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REPORT AND RECOMMENDATION OF THE PRESIDENT

TO THE EXECUTIVE BOARD ON A PROPOSED LOAN TO

THE REPUBLIC OF BURUNDI

FOR THE

RURAL RECOVERY AND DEVELOPMENT PROGRAMME



TABLE OF CONTENTS

CURRENCY EQUIVALENTS	III
WEIGHTS AND MEASURES	III
ABBREVIATIONS AND ACRONYMS	III
MAP OF THE PROGRAMME AREA	IV
LOAN SUMMARY	VI
PROGRAMME BRIEF	VII
PART I - THE ECONOMY, SECTORAL CONTEXT AND IFAD STRATEGY	1
A. The Economy and the Agricultural Sector	1
B. Lessons Learned from Previous IFAD Experience in Burundi	2
C. IFAD's Strategy for Collaboration with Burundi	3
PART II - THE PROGRAMME	4
A. Programme Area and Target Group	4
B. Objectives and Scope	4
C. Components	5
D. Cost and Financing	7
E. Procurement, Disbursement, Accounts and Audit	10
F. Organization and Management	11
G. Economic Justification	12
H. Risks	13
I. Impact on Women	13
J. Environmental Impact	13
K. Innovative Features	14
PART III - LEGAL INSTRUMENTS AND AUTHORITY	14
PART IV - RECOMMENDATION	14
ANNEX	
SUMMARY OF IMPORTANT SUPPLEMENTARY ASSURANCES INCLUDED IN THE NEGOTIATED LOAN AGREEMENT	15



APPENDIXES

I.	COUNTRY DATA	1
II.	PREVIOUS IFAD LOANS TO BURUNDI	2
III.	LOGICAL FRAMEWORK	3
IV.	APPORTS QUANTIFIÉS, OBJECTIFS ET FACTEURS CLÉS DU PROGRAMME (QUANTITATIVE INPUTS, TARGETS AND KEY PROGRAMME FACTORS)	7
V.	STRUCTURE D'INTERVENTION DU PROGRAMME (SUMMARY OF PROGRAMME DESCRIPTION)	12
VI.	ORGANISATION ET GESTION DU PROGRAMME (ORGANIZATION AND MANAGEMENT)	15
VII.	ANALYSE ÉCONOMIQUE ET FINANCIÈRE (ECONOMIC AND FINANCIAL ANALYSIS)	22



CURRENCY EQUIVALENTS

Currency Unit	=	Burundi Franc (BIF)
USD 1.00	=	BIF 510.00
BIF 1.00	=	USD 0.002

WEIGHTS AND MEASURES

1 kilogram (kg)	=	2.204 pounds (lb)
1 000 kg	=	1 metric tonne (t)
1 kilometre (km)	=	0.62 miles (mi)
1 metre (m)	=	1.09 yards (yd)
1 square metre (m ²)	=	10.76 square feet (ft ²)
1 acre (ac)	=	0.405 ha
1 hectare (ha)	=	2.47 acres

ABBREVIATIONS AND ACRONYMS

AWP&B	Annual workplan and budget
CDP	Community Development Plan
COGERCO	Cotton Board
DGHER	General Directorate for Rural Water and Energy Supplies (Ministry of Communal Development)
DPAE	Provincial Directorate for Agriculture and Livestock (Ministry of Agriculture)
ICB	International competitive bidding
ISABU	Institut de Recherches Agronomiques du Burundi (Burundi Agricultural Research Institute)
LCB	Local competitive bidding
MINIPLAN	Ministry of Development Planning and Reconstruction
NGO	Non-governmental organization
NSC	National Steering Committee
OCIBU	Burundi Coffee Board
OPEC	Organisation of Petroleum Exporting Countries
PC	Provincial Committee
PCU	Programme Coordination Unit
PGRRR	Ruyigi Rural Resources Management Project
SOE	Statement of expenditures
SPSC	Sectorial and Political Steering Committee
TSC	Technical Steering Committee
UNOPS	United Nations Office for Project Services
WFP	World Food Programme

GOVERNMENT OF THE REPUBLIC OF BURUNDI

Fiscal Year

1 January - 31 December



MAP OF THE PROGRAMME AREA



Source: IFAD

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



IFAD INTERVENTIONS IN BURUNDI





REPUBLIC OF BURUNDI
RURAL RECOVERY AND DEVELOPMENT PROGRAMME
LOAN SUMMARY

INITIATING INSTITUTION:	IFAD
BORROWER:	Republic of Burundi
EXECUTING AGENCY:	Ministry of Development Planning and of Reconstruction (MINIPLAN)
TOTAL PROGRAMME COST:	USD 34.2 million
AMOUNT OF IFAD LOAN:	SDR 14.75 million (equivalent to approximately USD 20.0 million)
TERMS OF IFAD LOAN:	40 years, including a grace period of ten years, with a service charge of three-fourths of one (0.75%) per annum
COFINANCIERS:	OPEC Fund, World Food Programme (WFP)
AMOUNT OF COFINANCING:	OPEC Fund: USD 8.3 million WFP: USD 1.2 million
CONTRIBUTION OF BORROWER:	USD 3.5 million (USD 3.3 million taxes)
CONTRIBUTION OF BENEFICIARIES:	USD 1.2 million
APPRAISING INSTITUTION:	IFAD
CO-OPERATING INSTITUTION:	United Nations Office for Project Services (UNOPS)

PROGRAMME BRIEF

Who are the beneficiaries? The beneficiaries are small farmers seeking to recover from the crisis and who are faced with problems of decreasing land availability and fertility. The direct beneficiaries will comprise more than 40 000 hill farmers and about 20 000 farmers cultivating plots on marshes. Some 10 000 households will benefit from livestock interventions and several tens of thousand farmers from improved cropping conditions for coffee, tea, rice or cotton. More than 60 000 rural households will gain access to safe water at a reasonable distance. All beneficiaries belong to population groups of which 60% live below the official poverty line (1996 estimate) and most are unable to meet the basic food needs of the family. Beneficiary families specifically include women-headed households, the number of which has increased with the continued crisis that Burundi has lived through since 1993.

Why are they poor? Poverty in Burundi relates directly to the very low productivity of labour, which is the result of the lack and/or poor quality of capital, land that is prone to erosion and over-cultivation, poorly trained and badly supported farmers, and the low level of agricultural equipment and technology. Individual cases of poverty are mainly caused by a lack of agricultural land per caput. Families with inadequate land resources also tend to lag in educational achievement and to have access to fewer on- and off-farm cash income-earning opportunities. The succession of crisis afflicting the country has tended to exacerbate the situation, mainly because large sections of the population have been displaced for some time and this has led to an almost total depletion of livestock resources through theft or distress sales. Many agricultural implements have also been lost in similar ways.

What will the programme do for them? As communities insist on being in the driving seat of their own development, community planning will be at the heart of all field-level activities. The programme is expected to increase individual household food supplies and income through a combination of production-oriented actions - promotion of rational input use (improved seeds, fertilizers), restocking of livestock, rehabilitation of essential cash crop support services, redevelopment of cultivated marshlands and promotion of biological erosion control structures – which, together with livestock development, will be instrumental in the introduction of more rationally integrated farming methods. At the community level, the programme will provide for substantial investment in the generation of safe and secure water supplies within reasonable distances. It will also promote the integration of women in social, political and economic processes through the establishment of provincial women’s development centres that will support women’s groups and associations, and organize wide-ranging awareness-building campaigns and a large-scale literacy training programme for both women and men. The programme will make funds available for direct investment in small enterprises through the Communal Development Fund.

How will the beneficiaries participate in the programme? Principal programme activities will take place on the basis of demand by communities, and according to their commitment as expressed by engagement in implementation and management. All field-level activities will be governed by plans originating at the grass roots of the communities involved. The resulting annual programmes will be coordinated at the province and national levels. This process will require the establishment and support of beneficiary committees at all levels, from the “colline” through the “commune” up to the “province”, each level receiving programming and monitoring inputs from, and providing support to, the level below. Because the crisis has seriously weakened them, the programme will also strengthen existing committees established for the purpose of participatory extension services. Finally, the programme will be instrumental in setting up and supporting special sector-specific beneficiary committees, associations and groups including: water users’ committees, marshland management committees, women’s development groups, nurseries associations, and the like.



**REPORT AND RECOMMENDATION OF THE PRESIDENT OF IFAD
TO THE EXECUTIVE BOARD ON A PROPOSED LOAN TO
THE REPUBLIC OF BURUNDI
FOR THE
RURAL RECOVERY AND DEVELOPMENT PROGRAMME**

I submit the following Report and Recommendation on a proposed loan to the Republic of Burundi for SDR 14.75 million (equivalent to approximately USD 20.0 million) on highly concessional terms to help finance the Rural Recovery and Development Programme. The loan will have a term of 40 years, including a grace period of ten years, with a service charge of three fourths of one per cent (0.75%) per annum. It will be administered by the United Nations Office for Project Services (UNOPS) as IFAD's cooperating institution.

PART I - THE ECONOMY, SECTORAL CONTEXT AND IFAD STRATEGY¹

A. The Economy and the Agricultural Sector

1. The Republic of Burundi is situated in the region of the Great Lakes in the centre of the African continent. It is a very densely populated country: in 1996, total population was estimated at about 6 million inhabitants on a surface area of 28 000 km², corresponding to an average population density of about 215 inhabitants/km². Burundi is landlocked and the nearest sea harbour is situated more than 1 500 km away. The climate is of a temperate tropical type with two rainy seasons. Eighty per cent of the country consists of an undulating plateau situated between 1 600 m and 2 000 m above sea level, the remainder - the Imbo region to the West and the Mosso region to the south and south-east of the plateau - consisting of depressions situated at altitudes of between 800 m and 1 400 m.

2. Burundi is one the world's poorest countries. According to the Human Development Index, the country ranks 169th out of 175, with a per capita gross domestic product (GDP) of USD 180 in 1992. As a result of the crisis, this figure had fallen to USD 134 by 1997. Between 1990 and 1997, the proportion of the rural population living in poverty rose from 35% to 58%. Burundi is an overwhelmingly rural and agricultural country: agriculture employs about 90% of the population and accounts for 45% of GDP. Food production is the dominant agricultural activity, accounting for 90% of primary sector GDP in 1993, but coffee, which accounts for only 8% of primary sector GDP, accounts for 90% of all exports. As in the case of food production, coffee production is an overwhelmingly smallholder activity.

3. The internal and external dimensions of the crisis played a key role in decreasing incomes and food security. There are indications, however, that agricultural production is beginning to recover, a major contributing factor being the return of displaced persons to their places of origin. During the course of 1998, the percentage of displaced persons in the total population fell from 10% to less than 5%. While the emergency phase has not passed for all the population, the major issue for most people is rehabilitation: re-establishment of their productive bases and, increasingly, coming to terms with the structural issues of production in a way that is consistent with the constraints and opportunities that emerged from the crisis itself. The question of the potential and condition of the agricultural resource base itself lies at the heart of post-crisis rural life – just as it was before the crisis.

¹ See Appendix I for additional information.



4. From an agricultural point of view, soils on the plateau are generally classified as suitable to very suitable with certain constraints, particularly slopes and acidity. While the soils of the surrounding depressions are also generally suitable for crops, rainfall is often a problem and, without some kind of irrigation, the low rainfalls do not usually allow for a normal range of crops. Common cropping practices fully reflect this complexity and are primarily based on crop associations, the most frequently encountered being beans and maize. Almost without exception, agricultural farms also include one or several types of livestock. The old pastoral system based on cattle is no longer practised because the suitable ranges have all disappeared, mainly on account of extensions to cropping and significant overgrazing. The integration of livestock and cropping activities still remains poor.

5. During the last five years, Burundi has been going through an unprecedented socio-political crisis which has led to the death of thousands of people from every social and political background. Today, the crisis is exerting its nefarious influence through a generalized climate of political tension but the large-scale killing of the early stages of the crisis has ceased and both Government and the international community feel that the conditions exist for an active process of reconciliation and the construction of a common economic future. The political crisis has been clearly demonstrated by the "land crisis": a rapidly growing population, doubling in size every 30 years or so, is faced with land that is becoming increasingly unproductive due to erosion and generalized over-exploitation which allows neither for a fallow period - the traditional way of maintaining soil fertility - nor for the use of modern inputs such as the application of large doses of manure and chemical fertilizer. Subsequent to the crisis, both rural output and urban production have fallen dramatically, especially in areas most affected by political turmoil. The result is that Burundi, traditionally self-sufficient in food production, has become a substantial food importer. The immediate effects of the crisis were worsened by the embargo (lifted since end of January 1999) that a number of neighbouring countries applied to Burundi as of 1996, the year when almost all bilateral and multilateral donors closed their aid programmes to Burundi.

