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REPORT OF TRIPELINE CONSULTANTS

ON THE

MID-TERM REVIEW OF THE FIVE-YEAR ACTION PLAN 2003-2007

Common Fund for Commodities



FIVE YEAR ACTION PLAN 2003-7

MID TERM REVIEW:

Revised Draft Report

5 August 2005

TRIPLELINE
CONSULTING

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Glossary of Acronyms

AU	African Union
CC	Consultative Committee
CFC	Common Fund for Commodities
COMESA	Common Market for Eastern and Southern Africa
DLP	Department of Livestock Production, Senegal
DNPIA	Direction Nationale des Productions et Industries Animales, Mali
EB	Executive Board
EU	European Union
FAO	Food and Agriculture Organisation
FYAP	Five Year Action Plan
ICBs	International Commodity Board
IER	Institut Economie Rurale (Mali)
ICRAF	International Centre for Research in Agro Forestry
INRAN	Institut de Recherche Agronomique du Niger
IRSAT	Institut de Recherche en Sciences Appliqués et Technologiques. Burkina Faso
LDCs	Least developed Countries
MARB	Ministry of Animal Resources, Burkina Faso
MARN	Ministry of Animal Resources, Niger
MPFEF	Ministere de la Promotion de la Femme Enfants et Famille (Mali)
MTR	Mid Term Review
NGO	Non Government Organisation
OMBEVI	Office Malien du Betail et de la Viande
PCM	Project Cycle Manual
PEA	Project executing agency
PKF	Points Filière Karité (PKFs)- Shea Butter
PIA	Project Implementing Agency
PM	Project Manual
SDR	Special Drawing Rights
TOR	Terms of Reference
UNCTAD	United Nations Conference on Trade and Development

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Executive Summary

- i. Triple Line Consulting Ltd was awarded a contract to undertake a Mid-Term Review (MTR) of the Five Year Action Plan 2003-7 (FYAP) of the Common Fund for Commodities (CFC) on 17 May 2005. The ToR highlighted four key aspects to the MTR:
 - A review of the **design of projects** and their relevance to the FYAP.
 - An assessment of **inter-institutional relations**;
 - **Overall assessment of the plan**; and
 - Review of the 'arrangement' with the Netherlands Ministry for Development Cooperation
- ii. The FYAP was approved by the Governing Council of the Fund in December 2002 and has been under implementation since 2003. The primary objective of the FYAP was to continue to alleviate poverty by supporting project work in commodities in the LDCs and the poorer strata of the population in other Developing Countries. The FYAP has a number of new strategic features including an increasing focus on the supply chain and market access. The FYAP also contains a number of new approaches to project implementation.

Methodology

- iii. An initial briefing was held in Amsterdam on 30-31 May and it was agreed that the MTR would consist of: (i) a desk analysis covering a portfolio of regular and fast track projects; (ii) structured interviews with the ICBs, and (iii) a field visit to Mali to review two projects.
- iv. The **portfolio analysis** was used as a supporting tool to 'map' the objectives and activities of the projects against the new strategic directions of the FYAP. The **stakeholder interviews** with the ICBs and PEAs concentrated on assessing the relationship with the CFC in the process of developing, implementing and measuring the performance of CFC projects and activities. The site visit to Mali (10-15 July) involved reviewing two projects (Shea Butter and Hides & Skins). The purpose was to consider the broad issue of their relevance to the FYAP and how the projects were being implemented and engaging with local stakeholders and national Government policies.

Key Findings

- v. Many of the new features of the FYAP have been addressed by the projects both in terms of the new strategic direction of the CFC and in terms of project implementation. There is a good spread of projects across LDCs and the activities are addressing the needs of low income producers. But the increased emphasis on supply chain and access to markets has only partially been addressed and there remains a high proportion of projects focussed on productivity improvement.
- vi. The CFC is underperforming in terms of the number of projects being identified, contracted and completed. Under the current FYAP, the CFC should aim to invest around US\$15 million annually in new projects (8-12 new regular and 10 new Fast Track projects per year). While EB approvals have met this target, signed regular project agreements average only 5 per year, and cover less than half the planned CFC investment for the period.
- vii. The CFC is a **very small player** in the overall aid and development agenda, but is potentially well-placed to play a significant **influencing role** in the international

development debate and has the potential to contribute towards improving the economic position of commodity producers. But the projects can only achieve a high impact if they become more of 'pilot' type activity with greater attention given to the dissemination of project results and best practice.

- viii. The CFC's biggest challenge is to increase the number and turnover of projects by increasing the number of project start ups, reducing the delay between project approval and commencement of activities, and shortening timelines for the completion of activities.

Recommendations

- ix. 5 broad recommendations are proposed:

1. Focus project targets to a narrower range of objectives

- This would enable the CFC to have ***a much clearer role and position as a donor.*** Increased emphasis should be placed on supply chain improvement, value added activities and market access.

2. Streamline project selection and management activities

- ***Review the Relationship with the ICBs.*** The CFC should take over the role of project supervision and monitoring of projects with the ICB's role becoming that of a technical support/advice to the project.
- ***Simplify the Consultative Committee (CC) Function*** and change the role from a round table committee activity to an ad-hoc technical resource function.
- ***Rank Priorities for project selection using*** economic criteria to reflect a project's ability to contribute to poverty alleviation cost-effectively.

3. Increase the Turnover of Projects

- ***Impose expiry dates*** for project disbursement determined from the date of the EB approval.
- ***Reconsider loans*** and whether to withdraw from offering loans for new project applications.
- ***Unfreeze undisbursed funds and commit additional projects*** on a forecast cash flow basis. Such a system would be easier to operate if key deadlines on disbursements are also imposed.

4. Increase the Demand for Projects

- ***Strengthen the Advocacy role*** of the CFC by the planned recruitment of a communications officer and through the new policy unit by strengthening the analytical base of the CFC as well as developing a greater process of engagement with other international organisations.
- ***Increase Dissemination Activity*** through advocacy activity and passive measures which would include posting project results and thematic issues on the CFC website.
- ***Consider tendering PEAs*** to improve the effectiveness of CFC projects and allow more private sector or NGO service providers to compete for projects.

5. Strengthening Project Cycle Management (PCM)

- **Improve project** log frames so that they become more of a management tool for the CFC and enable the measurement of the progress of project results against a baseline.
- **Support PEAs** in the preparation of appropriate systems for reporting project progress to the CFC. The CFC may consider some PCM workshops or developing some training material for the PEAs.

1 Introduction

1. Triple Line Consulting Ltd¹ was awarded a contract to undertake a Mid-Term Review (MTR) of the Five Year Action Plan 2003-7 (FYAP) of the Common Fund for Commodities (CFC) on 17 May 2005. This contract was awarded following a proposal submitted on 3 May 2005 and subsequent discussions with Triple Line and CFC which involved a revision in the budget to enable more site visits.
2. Detailed terms of reference (ToR) are set out in Annex 1 with the following summary of the scope of work:
 - 1) Assessment of **project design**, implementation and impact
 - 2) **Assessment of inter-institutional** cooperation
 - 3) **Overall assessment** of the plan including:
 - Describe the results of the work in relation to the stated objectives;
 - The extent to which CFC has appropriated itself new concepts of the Plan, such as the supply chain.
 - Extent to which objectives were met and determination of whether this was a problem of implementation of the FYAP or design.
 - Critical success factors for and obstacles to implementation.
 - Extent to which the FYAP results could have been achieved more cost effectively
 - 4) **Conclusions and recommendations**: Elaboration of the best or most efficient delivery mechanisms to obtain results in the field.
3. An additional task was added to include a mid-term review of the Arrangement between the Netherlands Ministry for Development Cooperation and review the implementation of the arrangements and address:
 - Pace of utilisation of Funds vis-a-vis the anticipated utilisation.
 - Criteria used by CFC in deciding to include selected projects for funding under the Dutch co-financing facility while not including other projects for such co-financing.
 - How essential has the co-financing facility been for the ability of the Fund to finance selected projects.
4. An initial briefing meeting with the CFC was conducted on 30-31 May in Amsterdam to clarify the terms of reference (Annex 1) and agree the timetable of activities as follows:
 - The draft final report on 25th July 2005 and final report submitted on 1st August 2005.
 - Presentation to the Executive Board Working Group on 25 August 2005.
 - Presentation to the Executive Board on 3rd October.

¹ Team: David G.V Smith, Jos Haynes and Miranda Hungerford

5. It was also agreed that the team should conduct a site visit to two CFC projects (CFC/FIGOOF/23 – *Shea Butter Quality and Marketing Access* and CFC/FIGHS/04 – *Hides and Skins Improvement, West Africa*) see Annex 3. CFC recommended a site visit to Mali, which was conducted between 10-15 July, to assist in the assessment of the way in which projects are designed, implemented and monitored.

2 Background

6. The Common Fund for Commodities (CFC) is an autonomous intergovernmental financial institution established under the framework of the United Nations Conference on Trade and Development (UNCTAD) in 1989. The first project was approved in 1991. Since 1998 (the start of the previous five year action plan) a total of 75 projects have been approved resulting in commitments of SDR73.2 million in grants and SDR12.8 million in loans. Disbursements to date total SDR 23.2 and SDR 0.4 million respectively (see Table 1).
7. The CFC is a partnership of 106 Member States plus the European Union (EU), the African Union (AU) and the Common Market for Eastern and Southern Africa (COMESA). The rationale of the CFC is to enhance the socio economic development of commodity producers and to contribute to the development of society as a whole. The CFC has a unique **commodity focus** which allows it to address the general problems of commodities in regions, rather than a single country.
8. Projects are generally developed and presented to the CFC by the International Commodity Boards(ICBs) within two broad areas:
 - **commodity development measures** aimed at improving the structural conditions in markets and includes research, productivity improvement, technological transfer, diversification and processing. These are financed from the Second Account.
 - **commodity market development** activities which includes physical market development; facilitation of private sector initiatives and commodity price risk management. These are financed from the First Account Net Earnings.
9. The great majority of projects are financed from the Second Account.
10. The governing bodies of the Fund are its Governing Council and the Executive Board. The Governing Council meets once a year, and the Executive Board and Consultative Committee, biannually. The Executive Board is advised by a Consultative Committee on the technical and economic aspects of projects submitted to the Fund.
11. Projects are financed either by loans, grants or a combination thereof and can go through a standard project selection cycle or the **fast track** process which was introduced in 1997 for projects of less than

US\$120,000². Fast track projects are approved by the CFC Managing Director subject to the recommendation of the CC.

12. A feature of CFC projects is that they are normally submitted to the CFC Secretariat by an International Commodity Board (ICB). The ICBs must support the projects they submit. The selection and implementation process then follows a full 10 step project selection and management cycle as shown in the Project Manual³. The manual also sets out the procedures for project selection and development. Thus an **early consultation** process occurs between the CFC, the ICB and the project proponent, before the project is presented to the CC.
13. Projects should have the following features:
 - (i) A supervisory body (the ICB) which is responsible for project monitoring and "evaluation";
 - (ii) A **project executing agency** (PEA) responsible for the management of the project and usually nominated by the supervisory body;
 - (iii) A **project implementing agency** (PIA) which is usually an institution, a line Ministry or NGO responsible for the implementation of activities in each country;
 - (iv) **Cost share** (including in-kind contribution from the PEA/PIA) so that CFC does not fund more than 50 per cent.
14. The FYAP was approved by the Governing Council of the Fund in December 2002 and has been under implementation since 2003. The primary objective of the FYAP was to continue to reduce:

"the economic imbalance between developed and developing countries, assist in making commodity chains efficient and diversifying commodity production and improving quality and productivity in a sustainable way aiming at predictable conditions in commodity trade".
15. In terms of the **process issues** on how projects should be designed and implemented the following key changes were highlighted:
 - Project design and monitoring will be **impact-orientated**;
 - Greater involvement by the CFC in **project design** in close contact with the beneficiaries and country representatives;
 - **Capacity building** and emphasis on the use of local expertise;
 - Guidelines for reducing the complexity of projects were introduced with the **phased implementation of projects** starting with a pilot; and greater emphasis given to the replication of projects in **different regions** taking account of their special circumstances.

² value of fast track projects doubled in the current FYAP from \$60,000

³CFC. Manual for the Preparation and Management of Projects to be Financed by the Common Fund for Commodities 5th Edition, 2nd Revision May 2004

3 Methodology

16. The ToR (Annex 1) sets out the four key aspects for the consultants to consider including:
 - (i) A review of the **design of projects** and their relevance to the FYAP;
 - (ii) Assessment of **inter-institutional relations**;
 - (iii) **Overall assessment of the plan**; and
 - (iv) Review of the 'arrangement' with the Netherlands Ministry for Development Cooperation.
17. The ideal approach of an MTR would be to analyse the extent to which the *objectives and targets* set out in the FYAP have led to a set of *well designed and relevant* activities and whether these activities can be expected to achieve the desired *results* and subsequent *impact* on the intended beneficiaries and the wider development goal of *poverty reduction*.
18. In order to achieve this objective the FYAP emphasised the following strategic changes to the CFC activities (see Annex 1):
 - Greater attention to the **supply chain concept** in project design, implementation and monitoring;
 - Increased emphasis on **diversification**; and
 - Increasing the **advocacy role** of CFC in international fora and more emphasis on information dissemination.
19. But in view of the fact that comparatively few projects from the FYAP have been completed it was agreed that the MTR team would concentrate on analysing desk based material (project reports and monitoring data, FYAP documentation, meeting reports, etc.) and conduct a number of key stakeholder interviews, including with the CFC Secretariat, ICB partners, PEAs, and the Executive Board. A former member of the Consultative Committee was also interviewed. Detailed analysis and interviews at the project level was deemed inappropriate. Consideration was given to undertaking questionnaire/telephone interviews of project beneficiaries; but this was rejected on the basis that there was insufficient time to conduct such a survey.
20. It was agreed with CFC on 30-31 May that the MTR would concentrate on a strategic analysis of the relevance of the activities in the FYAP and examine the **design** of projects and assess the extent to which the proposed activities of the projects are appropriate and relevant in meeting overall objectives and targets of the CFC. The following approach was adopted:
 - Document review of the key strategic reports (see Annex 8 for references);
 - Portfolio analysis of a sample of main projects and fast track projects;
 - Stakeholder consultation on the FYAP concentrating on interviews with the CFC staff, ICBs, PEAs and EB; and
 - Site visit to two projects in Mali.

21. The purpose of the **portfolio analysis** was to 'map' the objectives and activities of the projects against the new strategic directions of the FYAP. This rapid review has been used as a supporting tool for our analysis of the extent to which the FYAP is being achieved and (where possible) identifying project implementation issues which could be affecting the extent to which the FYAP is being met across the portfolio as a whole.
22. A simple scoring system was developed to measure the extent to which the criteria of the FYAP were being met for each project.
 - 1=not addressed
 - 2=partially addressed
 - 3=well addressed
 - 9=not applicable/not possible to judge from information provided
23. A total of 18 regular projects and 5 fast track were reviewed (see Annex 2) and an analysis was undertaken of the frequency of different project characteristics and objectives. It should be noted that it would not be possible for an individual project to meet *all* criteria, and that a "1" rating does not necessarily imply failure, but simply that the project targeted other criteria.
24. The **stakeholder interviews** with the ICBs concentrated on assessing *the process* of developing, implementing and measuring the performance of CFC projects and activities. Thus discussions centred on the **relationship** between the ICBs and the CFC and whether the intended outcomes as set out in the CFC's mandate and FYAP were being achieved. A total of 15 interviews (including 3 telephone interviews) was undertaken (see Annex 7). In addition, the views of three PEAs were sought on operational aspects of working with the CFC.
25. The consultants undertook a site visit to Mali for the period 10-15 July and visited two projects: *Improving Product Quality and Market Access for Shea Butter Originating from Sub Saharan Africa*(CFC/FIGOOF/23) and *Hides and Skins Improvement Scheme in Selected West African Countries* (CFC/FIGHS/04). The consultants did not monitor the performance of the projects or undertake an evaluation of the strategic objectives of the project (see Annex 3).
26. The purpose of the site visits was to consider the broader issues of:
 - Whether the projects fell within the CFC mandate and the FYAP;
 - How the projects were being managed and implemented including the process of engagement with local stakeholders, and project implementation agencies (PIAs);
 - Whether the projects were consistent with, and supporting national Government policies.

4 Summary of FYAP Activities

4.1 Regular project status: grants and loans

27. In order to show change or development under the current FYAP, this section compares project approvals, financial commitments and disbursement levels under the current FYAP with those of the previous FYAP. Table 1 shows the total annual commitments and the disbursements against those commitments since 1998 for all regular projects. The cumulative totals are given in table 2 together with an expected pattern of disbursements. Table 3 shows the number of projects started and completed annually and CFC's projection (derived from individual project data supplied by CFC) of the number expected to be completed during 2005. Some additional analysis on the on the timeline between the EB approval of the project and agreement is shown in Annex 5. It should be noted that the data for the current FYAP relates to 2003, 2004 and the first half of 2005 only.

