>	-	-	<b>96 690</b>	95.7	<b>723</b>	0.7	-	<b>464</b>	0.5	-	<b>3 156</b>	3.1	<b>101 032</b>	37.4
3. Regional food market integration and trade														
3.1. Facilitate trade across key corridors and consolidate the food reserve system	-	-	3 104	100.0	-	-	-	-	-	-	-	-	3 104	1.1
3.2. Support to the development of strategic value chains	28 000	20.5	75 012	54.9	20 161	14.7	-	13 529	9.9	-	-	-	136 703	50.5
<b>Subtotal</b>	<b>28 000</b>	<b>20.0</b>	<b>78 116</b>	<b>55.9</b>	<b>20 161</b>	<b>14.4</b>	-	<b>13 529</b>	<b>9.7</b>	-	-	-	<b>139 807</b>	<b>51.7</b>
4. Contingency emergency response	-	-	-	-	-	-	-	-	-	-	-	-	-	-
5. Project management	<b>2 000</b>	9.2	<b>16 189</b>	74.8	-	-	-	-	-	-	<b>3 449</b>	15.9	<b>21 638</b>	8.0
<b>Total</b>	<b>30 000</b>	<b>11.1</b>	<b>199 000</b>	<b>73.6</b>	<b>20 884</b>	<b>7.7</b>	-	<b>13 993</b>	<b>5.2</b>	-	<b>6 604</b>	<b>2.4</b>	<b>270 482</b>	<b>100.0</b>

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

<i>Expenditure category</i>	<i>IFAD loan</i>		<i>IDA</i>		<i>Financial institutions</i>		<i>Beneficiaries</i>			<i>Borrower/recipient</i>			<i>Total</i>	
	<i>Amount</i>	<i>%</i>	<i>Amount</i>	<i>%</i>	<i>Amount</i>	<i>%</i>	<i>Cash</i>	<i>In-kind</i>	<i>%</i>	<i>Cash</i>	<i>In-kind</i>	<i>%</i>	<i>Amount</i>	<i>%</i>
<b>Investment costs</b>														
1. Works	-	-	42 173	100.0	-	-	-	-	-	-	-	-	42 173	15.6
2. Good and services														
A. Vehicles and equipment	-	-	19 676	100.0	-	-	-	-	-	-	-	-	19 676	7.3
B. Other goods and services	2 220	9.7	20 637	90.3	-	-	-	-	-	-	-	-	22 857	8.5
<b>Subtotal</b>	<b>2 220</b>	<b>5.2</b>	<b>40 314</b>	<b>94.8</b>	-	-	-	-	-	-	-	-	<b>42 534</b>	<b>15.7</b>
3. Training and workshops	-	-	13 038	100.0	-	-	-	-	-	-	-	-	13 038	4.8
4. Consultancies/technical assistance														
A. National technical assistance	6 910	19.0	29 410	81.0	-	-	-	-	-	-	-	-	36 320	13.4
B. International technical assistance	-	-	57	100.0	-	-	-	-	-	-	-	-	57	-
<b>Subtotal</b>	<b>6 910</b>	<b>19.0</b>	<b>29 466</b>	<b>81.0</b>	-	-	-	-	-	-	-	-	<b>36 377</b>	<b>13.4</b>
5. Grants and subsidies	19 932	16.5	63 043	52.1	20 884	17.3	-	13 993	11.6	-	3 156	2.6	121 008	44.7
6. Emergency response	-	-	-	-	-	-	-	-	-	-	-	-	-	-
<b>Total investment costs</b>	<b>29 062</b>	<b>11.4</b>	<b>188 035</b>	<b>73.7</b>	<b>20 844</b>	<b>8.2</b>	-	<b>13 993</b>	<b>5.5</b>	-	<b>3 156</b>	<b>1.2</b>	<b>255 130</b>	<b>94.3</b>
<b>Recurrent costs</b>														
1. Salaries and allowances	938	8.0	8 499	72.5	-	-	-	-	-	-	2 282	19.5	11 718	4.3
2. Operating costs	-	-	2 467	67.9	-	-	-	-	-	-	1 167	32.1	3 633	1.3
<b>Total recurrent costs</b>	<b>938</b>	<b>6.1</b>	<b>10 965</b>	<b>71.4</b>	-	-	-	-	-	-	<b>3 449</b>	<b>22.5</b>	<b>15 352</b>	<b>5.7</b>
<b>Total</b>	<b>30 000</b>	<b>11.1</b>	<b>199 000</b>	<b>73.6</b>	<b>20 844</b>	<b>7.7</b>	-	<b>13 933</b>	<b>5.2</b>	-	<b>6 604</b>	<b>2.4</b>	<b>270 482</b>	<b>100.0</b>

Table 3

**Programme costs by component and programme year (PY)**

(Thousands of United States dollars)

Component/ subcomponent	PY1		PY2		PY3		PY4		PY5		PY6		Total
	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount
1. Digital advisory services for regional agriculture and food crisis prevention and management	2 814	35.2	2 215	27.7	1 081	13.5	758	9.5	593	7.4	543	6.8	8 005
2. Sustainability and adaptive capacity of the food system's productive base	13 020	12.9	35 841	35.5	22 408	22.2	16 003	15.8	10 246	10.1	3 514	3.5	101 032
3. Regional food market integration and trade	10 400	7.4	37 293	26.7	34 270	24.5	28 526	20.4	27 897	20.0	1 420	1.0	139 807
4. Contingency emergency response	-	-	-	-	-	-	-	-	-	-	-	-	-
5. Project management	4 598	21.2	3 123	14.4	3 369	15.6	3 386	15.6	3 446	15.9	3 715	17.2	21 638
<b>Total</b>	<b>30 833</b>	<b>11.4</b>	<b>78 472</b>	<b>29.0</b>	<b>61 129</b>	<b>22.6</b>	<b>48 673</b>	<b>18.0</b>	<b>42 183</b>	<b>15.6</b>	<b>9 192</b>	<b>3.4</b>	<b>270 482</b>

**Financing and cofinancing strategy and plan**

23. Of the US\$270.4 million total programme cost, US\$30 million will be financed by IFAD, US\$199 million by the World Bank, US\$6.6 million by the borrower, US\$20.9 million by participating financial institutions and US\$13.9 million by the beneficiaries.<sup>1</sup> The IFAD loan has a cofinancing ratio of approximately 1:9.