6. Like so many African countries, Burundi suffers from a situation of structural poverty that manifests itself through fragile food security, weak cash income from agricultural or other economic activities, constrained access to basic services such as education and health, and limited availability of safe drinking water. The causes of this situation are numerous and interrelated but, in the specific case of Burundi, poverty is the immediate result of the very low productivity of human labour. Rural poverty in Burundi is characterized by the following elements, which may indeed be used for targeting programme benefits: large households are usually poorer; women-headed households with young children are very fragile; and poor households have less access to non-agricultural resources. Finally, the crisis has created a new category of displaced households that are poverty-susceptible but stand a good chance of regarding their previous status if, as appears likely, they can recover their former farms.

B. Lessons Learned from Previous IFAD Experience in Burundi

7. To date, IFAD has funded four projects in Burundi, two of which (the East-Mpanda Rural Development Project and the Integrated Rural Development Project/Ngozi III) were closed prior to the 1993 crisis. Active projects are the Bututsi Agro-Pastoral Development Project, cofinanced with the African Development Bank (AfDB), and the Ruyigi Rural Resources Management Project (PGRRR) cofinanced with the OPEC Fund. The Government, IFAD, OPEC Fund and AfDB have made major efforts to ensure that these projects continue to serve the rural population, notwithstanding the extremely difficult conditions, but they have clearly not achieved anticipated levels of intensity. A number of particularly useful lessons have been learned regarding project implementation under crisis conditions, e.g.: (i) implementation structures should be simple but strong; (ii) local institutions must be involved in implementation; (iii) linkages must be established with NGOs operating within the areas of intervention; (iv) lack of stability in the management team



leads to poor implementation; (v) cofinancing arrangements must be clearly spelled out; (vi) sectoral, parallel funding appears to give better results than joint funding; and (vii) the crisis appears to have induced a much more assertive and “can-do” spirit among the beneficiary communities and this should be capitalized upon in the interests of improved project implementation.

C. IFAD’s Strategy for Collaboration with Burundi

8. Burundi’s economic development has been dramatically affected by a multiplicity of very powerful structural constraints that have contributed to, and have been exacerbated by, the socio-political crisis. The principal constraint is the long-standing problem of a rapidly increasing population faced with diminishing economic resources, especially in terms of agricultural land which is increasingly affected by erosion and subjected to excessive tilling. This fundamental problem has been aggravated by the effects of the crisis and has led to large-scale loss of livestock through theft or sale, a substantial drop in agricultural output – of both food crops and export commodities - and serious damage to the socio-economic infrastructure. The embargo imposed by neighbouring countries from 1996 to 1999 has also affected economic development and has weighed heavily on Burundi’s terms of trade.

9. Aware of the main constraints on development, successive governments have supported agricultural production as the main instrument of economic growth. While, throughout the 1970s and early 1980s, agricultural development was principally promoted through sectorial interventions, from the mid-1980s on, policy focus increasingly shifted to the farms themselves as integrated production units with a wide range of requirements and needs. Assisted by its main donors, Burundi consequently launched large-scale extension efforts, the nature of which, with time, have become increasingly participatory. Other important strategic policy changes were implemented at the same time, including structural adjustment to render public services more effective and responsive, liberalization of essential agricultural support services, and strengthening of community participation in poverty reduction programmes. Emphasis on natural resources management and conservation also became very strong. In line with national policy, IFAD’s long-term strategy for Burundi focuses on improving food security, mainly through the rational management of available agricultural resources (including water) and support for the introduction of improved technology and use of modern inputs. Promotion of soil conservation measures also ranks highly in ongoing IFAD-funded projects because biological soil conservation measures are a vital link in the integration of crop and livestock farming. There is also a need to increase income-earning opportunities for the poor in general (and for women in particular) and, not least, to provide sustainable access to purchased inputs essential to a sustainable strategy for improving soil fertility and productivity. These strategic options require the implementation of stronger support systems and institutions, such as a participatory extension service based on appropriate research and development results.

10. The internationally-recognized reduction of social and political tensions in Burundi provides an opportunity to relaunch national efforts to improve and maintain the agricultural resource base. However, any revival must be both rapid and firmly rooted in the concerns and initiatives of rural communities so as to contribute to the process of community reconsolidation that is necessary to bring about peace and ensure that improved agricultural practices correspond to poor farmers’ use of what are, after all, their own primary economic resources. In this context, there is a need to strengthen the national strategy in three crucial areas: (i) the relationship between public authorities and the beneficiary community must be much more reliant on beneficiary groups, associations and the collaboration that local and international NGOs currently provide; (ii) restoration of the productive capital of farmers, especially in the area of livestock, which is all the more necessary if the integration of crops and livestock is to be more fully achieved; and (iii) rehabilitation of basic infrastructure. The latter is seen by beneficiaries as a priority, but such direct investment could also become a focal point for community-based development and reconciliation.

PART II - THE PROGRAMME

A. Programme Area and Target Group

11. With the exception of the social infrastructure component, which will also support activities in the provinces of Ruyigi and Bururi (areas already served by ongoing IFAD-assisted projects), the programme will operate in four provinces only, i.e. Cibitoke in the north-west, Gitega and Karuzi in the centre, and Kayanza in the north. These provinces have been chosen on the basis of the following criteria: (i) level of structural poverty; (ii) degree of post-crisis distress; (iii) current and projected security situation; and (iv) the possibility of suspended area-based agricultural and/or rural development programmes being relaunched in the foreseeable future. A wide range of ecological, agro-economic and socio-political conditions apply in the selected programme area, which includes parts of the Imbo lowlands but covers part of the high mountain range still largely covered by natural forest. The major part of the programme area, however, is made up of agro-ecological regions belonging to the central plateau. Cibitoke and Karuzi provinces were among the hardest hit by the crisis, with 50% or more of the population moving away or becoming displaced. The socio-economic infrastructure has also suffered badly (Karuzi Province already lagged badly in this respect vis-à-vis other provinces before the crisis). Gitega and, especially, Kayanza provinces, the most densely populated provinces in the country, were spared the worst of the crisis and only a relatively modest proportion of the population was displaced. Before the onset of civil strife, all provinces except Cibitoke were considered extremely poor. However, Cibitoke was so badly affected that, by 1997, the province ranked only just above Karuzi, itself very severely hit. During 1998, the vast majority of displaced households returned to their farms and resumed production activities. In all four provinces, the proportion of displaced population is diminishing and is already well below the 5% mark.

12. Based on official poverty lines for 1990, which can be used to represent the “structural” situation, the programme area harbours about 33% of all poor households in Burundi while the overall population in the area represents less than 30% of the national population. As such, the programme area is poorer than the average. Numeric estimates of the target group, based on poverty prevalence data for 1990 and 1997, show that at the present time, between 756 000 and 1 167 000 inhabitants out of a total population of 1.8 million are very poor and food insecure. This corresponds to between 126 000 and 195 000 farming households. The crisis has created groups of poor households that did not previously belong to that category. A typical example of this is the woman-headed household, the number of which is reported to have grown significantly. There are reports of large numbers of doubly-orphaned households managed by children. These types of groups will need particular attention, especially during the early stages, when the returnees will be most vulnerable.

B. Objectives and Scope

13. The objective of the programme is to contribute to establishing conditions for the rural poor and their communities to develop and implement sustainable individual and collective strategies for overcoming what they perceive as the main obstacles to improving household food security and income and reducing the pressure on livelihoods that has so persistently contributed to social tension.

14. Preparation of the programme has been based on extensive consultations with poor, small-scale poor farmers in the programme area. The issues identified by them are both complex and connected. In the short term, they involve recapitalization of the vulnerable households that were pushed into indigence by the crisis; immediate relaunching of supply systems for critical agricultural inputs for food crops; and rehabilitation of elements of the cash crop system upon which many rely for cash to purchase basic inputs. In the absence of any response to these needs, the possibility of rapid recovery to the pre-crisis level will be difficult for the poorest who have few savings or assets. In the medium term, the objective is to halt the decline of soil fertility and reduce pressure on existing production systems by more systematic exploitation of “reserve” resources such as marshland and by



reintroducing livestock into mixed farming systems, mainly through tested credit-in-kind mechanisms. The concerns of poor farmers and communities are not exclusively and directly agricultural as they encompass the desire to develop the capacity of communities to formulate and implement their own plans in collaboration with external assistance; the desire to strengthen the economic and social capacity of women to handle the key roles they play in rural life, not least as a result of the crisis; and the desire to develop social and economic infrastructures that will free rural people to invest in their own economic activities and development.

15. As communities insist on being in the driving seat of their own development, community planning will be at the heart of all field-level activities. Implementation of these plans will require the elaboration of partnerships between communities, the public and private sectors, and NGOs. Each group will be supported to play a role in activities planned at the community level, within an organizational framework that should emerge as a tested model for sustainable rural development in Burundi and give concrete form to the revived national strategy of decentralization and privatization.

C. Components

16. To achieve the above objectives, the programme will be executed over a seven-year period and will include six components: (a) community development; (b) on-farm production support; (c) natural resources development and conservation; (d) socio-economic infrastructure development; (e) support to local initiatives; and (f) programme coordination.

17. **Community development.** Community development plans (CDPs) will form the basis of programme implementation so as to ensure that the activities respond to the needs of the communities concerned. The objectives of the community development interventions are to create conditions that favour dialogue between different members of the community; assist in the emergence of farmers' organizations based on economic interests; and promote income-earning opportunities. Training is foreseen at a number of levels: (i) training and awareness-building for farmers and community members; (ii) for development staff at all levels; and (iii) technical and vocational training. A gender-awareness building workshop at project start-up will be the mechanism for helping project implementing agencies focus on women's concerns. Community development activities will be supported by specialized NGOs working with local hill, sector, commune and province committees.

18. **On-farm production support.** With a view to stimulating on-farm production, support will be provided for livestock and food and export crops. For food crop production, this will involve re-establishing the supply of fertilizer and implements and providing improved seeds and planting materials. Two mechanisms are to be used for providing inputs to farmers: (a) during the first year, essential inputs will be distributed free-of-charge to help households most affected by the crisis to resume production; and (b) financing will be provided to ensure the commercial availability of fertilizers over the longer term. For the latter, a revolving fund will be set up to facilitate imports and distribution through local traders serving the communities. Since clean and vigorous planting material is necessary to maintain yields, the national seed production capacity will also be strengthened through the rehabilitation of six existing state seed farms (prior to privatization) and support for seed multiplication by farmer groups for subsequent commercial sale. The integration of livestock into the smallholder farming system is one way of maintaining soil fertility and represents a very profitable activity for farmers with access to fodder. As a first step, the programme will support the reintroduction of livestock (cattle, sheep, goats and pigs) to destitute farms through both credit-in-kind and the provisioning of a guarantee fund so that financing from local savings and credit cooperatives can be mobilized. To provide technical support for livestock activities, one transit-and-quarantine centre will be established in each programme province and the National Artificial Insemination Centre and the National Veterinarian Laboratory will be re-equipped.



19. As traditional export and cash crops are the farmers' only source of cash, a secure system will be needed to ensure that they are able to purchase agricultural inputs on a regular basis. The programme will provide selective marketing and production support for the tea, coffee, rice and cotton production sectors. For tea and coffee, the programme will support private nurseries to rehabilitate and moderately expand the area presently covered and for the rehabilitation of essential infrastructure such as coffee pulping stations, input stores, and collection stalls for tea leaves. For cotton, infrastructure support activities are planned together with the reintroduction of animal traction in the Imbo-Nord region. Revolving funds will be set up for all four commodities both to ensure supplies of fertilizer and to provide specialized extension support. To support the development and diffusion of appropriate on-site technology, the Burundi Agricultural Research Institute (ISABU) will be strengthened to carry out applied research; and two existing provincial applied research units will be supported to resume work and follow-up on on-farm trials. The programme will strengthen the National Centre for Food Technology to carry out post-harvest food processing research. The programme will also strengthen the extension capacity of the Provincial Directorates for Agriculture and Livestock (DPAEs).