Table 1: Disbursements against Commitments

		Grants			Loans		
		Commitment SDR	Disbursed SDR	%	Commitment SDR	Disbursed SDR	%
Previous FYAP	1998	13,696,362	9,546,551	70	777,504	0	0
	1999	5,451,550	2,866,537	53	831,946	352,536	42
	2000	6,954,136	2,250,306	32	5,956,302	0	0
	2001	13,528,186	3,428,961	25	2,139,939	0	0
	2002	12,972,463	3,528,488	27	0	0	
Current FYAP	2003	9,442,823	1,277,973	14	0	0	0
	2004	9,646,823	285,007	3	2,061,665	0	0
	2005*	1,492,142	0	0	1,018,375	0	0
Total 1998-2005*		73,184,485	23,183,823	32	12,785,731	352,536	3
Total current FYAP		20,581,788	1,562,980	16	3,080,040	0	0

* January to June only

28. The following key observations are made:

- The annual commitment on regular projects has averaged just under SDR12 million per year for the past seven years. However, it has varied between nearly SDR16 million in 2001 to just over SDR6 million in 1999. In the current FYAP, it has averaged SDR10.5 million (to end 2004). This is approximately in line with the current FYAP target of US\$14 million commitment on regular projects per year. Because the SDR has appreciated against the \$ since the beginning of the current FYAP (from US\$1.35 to US\$1.54 per SDR), the 2004 commitment was actually worth US\$17 million.
- The total commitment over the period 1998-2005* was SDR86 million consisting of grants (85%) and loans (15%). Grants are

slightly but not significantly higher in the current FYAP at 87% of total commitments.

- Disbursement of grants against these commitments reached SDR23 million (32%) while loan disbursement is just SDR0.3 million (3%). Disbursement percentages are substantially higher for projects in the previous FYAP because the projects have had many more years in which to absorb/utilise the funds. Thus 70% of the grants committed for projects in 1998 have been disbursed, compared with 14% for projects approved in 2003.
 - Loan disbursements are at extremely low levels even for funds committed 3 or more years ago.
29. The cumulative level of disbursements (Table 2) is 66 per cent for 1998 projects falling to 27 per cent for projects approved from 1998 to 2005. The expected level of disbursements should be closer to 100 per cent and 75 per cent respectively for these years. The level of disbursements is low because of delays in project start up, delays during implementation (8 projects, mostly from before 2000, have extensions) and some failed to start. In the previous FYAP, the average delay between approval and agreement was 22½ months; with on average a further 10 months delay during implementation. In the current FYAP, the delay between approval to agreement appears to have improved at 11 months. However, one-third of the projects up to December 2004 still had no agreements (some even after 2 years). Given these delays, it is not so surprising that in the previous FYAP only 4 projects out of 52 approved have been completed to date. Current plans are for a further 8 to finish by the end of 2005. But 10 projects have yet to begin (see Table 3).

Table 2: Cumulative disbursements against commitments (Grants & Loans)

	Cumulative pattern		Expected cumulative disbursement by 2005** %	Project duration (ave. mths)
	Commitment SDR	Disbursements against commitment for year SDR		
1998	14,473,866	9,546,551	66	44
1999	20,757,362	12,765,624	61	38
2000	33,667,800	15,015,930	45	42
2001	49,335,925	18,444,891	37	41
2002	62,308,388	21,973,379	35	41
2003	71,751,211	23,251,352	32	44
2004	83,459,699	23,536,359	28	37
2005*	85,970,216	23,536,359	27	n.a.

**Assuming projects begin in January in year following Board Approval, and disbursements are evenly spread over project duration and projects are of 42 months duration

Table 3: Project completions

Approval year	Total approved	Total completed	Total yet to start	Forecast Completions (2005)
1998	11	3	1	3
1999	9	1	0	2
2000	8	0	3	1
2001	12	0	4	1
2002	12	0	2	1
2003	10	0	4	0
2004	9	0	6	0
2005*	5		5	
Total	76	4	25	8

30. This analysis compares the previous FYAP with progress to date under the current FYAP, and ignores projects approved in the period 1991-97. Some of these are not yet finished and disbursements on these are continuing. If all projects (regular & fast track) since 1991 are included, then the level of disbursements is 46% of the commitments. In a mature programme, with a project length of four years from approval to completion, one would expect this level of disbursement to rapidly approach 90% (or more) because all projects approved more than 4 years previously would have been fully disbursed.
31. The project delays are partly attributable to the complex project agreement procedures which require agreement from a number of different parties: Governments, PEAs and PIAs, other beneficiary institutions and NGOs. Loan agreements are another source of delay before project start up.
32. These delays tie up CFC funds which could be financing other projects. It appears that CFC could be funding twice as many projects as it does since its committed funds are only half utilised. Rather like commercial banks which lend a multiple of their deposits because they know from experience the extent to which these deposits will actually be called upon, the CFC could commit far more funds than it does.

4.2 Fast Track Projects

33. Table 4 shows that there has been a steady increase in the number of fast track projects since 1998, increasing from an average of 4 in the first two years to 12-13 during the current FYAP. It should also be noted that the average size of the fast track project has increased significantly with the average CFC contribution increasing to around US\$70,000 in 2003 and 2004.
34. Thus the CFC is exceeding its target of implementing around 10 fast track projects per year and is within its target annual budget of around US\$1m.

Table 4: Fast Track Grants

	Total Cost US\$	CFC Cost US\$	No	Average US\$	Average CFC US\$
1998	128,866	116,730	4	32,217	29,183
1999	137,750	119,500	4	34,438	29,875
2000	533,000	446,000	10	53,300	44,600
2001	910,861	777,800	14	65,062	55,551
2002	1,143,992	654,250	12	95,333	54,521
2003	1,317,809	878,769	12	109,817	73,231
2004	1,384,277	892,682	13	106,483	68,668
Total	5,556,555	4,717,702	69	80,530	68,372

5 Key Findings

5.1 FYAP objectives addressed by projects

35. The FYAP specifies a large number of project features which should be included in projects over the plan period. It is difficult to embrace all of these new aspects and there is some inconsistency between the features. For example there is an increasing emphasis on loans, though the CFC is also to target more projects in LDCs which are to receive grants, not loans. Since the CC selects each project on its merits without any reference to other competing projects, it would be a matter of chance whether the portfolio of projects as a whole included all these features.
36. The CFC has a hierarchy of objectives with lower order objectives supporting the ultimate objective of poverty alleviation and reducing economic imbalance. The project objectives since the beginning of 2003 largely reflect the FYAP requirements. All the objectives except supply reliability improvement/market stability are to be found, and even this objective could arguably be implicit in some projects (see Figure 1 below). The most frequent objective is productivity improvement, followed by quality improvement and value added activities. There is also one important objective not found in the FYAP – the expansion of demand. At least one project had this as its main objective. Since, if successful, this should result in price and income increases for the producer (provided that there is a competitive market chain), it is surprising this is not a supporting objective for the poverty alleviation aim.

Figure 1: Objectives of regular projects (2003 to date)

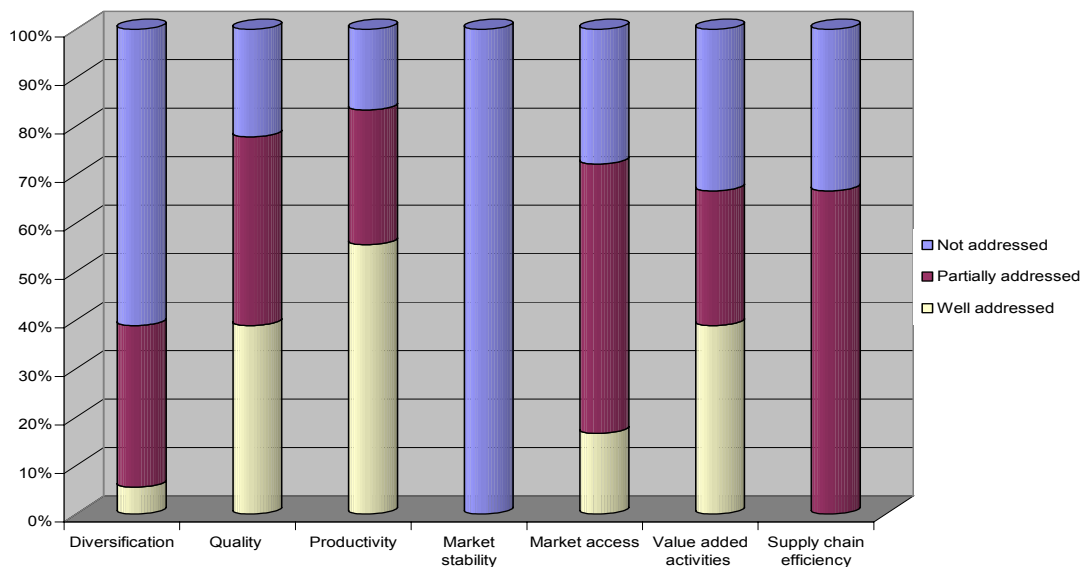
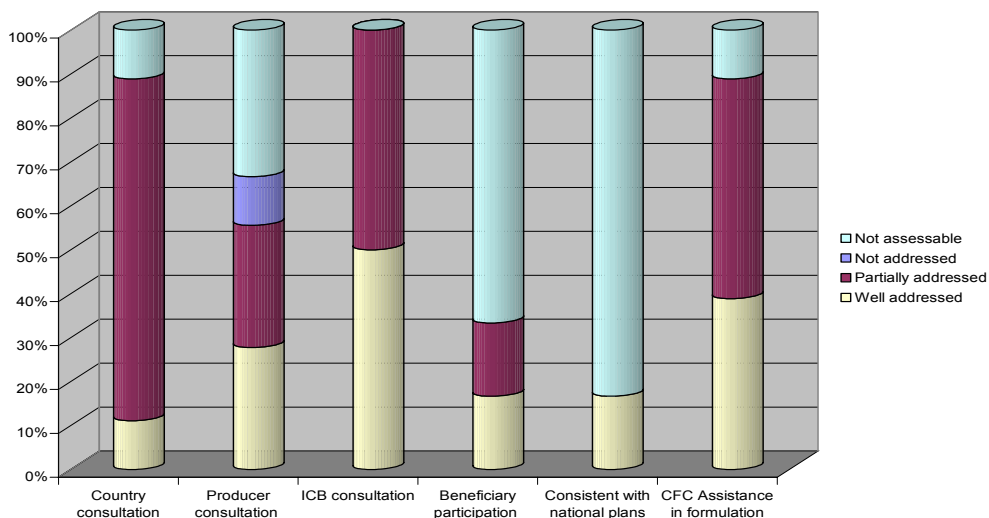
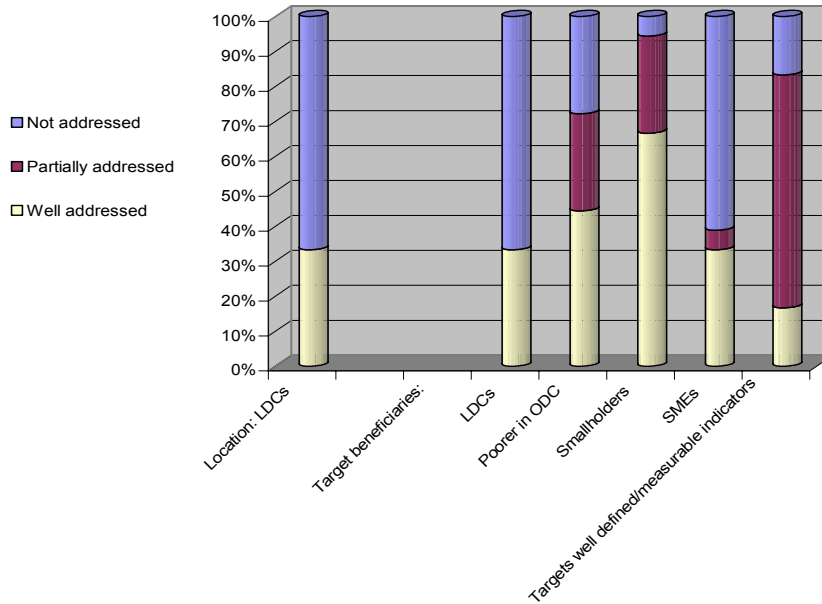


Figure 2: Distribution of FYAP features in project preparation



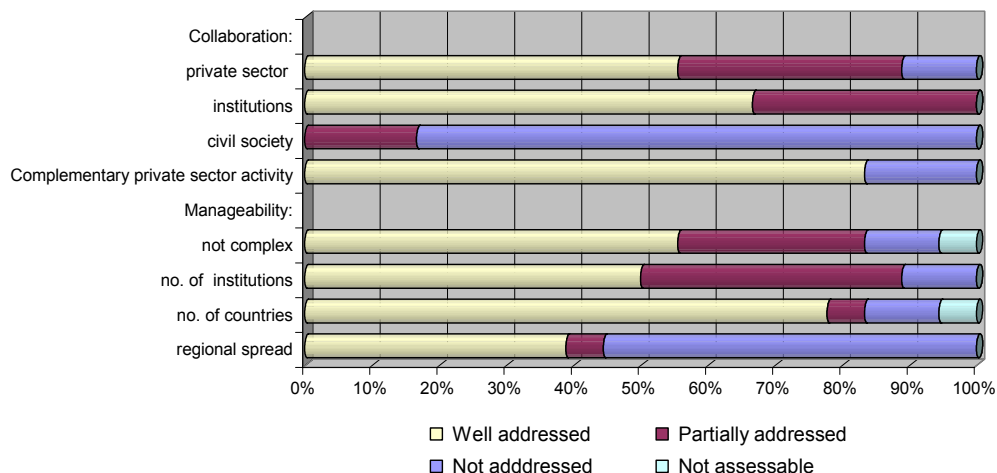
37. The portfolio analysis of the preparation features of projects approved under the current FYAP suggests that all of the sought-for features are in the approved projects to some extent (see Figure 2). For example, consultation with the ICB, with relevant member country, with producers and other beneficiaries occurred in at least 90 per cent of projects where an assessment could be made. But documentation was often weak on this point and it was the case that producer and beneficiary consultation was often not mentioned explicitly.
38. For the same reason, it was not possible to make a conclusion on consistency with national plans, although evidence from elsewhere (see 5.2) suggests the lack of evidence also correlates with a lack of attention to it.
39. Figure 3 shows the distribution of projects according to FYAP target beneficiaries. 30% of projects are based in Least Developed Countries (LDCs), and they also comprise the same percentage of target beneficiaries (in terms of project numbers). The poorer strata in other developing countries (ODCs) and smallholders/peasant farmers in general are the major target of 70% and 90% of the projects respectively.

Figure 3: Project targets



40. The FYAP calls for quantitative and qualitative targets in the design so that project progress can be monitored and measured. In fact, the logical frameworks rarely contain measurable quantitative targets, referring instead to increases in certain variables. As baseline data is usually not provided, the target is not known either. Generally, the logical frameworks provided for each project are inadequate at identifying the logic of the project. Barely 15% of projects addressed this aspect well. FYAP requirements in terms of manageability and collaboration are addressed overall, although there was little evidence of collaboration with civil society (see Figure 4). Projects were also complementary with private sector activity. The results for manageability are not easy to interpret. It is a subjective matter as to whether too many institutions or countries are involved in a project and because there is little progress in most projects there is no empirical evidence to suggest whether the “right” number of countries is involved.

Figure 4: Collaboration & Manageability



41. The FYAP also called for many other aspects to be taken into consideration in the design of projects. Figure 5 shows the extent to which these have been addressed to date. All aspects listed in Figure 5 are addressed well or partially, with the exception of gender issues. It was not possible to assess whether CFC loans had been used as seed funds. Although only about 15% of projects tackled a gender issue, gender may not be associated with many of the economic problems that the CFC is helping to combat. Nevertheless consideration of gender issues in the project documentation is lacking.
42. Projects to date have not usually addressed the other issues of the FYAP, namely: **ethical and fair trade, corporate responsibility, organic production**, and orphan and non-traditional commodities. The issues have been well or partially addressed in 5-15%. Again, little significance should be attached to these low figures since the majority of projects cannot tackle all issues simultaneously. Whether projects should address these issues at the expense of other issues depends upon the Fund's priorities. To date, these priorities have not been made explicit (see Figure 6).
43. The FYAP also calls for economic and financial assessments of projects, with the latter being essential for all loans provided. In the current FYAP, only two projects up to end 2004 have loan components and as far as can be assessed, some form of financial assessment has been made in these cases. However, in the two cases examined there was no sensitivity analysis to test the robustness of the numerous assumptions. One has to be wary of single figure estimates of returns based on predicted market and technical outcomes over the next ten years. The risk involved cannot always be encompassed and described in one simple rate of return. In neither case was the financial assessment presented in a form suitable for scrutiny.