**Disbursement**

24. Two designated accounts, one for the IDA loan and one for the IFAD loan, will be opened for each programme implementation unit (PIU) at a reputable commercial bank and managed by the Public Expenditure Scheduling Directorate of the Ministry of Finance and Budget, the entity with the overall responsibility for payments. For IFAD financing, PIUs will submit withdrawal applications and copies of supporting documents to the World Bank and IFAD. The World Bank, which will have fiduciary responsibility for the programme, will review each withdrawal application and advise IFAD to make any necessary payments. All disbursement methods consistent with World Bank disbursement guidelines will apply. Advances will be documented based on transactions (statements of expenditure).

**Summary of benefits and economic analysis**

25. The programme is expected to yield three main quantifiable benefits: higher agricultural incomes; increased resilience to climate change; and broader, more effective regional agricultural integration of ECOWAS member countries. The economic and financial analysis confirms the economic justification of the programme, generating an indicative net present value of the net additional benefits (using a social discount rate of 6 per cent) of US\$209.9 million and an economic internal rate of return of 22.8 per cent (over a 20-year period). These results are robust when tested against several sensitivity scenarios (e.g. delayed implementation and reductions in benefits).

**Exit strategy and sustainability**

26. The programme will work with and build on the current institutional ecosystem for food systems resilience, which comprises multiple bodies and systems, and support the development and strengthening of national systems, including digital information systems, climate services, national agricultural research infrastructure, modern extension and advisory services and financial and other services. Efforts to

<sup>1</sup> The financing figures of the cofinanciers included (i.e. the World Bank, the borrower, participating financial institutions, and beneficiaries) differ slightly from those reflected in the World Bank's Project Appraisal Document (Report No. PAD5375). These updated figures reflect IFAD's calculations of the programme cost calculations finalized following approval of the programme by the partnering institution and have been agreed in discussion with relevant programme counterparts.

strengthen the institutional capacity of professional organizations of farmers/herders and other value chain actors will contribute to programme sustainability.

### III. Risk management

#### A. Risks and mitigation measures

27. As per IFAD's design policy, the risk for type C projects is determined by the programme initiator, the World Bank in this case. The macroeconomic, technical design, institutional implementation capacity, stakeholder and other (i.e. land reform) risks are rated substantial. The political and governance risk is considered high. Sector strategy and policy risks are considered moderate. The inherent fiduciary (i.e. procurement and financial management) risks are considered substantial. However, with the implementation of adequate mitigation measures, the residual risks are deemed moderate. The programme's overall residual risk is rated substantial.

Table 4

#### Overall risk summary

<i>Risk areas</i>	<i>Inherent risk rating</i>	<i>Residual risk rating</i>
Country context	Substantial	Substantial
Sector strategies and policies	Moderate	Low
Environment and climate context	Substantial	Moderate
Programme scope	Substantial	Low
Institutional capacity for implementation and sustainability	Moderate	Moderate
Financial management	Substantial	Moderate
Programme procurement	Substantial	Moderate
Environment, social and climate impact	Moderate	Moderate
Stakeholders	Substantial	Substantial
<b>Overall</b>	<b>Substantial</b>	<b>Moderate</b>

#### B. Environment and social category

28. The environmental risk of the programme is rated substantial due to its wide impact area, civil works, the development and rehabilitation of irrigation infrastructure, the potential use of chemical products (pesticides and fertilizers) and the borrowers' limited capacity to address environmental impacts and risk management. The social risk rating is also considered substantial due to the risk of social conflict and limited stakeholder participation in the design and implementation of infrastructure and the landscape management framework. Mitigation measures have been identified and are included in the environmental and social framework.

#### C. Climate risk classification

29. Senegal is among the African countries most vulnerable to climate shocks such as droughts and floods. The programme is at material risk from climate hazards (high risk of flooding, extreme heat and drought). However, these risks have been reduced to an acceptable level. Overall, the programme will adequately reduce the physical climate risks of programme outcomes. The programme's climate resilience and adaptation design considerations will limit exposure to an acceptable level of residual risk.

#### D. Debt sustainability

30. According to the Joint World Bank-International Monetary Fund Debt Sustainability Analysis of June 2023, Senegal is assessed as being at moderate risk of external and overall public debt distress, with limited room to absorb shocks. A prudent borrowing strategy that prioritizes concessional external borrowing and domestic regional financing in keeping with programmed financing needs, combined with

continued efforts to improve debt management and contain fiscal risks, will be the anchor for continued debt sustainability.

## **IV. Implementation**

### **A. Organizational framework**

#### **Programme management and coordination**

31. Two PIUs will be created to manage activities under MEPA's and MAERSA's respective mandate. Each PIU will be headed by a coordinator and staffed with technical, safeguard and procurement teams. A single financial management team will jointly cover the two PIUs. The PIUs will ensure adequate programme planning, supervision and execution of the annual workplan and budget, and monitoring and evaluation, in compliance with fiduciary and environmental and social standards. Implementation of selected activities will be delegated to other government bodies, private firms, professional organizations or NGOs under partnership agreements or contractual arrangements. Programme oversight and orientation will be provided by a joint national steering committee.

#### **Financial management, procurement and governance**

32. The responsibility for overall financial management of the programme will be entrusted to the MAERSA PIU, to which the financial management team will be attached. As part of programme preparation, an assessment was conducted to determine that MAERSA has adequate financial management arrangements to ensure that (i) programme funds will be used efficiently and economically for their intended purposes; (ii) programme financial reports will be accurately and reliably prepared in a timely manner; (iii) programme assets will be safeguarded; and (iv) the programme will be subject to a satisfactory auditing process.
33. Programme procurement will be carried out in accordance with World Bank Procurement Regulations for IPF (investment project financing) Borrowers. IFAD and the World Bank entered into a Procurement Framework Agreement, agreeing on the mutual reliance on each other's project procurement framework and indicating the mechanisms for cooperation between the cofinanciers. The agreement delegates procurement-related tasks to the party designated as lead cofinancier and guarantees that both parties' fiduciary requirements will be upheld in co-funded projects. The lead financier carries out the daily procurement activities on behalf of the financiers.

#### **Target group engagement and feedback and grievance redress**

34. The PIUs have prepared and disclosed a stakeholder engagement plan.

#### **Grievance redress**

35. Communities and individuals who believe that a project is adversely affecting them may lodge complaints through the existing project-level grievance mechanisms or the World Bank's Grievance Redress Service (GRS). The GRS ensures that any complaints received are promptly reviewed to address project-related concerns. Project-affected communities and individuals may submit their complaint to the World Bank's independent Accountability Mechanism.

### **B. Planning, monitoring and evaluation, learning, knowledge management and communications**

36. The PIUs are responsible for internal monitoring of programme outcome and output indicators as defined in the results framework. In line with the programme's knowledge and learning agenda, the programme is expected to contribute to the improvement of collaboration, knowledge-sharing and cross-fertilization of best practices between the relevant national institutions in Senegal and other countries in the region. This will be accomplished by financing and/or facilitating studies and analytical works on topics relevant to the programme; meetings, trainings and

workshops; and the organization of/participation in regional events for knowledge- and experience-sharing, among other activities.