20. **Natural resources development and conservation.** Given the increasing fragmentation of land holdings, the programme will support selected activities aimed at increasing land productivity. Marshland development will cover about 2 300 ha in Gitega, Karuzi and Kayanza provinces (Cibitoke is virtually without marshes). Three types of marshes, which have long been cultivated during the dry season, will be developed: (a) those that require simple drainage; (b) those with slopes that allow for gravity irrigation but do not require flood protection structures; and (c) hydromorphous marshes on which rice is cultivated but where other crops in other seasons could become feasible were a system of drainage and flood control to be introduced. The provincial DPAEs will be strengthened by a specialized rural engineering unit to execute marshland development.

21. Hillside bunding and soil conservation are crucial for maintaining soil fertility and limiting erosion in Burundi. As a general rule, mechanical erosion control measures have failed due to the labour burden at start-up and for maintenance. This type of erosion control is also seen by the farmers as a loss of arable land. The programme will therefore support biological soil conservation measures and agro-forestry, consisting of planting permanent fodder or agro-forestry species along contour lines. These methods have the advantage of producing biomass which can be used for intensive livestock management or composting. The programme will support the production of planting material for biological soil conservation and groups of individual nurseries will receive basic planting material for multiplication. Soil conservation planting materials will be provided free-of-charge to beneficiaries.

22. The programme will also support an experimental programme of radical bench terracing. This technique breaks the force of rain run-off and promotes water penetration into the soils, thus improving the efficiency of inputs applied. Radical bench terracing has been successfully tested and adopted in Rwanda under similar conditions, but it has not yet been extended to Burundi and thus it will be necessary to train a team of technicians in Rwanda. The experimental demonstration programme will be carried out over three years on government land so that the terraces created can be eventually handed over to private individuals (with women beneficiaries receiving priority). An evaluation will be carried out in PY4 before launching a programme of radical bench terracing on land belonging to private volunteers. All costs related to the experimental phase will be entirely funded by the programme; private terraces in the second phase will be executed by the beneficiaries themselves who will receive food rations to compensate for the crop foregone while the work is underway.

23. **Socio-economic infrastructure development.** Village water supply, sanitation and community social infrastructure development are the three actions to be supported under this component. The water supply programme will ensure the rehabilitation of about 460 piped water supply systems in the



six provinces and the equipping of 800 small surface sources in Ruyigi and Bururi provinces. Work on the larger systems will be executed directly by the General Directorate for Rural Water and Energy Supplies (DGHER) but that for smaller networks will be carried out by NGOs and local communities. All water supply facilities will be handed over to the concerned villages under the existing regulatory framework and beneficiaries will be trained to assume operational responsibility. Sanitation support will be directed at the construction of about 150 latrine units of eight toilets in public places (hospitals, schools, markets) in accordance with government standards. A communal development fund of USD 400 000 will be provided so that communities can request the particular types of socio-infrastructure or equipment investments they need.

24. **Support to local initiatives.** The programme will support the creation and operation of one family development centre in each province in an effort to address women's development needs. The technical activities of these centres will include: (a) information, education and communication campaigns; (b) functional literacy training; and (c) support to income-earning activities for women, with special emphasis on promoting labour-saving technologies for women. The structure and management of the proposed centres will be based on the experiences gained by the Ruyigi centres funded by IFAD under PGRRR. The programme will also contribute funds towards the full rehabilitation of the Multifunctional Centre in Gitega, which has been selected as the focal point for many women's training programmes. Under PGRRR, the communal development fund has proved to be an effective way of providing financial resources to communities in support of their productive activities. Building on this experience, the programme will provide funds for communal development funds in four provinces with the aim of promoting activities to generate incomes for the communes. Decisions on the specific activities to be financed will be made on the basis of detailed technical and financial analyses.

25. **Programme coordination.** A programme coordination unit (PCU) will be established in Bujumbura within the Ministry of Development Planning and Reconstruction (MINIPLAN). The PCU will have six units: overall management, planning and monitoring and evaluation (M&E), accounts and finance, community development, on-farm production and infrastructure. Each unit will be run by an experienced senior expert recruited with programme funds for the full period of the project. The Government will transfer suitably qualified support staff to the PCU.

C. Costs and Financing

26. Total programme costs are estimated at USD 34.2 million (BIF 19.6 billion), including price and physical contingencies of USD 2.0 million. The foreign exchange cost is estimated at USD 10.8 million, or 31.6% of total programme costs. Taxes are included in all unit costs where appropriate and amount to USD 3.3 million (9.6% of total programme costs). These will be borne by the relevant Government of Burundi budgets or waived, a well established procedure for foreign donor-funded projects in Burundi. Total programme costs per component are summarized in Table 1.

27. The proposed programme will be financed by an IFAD loan of USD 20.0 million (or 58% of total programme costs). The OPEC Fund will contribute USD 8.3 million (24%), World Food Programme (WFP) USD 1.2 million (3.4%), the beneficiaries USD 1.2 million (3.5%), and the Government USD 3.5 million (10.2%), including all taxes (USD 3.3 million). The indicative financing plan by programme component is shown in Table 2.

TABLE 1: SUMMARY OF PROGRAMME COSTS^a
(USD '000)

Component				% of Foreign. Exchange	% of Total Base Costs
	Local	Foreign	Total		
Community development	1 555.7	183.0	1 738.7	11	5
On-farm production support					
Food crops	1 407.0	1 358.1	2 765.1	49	9
Livestock	1 142.2	626.5	1 768.7	35	5
Cash crops	1 079.0	741.4	1 820.3	41	6
Applied research	603.6	284.8	888.4	32	3
Extension	1 445.1	1 356.2	2 701.3	47	9
Subtotal	5 650.5	4 236.5.2	10 285.2	43	32
Natural research development and conservation					
Marshland	2 028.5	565.1	2 593.7	22	8
Soil conservation	1 625.6	104.5	1 730.1	6	5
Subtotal	3 654.1	669.7	4 323.8	15	13
Socio-economic infrastructure development.	6 106.5	3 535.7	9 642.2	37	30
Support to local initiatives					
Women's activities	1 650.5	840.2	2 490.6	34	8
Communal investments	823.5	-	823.5	-	3
Subtotal	2 474.0	840.2	3 314.2	25	10
Programme coordination	2 490.4	785.9	3 276.3	24	10
Total base costs	21 931.3	10 250.8	32 182.1	32	100
Physical contingencies	787.6	331.7	1 119.3	30	3
Price contingencies	714.8	209.7	924.5	23	3
Total programme costs	23 433.7	10 792.2	34 225.9	32	106

^a Discrepancies in totals are due to rounding up of figures.

TABLE 2: FINANCING PLAN^a
(USD million)

	IFAD		OPEC		WFP		Govt.		Benef.		Total		For. Exch.	Local Excl. Taxes	Duties and Taxes
	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%			
COMMUNITY DEVELOPMENT ON-FARM PRODUCTION SUPPORT	1.7	90.8	-	-	-	-	-	-	-	-	1.8	5.4	0.2	1.5	0.2
Food crops	2.7	97.9	-	-	-	-	-	-	-	-	2.7	7.9	1.3	1.3	0.1
Livestock	1.7	88.7	-	-	-	-	-	-	-	-	1.8	5.3	0.6	1.0	0.2
Cash crops	1.7	90.9	-	-	-	-	-	-	0	-	1.8	5.3	0.7	0.9	0.2
Applied research	0.8	88.6	-	-	-	-	-	-	-	-	0.9	2.7	0.3	0.5	0.1
Extension	2.5	84.3	-	-	-	-	-	-	-	-	3.0	8.3	1.3	1.1	0.4
Subtotal	9.1	90.3	-	-	-	-	-	-	0	-	10.1	29.6	4.3	4.8	1.1
NATURAL RESOURCE DEVELOPMENT AND CONSERVATION															
Marshland	1.9	66.6	-	-	0.3	10.6	-	-	0.3	12.1	2.8	8.4	0.6	2.0	0.3
Soil conservation	1.2	60.2	-	-	0.3	16.6	-	-	0.4	20.2	2.0	5.6	0.1	1.7	0.1
Subtotal	3.0	64.0	-	-	0.6	13.0	-	-	0.7	15.3	5.0	14.0	0.7	3.7	0.4
SOCIO-ECONOMIQUE INFRASTRUCTURE DEVELOPMENT. SUPPORT TO LOCAL INITIATIVES	-	-	8.3	79.3	0.5	5.2	-	-	0.5	4.7	10.5	30.6	3.8	5.5	1.1
Women's activities	2.2	83.2	-	-	-	-	0.1	4.9	-	-	3.0	7.7	0.9	1.4	0.3
Communal investments	0.9	100.0	-	-	-	-	-	-	-	-	1.0	2.7	-	0.9	-
Subtotal	3.1	87.5	-	-	-	-	0.1	3.6	-	-	3.5	10.4	884	2.3	0.3
PROGRAMME COORDINATION	2.9	87.1	-	-	-	-	0.1	2.8	-	-	3.5	10.1	830	2.3	0.3
Total disbursement	20.0	58.4	8.3	24.3	1.1	3.4	0.2	0.7	1.2	3.6	34.2	100.0	10.8	20.1	3.3

^a Discrepancies in totals are due to rounding up of figures.





D. Procurement, Disbursement, Accounts and Audit

28. **Procurement.** The procurement of goods, works and services required for the programme will be carried out in accordance with IFAD's procurement guidelines. The size of individual contracts for construction and rehabilitation of infrastructures is unlikely to attract contractors outside Burundi and thus they will be awarded following local competitive bidding procedures for contracts between USD 10 000 and USD 50 000. For contracts valued at less than USD 10 000, local shopping procedures, with submission of at least three offers, will apply. Marshland development will be carried out by force account. Contracts for village water supply systems of 7 km or more will be awarded following international competitive bidding (ICB) procedures. Vehicles and agricultural chemical inputs will be bulked into sizeable bid packages for procurement under ICB procedures for contracts above USD 50 000. Contracts for vehicles and chemical fertilizers costing less than USD 50 000 and contracts for equipment and materials costing more than USD 50 000 will be awarded on the basis of local competitive bidding (LCB) procedures. Contracts for equipment and material valued between USD 10 000 and 50 000 will be awarded following international shopping procedures. Purchases for less than USD 10 000 will be awarded following local shopping procedures. Any contract costing more than USD 50 000 equivalent will be subject to prior review by the cooperating institution. Consultants' services will be contracted in accordance with the cooperating institution's procedures, acceptable to IFAD. Procurement of agricultural inputs under the programme intervention and rehabilitation fund will be carried out by the Food and Agriculture Organization of the United Nations/Office for Special Relief Operations under procedures acceptable to IFAD.

29. **Disbursement.** Based on IFAD's experience in the country, the proceeds of the loan will be disbursed over a seven-year period. Withdrawals from the loan account for payments made under contracts costing less than USD 10 000 equivalent and expenditures for marshland development, operating costs and training will be made against certified statements of expenditures (SOEs). Supporting documents will be retained by PCU in a central location for periodic review by visiting supervision missions and examination during the course of annual audits of programme accounts. Withdrawals in respect of all other expenditures will be fully documented. In order to ensure sufficient budgetary allocation and liquidity critical for timely programme implementation, a special account will be opened and maintained by PCU in a bank acceptable to IFAD and used to finance IFAD's share of eligible expenditures. The account will be held in United States dollars with an initial deposit amounting to USD 1.0 million, equivalent to IFAD's share of estimated programme expenditures for the first four months. The account will be replenished at the request of the Government in accordance with established procedures. The Government's contribution to the programme with regard to taxes and salaries will be deposited in a project account in a local bank acceptable to IFAD. The Government will issue IFAD with an official document exempting the Programme from payment of all duties and taxes in accordance with government fiscal policy. The Government will provide IFAD with a letter confirming that salaries have already been included in the respective budgets of the participating ministries/institutions."

30. **Accounts and audit.** Existing public accounting practices are sound and consistent with generally-accepted accounting principles. However, the accounting and budgeting codes will be refined to capture, record and report expenditures by activity at the province level with a view to facilitating, establishing and monitoring provincial annual workplans and budgets. Arrangements will be made for the programme accounts for each fiscal year to be audited in accordance with generally-accepted auditing standards. The audit report, inclusive of a separate opinion on the certified SOEs and the special account facility, will be submitted to IFAD and the cooperating institution no later than six months after the end of the fiscal year.