Figure 5: Other design features

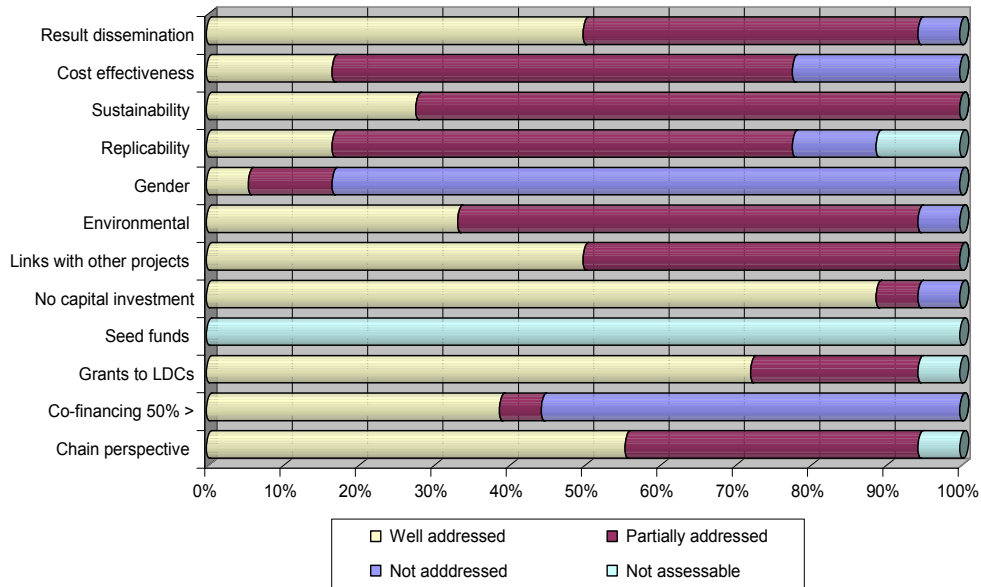
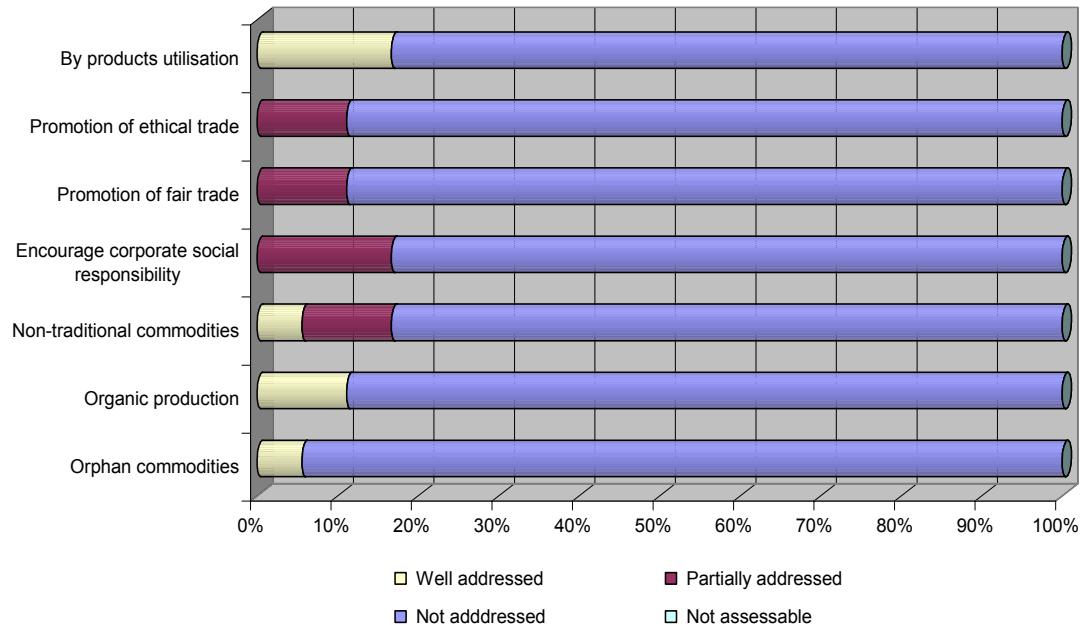


Figure 6 : Other aspects to be addressed under the FYAP



44. The interpretation of economic assessment also appears to be broad. In most cases, it seems to be a list of the possible benefits from the project, sometimes supported by only limited calculations to indicate their magnitude. While full economic analysis of every project would be extremely demanding and, given the usually small project size, not

justifiable, there does not appear to be sufficient economic analysis in the assessment of costs, benefits and distributional impacts of projects.

Fast Track Projects

45. The FYAP provides for an average of 10 fast track projects per year to include workshops, studies and pilot projects. 34 Fast Track projects have been approved under the current FYAP, with 9 approved in the first half of 2005. This increase is not due to an increase in applications – the number of applications at the last two CC meetings was at its lowest since at least 2002. The increase comes from decisions by the CC to recommend that some applications for regular project funding should start off as pilot projects under the Fast Track procedure. This is fully in line with the intentions of the FYAP.
46. Just under half the projects were studies, just under one-third were workshops, 12% were pilot projects, and 9% were official meetings. Analysis of these projects was limited to a sample of six, representing different commodities and different types of activity. One project proved not to be assessable due to insufficient documentation. The results obtained are inconclusive because of the small sample size and the heterogeneity of the population but they do suggest that the main requirements of the FYAP (as discussed for regular projects) are being addressed. The principal shortcoming in the small sample was the poor documentation and outputs, particularly the latter from some workshops. However, these activities deserve a fuller assessment than was possible under this review. The results are shown in Annex 2.

5.2 Assessment of Project Selection Process and Relations with ICBs

Project Selection and Relations with the ICBs

47. There are two key players in project formulation and design: the initiating organisation and the Consultative Committee (CC). In principle the ICB should have an important role but in practice this is not always the case. It is difficult to generalise about the ICBs because they are a heterogeneous group, and exceptions will always be found. But unless ICBs have dedicated full time project officers, the amount of input they provide into developing proposals is small. The main work of the FAO ICB secretariats, for example, is policy and market analysis, and most have little time for improving proposals substantially. This also applies to other ICBs with small full time secretariats. Many also feel they do not have particular expertise in project design. Their essential role is to **serve as a conduit** between the proposer and the CFC, and to proffer advice to the proposer on what the proposal should or should not include. At this and other stages of the project cycle the ICBs make good use of the project manual (PM) which is regarded as an essential and extremely useful tool.
48. The initiating organisation normally has plans for itself to play a major role in the project, either as the PEA or an implementing agency. As such, it may not be best placed to develop an objective proposal and

design best suited to the project aims. The CC usually asks for substantial modifications to proposals, and even when it recommends approval, this is usually subject to further changes being made to the design. Only 35 per cent of proposals for regular projects received the CC's approval (usually qualified) on first presentation (see Annex 6).

49. The CC has a huge responsibility since it reviews all project proposals, provides summary recommendations on the changes needed, and effectively takes the decision whether to approve the project or not. (It should be noted that that the EB has not so far acted contrary to the CC's recommendations). It does all this for more than 30 commodities (potentially more than 100 given the list of commodities in the Project Manual) and the many regions of the world where they are produced. Their role is an unusual one in that they combine design advice coupled with decision making on whether the proposal be accepted.
50. Project selection in most development agencies is guided by reviews by a small number of *ad hoc* technical experts, selected for their expertise on different aspects of the project proposal. It could also be argued that a large committee is not the best forum in which to examine and discuss some highly technical and detailed aspects of proposed project organisation and coverage. There is also a question of whether the Committee's perceived adversarial and inquisitorial approach to applicants is helpful.
51. The CFC Secretariat provides project formulation advice based on the project manual and FYAP requirements, and liaises with the ICB. Although project managers have substantially more experience than most ICBs of project development, and a thorough understanding of CFC requirements, their expertise does not appear to be actively utilised in the early stages of project development. Otherwise, the CC would not find so many problems in the proposals. The Secretariat's main input appears to come at the final stage when the CC has given qualified approval to a project and leaves it to the Secretariat to ensure that all its recommendations are incorporated.
52. The current approach results in one obvious problem – the delay from the time the proposal is first considered by the CC to the time a decision is made which is on average 10 months per successful regular project application. The delay depends on how much revision has to be done and how responsive the sponsoring organisation is.
53. By introducing the Project Preparation Facility (PPF) where loans are involved, the CFC has recognised that sponsoring organisations may not have the right expertise and that the ICBs may not have the time to spend on the proposals. The PPF also gives the CFC a more rigorous and independent analysis of the viability of the proposed loans. The CFC has also supported the development of other projects by providing funding for external consultants in the preparation stage. Eight projects out of 23 have benefited from this approach so far under the current FYAP.⁴

⁴ (i) Control of Coconut Lethal Yellowing Disease, (ii) Shea Butter Quality and Market Access, (iii) Organic Tea Phase II, (iv) Coffee Quality Improvement- Africa, (v) Artisanal

54. Another contributory factor to the delay is the fact that the CC meets just twice a year. Even if there is an immediate response on the part of the ICB or project initiator to CC recommendations for change, the revised document will not be considered for another six months. A number of ICBs questioned the necessity for this. With modern communications, virtual meetings and reviews can take place at any time, without the need to assemble a large number of people in Amsterdam.
55. Most ICBs were openly sceptical of the merits of identifying so many features that should be considered when developing a project, as the FYAP requires. Further, the criteria were so numerous that the CC could, if it chose, select or reject any project by being selective in the criteria applied. However, they did advise project sponsors to pay attention to them since they believed that reference to as many as possible increased the chance of approval. A general opinion amongst the ICBs was that there was little new in the current FYAP, rather a change in the presentation of the same concepts. The FYAP thus does not appear to have had a great impact in changing ICB thinking or their approach.
56. Some of the new FYAP features are not being adequately addressed by the ICBs, in particular there is little evidence of reference to National Development plans by ICBs. The assumption is that if the sponsoring organisation has the support of a Ministry, or the project is supported by the IGG then this signifies approval by the member country and consistency with national plans. This may not always be the case. A couple of examples were given where Ministry/institutional support appeared to derive from individual lobbying rather than as part of a long term plan. There is a similar requirement within the Project Manual for all projects to be consistent with ICB strategies. But ICB strategies are not necessarily relevant, despite the exhortations of the CFC for them to be revised and updated periodically.
57. The chain management perspective of the FYAP provoked two contrasting responses from the ICBs. On the one hand, it was believed this was nothing new, that ICBs, being answerable to producers and consumers, had always taken a chain perspective on any project proposal. On the other hand, the CFC was criticised for having a too limited interpretation of the chain – it did not end when product reached the exporter/importer.

Project implementation and management

58. CFC projects often have complex management structures because of their multi-country orientation. The project executing agency (PEA) is the pivot in the management, being responsible to the ICB for all financial and other reporting, and managing different implementing and

other collaborating agencies in each country. When the PEA is not based in the countries where the project is being implemented it appoints a locally based co-ordinator who is another intermediary in the management of the project.

59. In principle the ICB screens or reviews all PEA reports and subsequently submits these to the CFC. However the ICB may be bypassed or may just receive copies of the reports submitted directly to CFC by the PEA. In any event, **the ICB frequently does not play the supervisory role that is intended.**
60. The lack of involvement by the ICBs in supervision increases the workload on CFC project officers, and possibly makes demands on them that they are not equipped to deal with. The division of responsibility between the CFC and the ICB should be that the Secretariat would concern itself with financial matters and supporting documentation and the ICB with technical matters. Any deficiencies requiring remedial action would require a dialogue between the PEA and the ICB as the supervisory body. The reality is that the PEA answers to both organisations and it is the CFC that takes the controlling role. This is an inefficient management structure.
61. ICBs have little time for undertaking work for which they are not remunerated. This is a core problem that extends to all ICB involvement with the CFC and impacts on the efficiency and effectiveness of CFC activities.
62. For some ICBs, CFC funded projects are a core part of their activities and extremely important. For others, the projects are peripheral and can be perceived as an incursion into their main activities. The interest in developing projects (and taking an active supervisory role) therefore varies tremendously from one ICB to another.
63. The lack of enthusiasm by some ICBs for CFC projects may also partly explain why the demands on CFC funds are small. An international organisation which provides grants for development projects is normally subject to a demand which exceeds its ability to meet. Rationing is through the project selection process when only the "better" projects are given funding. However, this rationing process has only been necessary on two meetings of the CC (in late 2003 and early 2004); the rest of the time there have been more than sufficient funds to meet the requests of competing projects of appropriate quality. It is noteworthy that nowhere in the list of criteria for determining priorities was there mention of rate of return, cost effectiveness or any other economic criterion.
64. Project site visits are usually undertaken annually by the CFC and ICB representatives together. Again, the major responsibility appears to rest with the CFC official who writes the monitoring report. The ICBs emphasised that these visits were useful for them in understanding the issues on the ground but there was no general desire to take greater responsibility. Not only does the CFC have to make up the shortfall in supervisory time (or allow the level of supervision to fall), the other aspect of these co-operation arrangements is that CFC does not fully

benefit from the undoubted technical capabilities that many of the ICBs have.

65. The key to good project management is to have a good managing agency which minimises the need for interventions by the CFC or the ICB. Experience to date with PEAs has been variable: some have clearly not been able to meet the demands of the work. A major difficulty for some ICBs lies in identifying the better agencies which could act as PEA. Judging from the selected PEAs, in most cases the choice appears to be limited to publicly funded international or national agencies. It is therefore surprising that there is no contracting of projects to commercial service providers which is normal practice for other donor funded programmes.
66. PEAs find the CFC administrative requirements quite difficult to meet, at least initially. Once the requirements are understood, and the PEA develops its own system to satisfy them, the CFC's payments system is seen as efficient.

5.3 Assessment of Project Results and Impact

Project Results

67. In the period under review (2003-mid 2005) five projects from the previous FYAP (1998-2002) were completed. The completion of CFC projects is marked by an "evaluation" workshop at which the results of the project are summarised and discussed with stakeholders. This is the occasion for the final visit by the CFC and the ICB and is a useful way for reinforcing the project message and ensuring some dissemination of results amongst stakeholders. It is also the key point when responsibility for dissemination of project results passes from the PEA to the CFC. Full impact evaluations are undertaken on a sample of projects.
68. For projects approved under the current FYAP there can be no final results at present, given the average planned regular project operational length of 39 months. Progress reports were available for just six projects since most projects have not yet started or have not run sufficiently long to have to submit reports. The format for the reporting is set out in the Project Manual but the quality of the information submitted is highly variable making it difficult in a number of cases to discover whether the project was on track or not.
69. A common feature to most was that the planned progress had not been achieved for a variety of reasons such as weather and lack of finance. Another reason is probably a level of over-ambition in project design. However the first year is usually the most difficult since relationships have to be developed with institutions and stakeholders, and important decisions have to be delayed until the project structure is settled.

Impact: Lessons Learnt from Evaluations

70. Three ex-post evaluation reports were reviewed:

- (i) Ex-post evaluation of “*Development and Promotion of Value-Added Meat Product in Sub Saharan Africa*” GCP/UGA/033/CFC.
- (ii) Ex-Post evaluation of “*Integrated Pest Management for Cotton*” CFC/ICAC/03.
- (iii) Ex-Post evaluation of “*Research and Development for the Genetic Improvement of the Olive*” CFC/IOOC/01.