### **Innovation and scaling up**

37. IFAD's participation in the design and implementation of the programme offers it an opportunity to learn lessons that could benefit the design of the next operation in the pipeline, the Support to Food Sovereignty Programme.

## **C. Implementation plans**

### **Implementation readiness and start-up plans**

38. The World Bank's Board of Directors approved the IDA loan for this programme on 18 January 2024. The World Bank has prepared readiness plans to facilitate rapid start-up.

### **Supervision, midterm review and completion plans**

39. The World Bank will be appointed as the cooperating institution, giving it responsibility for administering and supervising the technical, procurement, financial management, disbursement and environmental and social aspects of the programme. IFAD will participate in supervision missions to keep track of and ensure that IFAD priority issues (e.g. targeting, mainstreaming areas) are adequately considered and to learn lessons and generate knowledge that can inform IFAD programmes in both Senegal and other countries.
40. Pursuant to IFAD's policy on supervision and implementation support, at least one supervision mission will be conducted per year to assess implementation progress and results, and address any constraints that may affect implementation. A midterm review will tentatively be conducted at the beginning of year 3 of programme implementation. A programme completion review will be initiated by the Government towards the end of the programme, based on the guidelines issued by IFAD and the World Bank, and will be reviewed by the three parties.

## **V. Legal instruments and authority**

41. A financing agreement between the Republic of Senegal and IFAD will constitute the legal instrument for extending the proposed financing to the borrower/recipient. A copy of the negotiated financing agreement will be delivered to Executive Board representatives at least five business days prior to expiry of the 21 days following delivery to those representatives of the President's report and the programme design document.
42. The World Bank and IFAD will sign a letter of assignment detailing the responsibilities, arrangements and obligations of the two parties in supervising the programme, including IFAD's financial obligation to the cooperating institution to administer and supervise the programme.
43. The Republic of Senegal is empowered under its laws to receive financing from IFAD.
44. I am satisfied that the proposed financing will comply with the Agreement Establishing IFAD and the Policies and Criteria for IFAD Financing.

## **VI. Recommendation**

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

RESOLVED: that the Fund shall provide a loan on blend terms to the Republic of Senegal in an amount of ten million ninety-seven thousand nine hundred and thirty-six United States dollars (US\$10,097,936) and upon such terms and conditions as shall be substantially in accordance with the terms and conditions presented herein.

RESOLVED FURTHER: that the Fund shall provide a loan on highly concessional terms to the Republic of Senegal in an amount of nineteen million nine hundred and two thousand sixty-four United States dollars (US\$19,902,064) and upon such terms and conditions as shall be substantially in accordance with the terms and conditions presented herein.

Alvaro Lario  
President

## **Negotiated financing agreement**

(to be presented to the Executive Board Representatives)



## Logical framework

Results Hierarchy	Indicators				Assumptions
	Name	Baseline	Mid-Term	End Target	
Outreach FSRP	<b>1 Persons receiving services promoted or supported by the project</b>				
	Males - Males	0	90 000	360 000	
	Females - Females	0	60 000	240 000	
	Young - Young people	0			
	Total number of persons receiving services - Number of people	0	150 000	600 000	
	Male - Percentage (%)			60	
	Female - Percentage (%)			40	
	Young - Percentage (%)				
	Persons with disabilities - Number		5 900	23 600	
	<b>1.b Estimated corresponding total number of households members</b>				
	Household members - Number of people		600 000	2 400 000	
	<b>1.a Corresponding number of households reached</b>				
	Women-headed households - Households		16 333	65 333	
	Non-women-headed households - Households		50 334	201 334	
	Households - Households		66 667	266 667	

# World Bank Results Framework



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## VII. RESULTS FRAMEWORK AND MONITORING

### PDO Indicators by PDO Outcomes

Baseline	Period 1	Period 2	Period 3	Period 4	Period 5
<b>Increase Preparedness Against Food Insecurity</b>					
<b>Reduction of food insecure people in program targeted areas (Percentage)</b>					
Apr/2023	Dec/2024	Dec/2025	Dec/2026	Dec/2027	Dec/2028
0.00	0.00	5.00	10.00	15.00	20.00
<b>Program Beneficiaries (Number)</b>					
Apr/2023	Dec/2024	Dec/2025	Dec/2026	Dec/2027	Dec/2028
0.00	10,000.00	100,000.00	200,000.00	300,000.00	500,000.00
➤ Program beneficiaries - Female (Number)					
Apr/2023	Dec/2024	Dec/2025	Dec/2026	Dec/2027	Dec/2028
0.00	4,000.00	40,000.00	80,000.00	120,000.00	200,000.00
<b>Improve Resilience of Food Systems in Participating countries</b>					
<b>Food system actors accessing hydro and agrometeorological advisory services (Number)</b>					
Apr/2023	Dec/2024	Dec/2025	Dec/2026	Dec/2027	Dec/2028
0.00	10,000.00	50,000.00	100,000.00	150,000.00	200,000.00
➤ Of which women (Number)					
Apr/2023	Dec/2024	Dec/2025	Dec/2026	Dec/2027	Dec/2028
0.00	4,000.00	20,000.00	40,000.00	60,000.00	80,000.00
<b>Land area under sustainable landscape management practices (Hectare(Ha)) <sup>CR</sup></b>					
Apr/2023	Dec/2024	Dec/2025	Dec/2026	Dec/2027	Dec/2028
0.00	0.00	0.00	20000.00	30000.00	30000.00
<b>Producers adopting climate-smart agricultural technologies and services (Number)</b>					
Apr/2023	Dec/2024	Dec/2025	Dec/2026	Dec/2027	Dec/2028
0.00	5,000.00	50,000.00	100,000.00	200,000.00	300,000.00
➤ Of which nature based solutions (Number)					
Oct/2023	Dec/2024	Dec/2025	Dec/2026	Dec/2027	Dec/2028
0	1,000	10,000	20,000	40,000	60,000
➤ Of which women (Number)					
Apr/2023	Dec/2024	Dec/2025	Dec/2026	Dec/2027	Dec/2028
0.00	2,000.00	20,000.00	40,000.00	80,000.00	120,000.00