F. Organization and Management

31. **Coordination.** Community development plans (CDPs) will be the driving force behind all activities supported by the programme. These CDPs will be established by the participating communities and will constitute the basis of programme interventions. Coordination of participating communities will be done at the most decentralized level through *colline* coordination committees. At the provincial level, programme coordination will be the responsibility of the provincial committees (PCs) which will comprise elected representatives of the communities, commune and provincial officials and NGOs, under the chairmanship of the governor of the province. The PCs will meet six times a year to ensure conformity and uniformity of the community development approach and assess implementation progress of the CDPs.

32. At the central level, programme coordination will be the responsibility of two institutions. One is the National Steering Committee (NSC) which will comprise two sub-committees: (i) the Sectorial and Political Steering Committee (SPSC) and (ii) the Technical Steering Committee (TSC). The membership of SPSC will include Government ministers of programme participating ministries and the programme coordinator (who will act as secretary). This sub-committee, which will be responsible for the sectorial and political orientations of the programme, will meet twice yearly to assess overall programme implementation and progress and to review and approve the programme's annual workplan and budget (AWP&B). The TSC will be composed of directors-general of participating ministries, the programme coordinator (as secretary), and beneficiary representatives. The TSC will meet every three months to ensure active coordination among the participating ministries, including the technical monitoring and control of programme activities, and will review the programme's AWP&B prior to submission to SPSC for approval. All public, semi-public and private institutions involved in programme implementation will be invited to delegate representatives to the TSC. The PCU established within MINIPLAN will be charged with implementation of the programme and coordination of the various components, institutions and donors. The PCU will be provided with annual budget allocations to enable it to recruit national staff of the highest calibre.

33. **Programme implementation.** The key management tool for implementation will be the AWP&B, the preparation of which will reinforce the fundamentally participatory nature of the community development process. Planning of programme activities will rest upon the participation of the targeted population through the mechanisms of community development, which implies that only those needs that have been duly identified at the grass-roots level will be addressed by the programme. Planning, therefore, will be an aggregation, at the sectorial, communal and province levels, of plans and programmes submitted by beneficiaries or their groups and the institutions working alongside them, such as local NGOs.

34. **Monitoring and evaluation** will be the direct responsibility of the specialist staff member located within PCU. Budget lines will be provided for the recruitment of short-term additional technical assistance personnel on the occasion of the mid-term review and final programme evaluation. A specialist in M&E of community development operations will also be made available throughout the life of the programme at a rate of one-to-two months per year. The monitoring of the programme will be achieved through a series of key indicators, a provisional list of which will be finalized during the start-up workshop. The PCU will prepare half-yearly progress reports based on the agreed indicators. This report will form the basis for discussions to be held at the National Steering Committee at both SPSC and TSC levels, and at the twice-yearly programming and monitoring seminars. The PCU's M&E specialist will produce an annual monitoring report which will include quantitative and qualitative data on the indicators and a discussion of observed evolutions, problems encountered and lessons learned for programme implementation. These reports will include specific discussions of the following: (a) beneficiary reaction *vis-à-vis* programme-related institutions; (b) evolution of grass-roots groups and associations; (c) the situation of women and youth; and (d) the environmental impact of programme activities.



35. Given that the programme is proposed to be implemented over a seven-year period, it will be necessary to organize a mid-term review during the course of which the programme authorities will analyse in substantial detail: (a) adherence to the original implementation schedule; (b) progress, constraints and development perspectives for each component; (c) programme impact on crop and livestock outputs; (d) environmental impact; and (e) need to reorient programme scope and methods. The final programme evaluation will concentrate on the following elements: (i) comparison of programme objectives and achievements in terms of improved production and marketing of crops and livestock; (ii) achievements, constraints and probable evolution of main activities beyond the programme closing date; and (iii) prospects for applying the methodologies in other regions and/or continuation of programme activities.

G. Economic Justification

36. **Beneficiaries.** It is impossible to determine the expected number of individual households benefiting from the proposed programme with any degree of precision since households may be participants in several programme activities simultaneously or consecutively. The following data provide an insight into the potential range of beneficiaries that could be involved in programme actions.

- The programme will be expected to directly improve food crop production for no less than 40 000 households living on dry land.
- No less than 20 000 farmers will find that the cropping conditions on their marshland plots will have improved considerably.
- About 16 160 tea growers and an unknown, but substantially larger, number of coffee growers will benefit from the programme through improved crop support services.
- About 10 000 farmers will be expected to receive livestock under one of the proposed credit-in-kind distribution systems.
- The socially-oriented programmes will also reach a very large number of beneficiaries. For instance, the village water supply programme is designed to service no less than 250 000 inhabitants, while 16 000 individuals, mostly women, will have completed one of the functional literacy training classes.

37. **Benefits.** At full development, the production of major food crops (maize, beans, peas, rice and Irish potatoes) is expected to have risen from 28 000 t to about 45 000 t, i.e. an increase of 58% with respect to the current situation. This obviously includes some catching up on account of production lost due to the crisis. Less spectacular but quite significant increases are expected to occur with respect to cash crops and livestock outputs. The programme will also produce other types of benefits, including organization of the rural population to mobilize for peace and collaboration and greatly improved protection of the environment, mainly through the installation of biological soil conservation measures and the introduction of rational management systems for fragile situations such as those prevailing in the marshes. Furthermore, a large number of households will gain access to permanent safe drinking water supplies at a reasonable distance. Jobs will be created directly through the planned investment programmes and indirectly through the small enterprises that are likely to develop with programme assistance. The benefits of these latter categories are impossible to quantify. Analysed over 20 years, the overall internal rate of return is estimated at 18.1% per annum and the usual sensitivity tests show that it is very robust with respect to major unfavourable variations in projected costs and/or benefits streams.



H. Risks

38. The main risk that could seriously affect the implementation and outcome of the programme is continued political instability. The recent past has nevertheless shown that, even under crisis conditions, projects can be implemented provided their objectives and work rates are adapted to prevailing circumstances. Experience with IFAD's ongoing projects suggests that effectively implemented projects can in fact contribute to reducing instability, at least in their direct areas of operation. Another implicit programme risk relates to the strong but unavoidable emphasis on participatory methodologies for community development. These have, on the whole, produced interesting results at the village level, even in areas badly affected by the crisis, but they have never been implemented on the scale envisaged under the current programme. The extension of village-level methods to a much larger area could lead to administrative bottlenecks. The management proposals, particularly the creation of a strong management unit directly answerable to a high-level policy committee (to which the Government has shown strong commitment), should enable the programme to correct problems as they occur.

I. Impact on Women

39. In Burundi, it is clear that the roles played by women in society are shifting in their favour. The programme will support this evolution through a number of activities specifically targeting women. The creation of four family development centres and the rehabilitation of the Multifunctional Centre at Gitega are key elements of the programme as these institutions will play a major role in women-oriented training in general and awareness-building in particular. The programme includes a wide-ranging literacy-training programme for women without, however, entirely excluding men. Other programme actions that are likely to have a very favourable impact on women include the large domestic water supply programme that will considerably alleviate the heavy workload involved in fetching water, a task which invariably falls to the female members of the family. If and when newly-developed land becomes available (e.g. in marshes and on experimental terraces established on public land), women-headed households will be selected on a priority basis (community proposals to this effect will be a factor in the selection of sites for land development supported by the programme).

J. Environmental Impact

40. The environmental aspects of each and every proposed action will be clearly explained in the CDPs. Within the framework of community development, the extension agents will place strong emphasis on the need for natural resource conservation, particularly for soil protection in cropping and grazing land.

41. While the programme will promote the use of chemical fertilizers, it will not increase environmental hazards as recommended applications will compensate for genuine deficiencies in soil nutrients, particularly nitrogen. Use of chemical fertilizers will be accompanied by promotion campaigns for organic fertilizers (compost and manure) linked to the introduction of biological soil conservation measures. Organic fertilization will, in fact, precede the introduction of chemical fertilizers which will further encourage the chemicals to be totally absorbed by vegetation. In the case of cotton cultivation, the programme will provide funding to re-launch the traditional pest control programmes. In order to reduce risks related to careless or inappropriate use, the programme will finance an awareness campaign among cotton farmers, based on illustrated leaflets, and will insist on full cost recovery. Proposals have been made to protect cropping areas and to improve yields simultaneously. Agro-forestry activities will, over time, reduce pressure on forest resources. Water control measures are proposed only for marshes and valley bottoms that have been cultivated for a substantial period of time by the surrounding population. Interventions will never occur in marshes or parts thereof that have a fragile or an ecologically valuable nature. It should be stressed that improved yields in marshes will reduce pressure on dry-land farming to cover household nutritional needs and will therefore contribute to a more rational use of local natural resources.



K. Innovative Features

42. The principal innovation that will occur under the influence of the programme resides in the systematic application of community development methodologies (and the promotion of women's capacities) over a vast geographical area. A few NGOs already apply such methods here and there in Burundi, often at the commune level. The proposed action will entail the involvement of a specialized NGO at the national conceptual level, another innovation in Burundi. While it is entirely appropriate to revise the overall socio-economic procedures and methodologies, more specifically in terms of participatory development, it is not recommended that the pace of technological innovation be forced, especially under post-crisis conditions where large sections of the population are primarily concerned with recovering their former economic and social status. The programme will nevertheless attempt to promote certain production methods and technologies deemed to be more effective and capable of gaining acceptance by the target population. Biological soil conservation and protection methods clearly come under this heading, especially if they can be associated with intensive livestock management and improved cropping in marshlands. Finally, the programme will test and subsequently promote the establishment of bench terraces for annual cultivation.

PART III - LEGAL INSTRUMENTS AND AUTHORITY

43. A loan agreement between the Republic of Burundi and IFAD constitutes the legal instrument for extending the proposed loan to the borrower. A summary of the important supplementary assurances included in the negotiated loan agreement is attached as an annex.

44. The Republic of Burundi is empowered under its laws to borrow from IFAD.

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

PART IV - RECOMMENDATION

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

RESOLVED: that the Fund shall make a loan to the Republic of Burundi in various currencies in an amount equivalent to fourteen million seven hundred and fifty thousand Special Drawing Rights (SDR 14 750 000) to mature on and prior to 15 May 2039 and to bear a service charge of three fourths of one per cent (0.75%) per annum, and to be upon such terms and conditions as shall be substantially in accordance with the terms and conditions presented to the Executive Board in this Report and Recommendation of the President.

Fawzi H. Al-Sultan
President



ANNEX

**SUMMARY OF IMPORTANT SUPPLEMENTARY ASSURANCES
INCLUDED IN THE NEGOTIATED LOAN AGREEMENT**

(Loan negotiations concluded on 20 April 1999)

1. The Technical Steering Committee and IFAD will jointly review programme implementation no later than the third year of the programme (mid-term review). The Government of the Republic of Burundi (the Government) will prepare the terms of reference for the mid-term review and submit them to IFAD and other participating parties for approval, along with all other documents related to programme progress. In particular, the mid-term review will evaluate the extent to which programme objectives are being met and the difficulties encountered, and will provide recommendations regarding any modifications to programme concept necessary for achieving these objectives and overcoming difficulties. The Government may finance its costs through withdrawals from the loan account. The Government provides assurances that the recommendations of the mid-term review will be implemented within a time frame acceptable to IFAD. It is agreed and accepted that these recommendations may modify documents related to the loan.
2. The Community Development component will be implemented by specialized non-governmental organizations (NGOs). To meet requests from each province, one NGO will provide support in terms of mobilization, motivation and training. In addition, methodological and strategic support for community development at the level of the Programme Coordination Unit (PCU) will be ensured by an NGO specialized in the organization of participatory community development systems — the Agency for Cooperation and Research in Development (ACORD).
3. NGOs will be recruited through local competitive bidding and will subsequently finalize collaboration agreements with those responsible for the programme. The Government and ACORD will reach a partnership agreement as of the signing of the loan agreement. The NGOs will commit themselves to respect the programme objectives stipulated in Annex 1 of the loan agreement and, in order to meet these objectives, the NGOs will make every effort to realize the component in line with the conditions of the loan agreement.
4. The programme will establish six revolving funds and a security fund for distributing fertilizer, seed, livestock and all other forms of production credit. At the same time, the reinstatement of rural populations will call for the setting up of diverse social funds aimed at social and economic rehabilitation. To this end, the programme will establish an intervention and rehabilitation fund, a construction fund, and a community development fund.
5. The recruitment of PCU staff will be effected according to the criteria of competition, and will cover both the public and private sectors.
6. No withdrawal will be effected until:
 - (a) the first annual working plan and budget has been submitted for approval;
 - (b) the sums necessary for implementation of all programme components have been registered in the budgets for the year 2000/2001 of the institutions participating in implementation of the programme; and
 - (c) with respect to categories IV (b), V, VI and VII of the table in Annex 2 of the loan agreement, the agreements with the different partners and the subsidiary agreement among



ANNEX

the Government, the Food and Agricultural Organization of the United Nations (FAO) and IFAD have been signed.