71. Some of the key findings from the evaluation reports are shown below:

Key Finding	Comments /Lesson Learnt
<p>1. The choice of PEA is absolutely crucial to project success. E.g. In project (ii) the choice of PEA was considered inappropriate as their managerial experience on projects in LDCs working with smallholders was lacking.</p>	<p>PEAs remain of varying quality across the current portfolio and our consultation indicated that there remained a level of unwillingness to drop or change a non-performing PEA because of the difficulties and delays this would cause.</p>
<p>2. Limited quantifiable performance indicators or adequate use of logframes. This limited the ability of the evaluators to assess performance against clear indicators and was a limiting factor in successful and active monitoring of the projects during implementation.</p>	<p>Projects now all have logframes and clearly set out work plans with performance indicators.</p> <p>The quality of performance indicators and the use of appropriate baselining is still mixed (see Annex 4).</p>
<p>3. Consultation of the stated target beneficiaries in project design and preparation is crucial to the appropriate development of activities to address the needs of the beneficiaries in accessing markets and/or improving livelihoods.</p> <p>In project (ii), the consultation was mainly carried out with the research institutions, and PIAs and not with the small scale producers. As a result the project contained insufficient activities/components focused on how the new methods and technology would reach the producers.</p>	<p>From the evidence reviewed there is an impression that the process of consultation has improved and that project proponents, and project assessors attach greater importance to this. For example, a recently started project focused on the development of cocoa quality and productivity improvement, which, like the cotton project, contains significant research components, however this is coupled with highly participatory small grower assessment of new varieties and approaches to growing, and consideration of how the small growers will access these benefits through input supply chains and training services.</p> <p>However there is still some inconsistency across the portfolio in the extent to which beneficiary consultation is recorded during project development and approval.</p>
<p>4. Consultation and collaboration with different stakeholders and use of innovative or different partnerships can generate positive results.</p> <p>In project (ii), an opportunity to partner with the private sector on a small scale to exploit a niche in IPM and disseminate results more effectively through commercial</p>	<p>A number of projects include clear private sector relationships. 10 out of the 18 main projects reviewed showed that private sector collaboration had been well addressed, either through formal partnerships in the project, or other means.</p> <p>Consultation and collaboration with civil</p>

Key Finding	Comments /Lesson Learnt
<p>channels was missed.</p> <p>In project (i), the development of a centre of excellence in meat processing was established with CFC funds and run by the public sector and hired out to the private sector (at all levels) for training and processing. This worked effectively in disseminating good practice, sustaining the knowledge of the project and recovering costs.</p>	<p>society (one of the requirements of the FYAP) is not yet evident in the current portfolio.</p>
<p>5. Regular support and visits by supervisory body is influential in maintaining project momentum, and improving focus and direction.</p>	<p>As so many of the projects reviewed have only recently started this is difficult to judge in practice.</p> <p>Based on our findings as set out in section 5.2 above, there is a need to review the quality/content of the current yearly supervisory visits carried out by ICBs and their impact.</p>
<p>6. Insufficient consideration of the upstream and downstream chains of a commodity reduces the impact and sustainability of the project outputs</p>	<p>This lesson has been learned; the supply chain concept (a key element of the current FYAP) was considered to some extent in 17 of the 18 main projects reviewed, and was addressed well in 10 of the projects.</p>
<p>7. Dissemination needs to be more than an international meeting and the production of a workshop papers – to reach the target stakeholders /beneficiaries.</p>	<p>The incorporation of appropriate project dissemination activities has been incorporated in the FYAP. The consideration given to appropriate dissemination within projects is improving but still of mixed quality.</p>
<p>8.The importance of applying appropriate technologies, approaches that fit with the situation in developing countries and allow replication, in the same country or can be adapted for elsewhere.</p>	<p>Most of the projects reviewed show some consideration of the particular context and the limitations to take into account when introducing new methods/activities. The method of replication has only been partially addressed.</p>
<p>9. Projects covering many countries are very difficult to administer/manage and lasting impact is hard to achieve</p>	<p>Most projects in the current portfolio are based in two countries, or one country with some dissemination to others.</p>

5.4 Assessment of Advocacy Role of CFC

72. The FYAP allocated \$US 500,000 to enhance the advocacy role of the CFC and in particular to support events and an engagement process to highlight the important role of commodities in economic development. This advocacy role will be supported by the new policy unit established in June 2005 with an initial staffing of two executive officers. It is thus too early to judge the effectiveness of this unit.

73. One of the policy unit's initial activities will be to engage with the ICBs and other international organisations to develop an understanding of their role with respect to commodities and development. The unit will also build the knowledge base of the CFC by conducting thematic evaluations across commodity groups. This activity should enable the CFC to develop a stronger basis of analysis for drawing generic conclusions on the effectiveness of different interventions in supporting commodity producers and reducing poverty.
74. The CFC has conducted relatively few project activities that could be described as generic advocacy activity for promoting awareness on commodity issues in development. Many of the fast track projects involve support to conferences and commodity summits- but these activities appear to be more about information exchange and dissemination between producing countries rather than awareness raising in the development/poverty alleviation debate.
75. The CFC has observer status on ECOSOC, and this enables it to achieve some level of representation. For example, the CFC managing director attended the High Level Segment (code for Ministerial conference) from June 29-July 1, 2005 and used this to make a statement about commodities. However this was not a forum where a specific commodity message would have a high profile. The fund also has *ad hoc* observer status in the WTO but since this only enables it to follow discussions in particular committee meetings on commodity matters, this is not a launch pad for an active advocacy role.
76. Advocacy is not just about strengthening the representation of the commodity sector in international fora, it is also about lobbying and the presentation of an economic and political case for commodities in the trade and development agenda. The CFC will have to consider a number of issues here. Many of the ICBs commented that they do not see the role of the CFC as advocating the role of commodities in the development process, this being the role of the ICBs themselves. One ICB (ICO) regularly makes representation to the G8 summits. While the larger ICBs can and have taken a stance on the role of their commodity and do develop policy positions for policymakers and decision makers to consider, it is also true that the smaller ICBs (such as those represented by a part-time FAO secretariat) do not have the resources for this and undertake little advocacy activity.

5.5 Assessment of Dissemination Activities

77. There are three aspects to dissemination. Firstly there is the publication and promotion of project results which are commodity specific. Secondly there is dissemination of lessons from the project activities which may not be commodity specific but could be usefully applied in other commodity areas; and finally there is the dissemination of commodity information generally.
78. Responsibility for dissemination **within projects** is the responsibility of the PEA and there is usually nominal provision for this activity in project specifications and budgets. The CFC guarantees a minimum level of dissemination by requiring an end of project workshop (called

an "evaluation") to which all stakeholders are invited. However, once the project ends, so does the responsibility of the PEA. Unless it has a specific interest in developing or utilising the project results, the PEA has no incentive to continue with the dissemination activity. This is especially the case if it is not based in any of the countries where the project activity occurred.

79. Responsibility for dissemination then passes to the CFC. At present, this is a lacuna in the CFC management profile. Some project reports may be physically produced⁵ but such media are not the best means of dissemination. The CFC website contains no project information which can be accessed or downloaded (as recommended by the Executive Board), yet this could be a cost-effective medium for the dissemination of project results.
80. The CFC website could also be used for the dissemination of lessons learned from project activities would have wider relevance. Some ICBs expressed interest in knowing how problems in other areas were tackled and solved.
81. The CFC has made some attempt to use its website for the dissemination of commodity information generally, but this could be improved. It consists just of links to the websites of the ICBs. It contains no pointers to papers or discussions on commodity issues published by other donors, academics, agencies or institutions.

5.6 Assessment of Arrangement of Dutch Funded Projects

82. The Dutch Government's 'arrangement' was signed in June 2003 to provide the CFC with US\$ 4.7million over 5 years to assist in the co-financing of projects. By June 2005 9 projects (including 3 fast track) had been funded under this arrangement with commitments of US\$2.3 million. Thus the CFC is on schedule for committing the full US\$4.7 million during the period of the FYAP, but only \$US 504,000 had been disbursed by June 2005.

⁵ The MTR team only saw the results of fast track projects

Table 5: Overall Assessment of the FYAP
\$US

Year	No of Projects	Total cost	CFC Contribution	Dutch Contribution	Co-financing	Counterpart Contribution	Expenditure from Dutch contribution up to June 2005
2003	3	5,993,284	3,080,296	1,158,080	210,000	1,544,908	325,525
2004	4	3,207,029	1,664,224	635,000	122,195	785,610	178,199
2005	2	5,628,308	3,885,972	494,823	0	1,247,513	0
Total	9	14,828,621	8,630,492	2,287,903	332,195	3,578,031	503,724

83. This arrangement in a sense enables the CFC to fund projects where there is counterpart/co-funding available but where it is less than the 50% target level. Thus as the Dutch funds are a 'CFC resource' and in a sense similar to a voluntary contribution, it is difficult to classify this resource as co-funding.
84. The criteria for Dutch funding being used are within the overall objectives of the FYAP but with a focus⁶ on: (i) the supply chain;(ii) the specific objectives of the FYAP;(iii) low income countries;(iii) not in an overly complicated institutional project setting; (iv) sufficient counterpart funding and less than 50% of project costs and (v) in line with the commodity focus concept of the fund.
85. The procedure to date has been for the CFC to 'offer' projects for Dutch funding and to date the Dutch Government has agreed to support the projects proposed. Given that the projects offered to the Dutch were those where co-financing was falling short of the 50% CFC target, it is possible that some of these projects would not have been funded at all without this arrangement. It should be noted that over the period to June 2005, the CFC and Dutch contribution amounts to \$10.91 million or 74% of the total project cost.
86. Annex 3 shows a review of two of the projects (Shea Butter and Skins and Hides). Both of these projects meet with the objectives of the arrangement and with the new features of the FYAP and in particular the objective of improving product quality and increasing value added activity (by the producer in the case of shea butter and by the slaughterer/butcher in the case of hides & skins).
87. One of the fast track projects (CFC/ICO/10FT) focuses on diversification strategies and the implications for producers' livelihoods which are key objectives of the FYAP. Another one (CFC/IJSG/20FT) concerns market access for jute based products which is again consistent with the FYAP. Thus most of the issues and findings on the CFC identified above apply as much to the Dutch funded projects as to the other projects of the CFC.

⁶ Arrangement between the Netherlands Minister of Development Cooperation and CFC. June 2003

5.7 Overall Assessment of the FYAP

88. In order to achieve the wider objective of poverty alleviation and reducing the economic imbalance **between developed and developing countries**, the FYAP has set out a large number of intermediate objectives and project requirements. In setting such a large number of new features, it would be very difficult for all of these lower order objectives to be addressed with the relatively small budget of the CFC and limited number of projects. The overall assessment of the FYAP is considered against the ToR requirements (see Annex 1.)

Table 6: Overall Assessment of the FYAP

Terms of Reference	Comment	Reference
(i) Identify and describe the results of the work undertaken by the Fund in relation to the stated objectives and targets of the Plan	No final results have been produced for the projects under the current FYAP and progress reports were available for just six of the projects. The targets have been met in terms of the number of projects approved and the budgetary allocations. The project profiles reflect generally the requirements of the FYAP. However, continuing low disbursement levels undermine the achievement of the poverty alleviation objective. The advocacy and dissemination functions have not been effective to date.	[68] [28] [33] [29] [70-73]
(ii) To what extent CFC has appropriated itself new concepts of the Plan, such as the supply chain	<p>The new features of the plan have been partially addressed both in terms of the strategic direction of the CFC and in terms of project implementation.</p> <p>With regard to the new strategic features, aspects of supply chain and market access have only been partly addressed by the new projects. Other aspects such as ethical, fair trade, CSR and non-traditional commodities are poorly covered.</p> <p>In terms of project implementation, attention is being given to result dissemination, but the issue of sustainability and replicability is only partially being addressed.</p> <p>The FYAP highlighted the importance of qualitative and quantitative targets in project design. While log frames are being used, the use of baseline measurement and setting of qualitative and quantitative indicators needs improving.</p>	Figure 1 Figure 6 Figure 5
(iii) Extent to which objectives are met. Where objectives were not met, a determination of whether this was a problem of implementation of the FYAP or design	In setting a very large number of lower order objectives or new features in the FYAP, it would be difficult to achieve all of the objectives. The objectives are being addressed but the CFC is underperforming both due to problems of implementation and design. The CFC is lacking a clear focus of activity and whilst more emphasis	[35-37] Figure 1

Terms of Reference	Comment	Reference
	<p>was placed on supply chain and market activity, productivity improvement remains the most common activity.</p> <p>In terms of implementation, while the CFC is fulfilling one of the features of the FYAP by playing a key role in helping to refine projects into more manageable initiatives; the overall level and rate of project disbursement is low due to the length of time to start and complete projects.</p>	<p>Figure 3</p> <p>[29-30]</p>
(iv) Critical success factors for and obstacles to implementation	<p>As there are no final results from the projects approved under the FYAP it is premature to consider success factors of the projects. One of the major obstacles to the disbursement of project funds has been the slow process of project formulation selection and in particular the use of the CC in a biannual committee form which lengthens this process.</p> <p>A few key success factors emerged from the evaluations of the previous projects: (i) importance of consultation in project design (ii) choice of PEA ;(iii) support by supervisory body.</p>	<p>[53-54]</p> <p>[71]</p>
(v) Extent to which the FYAP results could have been achieved more cost effectively through the same design and/or through a different design	<p>The very wide range of projects being undertaken by the CFC means that the ability to replicate lessons from one project to another is limited. A greater focus of activity would improve the knowledge capture by the CFC and thus improve the effectiveness of the secretariat.</p>	

6 Key Conclusions

89. The CFC is a **very small player** in the overall aid and development agenda with an annual project budget of less than US\$15 million and with a relatively small number of projects. This compares with the recent G8 commitment to **increase** aid to Africa by \$25 billion. The potential overall impact on poverty alleviation from the CFC must be seen in this context.
90. But the CFC is potentially well-placed to play a significant **influencing role** in the international development debate especially since more international attention has recently been focussed on the issue of less developed countries' access to developed country markets.
91. **CFC is uniquely placed** in the sense that no other development agency has the specific focus of addressing generic issues affecting commodity producers in less developed countries. Moreover the multi-country approach provides the opportunity to support activities which address constraints affecting a number of countries.
92. Thus CFC has the potential to contribute more to improving the **economic position** of commodity producing countries. But this greater impact can only be achieved if CFC projects become more concentrated on a smaller range of objectives, produce results more quickly, and these results are disseminated more effectively. The advocacy role needs to be confined to those activities where CFC can be heard and noticed.
93. The projects that have been identified generally address the objectives of the FYAP and there is generally (with a few exceptions) a **good spread of projects** across less developed countries and activities that are addressing the needs of low income producers. However the increased emphasis on supply chain and access to markets in the current FYAP has only partially been addressed and there remains a high proportion of projects focussed on productivity improvement.
94. The **CFC is underperforming** in terms of the number of projects being identified, contracted and completed. It is also not leveraging sufficient sources of other funding to extend the potential coverage of its activities.
95. Under the current FYAP, the CFC should aim to invest around US\$15 million annually in new projects (8-12 new regular and 10 new Fast Track projects per year). While EB approvals have met this target (10 regular and 12 fast track annual average approvals), signed regular project agreements average only five per year. These agreements cover less than half the planned CFC investment for the period. Further, the actual disbursements on new regular projects have so far averaged only \$0.7m per year.
96. Thus the major challenge of the CFC is to increase the **turnover in its project portfolio** by increasing the number of project start ups,

- reducing the delay between project approval and commencement of activities, and shortening timelines for the completion of activities.
97. The CFC has not yet succeeded in increasing the leverage or co-funding of its projects and the co-financing ratio is below the desired level of 50%. While the low (and possibly inflated) level of in-kind and counter part funding needs addressing, a greater issue is the shortfall in funding from donor and trust fund sources. This is probably linked with the lack of visibility of the Fund and the relatively small level of project results. Results which demonstrate CFC effectiveness would most probably increase the willingness of donors to increase funding.
 98. CFC is not achieving the **target increase in loans**. The reason for this is simple: the transaction costs and institutional complications associated with multi-country project loans of a relatively small size presents a formidable barrier for forming loan agreements, and for disbursement, and therefore there are questions whether loan instruments are appropriate on this scale.
 99. The **CFC's relationship with the ICBs** is difficult and the structure is inefficient as the limits of the respective management roles between the ICB and CFC are not always clear. As the mandate of the CFC requires the ICBs to support the projects, including a project supervisory role, the CFC is to some extent beholden to the ICBs in their judgement of projects. The performance by the ICBs in being proactive in presenting, designing and supervising projects is mixed.
 100. The CFC Secretariat appears to play a very effective role in helping to refine projects into initiatives that **are more manageable and relevant to the context of the project intervention**. This is very much in line with the FYAP which states that the CFC should become more closely in line with project design. But the lack of engagement by the ICBs is adding to the workload of the CFC staff who are assuming a larger burden in terms of project design, management and monitoring
 101. The consultants are unable to measure either the results or the impact of the projects undertaken in the FYAP as no project has been completed. Nevertheless **the measurement of expected results and impact** could be improved. Few of the project documents reviewed contained precise baseline indicators from which to measure the impact of the project. Whilst the log frames are detailed at the level of activities, indicators used at output, purpose and goal level are often too imprecise and general.
 102. While many of the projects reviewed are **targeting poverty alleviation** the absence of precise indicators or any cost-benefit analysis of the project proposals has restricted the extent to which the CFC is able to measure the achievement of this primary objective.
 103. It is difficult to measure the extent to which the projects are **engaging in consultation** and dialogue with national counterparts. Dialogue is often a long and drawn out process of discussion with little written record of the activity. But on the basis of this desk analysis there is

weak documentation to demonstrate the level of dialogue and consistency of the project intervention with national plans.

104. The establishment of a policy unit in June 2005 will assist the CFC to provide more analysis of its activities. The advocacy role will be supported by the planned recruitment of a communications officer in 2005. As a programme with a limited budget, **the CFC's advocacy role** would be strengthened if it was able to build on the lessons from more activities concentrated within a smaller range of actions along the length of the supply chain. Given the current status with a wide range of project activities and a limited number of completed projects, the potential effectiveness of the advocacy role of the CFC is limited.
105. Dissemination within project implementation and up to the point of completion is the responsibility of the PEA. The CFC has an important role to play in post-project and between-project dissemination of lessons learned and results of studies.