### Intermediate Indicators by Components

Baseline	Period 1	Period 2	Period 3	Period 4	Period 5
<b>Digital Advisory Services for Agriculture and Food Crisis Prevention and Management</b>					
<b>Satisfaction of farmers having access to usable weather, climate and ag-advisory services (Percentage)</b>					
Apr/2023	Dec/2026	Dec/2028			
0.00	60.00	80			
<b>Improved access to local climate information services with digital information platforms (Yes/No)</b>					
Apr/2023	Dec/2024	Dec/2025	Dec/2026	Dec/2027	Dec/2028
No	No	No	Yes	Yes	Yes


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Agreements involving co-production of agro-hydro-meteorological services between the public and private sectors (Number)					
Apr/2023	Dec/2024	Dec/2025	Dec/2026	Dec/2027	Dec/2028
0.00	0.00	0.00	1.00	1.00	2.00
Sustainability and Adaptive Capacity of the Food System's Productive Base					
Area provided with new/improved irrigation or drainage services (Hectare(Ha)) <sup>CN</sup>					
Sep/2023	Dec/2024	Dec/2025	Dec/2026	Dec/2027	Dec/2028
0	0	200	2200	4700	4700
Research sub-projects funded with competitive funds (Number)					
Sep/2023	Dec/2024	Dec/2025	Dec/2026	Dec/2027	Dec/2028
0	0	30	70	100	100
Sub-projects of transfer of improved technologies funded with competitive funds (Number)					
Sep/2023	Dec/2024	Dec/2025	Dec/2026	Dec/2027	Dec/2028
0	0	10	20	50	50
> Sub-projects of regional transfer of improved technologies (Number)					
Sep/2023	Dec/2024	Dec/2025	Dec/2026	Dec/2027	Dec/2028
0	0	2	6	8	8
Technologies made available to farmers by the consortium of NCoS, CGIAR and other international research institutes (Number)					
Apr/2023	Dec/2024	Dec/2025	Dec/2026	Dec/2027	Dec/2028
0.00	0.00	0.00	5.00	10.00	20.00
Areas restored with sustainable land management practices in targeted 7 sites (Hectare(Ha))					
Sep/2023	Dec/2024	Dec/2025	Dec/2026	Dec/2027	Dec/2028
0	0	100	400	700	700
Sub-projects selected from the integrated landscape management plans with climate-resilient measures implemented (Percentage)					
Apr/2023	Dec/2024	Dec/2025	Dec/2026	Dec/2027	Dec/2028
0.00	0.00	30.00	30.00	60.00	60.00
Spatial information system established and operational for designing and planning climate-resilient land management practices (Yes/No)					
Apr/2023	Dec/2024	Dec/2025	Dec/2026	Dec/2027	Dec/2028
No	No	No	Yes	Yes	Yes
Regional Food Market Integration and Trade					
Small investments sub-projects financed by Matching Grant (MG) inferior US\$ 10,000 (Number)					
Sep/2023	Dec/2024	Dec/2025	Dec/2026	Dec/2027	Dec/2028
0	0	500	1000	1500	2000
> of which led by women (Number)					
Sep/2023	Dec/2024	Dec/2025	Dec/2026	Dec/2027	Dec/2028
0	0	150	300	450	600
> of which led by youth (Number)					
Sep/2023	Dec/2024	Dec/2025	Dec/2026	Dec/2027	Dec/2028
0	0	100	200	300	400
Medium investment sub-projects financed by MG from US\$ 10,000 to 50,000 (Number)					
Sep/2023	Dec/2024	Dec/2025	Dec/2026	Dec/2027	Dec/2028
0	0	170	340	510	700
Large investment sub-projects financed by MG over US\$ 50,000 to US\$ 500,000 (Number)					
Sep/2023	Dec/2024	Dec/2025	Dec/2026	Dec/2027	Dec/2028
0	0	5	10	15	15
Private-sector actors involved in regional agriculture trade that are supported by the Program (Number)					
Apr/2023	Dec/2024	Dec/2025	Dec/2026	Dec/2027	Dec/2028
0.00	0.00	0.00	50.00	70.00	90.00
Women reached with dedicated assets or services to support their increased commercialization in the selected value chains (Number)					



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Apr/2023	Dec/2024	Dec/2025	Dec/2026	Dec/2027	Dec/2028
0.00	0.00	300.00	1,000.00	2,000.00	3,000.00
<b>Contingent Emergency Response</b>					
<b>Project Management</b>					
<b>Grievances registered and addressed by the Program (Percentage)</b>					
Apr/2023	Dec/2024	Dec/2025	Dec/2026	Dec/2027	Dec/2028
0.00	0	70.00	80.00	90.00	90.00
<b>Beneficiaries satisfied with the Program's interventions (Percentage)</b>					
Apr/2023	Dec/2026	Dec/2028			
0.00	60.00	80.00			

## Integrated programme risk matrix

Risk categories and subcategories	Inherent	Residual
<b>Country context</b>		
<b>Political commitment</b>	<b>High</b>	<b>High</b>
Risk(s): With the presidential election approaching, the political context is tense. Unprecedented protests and violent manifestations causing fatalities and damages to infrastructure occurred June 1st to 3rd 2023 and may increase in frequency in the run-up to the election. Such situation may generate political instability.	High	High
Mitigations: Food security, food sovereignty and resilience of food systems will likely remain key priorities for the new Government. In addition, as mitigation measure, the project is partnering with implementing agencies and will conduct several critical studies and hire key staff required to set up effective PCUs ahead of effectiveness. The residual risk remains high.		
<b>Governance</b>	<b>Substantial</b>	<b>Substantial</b>
Risk(s): In 2022, the Transparency International's Country Corruption Perception Index assessed Senegal at a moderate level of risk in terms of corruption (43 points in 2022, showing a decrease of 10 point compared to 2021), which places the country in 72nd position out of 180 countries (compared to 67th position in 2018). The WB 2021 Country Policy and Institutional Assessment (CPIA) rates Senegal as good policy reformer with a score of 3.7 (no change compared to previous year, much higher than the regional score of 3.0). The country shows weaknesses in Structural policies (financial sector scored 3).	Substantial	Substantial
Mitigations: The programme is partnering with implementing agencies and will conduct several critical studies and hire key staff required to set up effective PCUs ahead of effectiveness. The programme will build on World Bank other ongoing projects to address risks associated with governance issues and potential misappropriation of funds		
<b>Macroeconomic</b>	<b>Substantial</b>	<b>Substantial</b>
Risk(s): A prolonged conflict in Ukraine may create inflation pressure, straining Senegal's fiscal space and lessening availability of public services, creating discontent and potential political instability. Inflation pressure, strains Senegal's fiscal space and lessens availability of public services, creating discontent and potential political instability. Senegal is also negatively affected by sub-regional insecurity, rising social and geopolitical tensions, and tightening international and regional financing conditions. Senegal is also negatively affected by sub-regional insecurity, rising social and geopolitical tensions, and tightening international and regional financing conditions.	Substantial	Substantial
Mitigations: No counterpart funding from the Government is planned given the limited fiscal space. Rapid and successful implementation of the project would increase agriculture's contribution to economic growth for a better macroeconomic performance.		
<b>Fragility and security</b>	<b>Substantial</b>	<b>Substantial</b>
Risk(s): Senegal is not directly confronted with a war situation, however it shares borders with Mali in its eastern regions. Senegal host refugees camps and population fleeing Mali whose extreme economic vulnerability is even exacerbated with the impact of the Ukraine war. With a marked increase in violent confrontations between demonstrators and security forces since beginning of the year, the upcoming elections in Senegal will test the independence of the organs management of the country's elections and judicial system.	Substantial	Substantial
Mitigations: No particular mitigation action is envisaged at the programme level. The programme will adopt a strong targeting strategy that will be designed to ensure that the livelihoods of the most disadvantaged rural		