7. The loan will not become effective until the following conditions have been met:
 - (a) the Technical Steering Committee and the Sectorial and Political Steering Committee have been set up in line with the conditions outlined in paragraph 2 of Annex 3; and
 - (b) the Government has presented a detailed programme of recruitment or reassignment of the personnel required to implement the programme.

APPENDIX I

COUNTRY DATA

BURUNDI

Land area (km ² thousand) 1995 1/	26	GNP per capita (USD) 1996 2/	170
Total population (million) 1996 1/	6	Average annual real rate of growth of GNP per capita, 1990-96 2/	-6.4
Population density (people per km ²) 1996 1/	250	Average annual rate of inflation, 1990-96 2/	14.3
Local currency	Burundi Franc (BIF)	Exchange rate:	USD 1 =BIF 510
Social Indicators		Economic Indicators	
Population (average annual population growth rate), 1980-96 1/	2.8	GDP (USD million), 1996 1/	1 137
Crude birth rate (per thousand people), 1996 1/	43	Average annual rate of growth of GDP 1/	
Crude death rate (per thousand people), 1996 1/	17	1980-90	4.4
Infant mortality rate (per thousand live births), 1996 1/	97	1990-96	-3.8
Life expectancy at birth (years), 1996 1/	47		
		Sectoral distribution of GDP, 1996 1/	
Number of rural poor (million) 1/	n.a.	% agriculture	57.5
Poor as % of total rural population 1/	n.a.	% industry	16.9
Total labour force (million), 1996 1/	3	% manufacturing	16.9
Female labour force as % of total, 1996 1/	48.7	% services	25.6
Education		Consumption, 1996 1/	
Primary school gross enrolment (% of relevant age group), 1995 1/	70.0	General government consumption (as % of GDP)	10.0
Adult literacy rate (% of total population), 1995 3/	35.3	Private consumption (as % of GDP)	90.8
		Gross domestic savings (as % of GDP)	-0.9
Nutrition		Balance of Payments (USD million)	
Daily calorie supply per capita, 1995 3/	1 741	Merchandise exports, 1996 1/	37
Index of daily calorie supply per capita (industrial countries=100), 1995 3/	55	Merchandise imports, 1996 1/	125
Prevalence of child malnutrition (% of children under 5), 1990-96 1/	38.0	Balance of merchandise trade	- 88
		Current account balances (USD million)	
Health		Before official transfers, 1996 1/	- 158
Health expenditure, total (as % of GDP), 1990-95 1/	n.a.	After official transfers, 1996 1/	- 6
Physicians (per thousand people), 1994 1/	0.1	Foreign direct investment, 1996 1/	1
Percentage population without access to safe water, 1990-96 3/	48		
Percentage population without access to health services, 1990-95 3/	20		
Percentage population without access to sanitation, 1990-96 3/	49		
Agriculture and Food		Government Finance	
Food imports as percentage of total merchandise imports, 1996 1/	n.a.	Overall budget surplus/deficit (including grants) (as % of GDP), 1995 1/	-3.7
Fertilizer consumption (hundreds of grams per ha of arable land), 1994-96 1/	33	Total expenditure (% of GDP), 1995 1/	24.9
Food production index, (1989-91=100) 1994-96 1/	94	Total external debt (USD million), 1996 1/	1 127
Food aid in cereals, (thousands of metric tons) 1994-95 3/	48	Present value of debt (as % of GNP), 1996 1/	47.4
		Total debt service (% of exports of goods and services), 1996 1/	54.6
Land Use		Nominal lending rate of banks, 1996 1/	15.3
Agricultural land as % of total land area, 1994 4/	85.7	Nominal deposit rate of banks, 1996 1/	n.a.
Forest area (km ² thousand), 1995 1/	3		
Forest area as % of total land area, 1995 1/	12.3		
Irrigated land as % of cropland, 1994-96 1/	1.3		

n.a. not available.

Figures in italics indicate data that are for years or periods other than those specified.

1/ World Bank, *World Development Report*, 19982/ World Bank, *Atlas*, 19983/ United Nations Development Programme, *Human Development Report*, 19984/ World Bank, *The World Development Indicators CD-ROM*, 1998

PREVIOUS IFAD LOANS TO BURUNDI

Project Name	Initiating Institution	Cooperating Institution	Lending Terms	Board Approval	Loan Effectiveness	Current Closing Date	Loan/Grant Acronym	Currency	Approved Loan/Grant Amount	Disbursement (as % of approved amount)
East-Mpanda Rural Development Project	IFAD	AfDB	HC	18 Dec 79	05 Jun 80	30 Jun 93	L - I - 24 - BU	SDR	11 300 000	78.1%
Integrated Rural Development Project/Ngozi III	World Bank: IDA	World Bank: IDA	HC	08 Sep 81	03 Jun 83	31 Dec 89	L - I - 69 - BU	SDR	6 250 000	68.2%
Bututsi Agro-Pastoral Development Project	IFAD	AfDB	HC	29 Nov 88	27 Sep 89	31 Dec 02	L - I - 229 - BU	SDR	6 700 000	30.9%
Ruyigi Rural Resources Management Project	IFAD	UNOPS	HC	15 Sep 93	11 Jul 95	30 Jun 03	G - S - 33 - BU	USD	100 000	69.7%
Ruyigi Rural Resources Management Project	IFAD	UNOPS	HC	15 Sep 93	11 Jul 95	30 Jun 03	L - S - 34 - BI	SDR	5 050 000	41.1%



LOGICAL FRAMEWORK

Narrative summary	Objectively verifiable indicator	Verification source	Critical assumptions
<p>Development Objectives Create a framework for increased rural production to improve food security of households in a context of peace, collaboration and reconciliation. Improve living conditions through the rehabilitation of infrastructure, including a major domestic water supply programme. The “local initiatives” component will support the integration of women and creation of rural enterprises. Overall implementation methods refer to community development and favour decentralization and implementation skill development among rural institutions.</p>	<ul style="list-style-type: none"> • Increases in output and income of rural households • Improved food security • Reduced food aid • Socio-economic status of rural women improved • Local initiatives, individual and collective, supported • Marshes developed and soil conservation structures installed 	<ul style="list-style-type: none"> • Impact studies • Monitoring fact sheets • Provincial reports • Sectoral activity reports • Reports by NGOs supporting groups and associations • Supervision reports 	<ul style="list-style-type: none"> • Generalized socio-political stability • Adhesion by partners to agreements undertaken • Frank cooperation between the target group, the programme interfaces (NGOs) and public institutions • Effectiveness of service providers and programme suppliers
<p>Immediate Objectives Act for reconciliation and peace within the context of participatory community development. Improve household food security through improved availability of seeds and fertilizers for food crops. Increase cash income through rehabilitation of cash crop systems for coffee, tea rice and cotton within the programme area. In support of 1. and 2., strengthen extension services with equipment, training and applied research. Increase food production in marshlands. Improve health through the provision of safe water supplies. Improve social status of women through training and income. Invest in communal economic development projects.</p>	<p>Number of groups (men and/or women) supported in various ways</p> <p>Quantities of seeds, fertilizers, etc. used</p> <p>Increase in output levels of coffee, tea and cotton in the programme area</p> <p>Number of farms integrated into programme activities</p> <p>Food production in marshes</p> <p>Number of water supply points</p> <p>Number of participants in literacy training courses (men and women)</p> <p>Employment for rural women</p> <p>Off-farm employment generated</p>	<p>Programme monitoring reports</p> <p>Programme activity reports</p>	<p>Local socio-political stability effective supply mechanisms</p> <p>Posting of competent and motivated staff</p>



Narrative summary	Objectively verifiable indicator	Verification source	Critical assumptions
<p>Results of community development</p> <ol style="list-style-type: none"> 1. Creation of socio-economic self-management committees at all levels: hill, sector, commune, province 2. Support to training at all levels: <ul style="list-style-type: none"> • civil servants • leaders and representatives of groups • beneficiaries 3. Introduction of support methods for beneficiaries' projects: economic, social, etc. 	<ul style="list-style-type: none"> • Number of committees established and operating • Number of sessions held, membership present, etc. • Number of training sessions held • Contents of these sessions • Projects established • Links with other programme components 	<ul style="list-style-type: none"> • NGO reports and, possibly, reports from communes and provinces • NGO reports • NGO reports • NGO reports 	<ul style="list-style-type: none"> • Presence of NGOs with proven track record in community development and in management of cascading systems of decision-making committees and groups • Eventually: harmonization of results if not the methods of community development used by the different partner-NGOs
<p>Results on-farm production</p> <ol style="list-style-type: none"> 1. Chemical fertilizers available with revolving fund. 2. Six seed centres rehabilitated. 3. Baseline seed capabilities restores at ISABU and the Agricultural Sciences Department of the University of Burundi (FACAGRO). 4. Groups of seed farmers established and supported. 5. Livestock reintroduced in farms. 6. Coffee pulping units repaired. 7. Tea leave collection sheds, quantities of fertilizers used for tea. 8. Coffee and tea planting programmes. 9. Rehabilitation of cotton production facilities. 10. Rehabilitation of rice production. 11. Rehabilitation of animal traction units. 12. Input use for cotton. 13. Improved support and supervision of farmers by General Directorate for Agricultural Extension (DGVA). 14. Functioning multimedia centre. 15. Revitalization of extension service at all levels. 16. Two working applied research units. 	<ul style="list-style-type: none"> • Tonnes of fertilizer in revolving system(s) • Tonnes of seeds produced • Quantity of baseline seed produced • Tonnes of seeds produced • Livestock distributed (credit in kind) • Livestock distributed (cash purchase) • Quantity of coffee processed • Quantity of tea processed • Hectares established, plants leaving nurseries • Tonnes of rice produced • Tonnes of cotton-grain produced in Imbo-Nord • Number of field visits • Extension messages developed • Audio-visual messages produced • Training sessions • Farm visits • Thematic studies • Farmers supported at close range 	<ul style="list-style-type: none"> • DGA reports • DGA reports • ISABU - FACAGRO reports • DGA reports • General Directorate for Livestock (DGE) reports • Burundi Coffee Board (OCIBU) reports • Burundi Tea Board (OTB) reports • OCIBU-OTB reports • SRDI reports • Cotton Board (COGERCO) reports • DGVA reports • Commune reports • ISABU reports 	<ul style="list-style-type: none"> • International supplies obtained in timely fashion • Baseline seed produced by ISABU and FACAGRO • Veterinary services strengthened • (Re-)liberalisation of ex-farm prices • Nurseries created on time • Rice paddy rehabilitation • Technical assistance effective in terms of extension management and organization