7 Key Recommendations

106. The CFC has been broadly addressing the strategic objectives as set out in the FYAP and in introducing a number of the new implementation features set out in the plan. But because its remit is very broad, it will be unable to address all of the objectives adequately with the limited resources available.
107. The CFC's biggest challenge is to increase the number and turnover of projects by increasing the number of project start ups, reducing the delay between project approval and commencement of activities, and shortening timelines for the completion of activities. In order to achieve this challenge, the CFC needs to consider some fundamental aspects of the roles and responsibilities with the ICBs as well as changes to the project cycle approval process.
108. Five broad recommendations are proposed:

7.1 Focus project targets to a narrower range of objectives

109. The purpose of this recommendation is to provide the CFC with **a much clearer role and position as a donor**. Increased emphasis should be placed on supply chain improvement, value added activities and market access. Activities involving research into improved production methods and productivity should be excluded.
110. This focus would strengthen the **knowledge base** of the CFC in that there would be more lessons and field experience from a more specific set of activities from which to build the CFC's information dissemination and advocacy activities. A consequence of this focus would mean that CFC may need to strengthen its role in signposting some research and product development activities towards other donors.
111. This focus would also **shorten the average length** of projects as many of the more research oriented projects have been subject to greater delays in completion.

7.2 Streamline project selection and management activities

(i) Review the Relationship with the ICBs

112. The **relationship with ICBs** needs to be changed in order to increase the efficiency of project implementation. Roles and responsibilities are currently unclear, often leading to an inefficient and less effective management structure. Consideration should be given to putting some arrangements on a commercial market basis.
113. The CFC should take over the role of **project supervision and monitoring** of projects with the ICB's role becoming that of a technical support/advice to the project. The CFC should drive the process of consultation on project progress and seek technical support from the ICB when appropriate.

114. While the main purpose of this change is to improve the efficiency in project management, there would need to be some review of the implications on respective workloads which may require some of the monitoring activity to be contracted out, and also the allocation of a budget to the ICB for their technical support activities.

(ii) Simplify the Consultative Committee (CC) Function

115. The period between project germination and implementation is lengthened by the CC process which only meets biannually and often reviews projects several times before presentation to the EB. It is recommended that the CC is changed from **a round table committee activity to an ad-hoc technical resource function**. Thus the CFC should be able to call upon this resource function remotely and continuously to provide advice and redesign of project proposals.

(iii) Rank Priorities for project selection

116. The CFC has a large number of target features and considerations to take into account when selecting projects. This is not helpful to the selection process. There should be a hierarchy of requirements, and near the top should be an economic criterion which reflects the project's ability to contribute to poverty alleviation cost-effectively.

7.3 Increase the Turnover of Projects

(i) Impose expiry dates for project disbursement

117. In order for the CFC to achieve its target of 10-12 new regular projects and annual disbursement levels of \$15 million, the average length of time between the development of a project concept and completion (approx 8 years) needs to be reduced. In particular the period between EB approval and contract agreement of 22 months needs to be reduced. Thus consideration should be given to applying **expiry dates** for the disbursement of project funds. This expiry would be determined from the date of the EB approval.

(ii) Reconsider loans

118. Given the difficulties in disbursing loans and the administrative complexities and transaction costs associated with loans, consideration should be given to eliminating loans for new project applications.

(iii) Unfreeze undisbursed funds and commit additional projects

119. It is understood that once a project is committed, the project funds are effectively frozen, even if there are substantial delays to its implementation. Thus these 'frozen' funds should be used to commit new projects. Consideration should thus be given to funding projects on a *forecast cash flow basis*. Such a system would be easier to operate if key deadlines on disbursements are also imposed.

7.4 Increase the Demand for Projects

120. The CFC should be in a position where demand for projects exceeds the funds available. In order to achieve this situation, the CFC needs to demonstrate that it is achieving results from its on-going activities. Three activities are proposed

(i) Strengthen the Advocacy role of the CFC

121. The new policy unit should be used to strengthen the **analytical base** of the CFC as well as develop a greater process of **engagement** with other international organisations for better treatment of commodities.

122. Indeed these two activities are the starting point in supporting the advocacy role of the CFC which should be about both presenting the case for commodities generally and thereby enabling the CFC to stand out more clearly within the very crowded field of development assistance.

(ii) Increase Dissemination Activity

123. The CFC needs to step up the post project dissemination activity through advocacy activity as identified above but also through passive measures which would include posting project results and thematic issues on the CFC website. More generally, the CFC's profile would be raised by greater use of the website.

(iv) Consider tendering PEAs

124. The effectiveness of CFC projects may improve if the process of PEA selection was open up to tender to allow more private sector or NGO service providers to compete for projects.

7.5 Strengthening Project Cycle Management (PCM)

125. The project documentation produced for the project selection process is detailed and comprehensive. However there is scope for improvement in the following key areas:

- Project log frames need to be designed (see Annex 4) so that they become a **management tool** for the CFC and progress of project results can be measured against a baseline.
- Some PEAs need **technical assistance** in the preparation of appropriate systems for reporting project progress to the CFC. The CFC may consider some PCM workshops or developing some training material for the PEAs.
- Greater attention needs to be given in the project preparation documentation to demonstrating the consistency of the project with

*national programmes and **other donor activities***. The current list of previous ICB projects funded by the CFC is irrelevant.

- Greater attention needs to be given to addressing **key cross-cutting sustainable development** issues including consideration of gender and the environment.

Annex 1: Terms of Reference Mid-Term Review of the FYAP

The Five-Year Action Plan 2003 to 2007 (FYAP) was approved by the Governing Council of the Fund in December 2002 and has been under implementation since 2003. A mid-term review of the FYAP is to be undertaken in 2005.

The FYAP focuses the project work of the Common Fund on the Least Developed Countries and the poorer strata of the population in other Developing Countries and Countries in Transition. Projects are to be small to medium sized and will be demand driven. Numerical targets were set for the number and size of projects during the plan period.

Close cooperation with other multilateral and bilateral institutions was stressed. Ex-post Evaluations of several completed projects were to be conducted. The FYAP emphasises the following:

- The supply chain concept will be an essential element in project design, implementation and monitoring;
- Attention will be paid to diversification;
- Project design and monitoring will be impact-orientated;
- The dissemination component of projects will be strengthened, including an exit strategy;
- The Common Fund will become more involved in project design in close contact with the beneficiaries and country representatives;
- The Common Fund will strive to facilitate access by Member Countries to reliable sources of information on developments and forecasts in the commodity sectors;
- The Common Fund's advocacy role on commodity-related concerns in international fora and the international debate is underlined.

Other aspects of the FYAP refer to:

- Simplified project structure so as to facilitate design, start up and implementation;
- Phased implementation of projects, starting with a pilot, as appropriate;
- Replication of projects in different regions taking account of their special circumstances;
- Capacity building and emphasis on the use of local expertise;
- Concentration of projects on Member Countries, having regard for the fulfilment of their financial obligations and their previous involvement in Common Fund financed projects;
- Gradual increase in the number of loan-financed projects, depending on the appropriateness for the beneficiaries;
- Seeking strategic partnerships with other institutions, the private sector and civil society;
- Encouraging the ICBs to incorporate the chain management concept and poverty reduction in their Commodity Strategies.

Scope of Work

The consultant is expected to conduct a mid-term review of the implementation of the FYAP against the stated objectives and targets.

The Review should be conducted with reference to the following reports: FYAP, Manual for the Preparation and Management of projects to be Financed by the Common Fund for 2 Commodities, Loans Policy, Recommendations of the Consultative Committee on projects examined, Projects approved as documented by the Executive Board, Decisions by the Executive Board and Governing Council, Project progress reports, Mid-term, Terminal and ex-post Evaluation reports, Reports of annual meetings with International Commodity Bodies, and other related meetings.

Specific Task to be carried out:

The information collected should be analysed and documented in one report.

The report should cover but not to be limited to:

I. Assessment of project design, implementation and impact

- (i) Analysis of the formulation process and design of projects approved during the FYAP period with regard to the FYAP objectives and concepts.
- (ii) Assess whether CFC financed projects are part of the specific beneficiary countries' development plan and strategies.
- (iii) Analysis of start up and implementation of all new projects since 2003 with particular regard to factors favourable or unfavourable to implementation.
- (iv) Assess the progress made in facilitating measurement and monitoring of effectiveness and result orientation.
- (v) Assess the potential impact of the Projects on poverty reduction on the intended beneficiaries.
- (vi) Review of mid-term and terminal evaluations of selected projects with emphasis on project impact and lessons learned.
- (vii) Assess the impact of the dissemination activities of the project results.
- (viii) Assess the period of first disbursement of funds after approval of the project.
- (ix) Assess to what extent projects were locally demand driven.

II. Assessment of the inter-institutional cooperation

- (i) Assess the comparative advantages and complementarity of the activities undertaken by the CFC compared to other international organizations.
- (ii) Assess the co-operation between CFC, private sector and civil society.

III. Overall Assessment of the Plan

- (i) Identify and describe the results of the work undertaken by the Fund in relation to the stated objectives and targets of the Plan
- (ii) To what extent CFC has appropriated itself new concepts of the Plan, such as the supply chain.
- (iii) Extent to which objectives were met. Where objectives were not met, a determination of whether this was a problem of implementation of the FYAP or design.
- (iv) Critical success factors for and obstacles to implementation.
- (v) Extent to which the FYAP results could have been achieved more cost effectively through the same design and/or through a different design.

IV. Conclusions and recommendations: Elaboration of the best or most efficient delivery mechanisms to obtain results in the field. Proposed adjustments and changes for realisation of the targets of the FYAP.

V. Other Tasks: Mid-term Review of the implementation of the Arrangement between the Netherlands Minister for Development Cooperation and the Common Fund for Commodities to support the “Five-Year Action Plan 2003 – 2007 of the Common Fund for Commodities” (henceforth referred to the Arrangement). The consultant is expected to conduct a mid-term review of the implementation of the Arrangement against the stated objectives and the prescribed procedures for approval, implementation and reporting on projects and also address the following:

- Pace of utilisation of Funds vis-vis the anticipated utilisation.
- Criteria used by CFC in deciding to include selected projects for funding under the Dutch co-financing facility while not including other projects for such co-financing.
- How essential has the co-financing facility been for the ability of the Fund to finance selected projects.

Consultant’s Profile

The consultant should be independent and not have any on-going business relations with the CFC. The consultant should have ample experience with strategic and process aspects related to financing for development projects.

Administrative Arrangements

The assignment is expected to be completed within a period of 90 working days. The specific Terms and Conditions of service will be detailed in a contract to be executed between the Common Fund and the Consultant. The draft report is to be submitted by 6 July 2005 and final report incorporating the comments and suggestions by 29 July 2005.

The consultant is expected to conduct desk reviews and undertake selected visits for purposes of interviews with the CFC Management and staff, selected International Commodity Bodies and Project Executing Agencies, potential contributing funding institutions, UNCTAD and general data collection. A briefing meeting at the commencement of the assignment and discussions with the CFC management on summary findings and conclusions prior to finalisation of the report is envisaged. The consultant shall be required to present findings in Amsterdam at (i) the meeting of the Executive Board Working Group on 25 August 2005, and (ii) the meeting of the Executive Board of the Fund on 3 October 2005.

The Common Fund will provide the consultant with copies of the main reports considered relevant to the mid-term Review. The consultant may draw on any other reports as deemed necessary but appropriate notation must be made in the report.

Offers should be sent to the Managing Director of the Common Fund for Commodities by not later than 1 May 2005 at the following address:

Postbus 74656
1070 BR Amsterdam
The Netherlands
Fax: (31 20) 676 0231
E-mail: managing.director@common-fund.org

Annex 2: Portfolio Analysis

Table 1: Portfolio Analysis- Regular Projects

	Regular projects numbers															Frequency of													
	FIG00F2	IS024	FIGHS04	FIGHS07	FIGT02	ITTO72	FIGHT15	FIGOOF02	ICAC020	ITTO62	ICCO026	FIGHT24	IC022	LZSG12	FIGT10	INBAR03	FS0CF723	FIGT04	FIG032	FIGR10	FS0CF722	FIGT17	IC032	ICSG06	1	2	3	9	
OBJECTIVES																													
Diversify production and trade	1	2	1		2	1	1	1	1	1	2	1	1			2	1	2	2		1	3			11	6	1	0	
Improve product quality	1	2	3		2	2	1	3	1	2	2	3	3			3	3	2	1		3	2			4	7	7	0	
Improve productivity	3	3	2		3	3	1	2	2	3	3	3	1			3	2	3	3		2	1			3	5	10	0	
Improve market stability/supply reliability	1	1	1		1	1	1	1	1	1	1	1	1			1	1	1	1		1	1			18	0	0	0	
Improve access to markets	1	1	3		2	2	1	3	1	2	2	1	2			2	2	2	3		2	2			5	10	3	0	
Increased value added activities (by producer)	1	1	3		3	1	2	3	2	3	1	1	3			2	2	3	1		3	2			6	5	7	0	
Improved marketing chain/supply chain efficiency	1	1	2		1	2	1	2	2	2	2	1	2			2	2	1	2		2	2			6	12	0	0	
Expand Demand (not FYAP)								3																	0	0	1	0	
CHARACTERISTICS/FEATURES																													
Project Preparation Processes																													
Member Country consultation	2	2	2		3	2	9	2	9	2	2	2	2			2	2	3	2		2	2			0	14	2	2	
Producer consultation	1	9	2		3	9	1	9	3	2	9	2	9			2	3	3	9		3	2			2	5	5	6	
ICB consultation	2	3	3		3	2	3	3	3	3	2	2	2			2	2	3	3		2	2			0	9	9	0	
Beneficiary participation on project development	2	9	9		9	2	9	9	3	9	9	2	9			9	3	9	9		3	9			0	3	3	12	
Consistent with national plans / development targets	9	3	9		9	9	9	9	9	9	9	9	9			3	9	9	9		9	3			0	0	3	15	
CFC Assistance in formulation (time/quality benefits)	9	2	9		3	2	2	3	3	3	3	2	3			2	2	3	2		2	2			0	9	7	2	
Project Design																													
Target location																													
Target location																													
~ Least Developed Countries (LDCs)	1	1	3		1	1	1	3	1	1	3	1	3			3	1	1	1		3	1			12	0	6	0	
Target beneficiaries																													
~ Least Developed Countries (LDCs)	1	1	3		1	1	1	3	1	1	3	1	3			3	1	1	1		3	1			12	0	6	0	
~ Poorer strata in other developing countries	2	3	1		3	2	3	1	2	2	3	2	1			1	3	3	3		1	3			5	5	8	0	
~ Smallholders	2	3	3		3	2	3	3	2	2	3	1	3			3	3	3	3		2	3			1	5	12	0	
~ SMEs	1	1	3		1	3	1	1	1	2	1	3	1			3	1	1	1		3	3			11	1	6	0	
Project targets well defined and expected outcomes and impact clearly set out with measurable indicators																													
Private sector collaboration	1	2	3		2	2	1	2	1	2	2	3	2			2	2	2	3		2	2			3	12	3	0	
Collaboration with other institutions	3	3	3		3	3	3	3	2	3	3	2	2			2	3	3	2		3	2			0	6	12	0	
Collaboration with civil society	1	1	1		1	1	1	1	1	2	1	2	1			1	1	1	2		1	1			15	3	0	0	
Complementary private sector activity - not duplicating, not crowding out other activity	1	3	3		3	3	1	3	1	3	3	3	3			3	3	3	3		3	3			3	0	15	0	
Manageability																													
~ not too complex	1	3	9		3	3	2	2	3	2	1	3	3			2	3	3	2		3	3			2	5	10	1	
~ not too many institutions involved	2	3	1		3	3	2	2	3	2	1	2	3			2	3	3	2		3	3			2	7	9	0	
~ not too many countries	3	3	1		3	3	3	2	3	3	1	3	3			3	3	3	3		3	3			2	1	14	1	
~not across more than one region or continent	3	1	3		1	1	3	3	3	1	3	1	2			1	1	1	3		1	1			10	1	7	0	
Chain perspective employed in design	9	2	3		3	2	3	3	3	3	2	2	3			2	2	3	3		3	2			0	7	10	1	
Co-financing percentage 50% or more	3	1	1		3	1	3	2	3	3	3	1	1			1	1	3	1		1	1			10	1	7	0	
LDCs, or poorer strata in other developing countries, grant	9	3	3		3	2	3	3	2	3	3	3	3			2	3	3	3		3	3			0	4	13	1	
CFC lending is seed funds and not subs. for local fin.	9	9	9		9	9	9	9	9	9	9	9	9			9	9	9	9		9	9			0	0	0	18	
No large scale capital investment	3	3	3		3	3	3	3	1	3	3	3	3			3	2	3	3		3	3			1	1	16	0	
Links with other projects - either CFC or others that shows a logical progression/complementarity	2	3	3		3	3	3	2	2	2	3	2	2			2	2	3	3		3	2			0	9	9	0	
Environmental considerations	1	2	2		3	3	3	2	3	2	2	2	2			2	2	3	2		2	3			1	11	6	0	
Gender considerations	1	1	1		1	1	1	3	1	1	1	1	1			2	1	1	1		1	2			15	2	1	0	
Replicability considered in the design	9	2	1		3	3	9	1	2	2	2	2	2			2	2	3	2		2	2			2	11	3	2	
Sustainability considered in the design	2	3	3		2	2	3	3	2	2	2	2	2			2	2	2	2		3	2			0	13	5	0	
Cost effectiveness considered in design	1	3	1		2	3	2	1	1	3	2	2	2			2	2	2	2		2	2			4	11	3	0	
Dissemination of project results included in the design	3	2	1		3	3	3	2	3	2	2	2	3			2	3	3	3		2	2			1	8	9	0	
Project implementation to date																													
Collaboration aims with p. sector, civ soc, institutions, etc fulfilled in implementation	9	2	9		9	9	9	2	9	9	2	1	2			9	9	9	9		9	9			1	4	0	13	
Chain perspective employed in practice	9	9	9		9	9	9	3	9	9	3	9	9			9	9	9	9		9	9			0	0	2	16	
Continuous monitoring against targets	9	9	9		9	9	9	9	9	9	9	9	9			9	9	9	9		9	9			0	0	0	18	
Regular ICB reports	9	9	1		9	9	9	9	9	9	3	9	9			9	9	9	9		9	9			1	0	1	16	
No undue delays	9	2	1		9	9	9	2	9	9	2	1	2			9	9	9	9		9	9			2	4	0	12	
Manageability is proven in practice	9	2	9		9	9	9	9	9	9	2	9	9			9	9	9	9		9	9			0	2	0	16	
Additional design and implementation issues																													
Orphan commodities	1	1	1		1	1	1	3	1	1	1	1	1			1	1	1	1		1	1			17	0	1	0	
Organic production	1	1	1		3	1	1	1	1	1	1	1	1			1	1	3	1		1	1			16	0	2	0	
Non-traditional commodities	1	1	1		1	1	1	1	1	3	1	1	1			2	1	1	1		1	2			15	2	1	0	
Encourage corporate social responsibility	1	2	1		1	1	1	1	1	1	1	2	1			1	1	1	1		1	2			15	3	0	0	
Promotion of fair trade	1	1	1		1	1	1	1	1	1	1	1	2			1	1	1	2		1	1			16	2	0	0	
Promotion of ethical trade	1	1	1		1	1	1	1	1	2	1	2	1			1	1	1	1		1	1			16	2	0	0	
By products utilisation	1	1	1		1	3	1	1	3	3	1	1	1			1	1	1	1		1	1			15	0	3	0	
IMMEDIATE RESULTS																													
Have objectives been met	9	9	9		9	9	9	9	9	9	9	9	9			9	9	9	9		9	9			0	0	0	18	
1 = not addressed 2 = partially addressed 3 = well addressed 9 = not able to assess																													