<b>Risk categories and subcategories</b>	<b>Inherent</b>	<b>Residual</b>
categories including smallholder farmers, poor households, unemployed youth, women and women-headed households will be strengthened, with the aim of maintaining community unity.		
<b>Sector strategies and policies</b>		
<b>Policy alignment</b>	<b>Moderate</b>	<b>Low</b>
Risk(s): As elaborated in the Context section, the operation is fully aligned with the PSE, its 2019-2023 implementation plan (PAP2-AA), as well as sectoral strategies for agriculture and livestock development (PRACAS-2, PNDE). The risk might come from a prioritisation of value chains support due to prejudice caused by international crisis.	Moderate	Low
Mitigations: A food sovereignty strategy is being elaborated in response to the Ukrainian crisis and its food insecurity implications. By contributing to building a resilient food system, the project will also support this strategy. Both the agriculture and livestock investments envisaged under the project are woven into the sectors strategies.		
<b>Policy development &amp; implementation</b>	<b>Moderate</b>	<b>Low</b>
Risk(s): The risk that national strategies and policies governing the rural and agricultural sector are not based on a solid evidence base, are not representative of the views of rural people's organisations, are not adequately resourced or sufficiently supported by legal/regulatory frameworks, or are not sustainable, thereby compromising the implementation of the project and the achievement of its development objectives.	Moderate	Low
Mitigations: Continuous support for these key programme elements through the WB and IFAD policy dialogue with the GoS will help mitigate this risk. (PCAE) Food security, food sovereignty and resilience of food systems will likely remain key priorities for the new Government.		
<b>Environment and climate context</b>	<b>Substantial</b>	<b>Moderate</b>
<b>Project vulnerability to environmental conditions</b>	<b>Substantial</b>	<b>Moderate</b>
Risk(s): Key potential environmental risk and impacts associated with the project include the civil works, the development and rehabilitation of irrigation infrastructure, the construction of pastoral infrastructures and the procurement of vaccines and others veterinary products, the potential use of chemical products (pesticides and fertilizers) and the disparate levels of Borrowers' capacity in the area of environmental impacts and risks management under ESF. The development of value chains could be linked with the use of agrochemicals with risks and impacts such as pollution, hazardous waste, pesticide poisoning, etc. Rehabilitation of irrigation infrastructure and development of floodplains/inland valleys could cause soil erosion and degradation, destruction of vegetation and habitats, waste generation, OHS and community health and safety issues, nuisances related to air and noise emissions, etc.	Substantial	Moderate
Mitigations: Mitigation measures have been identified and are included in the ESF instruments. For example, FSRP-SN will adopt a climate-smart intensification approach that consists of: i) supporting and coaching farmers on the zero or semi-zero grazing model to increase animal productivity and integration with crops through improved breeding, better animal feed (development and selection of diversified forage and fodder varieties and valorization of crop by-products with the support of regional research institutions,) and on-farm water accessibility; ii) enhancing energy use efficiency along the agricultural value chains (for mechanization, processing and transport) with an emphasis on the substitution of fossil fuel and firewood with green energy sources, such as biogas and solar energy sources, to power farm machinery, bicycles and motorcycles, chillers/coolers, water heaters, lighting; and iii) reducing other outputs concomitant to production and processing (e.g. manure management, recycling of solid waste and wastewater, etc.). These represent important strategies to improve food security and natural resources management, adapt to climate change, reduce both direct and indirect GHG emissions and mitigate environmental risks.		
<b>Project vulnerability to climate change impacts</b>	<b>Substantial</b>	<b>Moderate</b>

<b>Risk categories and subcategories</b>	<b>Inherent</b>	<b>Residual</b>
Risk(s): The high vulnerability score and low readiness score of Senegal places it in the upper-left quadrant of the ND-GAIN Matrix. It has both a great need for investment and innovations to improve readiness and a great urgency for action. Senegal is the 37th most vulnerable country and the 126th most ready country.	Substantial	Moderate
Mitigations: In terms of climate change adaptation, FSRP-SN's main adaptation strategies consist in: improving awareness on, and access to climate information systems to enhance farmers' adaptability to climate change; building water infrastructure to improve irrigated water availability at production and processing levels; introducing climate-resilient fodder varieties and conservation/storage equipment to withstand longer dry periods; incentivizing manure application for improved soil structure and fertility; reducing the pressure on natural resources by switching to renewable energy sources.		
<b>Project scope</b>	<b>Substantial</b>	<b>Low</b>
<b>Project relevance</b>		<b>No risk envisaged – not applicable</b>
Risk(s):		
Mitigations:		
<b>Technical soundness</b>	<b>Substantial</b>	<b>Low</b>
Risk(s): There are certain elements that justify the rating as substantial. While the PDO and set up is part of the regional MPA and has been vetted as a solid approach, there are some risks in the sector specificities and the shared set-up of responsibilities among ministries that may affect the outcomes of the project.	Substantial	Low
Mitigations: Mitigation measures will include coordination mechanisms between the two leading ministries' authorities, that will be further developed in the implementation arrangements, a strong stakeholder engagement strategy and a close collaboration with other relevant ministries and development actors. Support from WB management will be critical to bring involved line-ministries to agree on the optimal institutional implementation arrangement.		
<b>Institutional capacity for implementation and sustainability</b>	<b>Moderate</b>	<b>Moderate</b>
<b>Implementation arrangements</b>	<b>Moderate</b>	<b>Moderate</b>
Risk(s): While the Client has some capacity and experience with managing WB funded projects, weaknesses remain with respect to Financial Management (FM) and Procurement Management (PM): in particular, the lack of clear accountability, definition of responsibilities, and delegation of authority on procurement decisions constitutes a substantial risk. Various layers of management that are still under discussion may cause delays. A strong team with experience as well as pre-emptive acknowledgement of these layered risks to management will be integrated into the project.	Moderate	Moderate
Mitigations: Requirements for proper fiduciary implementation arrangements to be set out during the preparation of the Project, including requirements for adoption of financial, accounting, disbursement, and procurement manual, installation of the accounting system compliant with Bank's FM requirements, conducting annual internal and external financial audits, hiring of the competent fiduciary staff, and providing capacity building through customized training and supervision.		
<b>M&amp;E arrangements</b>	<b>Moderate</b>	<b>Moderate</b>
Risk(s): M&E is affected by the following constraints 1. logframe indicator data have to be validated and updated to reflect results from the annual core outcome survey and recommendations from supervision missions regarding outreach, gender and nutrition; 2. IFAD's methodology in assessing the core outcome indicators in the Impact Assessment may be missing.	Moderate	Moderate
Mitigations: The lessons learned from other projects have guided the design of FSRP-SN as follows:		