Narrative summary	Objectively verifiable indicator	Verification source	Critical assumptions
<p>Results Natural Resources</p> <ol style="list-style-type: none"> 1. Creation of rural engineering units (Gitega, Kayanza, Karuzi). 2. 2 000 ha of marshland redeveloped to various degrees of intensity. 3. WFP aid possible. 4. User groups formed, trained and supported. 5. Special soil conservation campaign run among marshland cultivators. 6. Overall soil conservation campaign supported from special nurseries. 7. 64 ha of experimental bench terraces established. 8. 480 ha of on-farm bench terraces created. 	<ul style="list-style-type: none"> • Staff in place (numbers and quality) • Hectares redeveloped • Tonnes of food distributed • Number of beneficiaries groups • Soil conservation plantation among marshland farmers • Nurseries, planting material for soil conservation produced and sold • Hectares established, beneficiaries identified • Hectares established 	<ul style="list-style-type: none"> • Provincial Directorate for Agriculture and Livestock (DPAE) and Directorate for Rural Engineering and the Protection of Natural Resources (DGRPPF) reports • DPAE and DGRPPF reports • WFP reports • DPAE and DGRPPF reports, NGO reports • DPAE reports • DPAE reports • DPAE reports • DPAE reports • DPAE reports 	<ul style="list-style-type: none"> • Rural engineering units operational at Gitega, Karuzi and Kayanza • Functional relationships between units and DGRPPF respected • Effective community development action and favourable reaction by beneficiaries • Basic planting material available for nurseries • Timely training of staff in Rwanda • Good experimental outcomes, good extension effort
<p>Results socio-economic infrastructure</p> <ol style="list-style-type: none"> 1. 430 km of major piped systems established by DGHHER according to established procedures. 2. 100 km of smaller systems executed by NGOs and/or small enterprises with beneficiary participation. 3. Ibid. for developed sources and sanitary installations. 4. Strengthening of and support to communal water boards. 5. Other infrastructure provided in accordance with results of community development processes. 	<ul style="list-style-type: none"> • Kilometers executed, taps installed, population serviced • Kilometers and units executed, population serviced • Units executed, population serviced • Water rates collected, breakdowns recorded, duration of repairs • Number by type, population serviced 	<ul style="list-style-type: none"> • General Directorate for Rural Water and Energy Supplies (DGHHER) reports • DGHHER/NGO reports, communications by provincial committees • NGO reports and communications by provincial committees • Commune reports • NGO reports and communications by provincial committees 	<ul style="list-style-type: none"> • Adequate support to communal water boards and user associations prior to physical work • Setting up of and support to user groups (e.g. at point of delivery) • Introduction of water rates



Narrative summary	Objectively verifiable indicator	Verification source	Critical assumptions
<p>Results of local initiatives</p> <p>A. Women</p> <ol style="list-style-type: none"> 1. Creation of four CDFs + staffing. 2. Training of same. 3. Organization of women groups. 4. Information, education and communication sessions. 5. Support for economic activities of women groups. 6. Organization of literacy training. <p>B. Communal Development Fund</p> <ol style="list-style-type: none"> 1. Support for socio-economic activities in area, especially for small and/or public interest enterprises at commune level. 2. Support will be under several forms: selection, training, management support and, before all else, funding. 	<ul style="list-style-type: none"> • Physical structures functional and required qualified staff present and trained • Number of women groups • Number of sessions • Number of activities supported and participants • Number of trainees • Demands received, support provided by type (training, logistics, funding) • Demands funded • Jobs created 	<ul style="list-style-type: none"> • Family development centre (CDF) and programme reports • CDF reports • CDF and NGO reports • CDF and NGO reports • CDF and FDC reports • CDF reports • Communal development fund (FDC) reports (possibly commune reports as well) • FDC reports 	<ul style="list-style-type: none"> • Support for national institutions, notably by posting capable staff at all required levels • Nomination at province level of strong and motivated FDC staff
<p>Results of coordination</p> <ol style="list-style-type: none"> 1. Creation of the National Steering Committee (NSC), including representatives of all partners, especially the beneficiaries. 2. Creation of a strong coordination unit within MINIPLAN, resulting in: <ul style="list-style-type: none"> • correct and timely programme planning; • adequate reports timely presented; • cofinancing well organized and assigned to partners in accordance with needs described in the approved programmes. 	<ul style="list-style-type: none"> • NSC meetings held regularly and with beneficiaries present • High level staff recruited to PCU • Transfer of capable government agents as support staff to PCU • Presentation of periodical and occasional reports • Monitoring and programming seminars held in accordance with the agreed schedule 	<ul style="list-style-type: none"> • NGO reports • Project and UNOPS reports 	<ul style="list-style-type: none"> • All partners remain interested and motivated to ensure correct functioning of the political decision-making organisms in the programme • No reticence to include beneficiaries as members of the NSC



APPORTS QUANTIFIÉS, OBJECTIFS ET FACTEURS CLÉS DU PROGRAMME

A. Intrants et cibles

Composantes	PY1	PY2	PY3	PY4	PY5	PY6	PY7	RÉSULTAT ATTENDUS
I. DÉVELOPPEMENT COMMUNAUTAIRE								
Intrants								
<i>a) Personnel du projet</i>								
Re.sponsable provinces ONG (nombre)	4	4	4	4	4	4	4	Former les bénéficiaires, les responsables administratifs locaux et les techniciens locaux à l'approche participative
Facilitateurs (nombre)	4	4	4	4	4	4	4	Accompagner la mise en place du système de représentativité communautaire Faire une analyse diagnostic de la structuration existante : Faire un diagnostic institutionnel des formes d'organisations informelles et formelles qui existent, en déterminer les forces, les faiblesses, la viabilité, l'endogénéité et souligner les rapports de force, redynamiser le mouvement associatif. Accompagner la négociation et la gestion de contrats avec les autres intervenants Organiser des visites d'échange Former les membres de différents organes de la structure communautaire pour qu'ils soient à la hauteur des tâches leur confiées.
Encadrer communal (nombre)	16	32	32	32	32	32	32	
<i>b) Formation</i>								
Formateur comm. part (mois)	12	12	12	12				Des personnes formées (représentants de la communauté, facilitateurs et leaders locaux, administration, services techniques) en organisation – gestion des organisations, en analyse de l'environnement, en définition des objectifs et plans d'action, suivi-évaluation, approche de l'auto-promotion et approche
Formateur professions (mois)		4	8	16	16	16	16	
Prise en charge bénéficiaires ('000 j)	6.4	12.8	25.6	25.6	25.6	25.6	25.6	Équation homme-femme.
Visites atelier, etc. (session)	128	256	512	512	512	512	512	Une structure paysanne représentative et multidisciplinaire Une communication plus aisée et une prise en compte équitable des avis des uns et des autres
2. APPUI A LA PRODUCTION PAYSANS								
Intrants								
<i>a) Constructions</i>								
Rehab. hangars (nombres)	4							hangar de stockage intermédiaire d'engrais chimiques et éventuellement d'autres produits agro-chimiques suivant les besoins
<i>Dispon. Engrais</i>								
Fond de roulement "engrais" (tonne)	850	300						un accroissement de la production agricole dans la zone du programme, par la re-introduction et disponibilité d'engrais et de semences agricoles auprès des paysans pour affronter la baisse significative de la productivité résultant de l'épuisement et de la diminution des terres cultivées et de la disparition de la jachère.
Engrais groupements (nombre)	128							
<i>b) Élevage. repeuplement du cheptel</i>								
Repeup. bovins (nombre)		100	313	563	904	658	557	l'amélioration du niveau de fertilité des sols pauvres tout en augmentant les revenus des bénéficiaires. la reconstitution du cheptel productif tout en améliorant la productivité pondérale des animaux par une meilleure conduite d'élevage et un potentiel génétique plus élevé.
Repeup. porcins (nombre)		20	66	124	200	162	131	La distribution par le programme à crédit remboursable en espèce, des la deuxième année d'exécution 185 vaches ou génisses améliorées; 400 caprins ou ovins de race locale et 17 truies
Repeup. petit ruminants (nbre)		150	422	791	1241	1005	814	La distribution par le programme des cheptel suivant, remboursable en nature: 1320 génisses améliorées gravides, 214 truies gravides, 1640 caprin/ovins et 384 géniteurs améliorés.
<i>Nombre bénéficiaires</i>								
culture colline	17 273		32879		40 872		40 872	
Culture marais			3 000		13 500		20 000	
Bovins			413		1 880		3 095	
Porcins			86		410		703	
Petits ruminants			572		2 604		4 423	



APPENDIX IV

		RÉSULTATS ATTENDUS						
Composantes	PY1	PY2	PY3	PY4	PY5	PY6	PY7	
Appui Elevage								
Centres transit (nombre)	160	4					la pérennisation des actions de reconstitution du cheptel et l'introduction de l'élevage dans les exploitations agricoles	
Champs fourragères (nombre)	1						La demantelation des maladies des bétail	
Réhabilitation LNV								
Formation								
Vétérinaire (session)	1						Former les cadres et les techniciens sur les thèmes techniques et aussi dans la méthode de vulgarisation participative	
Techniciens(jours)	640							
Formateur (jours)	20							
c). Relance de la filière semencière								
facargo:								
Rélab. Centres semenciers (nombre)	3	3					le sélection et multiplication de variétés de riz et bananiers adaptées aux conditions agro-écologiques du Burundi.	
Appui privatisation (nombre)	5						la production de semences de pré-base sur 6 ha de marée aménagée	
isabur:								
Rélab. infrastructures(forfait)							la réhabilitation et valorisation des infrastructures et équipement de conservation du germplasm et de production des semences de souche et de pré-base sur 18 ha	
Conserv. germplasm(forfait)							la reconstitution et conservation du germplasm	
Semence souche (nombre)							la production des semences de pré-base de pomme de terre sur une superficie de 30ha	
Semence pré-base (nombre)							la production des semences de souche et de pré-base pour le haricot et maïs sur une superficie de 9ha et 8 ha respectivement.	
Contrôle qualité (nombre)								
paysans multiplicateurs								
Fond de roulement	74	74					la promotion d'environ quatre groupements de paysans multiplicateurs de semence par commune	
Rélab. centre semenciers	3	3					le programme prévoit la réhabilitation de 6 centres semenciers de la DPAA en vue de leur éventuelle privatisation	
Formation								
Inspecteurs phytosanitaires (jours)	50	50	50	50	50		des formations sont axés sur des inspections phytosanitaires sur les champs semenciers et après récolte en vue d'éviter la production et diffusion des semences de mauvaise qualité.	
Agro nomes communaux (jours)	320	320	320	320	320		Les formations seront axées sur les techniques de production et de contrôle de semences, en vue d'assurer la production des semences de qualité.	
Paysans multiplicateurs								
d. Culture de riz								
Relance filière Café:								
constr. centre depulp. manuel (nombre)	33	100					la relance de la filière café en notammant au niveau de l'exploitation agricole pour l'augmentation des revenus monétaires de l'exploitant	
station depul. - lavage (nombre)	1	1						
hangars intrants café (nombre)	13	13					le projet prévoit l'appui aux 60 groupements de pépiniéristes situés dans 26 communes, afin d'assurer une production de 1 000 000 de plants	
Appui pépiniéristes								
Relance filière thé								
Hangars collecte FV (nombre)	12	18					la relance de la filière thé en notammant au niveau de l'exploitation agricole pour l'augmentation des revenus monétaires de l'exploitant	
Plants pépinières (nombre)	2100						le programme prévoit la fourniture de 2,1 million de plants théiers aux paysans (16 160 planteurs de thé)	
Fond de roulement (NPK) tonne	300						la distribution a crédit remboursable de 300 tonnes d'engrais aux planteurs	
Relance filière riz								
Aménagement rizicultes							L'assurance d'une production répondant aux besoins locaux et la génération d'un surplus de production susceptible d'être vendu sur les marchés régionaux	
Fond de roulement							Une analyse de l'impact de la riziculture sur l'environnement	
étude impact sur l'environnement								