Table 2: Portfolio Analysis- Fast Track Projects

	Fast track projects numbers					Frequency of				
	ICAC/25FT	ISO/25FT	CFC/08FT	CFC/12FT	FIGHS/11FT	LZSG/12FT	1	2	3	9
OBJECTIVES										
Diversify production and trade	1	3	3	1	1	3	0	2	0	
Improve product quality	1	1	1		3	3	0	2	0	
Improve productivity	3	2	1		1	1	1	1	0	
Improve market stability/supply reliability	1	1	1		3	1	4	0	1	0
Improve access to markets	2	2	1		1	2	2	3	0	0
Increased value added activities	1	3	1		1	3	3	0	2	0
Improved/expanded marketing chain functions/supply chain efficiency	3	1	1		3	3	2	0	3	0
CHARACTERISTICS/FEATURES										
Project Preparation Processes										
Member Country consultation	2	2	1		3	2	1	3	1	0
Producer consultation	9	9	1		2	2	1	2	0	2
ICB consultation	3	3	1		3	3	1	0	4	0
Beneficiary participation on project development	9	9	1		3	9	1	0	1	3
Consistent with national plans / development targets	3	9	9		9	3	0	0	2	3
CFC Assistance in formulation (time/quality benefits)	3	3	3		3	3	0	0	5	0
Project Design										
Target location										
~ Least Developed Countries (LDCs)	3	3	9		3	1	1	0	3	1
Target beneficiaries							0	0	0	0
~ Least Developed Countries (LDCs)	3	3	9		3	3	0	0	4	1
~ Poorer strata in other developing countries	1	1	9		9	9	2	0	0	3
~ Smallholders	3	3	9		9	9	0	0	2	3
~ SMEs	1	9	9		9	9	1	0	0	4
Project targets well defined and expected outcomes and impact clearly set out with measurable indicators	2	2	2		2	2	0	5	0	0
Private sector collaboration	9	9	9		3	3	0	0	2	3
Collaboration with other institutions	3	9	9		3	3	0	0	3	2
Collaboration with civil society	9	9	9		1	3	1	0	1	3
Complementary private sector activity - not duplicating, not crowding out other activity	9	9	9		1	3	1	0	1	3
Manageability							0	0	0	0
~ not too complex	2	2	2		3	3	0	3	2	0
~ not too many institutions involved	2	9	3		3	2	0	2	2	1
~ not too many countries	2	2	3		3	3	0	2	3	0
~ across more than one region or continent	3	3	3		3	3	0	0	5	0
Chain perspective employed in design	2	2	9		9	2	0	3	0	2
Co-financing percentage 50% or more	3	1	1		1	1	4	0	1	0
LDCs, or poorer strata in other developing countries, financed by grant	3	3	9		9	3	0	0	3	2
CFC lending is seed funds and not substitute for local finance	9	9	9		9	9	0	0	0	5
No large scale capital investment	9	9	3		3	9	0	0	2	3
Links with other projects - either CFC or others that shows a logical progression/complementarity	2	3	3		3	3	0	1	4	0
Environmental considerations	3	2	1		1	3	2	1	2	0
Gender considerations	1	1	1		1	1	5	0	0	0
Replicability considered in the design	9	2	9		9	9	0	1	0	4
Sustainability considered in the design	9	2	9		9	2	0	2	0	3
Cost effectiveness considered in design	9	2	9		9	2	0	2	0	3
Dissemination included in the design	3	1	1		1	3	3	0	2	0
Project implementation										
Collaboration aims with p. sector, civ soc, institutions, etc fulfilled in implementation	2	9	9		3	9	0	1	1	3
Chain perspective employed in practice	2	9	9		9	9	0	1	0	4
Continuous monitoring against targets	9	9	1		1	9	2	0	0	3
Regular ICB reports	9	9	9		1	9	1	0	0	4
No undue delays	2	9	9		1	9	1	1	0	3
Manageability is proven in practice	2	9	9		9	9	0	1	0	4
Additional pluses of design and implementation										
Orphan commodities	1	1	9		1	1	4	0	0	1
Organic production	1	1	9		1	1	4	0	0	1
Non-traditional commodities	1	1	9		1	1	4	0	0	1
Encourage corporate social responsibility	1	1	9		1	3	3	0	1	1
Promotion of fair trade	1	1	9		1	1	4	0	0	1
Promotion of ethical trade	1	1	9		1	1	4	0	0	1
By products utilisation	1	3	9		3	1	2	0	2	1
IMMEDIATE RESULTS										
Have objectives been met	2	9	1		1	9	2	1	0	2

Annex 3: Site Visits -Mali

The consultants undertook a site visit to Mali for the period 10-15 July and visited two projects. The purpose of the site visits was to consider the broader issues of:

- Whether the projects fell within the CFC mandate and fitted the FYAP;
- How the projects were being managed and implemented including the process of engagement with local stakeholders, and project implementation agencies (PIAs);
- Whether the projects were consistent with, and supporting national Government policies

The consultants did not monitor the performance of the projects or undertake an evaluation of the strategic objectives of the project.

1. Project Title and Reference:

Title: Improving Product Quality and Market Access for Shea Butter Originating from Sub Saharan Africa(CFC/FIGOOF/23)

PEA: International Centre for Research in Agro Forestry (ICRAF)

Project Supervising Body: FAO

Countries: Mali, Senegal, Burkina Faso and Niger

Budget: USD 3.2 million (CFC USD 1.7 million)

Project implementation: 1 April 2004- 31 March 2007

2. Project purpose:

To improve product quality standards for shea nut and shea butter quality through the establishment of a regionally consistent and internationally recognised product certification system.

3. Stakeholders and participating countries

The key beneficiaries of the project are the producers of shea kernels and butter in the villages of the four countries. The other key stakeholders involved are: the shea kernel traders; NGOs supporting extension activities in shea production, the Points Filière Karité (PKFs) and international buyers of shea kernels. The key project partners within the countries are the collaborating institutions of Senegal (Institut de Technologie Alimentaire) Mali (Institut d'Economie Rurale); Burkina Faso (Institut de Recherche en Sciences Appliqués et Technologiques) (IRSAT); and Institut de Recherche Agronomique du Niger (INRAN).

4. Planned progress

There are 4 key activities:

1. Product Quality Standards and Certification Systems
2. Product Quality Control, Commercialisation and Marketing
3. Market information, Technical Exchange and Project Results Dissemination
4. Project Management and Coordination

It was proposed in the work plan that by the end of the first year, the standards and certification systems and the PKFs would have been established. PKFs have been identified but protocols bringing them into project activities had only just been signed at the time of our visit. The process of developing standards was also ongoing at the time of the visit but some way off the project schedule.

The scope of the activities in the four countries is ambitious and the institutional framework has proved to be time consuming and progress to date has been slow especially in Mali and Niger.

One of the main barriers to progress has been the slow progress with one of the key designated Ministries in Mali, notably the Ministère de la Promotion de la Femme Enfants et Famille (MPFEF). MPFEF has been designated as taking overall responsibility for the development of Government strategy for Shea but the delineation of roles and responsibility with the Ministry of Agriculture (IER) has created some difficulty.

However this is an institutional blockage that the project could not avoid (given the MPFEF's designated role for Shea strategy) and the project has found a means of engaging both departments though the IER has become the main *homologue* or counterpart ministry. Another constraint on progress has been the slow commitment by CECI (Canada) who are supporting one of the PKFs in Mali and have been brought into the project as a partner with co-financing of USD150,000.

5. Constraints on project effectiveness and efficiency

The main delays in the project have been on the institutional arrangements with the national level institutions and in particular with the MPFEF in Mali. It is understood that similar difficulties have occurred in Niger. Thus almost one year out of a three year project has been consumed by the establishing of an institutional framework. It should be noted that the project (which was designed using the CFC's Project Preparation Facility) envisaged a 5 year time horizon.

There have been some design constraints on the project.

(i) Selection of countries: While the multi-country concept is an essential feature of the project; progress in Niger (which is a minor producer) has been slow. Questions were thus raised as to whether its participation was appropriate. The absence of Ghana from the project, the

leading West African Shea producer is a major limitation although the project is expected to bring in the participation of the Ghanaian Standards Board so that all the major producers of West Africa are involved.

(ii) Selection of Partners: There have been problems of engagement in both Mali and Niger; but the project had little choice but to persevere with the partners selected. Thus the appointment of the IER as the PIA in Mali created some tension, given MPFEF's stated role in the Shea sector. However delays were also caused by the participation of CECI who have become partners to the project.

(iii) Emphasis of Activities

The consultants attended a very successful seminar organised by the USAID funded *Action Pour L'Enterprise* with support from the project. Thus the project has participated in developing a strong dialogue and understanding of the requirements of the key buyers of shea kernel⁷. The key international buyers suggested that attention to quality in the production of the kernels and in particular post harvest handling; storage; drying and simplification (shortening) of the marketing chain were the key constraints on the competitiveness of the Malian shea sector.

The emphasis on the project in developing a certification of butter by origin is thus an ambitious objective which, in the long term should lead to some value added potential for Mali and other countries. But the exports of shea butter represent a very small proportion of the total sector's exports from West Africa (less than 200 tonnes compared to kernel exports of 145,000 tonnes). Thus in the short term a more immediate priority for the international competitiveness of Mali would be to address some fairly basic shea kernel production, post harvest handling methods and processing. The project is not addressing the complex and inefficient marketing chain of the kernel sector.

6. Other points

- The PEA has had difficulties in the procurement of laboratory equipment – where the lowest cost provider is the United States who is (non preferred)/ineligible supplying country.
- The PIA (Ministere de la Promotion de La Femme et Famille) (MPFEF) commented that project documents were all in English and thus presented a barrier of understanding. They also commented that this represented a barrier for all cooperating countries.
- The depreciation of the US dollar against the CFA and Euro has reduced the effective budget in CFA terms.
- The FAO played an important and strategic role in assisting and providing effective inputs in the design of the project.

⁷ Aarhus United (Danish) which has recently merged with the Swedish group Karlshams. Between this group and Lodders (Dutch) purchase over 90% of shea kernels exported from West Africa around 145,000 tonnes per year.

- The PEA spends a lot of time on project coordination between countries and there are questions as to whether it is efficient to have a single project coordinating point rather than effectively having 4 projects with oversight by a co-ordinator.

7. Conclusion

This project falls clearly within the current mandate of the CFC by targeting a sector that addresses low income producers in poor countries as well as incorporating a strong element of gender empowerment. The attention to the value chain and potential for developing export markets of value added products is also a key feature of the FYAP.

Whilst the consultants have not undertaken an evaluation of the performance of the project or measured the extent to which the strategic objectives have been met, the outstanding observation is the very noticeable energy, commitment and thoroughness in the engagement by the PEA. In addition the PEA's patient process of building up an effective dialogue with Government (IER) and other stakeholders including buyers is beginning to show results. These project activities will not be realised within the three year time scale, and this was clear in the design phase⁸.

There is very high element of fundamental research into the chemical properties of the shea kernel from different regions. While this is a highly commendable activity in improving the understanding of the long term potential and competitive advantages of different regions; the implications for realising the development and implementation of a certification scheme by region is ambitious within the scope of a three year project. Thus the question is raised on the overall relevance of the project activities and whether greater attention to the improvement in the production methods of kernels would have yielded more immediate results with greater impact.

⁸ We understand that the project was initially designed for a 5 year implementation period.

1. Project Title and Reference:

Hides and Skins Improvement Scheme in Selected West African Countries. CFC/FIGHS/04

PEA: UNIDO

in collaboration with

- l'Office Malien du Betail et de la Viande (OMBEVI) now subsumed into la Direction Nationale des Productions et Industries Animales (DNPIA)
- Ministry of Animal Resources (MARB), Burkina Faso,
- Ministry of Animal Resources (MARN), Niger, and
- Department of Livestock Production (DLP), Dakar, Senegal

Project Supervising Body: Intergovernmental Sub Group on Hides and Skins represented by **FAO**

Countries: Mali, Senegal, Burkina Faso and Niger

Budget: USD 2.2 million (CFC USD 1.6 million)

Project Implementation: Sept 2004- Sept 2007

2. Project purpose:

To improve the quality and image of West African raw hides and skins through the introduction of an incentive scheme for primary producers so that they can improve the grading and quality of hides and skins. The project seeks to introduce an incentive based buying system based on quality and grades instead of the currently operated bulk buying system that is based on quantity.

3. Stakeholders and participating countries

Stakeholders in the four countries are farmers, butchers, traders, tanners, exporters, Ministry of Agriculture and the project implementing agency, UNIDO. Other stakeholders are CFC, FIGHS,) and the four national implementing agencies

4. Planned progress

The consultant met the Regional Project Co-ordinator (RPC), Mr Ibrahima Diane, and the Mali National Co-ordinator, Mr Boubou Sow. Mr Diane explained the purpose of the project, progress and plans. Visits were organised to a tannery (privatised) and a local trader, where skins and

hides are sorted into grades and bulked for further sale. The consultant also met the Head of the DNPIA , Mr Boubacar Bah

It had been planned that by now (July 2005) all staff would have been appointed, all vehicles purchased, offices established, and an expert would have visited all four countries, developed proposals for a regional grading scheme, developed a technical manual, specified the tools to be purchased, and given training seminars in each country to extension workers on how the tools were to be used.

The Plan put forward at project inception has not been met to date. Reasons for the delay include disagreements over budgets, partly due to the depreciation of the dollar, and an unsatisfactory report from the expert. The report is currently being revised. Progress to date has consisted of appointment of regional and national co-ordinators, identification of HQ of project, ordering of vehicles, first mission of hides and skin expert and submission of draft report.