<b>Risk categories and subcategories</b>	<b>Inherent</b>	<b>Residual</b>
(1) The M&E system for FSRP-SN will include both IFAD's core outcome indicators as well as project specific output indicators; (2) The PCU will include a dedicated M&E staff who will be in charge of developing a robust and easy to update/track M&E system to be aligned with the IFAD's Operational Results Management System (ORMS). Baseline studies to capture gender disaggregated data on project indicators will be conducted at design stage, to ensure continuous capture of disaggregated data in project implementation.		
<b>Procurement</b>	<b>Substantial</b>	<b>Moderate</b>
<b>Legal and regulatory framework</b>	<b>Substantial</b>	<b>Moderate</b>
Risk(s): The PEFA has given this criterion a grade of D, which corresponds to 1. The basic regulatory texts, including in particular the 2014 Public Procurement Code, are available on the public procurement portal and the ARMP website ( <a href="http://www.marchespublics.sn">http://www.marchespublics.sn</a> ) and ( <a href="http://www.armp.sn/">http://www.armp.sn/</a> ). The publication of procurement plans on the public procurement portal is mandatory (Article 6 of the CMP). It is compulsory to publish general procurement notices and public tender notices on the public procurement portal and in at least one widely circulated daily newspaper (Articles 6 and 56 of the CMP). Provisional award notices must be published in a widely circulated newspaper (article 84.3 of the CMP). Publication of final award notices on the public procurement portal is compulsory (article 86 of the CMP). The decisions taken by the ARMP's DRB on appeals appear on the website and the public procurement portal. However, the grade obtained (D) is justified by the fact that : - the audits carried out by ARMP revealed failures to register contracts on the PPMs and delays in the publication of PPMs. The PPMs published are therefore not complete.	Substantial	Moderate
Mitigations: Strengthen the capacity of Contracting Authorities to comply with the provisions below in order to obtain complete statistics: - Complete and timely registration of contracts on the PPM; - publication of general procurement notices in a widely circulated newspaper and on the public procurement portal; - publication of award notices for requests for information and prices (RFIs) on the public procurement portal		
<b>Accountability and transparency</b>	<b>Substantial</b>	<b>Moderate</b>
Risk(s): The latest Corruption Perception Index by Transparency international is for the calendar year 2022, and it provided an overall inherent risk rating bracket of medium risk. Senegal was ranked 72/180 in the world with a score of 43/100. The risk that accountability, transparency and oversight arrangements (including the handling of complaints regarding, for example, SH/SEA and fraud and corruption) are inadequate to safeguard the integrity of project procurement and contract execution, leading to the unintended use of funds, misprocurement, SH/SEA, and/or execution of project procurements outside of the required time, cost and quality requirements.	Substantial	Moderate
Mitigations: The WBG in Dakar has a dedicated team and will provide backstopping. (source IPRM PCAE). Accountability and transparency risks will be mitigated by IFAD participation in supervision and implementation support missions		
<b>Capability in public procurement</b>	<b>Substantial</b>	<b>Moderate</b>
Risk(s): The risk that the implementing agency does not have sound processes, procedures, systems and personnel in place for the administration, supervision and management of contracts resulting in adverse impacts to the development outcomes of the programme.	Substantial	Moderate
Mitigations: • Ensure that provision of procurement documents (bidding documents, requests for quotations, contracts) comply with the WB anti-corruption policy, the WB right to sanction, and the WB's inspection and audit rights, as well as relevant WB SEAH requirements (Throughout implementation);		



<b>Risk categories and subcategories</b>	<b>Inherent</b>	<b>Residual</b>
<ul style="list-style-type: none"> <li>Recruit (or attach from the Ministry) a procurement specialist (Latest 3 months after effectiveness);</li> <li>Train staff in the new procurement framework (online and/or in person) and STEP, which will be used to manage all contract transactions and related documents (Throughout implementation);</li> <li>Develop a contract management system to ensure that all contracts identified in the PPSD are managed effectively (Throughout implementation).</li> </ul> <p>After the implementation of the proposed mitigation measures, the residual risk is deemed to be moderate</p>		
<b>Public procurement processes</b>	<b>Substantial</b>	<b>Moderate</b>
Risk(s): The risk that procurement processes and market structures (methods, planning, bidding, contract award and contract management) are inefficient and/or anti-competitive, resulting in the misuse of project funds or sub-optimal implementation of the project and achievement of its objectives.	Substantial	Moderate
Mitigations: Prior review will be carried out by the WB. In addition to prior review, semi-annual supervision missions will be carried out. Annual WB procurement post review will be conducted by the WB Procurement Specialists. The sample size will be based on the procurement risk rating for the Implementing Agency. The prior review procurements will be reviewed and cleared in STEP by the WB Procurement Specialist. Thresholds for market approaches will be adopted.		
<b>Financial management</b>	<b>Substantial</b>	<b>Moderate</b>
<b>Organization and staffing</b>	<b>Substantial</b>	<b>Moderate</b>
Risk(s): The overall project's FM responsibility will be entrusted to the PIU MAERSA, to which the FM team will be attached. A member of this team will be seconded to the MEPA PIU and will carry out some specific FM tasks, including payment management.	Substantial	Moderate
Mitigations: Recruit the administrative and financial officer (no later than 2 months after effectiveness).		
<b>Budgeting</b>	<b>Substantial</b>	<b>Moderate</b>
Risk(s): The design mission assessment revealed that MAERSA is familiar with World Bank-funded projects, the institution is not familiar with IFAD fiduciary and reporting procedures. The program will use the same approach as other World Bank projects (e.g., PARIIS, P154482) to address the risks associated with weak internal control mechanisms, unqualified FM staff, and potential misappropriation of project funds.	Substantial	Moderate
Mitigations: The project will recruit an administrative and financial officer (no later than 2 months after effectiveness). In accordance with the World Bank PAD, in order to align with the World Bank's minimum requirements outlined in the World Bank Policy and Directive on IPF, in effect since 2017, the project will need to implement the FM action plan described in table 3 of the PAD.		
<b>Funds flow/disbursement arrangements</b>	<b>Substantial</b>	<b>Moderate</b>
Risk(s): The design mission assessment revealed that MAERSA is familiar with World Bank-funded projects, the institution is not familiar with IFAD fiduciary and reporting procedures. In accordance with the World Bank PAD, the project will align with the World Bank's minimum requirements outlined in the World Bank Policy and Directive on IPF, in effect since 2017. The project will implement the FM action plan described in table 3 of the PAD.	Substantial	Moderate
Mitigations: Set up an acceptable project financial and administrative manual, including specific procedures for the matching grant activities (before effectiveness).		
<b>Internal controls</b>	<b>Substantial</b>	<b>Moderate</b>
Risk(s): The design mission assessment revealed that MAERSA is familiar with World Bank-funded projects, the institution is not familiar with IFAD fiduciary and reporting procedures. The program will use the same approach as other World Bank projects (e.g., PARIIS, P154482) to address the risks	Substantial	Moderate