APPENDIX IV

Composantes	PY1	PY2	PY3	PY4	PY5	PY6	PY7	RÉSULTAT ATTENDUS
Relance aux filières coton:								
Hangar intrants coton	2	5						l'augmentation de la production du coton et la relance des cultures vivrières car le coton fait partie intégrante des rotations pratiques par les paysans. Les cultures vivrières bénéficieront d'arrière effets de la culture coton.
Magasins stockage coton		1						la promotion de la traction animale avec la construction de deux centres de dressage des boeufs, et la constitution de 65 paires de boeufs
Centre dressage boeufs								
Bureau encadrement	1							
e). Recherche et Développement:								
Formation:								
Chercheurs ISABU (session)	2	2	2	2	2	2	2	l'amélioration de taux d'adoption des technologies améliorées par le melleux rural dans les diverses régions naturelles le diagnostic de des principales contraintes et opportunités
Études -évaluation (session)	3	3	1			1		l'introduction et promotion de s techniques d'après récoltes des produits vivriers
assistance technique (mois)								l'amélioration de la capacité effective des services d'encadrement agricoles oeuvrant dans le cadre du programme la revitalisation des directions générales de la vulgarisation agricole et de suivi-évaluation
D. Appui services d'encadrement								
Formation DGSE	3							la renforcement de la capacité d'encadrement et de vulgarisation des cadres de DGVA et DGSE
Formation DGVA	2	2	2	2	2	2	2	la formation des représentants de 10 groupements à raison de 2 personnes pour tous les 32 communes de la zone du Programme
Appui DPAE-cadres (session)	2	2	2	2	2	2	2	
Vulgarisateurs (jours)		2220	1600	2220	1600	2220	1600	
Groupements (jours)		1600	1600	1600	1600	1600	1600	
3. AMÉNAGEMENT DU TERRITOIRE								
Intrants								
Aménagement de marais								
drainage simple (ha)		200	300	100				L'aménagement d'environ 2300 ha de marée pour l'augmentation des rendements, et d'entendre la gamme des cultures saison sèche; l'introduction d'une deuxième culture annuelle du riz et la disponibilité du production vivrière afin d'assurer la soudure entre les différentes saisons culturales.
Drainage + irrigation (ha)		100	200	200	200			
Drainage + digues (ha)		100	200	200	200			
Drainage + irrig + digues (ha)			50	50	100	100		
Études (ha)	300	600	450	400	200	50		une étude de faisabilité techniques des marées retenue pour l'aménagement
Protection de l'environnement								
Les herbes fixatrices								
Éclats pour pépinières (ha)		60	60	60	60	60	60	La distribution à 60 000 ménages les éclats de souches d'herbes fixatrices en vue d'augmenter et de préserver le potentiel productif du patrimoine agro-pastoral et d'attendre la sécurité alimentaire des ménages
Achat éclats/bous (ha)		60	60	60	60	60	60	
Replantage exploitations (ha)		300	300	300	300	300	300	
Plants agroforestry								
Achats plants (milliers)		1000	1000	1000	1000	1000	1000	La distribution de 6 000 000 plants d'arbres et arbustes agroforestière dans les quatre provinces du programme en vue d'augmenter et de préserver le potentiel productif du patrimoine agro-pastoral et d'attendre la sécurité alimentaire des ménages
Plants Forestiers								
Achats plants (milliers)		1000	1000	1000	1000	1000	1000	La réalisation de 64 ha de terrasses radicale à titre expérimental et de 480 ha de terrasses radical paysannes
Terrasses radicales								
Terrasses expérimentales (ha)		32	32	16	32	64	128	
Terrasses paysannes (PAM) (ha)				16	32	64	128	
Terrasses paysannes (Benef) (ha)					32	64	128	
4. INFRASTRUCTURES SOCIO-ÉCONOMIQUES								
Aménagement hydrauliques								
Grands réseaux (km)		80	130	130	90			Améliorer la distribution de l'eau potable en aménageant 800 unités de sources et 530 km d'adductions.
Petits réseaux (km)		20	30	30	20			
Aménagement source (nombre)	89	180	180	180	180			Dans les lieux publics, installer 150 latrines collective et au niveau familial avoir les actions de sensibilisation et au développement de l'utilisation de latrines familiales.
Assainissement (nombre)		30	50	50	20			

Composantes	PY1	PY2	PY3	PY4	PY5	PY6	PY7	RÉSULTAT ATTENDUS
5.INITIATIVES LOCALS								
Intrants								
a) Développement Communal								
Fond de Développement communal (forfait)								- Une étude sur les opportunités rentables au niveau de chaque commune est disponible Un système d'épargne-crédit viable et approprié est maîtrisé par les communautés bénéficiaires De nouveaux métiers techniques et nouvelles compétences existent en milieu rural Au moins 10 unités artisanales initiées par les femmes par commune Au moins 10 unités de production (transport, pisciculture, métiers) initiés par les jeunes garçons et jeunes filles par commune
b) Promotion Féminine								
Constructions								
Bureaux CDF (nombre)	4							pallier l'insuffisance en infrastructure communautaire dédiée à la formation en matière d'équation homme-femme dans le développement, et faciliter l'accès des femmes au contrôle des avantages du programme
Antennes animatrices(nombre)	8	8						
Réhabilitation CMGi(tega)(nombre)	1							
Cases alphabétisation(nombre)	15	35	45					
Formations								
Animatrices (nombres)	16	16	16	16	16	16	16	constituer un groupe des personnes ressources, issues du milieu, capable d'alphabétiser la population cibles, notamment les femmes et les jeunes défavorisés, et les accompagner dans les processus de développement de services et initiatives privés.
Leaders-paysannes (nombres)	200	400	759	759	759	759	759	
Alphabétiseurs (nombres)	50	200	379	379	379	379	379	
Psychologue (nombre)	4	4	4	4	4	4	4	
UNITÉ COORDINATION DU PROGRAMME								
Intrants								
Formation personnel(nombre)	2	2						permettre aux cadres du programme de bien connaître son démarche et de respecter sa stratégie d'intervention fondée sur l'approche participative : sur la sous-traitance des activités à des institutions spécialisées et aux ONG.
SUIVI D'EXÉCUTION								
Reunion de gestion(sessions)	70	70	70	70	70	70	69	participer à la mise en oeuvre et implémentation du programme
Assistance tech. nationl(mois)	3		4				4	
Assistance tech internat (mois)			1				1	assurer la suivi -évaluation du programme
S&E Devel. comm (mois)	2	2	2	2	1	1	1	assurer la suivi-evaluation du programme

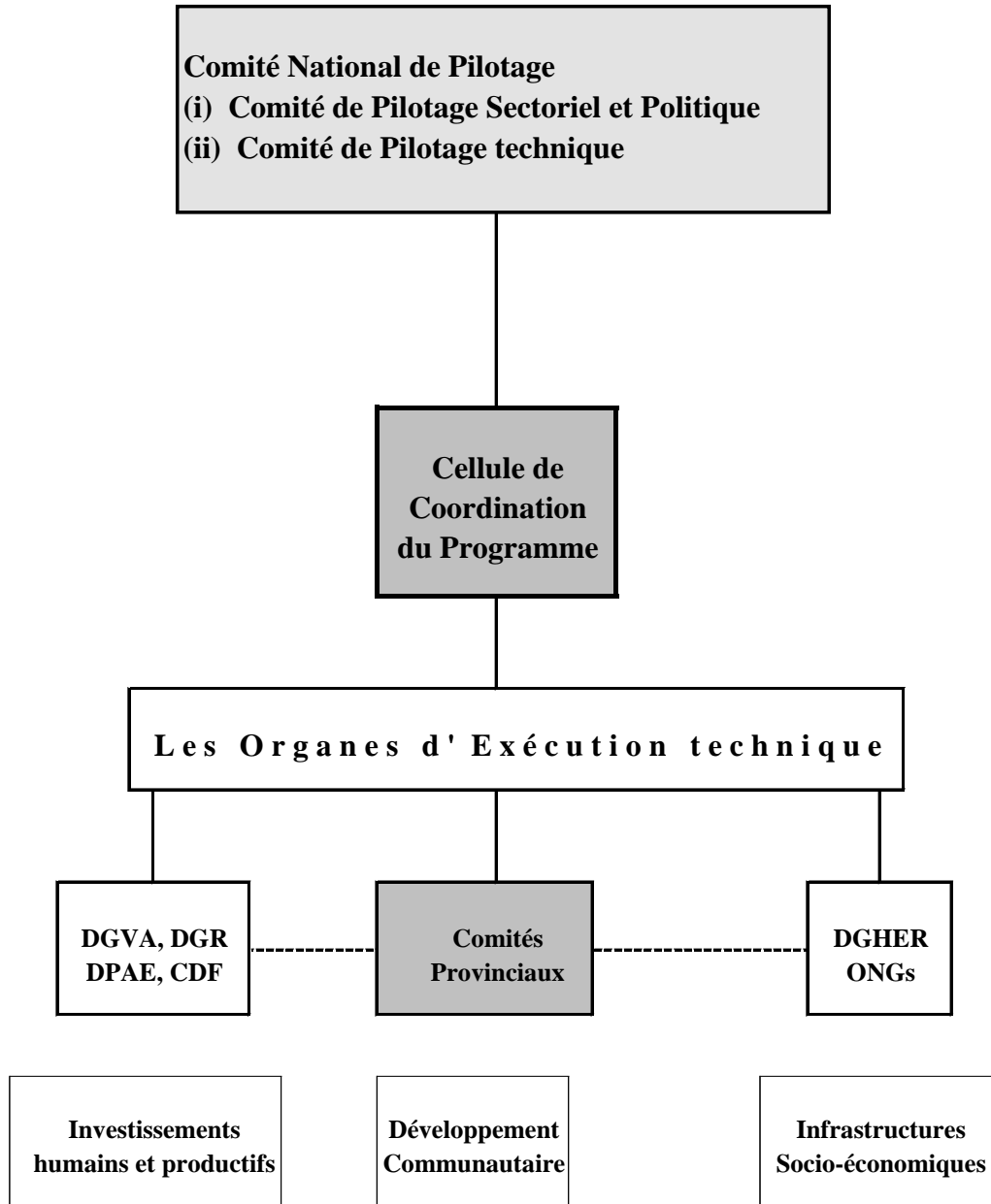
B. Principaux indicateurs du programme

1. Coûts résumé du programme (EU 000)			2. Plan de financement		3. Bénéficiaires		4. T.I.R.E./sensibilités			
Composantes	(EU 000)	%	(EU 000)	%	Nombre (personnes)		TIRE	Benefices		
1. Développement Communautaire	1,738.7	5	FIDA	19,998	58.4	300 000 ménages	Couts	Base	-10%	-20%
2. Appui à la production paysannes	10,285.2	32	OPEC	8,302	24.3	(Nombre non cumulables)	Base	18,1%	16,3%	14,3%
3. Aménagement du territoire	4,323.8	13	WFP	1,163	3.4		+10%	16,4%	14,6%	12,7%
4. Infrastructure socio- économique	9,642.2	30	Bénéficiaires	1,224	3.6	i) Adduction d'eau	+20%	14,9%	13,2%	11.3%
5. Initiatives locales	3,314.2	10	Gouvernement	0,242	0.7	ii) Eau potable				
6. Coordination	3,276.3	10				iii) alphabétisation				
Total (coûts de base)	32,182.1	100	TOTAL	34,226	100	iv) culture colline				
Imprévus physiques et financiers	1,043.8	6				v) culture marais				
TOTAL avec imprévus	34,225.9	106								








STRUCTURE D'INTERVENTION DU PROGRAMME



Légende

-  Institutions existantes
-  Institution spécifique du programme
-  Activité sur terrain



ORGANISATION ET GESTION DU PROGRAMME

A. Coordination du programme

1. Les interventions du programme auront une forte orientation communautaire, et pour ce faire il sera nécessaire de mettre en place un processus de planification communautaire. Ledit processus de planification et d'exécution du programme reposera sur la participation des populations ciblées à travers les procédures du "développement communautaire". Seuls les besoins dûment identifiés, par la base de la structure décisionnelle, pourront faire l'objet d'une intervention technique, impliquant les institutions de base des bénéficiaires, telles que: associations, groupements, etc. La programmation opérera donc par agrégation progressive des plans de développement communautaires/programmes d'intervention des bénéficiaires, partant des communautés de base, passant par les comités de colline, puis ceux des secteurs et, enfin, des communes, pour être réunis au niveau de chacune des quatre provinces formant la zone d'intervention. Sur la base des plans de développement communautaires; des infrastructures et activités retenus, les agences d'exécution participant au programme au niveau provincial seront responsables de l'élaboration des programmes de travail annuels qui seront soumis à la CCP pour consolidation.

2. Sur le plan global, l'exécution du programme sera poursuivie selon trois axes: communautés rurales, secteur public et secteur privé. Le premier comprend avant tout les populations bénéficiaires et leurs groupements. Le secteur privé est formé de producteurs et de prestataires de services. Le programme encouragera le secteur privé à prendre graduellement sa place dans les circuits de production et lui fournira l'appui nécessaire. Par contre, les responsabilités du secteur public concerneront avant tout l'appui technique, et la remise en place de structures de services mêmes unites qui sont appelées à être graduellement privatisées. Unites-ci seront clairement démarquées et leur capacité d'appui et/ou de prestataire de service sera accrue avec l'assistance du programme.