5. Constraints on project effectiveness and efficiency

The most obvious constraint is the delay in project implementation, due apparently to long delays in project start up after original approval, delays in providing project funds once project began, and language. The latter now seems to have been effectively addressed by the four involved countries working in their common language (French) while the PEA takes responsibility for translating the essential documents into English for transmission on to CFC. The RPC also believes the project has been threatened by under financing from the start, and points to the number of countries, the length of the project and the number of activities.

There may be also be some design problems. The project aims to introduce common grading standards across the four countries (and there is an ambition to spread this across the entire ECOWAS region) and to increase farmer returns. However, grading exists at present and there is an approximate variation in price for different qualities for hides and skins sold for export. [Exporters buy a number of skins & hides with a given percentage of different grades, so it is not possible to establish what the difference in price is – at present.] However, the butcher pays the farmer a single price and takes a risk on the ultimate grade which depends both on the farmer's treatment of the animal during the course of its life and the skill at slaughtering and post-slaughtering treatment . So there is no price transmission to the farmer under the present system and it is difficult to see how this will occur after the project.

It is not clear how important the hide is to the farmer in value terms, and how he can increase its value. Pre-slaughter, the value of the hide is decreased by brand marks, by bites of flies and other pests, and by other marks which may come from the farmer's treatment of the animal. Slaughter method and the skinning process can also reduce value through inappropriate cutting and holes in the skin. All this is known at the trade level and one presumes at the butcher/slaughterhouse level too. If it is not, the project will provide the necessary education. One can educate farmers too but there is a limit to what they can do, given the conditions

under which they operate, and there is also a limit to what they will want to do, if the return is negligible.

In the project proposal there are no indicative prices to show the importance of hides/skins to the farmer or the potential value to them of an improvement in quality. Given the current existence of grades, and the method of buying/selling in lots of different grades (for example, 40 per cent class 1, 40 per cent class 2, and 20 per cent class 3), one can see that improvement at the slaughter level could improve saleability and prices but hard to see how the primary producer will benefit. These are by-products of meat and dairy production so the supply (quantity) will not be responsive to any potential small change in price.

This price transmission is a sticking point in the project. CFC clearly (and rightly) expects the market to generate the premia for better quality products but there is clearly an expectation amongst the collaborators that the project (ie CFC) would pay the premia. This suggests a fundamental design flaw in that the collaborators did not fully understand the objective of the project and the necessity to ensure the sustainability of the project activities.

6. Other points

The RPC was of the firm opinion that the selection of four countries was appropriate, and that it was not the size of the project that was the problem, but the insufficient financing and time. He pointed to the east African experience that had required far more time to develop standards, train butchers/slaughtermen, and educate farmers. On the other hand, a three year project should be long enough to demonstrate that the project can achieve something worthwhile and sustainable. This suggests the range of activities and project goals are too extensive.

Effectively, the project will now operate for about 2¼ years, thus further reducing the time in which the objectives can be achieved.

7. Conclusion

The project clearly fits into the current FYAP since it is multi-country, in LDCs, addressing a common problem in the market chain, and aiming to increase the value added. However, its success within the present time frame is under threat, given the delay to date. The targets appear overambitious too. An improvement in the marketing system with better quality outputs as a result of better slaughter and flaying techniques should result in improved returns through the market for traders, tanners and butchers. But improved returns to farmers are unlikely to eventuate as a result of the project activities.

Annex 4: Recommendations on Improvements to Log frames

As discussed in Section 5.1 the logframes in the project portfolio are of mixed quality.

Enclosed below is a suggested logframe format taken from the EC Project Cycle Management Guide which could be used as a guide to project proponents.

Table 1: Suggested Structure for Project Log Frame

Project Description	Indicators	Sources of Verification	Assumptions
<p>Overall objective: The broad development impact to which the project contributes – at a national or sectoral level</p> <p>(provides the link to the policy and/or sector programme context)</p>	Measures the extent to which a contribution to the overall objective has been made. Used during evaluation. However, it is often not appropriate for the project itself to try and collect this information.	Sources of information and methods used to collect and report it (including who and when/how frequently)	
<p>Purpose: The development outcome at the end of the project – more specifically the expected benefits to the target group(s)</p>	Helps answer the question 'How will we know if the purpose has been achieved'? Should include appropriate details of quantity, quality and time.	Sources of information and methods used to collect and report it (including who and when/how frequently).	Assumptions (factors outside project management's control) that may impact on the purpose-objective linkage
<p>Results: The direct/tangible results (good and services) that the project delivers, and which are largely under project management's control</p>	Helps answer the question 'How will we know if the results have been delivered'? Should include appropriate details of quantity, quality and time	Sources of information and methods used to collect and report it (including who and when/how frequently)	Assumptions (factors outside project management's control) that may impact on the purpose-objective linkage
<p>Activities The tasks (work programme) that need to be carried out to deliver the planned results (optional within the matrix itself)</p>	<i>(sometimes a summary of resources/means is provided in this box)</i>	<i>(sometimes a summary of costs/budget is provided in this box)</i>	Assumptions (factors outside project management's control) that may impact on the activity-result linkage

Source: EC Project Cycle Management Guide 2004

Suggested Revised Logical Framework

CFC-FIGHS-04 Hides and Skins Improvements Scheme in Selected West Africa Countries (Burkina Faso, Mali, Niger and Senegal)

The following includes some suggestions for the revision of the logframe for the West African hides and skins project. The details are not exhaustive; it is intended as a guide to show the types of outcomes and results expected at different levels and the ways of measuring them that will allow valuable performance assessment.

Narrative Summary	Verifiable Indicators	Means of Verification	Assumptions
<p>GOAL Improved incomes for hides and skins producers from West Africa.</p>	<p>Sample of producer production costs and returns at different stages of the S chain.</p>	<p>Ex post evaluation Producer accounting records</p>	
<p>PURPOSE To increase the quality of hides and skins being produced, and sold through a well operating and accepted market system, nationally and internationally, based on an accepted an quality certification and associated pricing structure.</p>	<p>Grading records show ?? % increase in ?? grades from?? numbers of beneficiaries. Grading certification records show ?? increase in grades from ?? number of other stakeholders that have not been direct recipients of the project</p> <p>?? numbers of traders and tanners are following the new system</p> <p>?? hides and skins of ?? quality are being sold domestically/regionally</p> <p>?? hides and skins of ??? quality are being sold internationally</p> <p>Pricing structure shows ?? price differential for quality</p> <p>Exports of hides and skins from the four participating countries have increased in value by ??? % by ?? date</p> <p>Increased prices received by producer of the improved quality product as opposed to the old product.</p>	<p>Baseline quality and grade indications carried out during design/inception Project progress reports</p> <p>As above</p> <p>Trade statistics for hides and skins</p> <p>Baseline price indications carried out during project design/inception compare to new price research carried out as part of the project ex-post evaluation</p>	<p>International hides and skins market remains stable and/or grows</p> <p>No major droughts or other environmental disasters occur.</p> <p>The costs of production are not dramatically affected by a big shift in key input costs</p> <p>Political stability</p>
<p>OUTPUTS 1. Physical establishment of a quality certification and monitoring agency in the four pilot countries. 2. Established grading</p>	<p>e.g.: Offices exist in ?? countries with ?? staff and a regional agency is operational</p>	<p>Project reports Site visit reports</p>	<p>e.g.: Continued commitment by all partner institutions to the project.</p>

<p>standards and best practices for hides and skins flaying and preservation.</p> <p>3. Well functioning producer support, inspection and certification mechanisms on grading by quality, built on existing extension and other sectoral networks.</p> <p>4. Grading by quality system disseminated to the key production chain stakeholders in the target rural areas.</p> <p>5. Pricing and purchasing system based on grading by quality established and operational.</p> <p>6. Quality certification system acceptable to international markets established</p> <p>7. Web-based marketing system established.</p> <p>8. Set up and strengthening of Traders and Export Associations.</p> <p>9. Awareness raised in domestic and international markets of the new quality system and potential for purchase</p>	<p>e.g.:</p> <p>Website operational by ?? date</p> <p>?? recorded transactions from ?? domestic and ?? international traders by ?? date</p> <p>?? growth in web trading over ?? period</p>		<p>Continued Government support to the development of extension capacity and other public networks</p> <p>The development of an internationally recognised grading system based on quality continues to be part of government policy</p>
<p>INPUTS: ACTIVITIES</p> <p>To consider what are the key steps that lead to activity 1 and list them e.g. activities for Output 1:</p> <p>1.1. Recruitment and training of national agents and experts.</p> <p>1.2. Establishment of regional and national offices and associated facilities for the certification and monitoring.</p> <p>E.g. activities for output 3:</p> <p>Training of extension officers Identification and training of Agents Training and capacity building to National Leather Associations..... etc</p>	<p>When will this task be completed? Who is responsible? What is the budget?</p>	<p>Project progress reports Project monitoring reports Field reports Audit</p>	<p>Funding provided in a timely manner.</p> <p>Project agreements signed promptly to allow prompt start and progress of project</p> <p>Individual experts remain available and can be contracted</p> <p>Participating institutions provide agreed in-kind resources on time</p>

NOTES ON ORIGINAL LOGFRAME.

In this example, the original logframe is very brief whereas in the proposal text is a mixed presentation of different outputs, activities and components which need to be organised into a clear logframe that contains all the essential elements of the project that can be monitored and assessed.

The logframe is a management tool, a framework for:

- Supporting the design of a project to ensure the logical timing and sequencing of events and to set up ways of measuring success from the start;
- Helping to structure the content of the project proposal in a logical way;
- Monitoring the progress of the project;
- Assessing the performance and impact of the project.

Thinking through and presenting a carefully structured and relevant log frame is therefore an important project management exercise.

Activities – these must clearly show the steps leading to each of the planned outputs. The ones presented in the original logframe for this project are very general and would be difficult to monitor as presented. More detail on the activities involved, for example, in establishing the national agency and offices for certification, with indicators showing the anticipated timing, possibly cost inputs, if helpful. Some of this information could be taken from the workplans.

Presenting “technical assistance” as a separate project component in the proposal and logframe is confusing; TA cross cuts all other components and should be included in the key activities for each of them rather than as a separate set of activities.

Outputs – these are the immediate results of a project and lead logically from the activities. They should be specific enough to be able to be measured. The outputs in the original logframe appear to be a mix of purpose and outputs. In a project as complex as this a greater number of more specific outputs is easier to follow and to monitor.

Purpose – there should only be one purpose statement. The original logframe mixes up outputs and activities in the way the purpose statement is worded. The purpose should state the main outcome of the project.

Goal – the goal should be about the wider development objective of the project.

Indicators at output, purpose and goal level need to reflect the level of the output, purpose and goal statement, and, where possible, show expected timings and quantification or how quality will be judged.

At purpose level the indicators need to be able to judge whether the expected project impact has occurred.

The use of baselines to help judge the extent to which the project has achieved its aim, is important.

The following is also noted on the Shea Butter log frame:

Project Goal:

The goal should be wider than the immediate purpose of the project. It should be stated in terms of improved incomes and livelihoods being 'the goal' rather than the *consequence* of improved quality. The OVI should include a measure of the *absolute increase* in price as well as in increase in the price differential for higher quality.

Project Purpose:

There should be a single purpose to the project- *ie improved quality standards based on a certification system by origin*

What is currently described under '*purpose*' are the activities to achieve the purpose and therefore should be combined with the Input/project activity section.

Results/Outputs:

The outputs described are vague, especially (d) and (e) which cannot be measured in terms of potential indicator of achievement.

Inputs/Activities

- The inputs used should show a little more information than just the total budget (eg capital items, short term TA inputs etc)

Annex 5: Project Implementation and Completion

Delays in project implementation and completion (average mths. per project)

Approval Year	EB approval to Agreement (mths. ave.)	Without Agreement (no.)	Delay (ave. mths so far)	With extension (no.)	Extension period (ave. mths)	Aggregate delay per project (ave mths)
1998	24	0	0	4	14	29
1999	34	0	0	3	15	39
2000	24	1	63	1	8	33
2001	26	3	50	0		38
2002	15	2	33	0		21
2003	13	2	24	0		18
2004	9	5	11	0		15

Annex 6: Additional analysis on CC reviews and outcomes

Fast track projects	CC31	CC32	CC33	CC34	CC35	Total
No of projects considered for first time	13	9	5	3	3	33
No of projects considered for second time	1	4	2	2	2	11
No of projects considered for third or more time	0	0	0	0	0	0
Total no. considered	14	13	7	5	5	44
No. of project accepted on first consideration	9	5	1	2	3	20
No. of other projects accepted	1	4	1	2	2	10
Total no. accepted	10	9	2	4	5	30
No. of projects rejected on first consideration	1	2	2	0	0	5
No. of projects rejected on second or more consideration	0	0	1	0	0	1
Total no. of projects rejected	1	2	3	0	0	6

Regular projects	CC31	CC32	CC33	CC34	CC35	Total
No of projects considered for first time	6	10	4	12	13	45
No of projects considered for second time	5	3	2	3	5	18
No of projects considered for third or more time	2	1	1	1	1	6
Total no. considered	13	14	7	16	19	69
No. of project accepted on first consideration	3	1	1	2	5	12
No. of other projects accepted	7	3	2	3	6	21
Total no. accepted	10	4	3	5	11	33
... as Regular projects	9	3	3	5	6	26
... as Fast Track projects	1	1	0	0	5	7
No. of projects rejected on first consideration	0	1	1	2	3	7
No. of projects rejected on second or more consideration	0	0	0	0	0	0
Total no. of projects rejected	0	1	1	2	3	7

Annex 7: Interviews Conducted			
Given Names	Family Name	Institution	Role
Common Fund for Commodities			
Verena	Adler	CFC	Associate Proj. Manager
Eltha	Brown	CFC	First Project Manager
Nicolaus	Cromme	CFC	Asst Project Manager
Caleb	Dengu	CFC	Project Manager
Getachew	Gebre-Medhin	CFC	Principal Project Manager
Andrei	Kuleshov	CFC	Project Manager
Tailai	Lau	CFC	Senior Project Manager
Julius	Nwankpa	CFC	Financial Officer
Parvindar	Singh	CFC	Chief Operations Officer
Sietse	Van der Werff	CFC	Senior Project Manager
ICBs			
Pascal	Liu	IGG on Bananas	FAO Secretariat
Helga	Josupeit	IGG on Fish & Fish Products	FAO Secretariat
William	Emerson	IGG on Fish & fish Products	FAO Secretariat
Concepcion	Calpe	IGG On Rice	FAO Secretariat
Peter	Thoenes	IGG on Oilseeds, Oils & Fats	FAO Secretariat
Kaison	Chang	IGG on Tea IGG on Tropical Fruits	FAO Secretariat
Nancy	Morgan	IGG on Meat and Dairy Products	FAO Secretariat
Brian	Moir	IGG on Hard Fibres IGG on Hides & Skins	FAO Secretariat
David	Hallam	FAO	Supervisor, IGGs
Jan	Vingerhoets	ICCO	Executive Director
C.P.R	Dubois	ICO	Head of Operations
Nestor	Osorio	ICO	Executive Director
Lindsay	Jolly	ISO	Senior economist
Hidda	Smit	International Rubber Study Group	Secretary-General
Aurelia	Calabro	UNIDO Co-ordinator	
Executive Board			
Jan	Maas	Netherlands Ministry of Foreign Affairs	Policy Advisor
Shea Butter Project			
Abdoulaye	Coulibaly	Ste. Karite Du Sahel	Exporter
Mme. Haidara	Fofana	Projet Karité MPFEF	Government Stakeholder
Abdoul Kassim	Haidara	Société Commerciale Du Sahel	Exporter Shea Kernels and Butter

Souadou Diabaté	Koué	AMPJF	Beneficiary (PKF)
Peter	Lovett	West Africa Trade Hub	Consultant PEA
Eliot	Masters	ProKarité	Project Manager PEA
Modibo A.	Talla	SO.A.TA.F Sarl	Exporter Shea Kernels and Butter
Mme. Kante Dandara	Toure	Directrice MPFEF	Government Stakeholder
Oumou Cissé	Traoré	Institut D'Economie Rurale	PIA
Souleymane	Traoré	CECI Mali	Beneficiary (PKF)
Hides & Skin project			
Abrahima	Diane	DNPIA	Regional co-ordinator
Boubou	Sow	DNPIA	National co-ordinator
Boubacar	Bah	DNPIA	Director
Baikoro	Traoré	Tamili (Tanner)	Proprietor
Abon	Kone	Tamili (Tanner)	Technical Director
Flamidor	Traoré	Trading company	Negociant
PEAs			
Elizabeth	McVeigh	NR International	Project Manager
Aurelia	Calabro	UNIDO	Project Manager