<b>Risk categories and subcategories</b>	<b>Inherent</b>	<b>Residual</b>
associated with weak internal control mechanisms, unqualified FM staff, and potential misappropriation of project funds (see annex 2 for details).		
Mitigations: The project will set up an acceptable project financial and administrative manual, including specific procedures for the matching grant activities (before effectiveness).		
<b>Accounting and financial reporting</b>	<b>Substantial</b>	<b>Moderate</b>
Risk(s): In accordance with the World Bank PAD, in order to align with the World Bank's minimum requirements outlined in the World Bank Policy and Directive on IPF, in effect since 2017, the project will need to implement the FM action plan described in table 3 of the PAD.	Substantial	Moderate
Mitigations: Set up an acceptable project financial and administrative manual, including specific procedures for the matching grant activities (before effectiveness). Submit IFRS compliant financial statements or additional notes to the financial statements to cover the gap between IFRS/ IPSAS and SYSCOHADA.		
<b>External audit</b>	<b>Substantial</b>	<b>Moderate</b>
Risk(s): The project will prepare financial statements in accordance with IFRS / IPSAS.	Substantial	Moderate
Mitigations: The project will make the necessary external audit arrangements in order to submit audited financial statements in the 6 months following the financial year		
<b>Environment, social and climate impact</b>	<b>Moderate</b>	<b>Moderate</b>
<b>Biodiversity conservation</b>	<b>Moderate</b>	<b>Low</b>
Risk(s): Among the activities supported by the project that could affect biodiversity conservation and the sustainable management of natural resources are the development of targeted value chains, such as maize, fruit and vegetables (onions, potatoes, banana, etc.). The same goes for activities related to the restoration of landscapes through watersheds and flood plains, water mobilization, better water retention in soils, use of vegetation as windbreaks, and irrigation development. Based on that, necessary measures will need to be taken to prevent any potential environmental risks and impacts on natural resources.	Moderate	Low
Mitigations: To promote the sustainable management of natural resources, the ESMF provides guidance on risk assessment, the mitigation hierarchy and precautionary principles in the design and implementation of such activities that may have unintended negative consequences on the ecological functions of habitats and the biodiversity they support. Thereafter, ESAs that will be prepared during the implementation phase will provide mitigation measures to ensure that project activities do not alter or cause the destruction of any natural habitats.		
<b>Resource efficiency and pollution prevention</b>	<b>Substantial</b>	<b>Moderate</b>
Risk(s): Inadequate access to clean water affects livestock productivity, especially during the dry season, compromising milk quantity, quality and hygiene. In addition, pollutants might be released in the environment, by processing facilities, hence negatively impacting the environment.	Substantial	Moderate
Mitigations: FSRP-SN will promote efficient water use management at all levels of the value chains. The Project will also focus on waste management at both production (composting), aggregation and processing levels (recycling of waste water) and will apply proper site selection of infrastructure, taking into account the proximity to water bodies, rural settlements and rural facilities in order to avoid water contamination, land degradation as well as social conflicts.		
<b>Cultural heritage</b>	<b>Low</b>	<b>Low</b>
Risk(s): The project has a very low risk of degrading the cultural heritage.		
Mitigations: No specific mitigation measure is required.		
<b>Indigenous peoples</b>	<b>Low</b>	<b>Low</b>

<b>Risk categories and subcategories</b>	<b>Inherent</b>	<b>Residual</b>
Risk(s): The programme does not target areas with indigenous peoples	Low	Low
Mitigations: No specific mitigation measure is required.		
<b>Community health and safety</b>	<b>Moderate</b>	<b>Moderate</b>
Risk(s): Some risk of potential community health issues is related to animal to human communicable diseases. There is also a risk of not attaining the anticipated nutrition outcomes if smallholder households do not consume their nutritious products (fruit and vegetables, milk) and if income earned from the sale of agricultural products is not used to buy nutritional food items at households.	Moderate	Moderate
Mitigations: Through capacity building programmes, the target population shall be sensitized on zoonotic diseases related risks, communicable diseases related risks, best practices of keeping animals in a safe manner to avoid cross species contamination, and disposal of containers of veterinary medicines. The risks of having all nutritious commodities produced marketed will be mitigated through implementation of the nutrition education and awareness raising activities		
<b>Labour and working conditions</b>	<b>Substantial</b>	<b>Moderate</b>
Risk(s): There is a risk that new activities at the household level increase the workloads especially for women and children, who are also responsible for domestic care tasks. There is also a risk of poor working conditions especially for the youth and women.	Substantial	Moderate
Mitigations: Promoting small scale mechanization will reduce the workload for farmers, women in particular. Mobilizing and organizing the youth involved in agricultural commodities collection and transportation into cooperatives and facilitating access to credit help these categories of beneficiaries to acquire improved transport means (including electric bicycles and motorcycles), to efficiently operate.		
<b>Physical and economic resettlement</b>	<b>Low</b>	<b>Low</b>
Risk(s): The project shall not promote activities that lead to the resettlement of smallholder farmers. The construction of communal water infrastructure (boreholes, irrigation schemes) shall be done on sites identified by the communities, accepted by government and in consultation with local authorities. However, in any rare case if there is need for the local authorities to expropriate land from for the construction of project infrastructure, and no other alternative could be sought, then mitigation measures shall be revoked.	Low	Low
Mitigations: In case of unavoidable eviction, compensation will be provided by the relevant authorities to individual land owners whose land had been expropriated to put up project infrastructure, as per National rules. Expropriation takes place as the very last resort, when all other avenues have failed. It will therefore be very limited and may happen only in very isolated cases. Compensation will be provided to the individuals in line with the Senegal Expropriation Laws and FPIC is observed, and a consent document signed between the evicted person and the relevant authorities.		
<b>Greenhouse gas emissions</b>	<b>Substantial</b>	<b>Moderate</b>
Risk(s): Increased dairy / irrigated crops (rice, horticultural crops) production may contribute to anthropogenic greenhouse gas (GHG) emissions, associated with land management, enteric fermentation, manure management, as well as agricultural commodities transportation, specific storage (cooling) and processing.	Substantial	Moderate
Mitigations: FSRP-SN climate change mitigation options will include the promotion of agroforestry and plantation of perennial fodder to enhance soil carbon sequestration and reduce soil erosion as well as manure and waste management to decrease water and soil pollution and increase soil fertility and structure. Finally, solar energy will be introduced at different levels of the value chains, for irrigation equipment, cold chain (cooling of milk/ dairy products, cold storage for horticultural products), water heating for cleaning and processing, and at household level for lighting which will improve time management.		