Annex 8: List of Documents

Document Title	Author	Date
Core CFC Documents		
Basic Facts	CFC	May-04
FYAP 2003-2007	CFC	
FYAP 1998-2002	CFC	
Agreement Establishing the Common Fund for Commodities	CFC	
CFC Annual Report 2003	CFC	2004
CFC Project Manual Long Version - 5th Edition, 2nd Revision	CFC	May-04
CFC Project Manual Short Version - 5th Edition, 2nd Revision	CFC	May-04
Arrangement between the Netherlands Ministry for Development Cooperation and the CFC	CFC/Ministerie van Buitenlandse Zaken	26th June 2003
Project Status Spreadsheet 1998-2005	CFC- Julius Nwankpa	6th July 2005
CFC Meeting Minutes/Documents		
Minutes of the 10th Meeting between the CFC and the International Commodity Bodies, Amsterdam, 31 October 2002	CFC	15th December 2002
Minutes of the 11th Meeting between the CFC and the International Commodity Bodies, Rome, 30th September 2003	CFC	23rd April 2004
Minutes of the 12th Meeting between the CFC and the International Commodity Bodies, Washington DC, 29 October 2004	CFC	10th December 2004
Minutes, and Several Agenda Items of the 35th Meeting of the Executive Board, Amsterdam, 7-9th April 2003	CFC	Feb-May 2003
Minutes, and Several Agenda Items of the 36th Meeting of the Executive Board, Amsterdam, 13-15th October 2003	CFC	August-Oct 2003
Minutes, and Several Agenda Items of the 37th Meeting of the Executive Board, Amsterdam, 19-21 April 2004	CFC	Feb-May 2004
Minutes, and Several Agenda Items of the 38th Meeting of the Executive Board, Amsterdam, 11-13th October 2004		August-Nov 2004
Draft Minutes and Agenda Items of the 39th Meeting of the Executive Board, Amsterdam, 11-13th April 2005	CFC	Feb- May 2005
Note by Managing Director on Draft FYAP 2003-2007 for the Fourth Meeting of the Governing Council, Amsterdam 9-10 December 2002	CFC	5th November 2002
Report of the 31st Meeting of the Consultative Committee, Amsterdam, 27th Jan-1 February 2003	CFC	1st February 2003
Report of the 32nd Meeting of the Consultative Committee, Amsterdam, 7th-12th July 2003	CFC	15th August 2003
Report of the 33rd Meeting of the Consultative Committee, Amsterdam, 26th-31st January 2004	CFC	31st January 2004
Report of the 34th Meeting of the Consultative Committee, Amsterdam, 12-17th July 2004	CFC	17th July 2004
Report of the 35th Meeting of the Consultative Committee, Amsterdam, 24-29th January 2005	CFC	29th January 2005
Other CFC Review/Assessment Reports		
The Functioning and Future Role of the CFC - pages 33-39	LMC International Ltd.	1996

Document Title	Author	Date
The Functioning and Future Role of the CFC	Mohiuddin Alamgir, Rome, Italy	Sep-96
Evaluation Reports		
Ex-Post Evaluation of the Integrated Pest Management for Cotton Project, CFC/ICAC/03	International Agricultural Centre, Wageningen	15th February 2004
Ex-Post Evaluation of the Project Development and Promotion of Value-Added Meat Products, in Sub Saharan Africa, GCP/UGA/033/CFC	James Mbwika and Dr O.J. Nthuli. Associate Consultants, Agricultural Research Foundation, Nairobi, Kenya	Sep-03
Ex-post Evaluation of the Project: Research and Development of the Genetic Improvement of the Olive CFC/IOOC/01	Caterina Briccoli Bati, Istituto Sperimentale per L'olivicultura, Rende, Italy	Jul-04
Project Documents from Current FYAP Projects		
Appraisal Report: Sisal development: Sisal Fibre Replacing Asbestos in Cement Composities (CFC/FIGHF/15)	CFC	24th June 2004
Project Agreement: Sisal development: Sisal Fibre Replacing Asbestos in Cement Composities (CFC/FIGHF/15)	CFC	
Appraisal and Recommendation of the Managing Director to the Executive Board on the project: Sisal development: Sisal Fibre Replacing Asbestos in Cement Composities (CFC/FIGHF/15)	CFC	3rd March 2003
CC note: Sisal development: Sisal Fibre Replacing Asbestos in Cement Composities	CFC	
Note by the Secretariat: Sisal: Agriculture in the Northeastern Region of Brazil (CFC/FIGH/15)	CFC	28th Nov 2002
Project Document: Sisal - Agriculture Business in the Northeastern Region of Brazil (CFC/FIGH/15)	CFC	28th January 2003
Appraisal Report: Pilot Facility for Coir Processing and Quality control (CFC/FIGHF/24)	CFC	9th July 2004
Note by the Secretariat: Pilot Facility for Coir Processing and Quality control (CFC/FIGHF/24)	CFC	8th December 2003
Project Document: Pilot Facility for Coir Processing and Quality control (CFC/FIGHF/24)	CFC	5th December 2003
CC note: Pilot Facility for Efficient Coir Processing and Quality Control Practices (CFC/FIGHF/24)	CFC	
Correspondence between MD of CFC and Chairman of the Coconut Development Authority, Sri Lanka	CFC	8th March 2005
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Appraisal Report: Sustainable Coconut Production through Control of Coconut Lethal Yellowing (CFC/FIGOOF/22)	CFC	14th June 2005
	CFC	
Note by the Secretariat: Tea Field and factory Development Project (CFC/FIGT/04)	CFC	18th December 2001
Draft Loan Agreement between the Tea Board of India and the CFC	CFC	8th April 2005
Draft Loan Agreement between the Tea Research Institute of Chinese Academy of Agricultural Sciences	CFC	13th April 2005
Draft Project Agreement: Development, Production and Trade of Organic Tea (Phase II)	CFC	13th April 2005
Appraisal and Recommendation of the Managing Director to the Executive Board on the project: Development, Production and Trade of Organic Tea CFC/FIGT/02	CFC	5th March 2005
Note by the Secretariat: Development, Production and Trade of Organic Tea CFC/FIGT/02	CFC	13th December 2002
Appraisal Report: Utilisation of Cotton Plant By-produce for Value-Added Products CFC/ICAC/20	CFC	25th May 2004
Annual Workplan and Budget: Utilisation of Cotton Plant By-produce for Value-Added Products CFC/ICAC/20	CFC	
CC Report: Utilization of Cotton Plant By-produce for Value-Added Products (CFC/CC32/ICAC/20)	CFC	
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Project Progress Report Oct 2004 - Jan 2005: Utilization of Cotton Plant By-produce for Value-Added Products (CFC/CC32/ICAC/20)	CFC	1-Feb-2005
Appraisal and Recommendation of the Managing Director to the Executive Board on the project: Utilization of Cotton Plant By-produce for Value-Added Products (CFC/CC32/ICAC/20)	CFC	4th September 2003
Note by the Secretariat: Utilization of Cotton Plant By-produce for Value-Added Products (CFC/CC32/ICAC/20)	CFC	6th June 2003
Project Agreement: Utilization of Cotton Plant By-produce for Value-Added Products (CFC/CC32/ICAC/20)	CFC	22nd June 2004
Note by Secretariat: Cocoa Productivity and Quality Improvement: A Participatory Approach CFC/ICCO/26	CFC	29th May 2002
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Back-to-Office Report on Monitoring visit "Cocoa Productivity and Quality Improvement: A participatory Approach (ICCO/26), Costa Rica and Trinidad & Tobago from 23.02. - 03.03.05	CFC	10th March 2005
Six month Progress Report for Year 1 from the PEA IPGRI: Cocoa Productivity and Quality Improvement: A Participatory Approach CFC/ICCO/26	CFC	1-Jan-2005
CFC Project Progress Report Feb-Aug 2004: Cocoa Productivity and Quality Improvement: A Participatory Approach CFC/ICCO/26	CFC	6th September 2004
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Annual Workplans and Budgets for Year 2: Cocoa Productivity and Quality Improvement: A Participatory Approach CFC/ICCO/26	CFC	1-May-2005

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Grant Agreement: Improving Coffee Quality in East and Central Africa through Enhanced Processing Practices (CFC/ICO/22)	CFC	7th July 2004
Note by the Secretariat: Improving Coffee Quality in East and Central Africa through Enhanced Processing Practices (CFC/ICO/22)	CFC	15th December 2003
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Appraisal and Recommendation of the Managing Director to the Executive Board on the project: Diversification of Production in Marginal Coffee Areas in the State of Veracruz, Mexico CFC/ICO/32	CFC	22nd February 2005
Project Document and Annexes: Diversification of Production in Marginal Coffee Areas in the State of Veracruz, Mexico CFC/ICO/32	CFC	23rd Nov 2004
Appraisal Report: Enhancing the Viability and Competitiveness of Caribbean Sugar Industries CFC/ISO/24	CFC	26th June 2003
Note by Secretariat: Enhancing the Viability and Competitiveness of Caribbean Sugar Industries CFC/ISO/24	CFC	29th November 2002
Project Agreement: Enhancing the Viability and Competitiveness of Caribbean Sugar Industries CFC/ISO/24	CFC	26th September 2003
PEA progress report Jan-Dec 2004: Enhancing the Viability and Competitiveness of Caribbean Sugar Industries CFC/ISO/24	CFC	1-Mar-2005
Inception Meeting Report 6-10 Sept 2004 and Annexes: Hides and Skins Improvement Scheme in Selected West African Countries (Burkina Faso, Mali, Niger and Senegal) CFC/FIGHS/04	CFC	29th September 2004
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CFC Progress Report Sept 2004: Hides and Skins Improvement Scheme in Selected West African Countries (Burkina Faso, Mali, Niger and Senegal) CFC/FIGHS/04	CFC	1-Sep-2004
CFC Progress Report Feb 2005: Hides and Skins Improvement Scheme in Selected West African Countries (Burkina Faso, Mali, Niger and Senegal) CFC/FIGHS/04	CFC	1-Feb-2005
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Annual Workplan and Budget, 30th August 2004: Hides and Skins Improvement Scheme in Selected West African Countries (Burkina Faso, Mali, Niger and Senegal) CFC/FIGHS/04	CFC	30th August 2004
Note by the Secretariat: Commercialisation of Hides and Skins by Improving Collection and Quality in Tanzania CFC/FIGHS/07	CFC	29th November 2002
Detailed workplan July 2004 - June 2005: Commercialisation of Hides and Skins by Improving Collection and Quality in Tanzania CFC/FIGHS/07	CFC	2nd September 2004
Final Appraisal Report: Commercialisation of Hides and Skins by Improving Collection and Quality in Tanzania CFC/FIGHS/07	CFC	4th September 2003
Project Agreement: Commercialisation of Hides and Skins by Improving Collection and Quality in Tanzania CFC/FIGHS/07	CFC	5th September 2004
PEA Progress Report 1: Commercialisation of Hides and Skins by Improving Collection and Quality in Tanzania CFC/FIGHS/07	CFC	28th August 2004
PEA Progress Report May -December 2004: Commercialisation of Hides and Skins by Improving Collection and Quality in Tanzania CFC/FIGHS/07	CFC	9th May 2005
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CFC Progress Report July 2003: Commercialisation of Hides and Skins by Improving Collection and Quality in Tanzania CFC/FIGHS/07	CFC	8th July 2003
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Workplans and Implementation Schedules: Commercialisation of Hides and Skins by Improving Collection and Quality in Tanzania CFC/FIGHS/07	CFC	4th November 2003
Appraisal Report : Improving Product Quality and Market Access for Shea Butter Originating from Sub-Saharan Africa (CFC/FIGOOF/23)	CFC	3 November 2003
Grant Agreement: Improving Product Quality and Market Access for Shea Butter Originating from Sub-Saharan Africa (CFC/FIGOOF/23)	CFC	15 Mar 2004
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Project Progress Report #1: Improving Product Quality and Market Access for Shea Butter Originating from Sub-Saharan Africa (CFC/FIGOOF/23) April-December 2004	CFC	2005
Project Progress Report #2: Improving Product Quality and Market Access for Shea Butter Originating from Sub-Saharan Africa (CFC/FIGOOF/23) Oct -March 2005	CFC	2005
Project Workplan and Budget: Improving Product Quality and Market Access for Shea Butter Originating from Sub-Saharan Africa (CFC/FIGOOF/23)	CFC	5 May 2005
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Appraisal and Recommendation of the Managing Director to the Executive Board on the project: Market-Based Development with Bamboo in East Africa - Employment and Income Generation for Poverty Alleviation CFC/INBAR/03	CFC	4th October 2004
Note by the Secretariat: Market-Based Development with Bamboo in East Africa - Employment and Income Generation for Poverty Alleviation CFC/INBAR/03	CFC	26th May 2004
Project Agreement: Market-Based Development with Bamboo in East Africa - Employment and Income Generation for Poverty Alleviation CFC/INBAR/03	CFC	9th February 2005
Final Proposal: Market-Based Development with Bamboo in East Africa - Employment and Income Generation for Poverty Alleviation CFC/INBAR/03	CFC/INBAR/UNIDO	30th April 2004
Appraisal and Recommendation of the Managing Director to the Executive Board on the project: Utilisation of Small Diameter Logs from Sustainable Sources for Biocomposite Products CFC/ITTO/62	CFC	5th September 2003
Tables of Counterpart Contributions, budget, activities and workplans: Utilisation of Small Diameter Logs from Sustainable Sources for Biocomposite Products CFC/ITTO/62	CFC	May-September 2003
Main proposal text: Utilisation of Small Diameter Logs from Sustainable Sources for Biocomposite Products CFC/ITTO/62	CFC/ITTO	
Appraisal Report: Demonstration of Rubberwood Processing Technology and Promotion of Sustainable Development in China & other Asian Countries CFC/ITTO/72	CFC	2 nd February 2005
Note by the Secretariat: Demonstration of Rubberwood Processing Technology and Promotion of Sustainable Development in China & other Asian Countries CFC/ITTO/72	CFC	12th December 2002
Appraisal and Recommendation of the Managing Director to the Executive Board on the project: Demonstration of Rubberwood Processing Technology and Promotion of Sustainable Development in China & other Asian Countries CFC/ITTO/72	CFC	28th February 2003
Budget: Demonstration of Rubberwood Processing Technology and Promotion of Sustainable Development in China & other Asian Countries CFC/ITTO/72	CFC	2 nd February 2005
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Note by Secretariat: Improvement of the Sustainability of Cotton Production in West Africa CFC/ICAC/25FT	CFC	13th December 2002
Project Document: Improvement of the Sustainability of Cotton Production in West Africa CFC/ICAC/25FT	CFC	13 th December 2002
Fast Track Project Document: Improvement of the Sustainability of Cotton Production in West Africa CFC/ICAC/25FT	CFC	19 th May 2003
LoU Between CFC and UNCTAD: Improvement of the Sustainability of Cotton Production in West Africa CFC/ICAC/25FT	CFC	27 th May 2003
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Final Report: Improvement of the Sustainability of Cotton Production in West Africa CFC/ICAC/25FT	Peter Ton	7th April 2005
Revised Draft Proceedings of the Round Table: Improvement of the Sustainability of Cotton Production in West Africa CFC/ICAC/25FT	ICAC/UNCTAD/CFC	
Commodity Diversification Strategies and Interventions: Draft report	Vrije Universiteit	June 2004

Document Title	Author	Date
Note by the Secretariat: Assessing the Potential for Small Scale Sweetener and Energy Production Systems by Smallholders in Southern Africa CFC/ISO 25FT	CFC	29 th November 2002
Project Agreement: Assessing the Potential for Small Scale Sweetener and Energy Production Systems by Smallholders in Southern Africa CFC/ISO 25FT	CFC	25th July 2003
Consultant Terms of Reference: Commodity Diversification Strategies (Study) CFC/ISO 25FT		
Note by the Secretariat: Defining a New Global Industry Standard for Safe Lead Production, Usage and Recycling CFC/LZSG/12FT	CFC	20th December 2004
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Report: Side Event on "Commodities, Poverty Alleviation and Sustainable Development" on the occasion of UNCTAD XI CFC/CFC/12FT	Thomas Lines	1-Jul-2004
Note by the Secretariat: Workshop on "Pre-Slaughter Defects of Hides and Skins and Intervention Options in East Africa: Harnessing the Leather Industry to Benefit the Poor (Ethiopia, Kenya, Sudan, Uganda) (CFC/FIGHS/11/FT)	CFC	28 th May 2004
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Workshop Report: Workshop on "Pre-Slaughter Defects of Hides and Skins and Intervention Options in East Africa: Harnessing the Leather Industry to Benefit the Poor (Ethiopia, Kenya, Sudan, Uganda) (CFC/FIGHS/11/FT)	ILRI	18 th May 2005
	Elwood consultants/CFC	
Comparative advantages of Sisal, Coir, and Jute Geotextiles	Technical Paper 31	7 th May 2004
	Jean-Christophe Bureau/CFC	
Incidence and Impact of Tariff Peaks and Escalations of Selected Agricultural Products in Specific markets	Technical Paper 33	2004
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