<b>Risk categories and subcategories</b>	<b>Inherent</b>	<b>Residual</b>
<b>Vulnerability of target populations and ecosystems to climate variability and hazards</b>	<b>Substantial</b>	<b>Moderate</b>
Risk(s): The risk that the project may significantly increase the exposure or vulnerability of target populations' livelihoods, ecosystems, economic assets or infrastructure to climate variability and hazards.	Substantial	Moderate
Mitigations: A targeted adaptation assessment will be prepared to inform the design, however the following measures can be proposed at this stage of concept note: - Promotion of climate resilient practices and technologies throughout the value chains; - Strengthen knowledge and skills on climate change and disseminate climate information services to smallholder farmers; - Use of climate resilient infrastructure (e.g. storage facilities) and renewable energy throughout the value chains.		
<b>Stakeholders</b>	<b>Substantial</b>	<b>Substantial</b>
<b>Stakeholder engagement/coordination</b>	<b>Substantial</b>	<b>Substantial</b>
Risk(s): The project is in direct response to two Ministries' requests for IDA financing in the broader agriculture context and within the governments' economic priorities. At government level, the stakeholder risk is lower, as the commitment and visibility will remain high even through Government changes. However, the private sector and at the forefront the producers' organizations and MSPs, and the financial system, critical parties to value chain support activities, are underfunded and under-supported. The banking sector has little appetite to tailor financial products to the agricultural sector. There is a lack of organization and capacity in a multitude of POs which reduces their ability to serve their members adequately and contribute to public policies. Stakeholders at local level may have limited capacity to sustainably take on technology and financing. As they are expected to play a strong role in the formulation of project design and implementation, and as the diffusers of policy on the ground, their irregular and unstructured set-up may hinder effectiveness. ii) Another substantial risk relates to the land reform agenda overshadowing or holding investments hostage. A complicated land tenure system underlies all discussions over agriculture and natural resources use. Hence conflicts over land-use may spill over into establishment of agriculture infrastructure or communal resources. The private sector and the financial system in Senegal are chronically underfunded, limiting their ability to represent members in public policy. At the local level, stakeholders have limited capacity to sustainably take on technology. Given that local actors are expected to play a strong role in project implementation, their irregular and unstructured set-up may hinder effectiveness.	Substantial	Substantial
Mitigations: The PCUs have prepared a consolidated Stakeholder Engagement Plan (SEP) for FRSP-SN. The SEP has identified the following stakeholders : affected stakeholders, which include the proposed 400,000 project beneficiaries (40% women), project workers (PCU staff for MAERSA and MEPA, consultants, workers of contractors, service providers and suppliers' workers), as well as stakeholders who are negatively affected by the project (members of the communities around the proposed civil works, households affected by economic or physical displacement). Other concerned stakeholders include key institutional entities, such as the Agriculture Directorate, the National Agency for the Rural and Agricultural Council, the Senegalese Institute for Agricultural Research, the National School of Agriculture, the Inter-State School of Sciences and Veterinary Medicine, the Directorates of Veterinary Services and Animal Industries, the National Center of Genetic Improvement, and the Order of Veterinarians of Senegal (ODVS). Financial intermediaries, commercial Banks or funds involved in the agricultural sector, such as the FADSR and FONSTAB, are also key strategic partners and stakeholders. Other concerned stakeholders include associations such as producer, meat and livestock associations, private veterinarians and technicians, private sector entities, NGOs, and local municipalities. Vulnerable stakeholders include beneficiaries such as women and youth farmers and pastoralists, who have limited access to financial resources, beneficiaries with disability or mobility constraints, potential beneficiaries who are illiterate, or who		

<b>Risk categories and subcategories</b>	<b>Inherent</b>	<b>Residual</b>
live in remote areas, and may not be aware of the project's activities and benefits. The PCUs have developed a consolidated SEP, which outlines key outreach strategies for the different stakeholder groups, a reporting system, as well as a comprehensive Grievance Mechanism (GM), sensitive to SEA/SH cases, with accessible reception channels for project beneficiaries and stakeholders. The SEP is also based on extensive consultations of 269 individuals (including 30% women) conducted in June 2023, representing 185 central and local government institutions, civil society organizations (women and producer organizations and associations) and the private sector. Women have been consulted as part of project preparation, and will continue to be involved in the implementation of the SEP. Moreover, as IFAD is cofinancing this Programme, with a strong focus on POs' empowerment to be stronger stakeholders part of programme designs and strategic implementing partners, a specific attention will be given to those stakeholders' engagement aspects during the next steps of appraisal and implementation.		
<b>Stakeholder grievances</b>	<b>Moderate</b>	<b>Low</b>
Risk(s): There is a risk that stakeholders do not have a mechanism to safely voice concerns related to the interventions of the project and the implications thereof, or do not have access to such mechanisms as they are unaware or it is not locally available.	Moderate	Low
Mitigations: Communities and individuals who believe that they are adversely affected by a project supported by the WB may submit complaints to existing project-level grievance mechanisms or the Bank's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the Bank's independent Accountability Mechanism (AM). The AM houses the Inspection Panel, which determines whether harm occurred, or could occur, as a result of Bank non-compliance with its policies and procedures, and the Dispute Resolution Service, which provides communities and borrowers with the opportunity to address complaints through dispute resolution. Complaints may be submitted to the AM at any time after concerns have been brought directly to the attention of Bank Management and after Management has been given an opportunity to respond.		