3. Une unité de coordination (CCP) autonome sera établie au sein du MINIPLAN pour la coordination des actions du programme. La CCP sera chargée de coordonner et gérer l'exécution du programme. Plus précisément, les principales fonctions de la CCP seront de: (i) préciser les modalités concrètes de mise en oeuvre du programme; (ii) élaborer les PTBA avec la participation active des partenaires et des bénéficiaires; (iii) identifier et évaluer les opérateurs compétents potentiels; (iv) coordonner la mise en oeuvre des composantes et le travail des partenaires exécutant les activités sur terrain; (v) en étroite concertation avec les opérateurs chargés de la sensibilisation et de l'animation., sélectionner les communautés bénéficiaires; (vi) préparer les termes de référence, les cahiers des charges, les dossiers de préqualification, les dossiers d'appels d'offres et de consultation restreinte; (vii) dépouiller les appels d'offres et sélectionner les opérateurs partenaires, dans la limite des compétences définies par les règles du FIDA; (viii) préparer puis signer les conventions avec les partenaires sélectionnées; (ix) superviser l'exécution physique et financière de ces conventions, et régler les prestataires au fur et à mesure des réalisations; (x) apporter des appuis et des conseils aux partenaires chargés d'exécuter les activités; (xi) tenir la comptabilité générale, analytique et budgétaire du projet; (xii) assurer la gestion du prêt du FIDA et des fonds de contreparties; (xiii) préparer les demandes de remboursements de fonds (DRF); (xiv) mettre en oeuvre le contrôle financier et de gestion du projet; (xv) effectuer le suivi-évaluation interne des activités du programme et (xvi) rédiger les rapport semestriels et annuel d'avancement du projet, y compris les rapports techniques, financiers et de suivi-évaluation. Au niveau provincial, la CCP sera chargée des tâches suivantes: (i) assurer l'information et la sensibilisation des bénéficiaires potentiels sur les objectifs, du programme par les opérateurs partenaires la stratégie d'intervention et les modalités de participation au programme, (ii) assurer le suivi et le contrôle de la réalisation des activités de terrain par les opérateurs partenaires: (iii) maintenir d'étroites relations avec les structures intéressées par le programme aux niveaux départemental et local (administration locales, organisations privées et autres acteurs du développement dans le monde rural).



APPENDIX VI

4. **Autonomie de gestion.** La CCP jouira d'une autonomie de gestion administrative et financière lui permettant, dans la limite des PTBA approuvés, de recruter du personnel contractuel, de signer des contrats et des conventions avec les opérateurs sélectionnés pour l'exécution des activités et de gérer directement les fonds du prêt FIDA et de la contrepartie du Gouvernement. Les attributions de la CCP seront définies dans un décret signé par le Ministre de tutelle dont le contenu sera soumis à l'avis du FIDA avant son émission. La préparation des appels d'offres et les acquisitions seront de la compétence du coordinateur de la CCP qui sera nommé gestionnaire du prêt FIDA à cette fin et ordonnateur des dépenses. Les appels d'offres lancés par la CCP devront respecter les procédures nationales et unites du FIDA. La CCP mettra en place en son sein une commission de gestion des appels d'offres, composée dans le cadre de la CCP qui sera chargée du dépouillement, de l'analyse et de l'adjudication provisoire des dossiers et marchés.

5. La CCP sera dotée d'un personnel hautement qualifié. En l'occurrence, un coordinateur avec qualifications acceptables au FIDA, sera recruté soit du secteur public ou du secteur privé. Un complément de personnel compétent sera affecté à la CCP, y inclus; d'un responsable financier, et de spécialistes dans les différents secteurs de développement et d'un agent en suivi et évaluation. Au niveau de l'assistance technique internationale la CCP recrutera des experts en (i) planification technique; (ii) technologies agro-alimentaire; et (iii) suivi et évaluation. La CCP disposera aussi d'un budget annuel pour acquérir les services d'experts nationaux. Le recrutement de cadres de la CCP se fera selon les critères de compétitions qui inclueront aussi bien le secteur public que le secteur privé.

6. La coordination des actions techniques sera assurée sur le terrain par moyen des comités provinciaux, communaux, de secteur, comme prescrit par la procédure communautaire. Afin d'établir le plus vite que possible des procédures adéquates le programme organisera des séminaires de démarrage pour le personnel principal impliqué dans le programme et cela sur une période de deux ans. Le programme tiendra des réunions et séminaires d'information et de formation dans le cadre de l'orientation communautaire et de la gestion participative. Dans ce cadre, il est prévu des ateliers de suivi et de programmation (deux par an, sauf en première et dernière année).

7. Au niveau provincial, la coordination des interventions du programme se fera par la voie du **Comité provincial (CP)**. Le CP sera présidé par le Gouverneur de province ou son représentant et inclura des représentants de l'administration provinciale et communale, des services techniques et des représentants des communautés. Ces derniers seront élus suivant un processus décentralisé, partant de la colline à la province. Le CP se réunira au moins une fois tous les deux mois pour examiner le plan de développement communal et pour examiner les résultats des activités poursuivies au cours de l'année précédente et pour éventuellement émettre des recommandations à la lumière des expériences antérieures. Le CP sera notamment responsable de: (i) la consolidation des plans de développement communaux (qui seraient eux issus des plans de développement communautaires) pour assurer la pertinence, la cohérence et la concordance avec la politique nationale en la matière et avec les objectifs du programme; (ii) l'harmonisation de la stratégie d'intervention; et (iii) l'appréciation de l'avancement des interventions du programme au niveau provincial.

8. Le **Comité national de pilotage**. Le programme développera des actions s'étendant sur plusieurs ministères techniques. Il est évident par conséquent, que tous les ministères participants au programme exercent une vigilance particulière quant à la bonne exécution des composantes ou volets retenus dans leurs départements respectifs. Il sera dès lors, nécessaire d'établir un comité national de pilotage à deux niveaux: (i) comité de pilotage technique (CPT); et (ii) comité de pilotage sectoriel et politique (CPSP). Le CPT sera un comité technique de surveillance de type conseil d'administration du programme. Il aura le mandat du suivi et contrôle technique de l'exécution des activités et de la coordination interministérielle des activités du programme. Le CPT sera composé des directeurs généraux des ministères ayant dans leurs attributions les domaines concernés par le programme. Les directeurs généraux rendront rapport à leurs ministres de tutelle. Le coordinateur du programme en assurera le secrétariat. Le CPT se réunira tous les trois mois afin d'assurer le suivi et contrôle



APPENDIX VI

technique de l'exécution du programme; il passera en revue le PTBA du programme avant d'être soumis au CPSP pour validation.

9. Le comité de pilotage sectoriel et politique(CPSP) sera responsable pour les orientations sectorielles et politiques du programme. Il sera présidé par S.E. le Ministre de la Planification du Développement et de la Reconstruction ou par son représentant il sera composé des ministres de l'Agriculture et de l'Elevage, de l'Action Sociale et de la Promotion Féminine, du Développement Communal, de l'Aménagement du Territoire et de l'Environnement; du Développement Communale et des Finances. Le coordinateur du programme en assurera le secrétariat. Autres membres *ex officio* seront le conseiller principal du CCP, et les Gouverneurs de Province. Enfin, il conviendra que chaque province soit également représentée par un ou deux administrateurs communaux qui participeront aux débats par exemple à tour de rôle. Des représentants des principales ONG et autres opérateurs ayant des activités significatives dans la zone d'intervention du programme pourront également être invités dans une capacité d'observateur. Le CPSP arrêtera les plans de travail et budgets annuels (PTBA), sur recommandation du CTP et sur proposition de la CCP, il recevra les rapports périodiques du programme, qui formeront la base des débats. Aux moins deux réunions seront tenues chaque année: l'une sera avant tout concernée par l'approbation du Plan de Travail et Budget Annuel (PTBA) alors que l'autre aura plutôt un caractère de suivi d'exécution

APPENDIX VI

B. Structure d'exécution du programme

10. L'exécution technique sera confiée comme suit:

Tableau 1: Matrice des responsabilités institutionnelles par composante

Composante	Ministère Agriculture et Elevage				Exec.	MINATE	MDC DSCOOP	MASPF	MINIPLAN
	DGSE	DPAE	DGA	DGE	Autres	DGRPPF	DGHER/ FDC	CDF	CCP
Developpement comunautaire									
Dével. comm.	-	Orient.	-	-	ONG	-	Excec	Orient.	Plan./S&E
Appui à la production paysanne									
Appui vivrier	Coord.	Exec.	Appui	-	-	-	-	Orient	Plan./S&E
Appui élevage	Coord.	Exec.	-	Appui	-	-	-	Orient	Plan./S&E
Café	Appui	Vulg.	-	-	OCIBU	-	-	-	Plan./S&E
Thé	-	-	-	-	OTB	-	-	-	Plan./S&E
Coton	-	-	-	-	COGERCO	-	-	-	Plan./S&E
Riz	-	-	-	-	CRDI				Plan/S&E
R & D	Coord.	Orient.	-	-	ISABU CNTA FACAGRO	-	-	-	Plan./S&E
Encadrement	Coord.	Exec.	Appui	Appui	-	-	-	Orient.	Plan./S&E
Aménagements du territoire									
Etudes Marais	-	Orient.	-	-	-	Exec.	-	Orient.	Plan./S&E
Travaux	-	-	-	-	-	Appui.	-	-	Plan./S&E
Supervision	-	-	-	-	-	Exec.	-	-	Plan./S&E
LAE biol.	Coord.	Exec.	Appui	-	-	Appui	-	Orient.	Plan./S&E
Terrasses	-	Exec.	-	-	-	Appui	-	-	Plan./S&E
Infrastructures socio-économiques									
Grands réseaux	-	-	-	-	-	-	Exec.	-	Plan./S&E
Petits réseaux	-	Orient	-	-	ONG/PME	-	-	Orient.	Plan./S&E
Autres	-	Orient	-	-	ONG/PME	-	-	Orient.	Plan./S&E
Etudes/superv.	-	-	-	-	-	-	Exec.	-	Plan./S&E
Initiatives locales									
Prom. Femmes	-	Orient.	-	-	ONG	-	-	Exec.	Plan./S&E
Inv. communaux	-	Orient.	Appui	Appui	FDC	-	Exec.-	Orient	Plan./S&E
Coordination									
Coordination	CNP	CNP	-	-	-	CNP	CNP	CNP	Exec.
Exec.:	l'institution a la responsabilité technique totale de l'exécution								
Coord.:	l'institution participe dans la coordination de l'exécution dans une capacité technique, membre de comité technique								
Orient.:	l'institution participe dans la programmation, représentant des intérêts particuliers (femmes, agriculteurs)								
Appui.:	l'institution agit en tant que conseiller technique ou ingénieur-conseil								
Plan/S&E:	l'institution gère la CCP								
CNP:	l'institution est représentée au Comité national de pilotage								



APPENDIX VII

ANALYSE ÉCONOMIQUE ET FINANCIÈRE

A. Bénéficiaires et Avantages

Bénéficiaires

1. Il est impossible de déterminer avec certitude le nombre effectif de bénéficiaires. Ce nombre n'est certainement pas le simple total des bénéficiaires des différents programmes pris séparément parce que des bénéficiaires individuels pourront participer dans plusieurs programmes simultanément ou consécutivement. Par exemple, il n'y a pas de raison qu'un ménage ne puisse pas participer à l'intensification de ses cultures sur colline alors qu'il est également partenaire dans le réaménagement du marais dans lequel il possède des droits de culture ancestraux ou de bénéficier d'une action "élevage". Dans le dernier cas il est d'ailleurs stipulé que les bénéficiaires des programmes élevage doivent obligatoirement participer à un minimum d'actions d'intensification de leurs exploitation agricole, ne fut ce par l'installation de ressources fourragères nécessaires et qui servent en même temps à protéger les terres de culture. Le tableau 9 présente des estimations du nombre de ménages agricoles pouvant bénéficier directement des interventions spécifiquement productives relevant soit de l'agriculture, de l'élevage ou de l'aménagement de marais. On ne peut pas arrêter avec précision les nombres de bénéficiaires des actions en faveur de la relance des cultures de rente dans la zone. Quelques exemples: a) 16 000 planteurs de thé pourront regarnir leur jardin et bénéficieront d'une meilleure disponibilité d'engrais et d'une meilleure collecte de leur production de feuille verte; b) de nombreux caféiculteurs bénéficieront de la réhabilitation des installations de traitement des cerises; c) les cultivateurs des périmètres de l'Imbo-Nord seront assistés dans la revitalisation de leurs activités cotonnières par la disponibilisation d'engrais et de produits de traitement et par la reconstitution du cheptel de traction bovine.

Tableau 1. Nombres de bénéficiaires des interventions productives

programme	Année 1	Année 3	Année 5	Année 8 e.s.
Cultures colline	17 273	32 879	40 872	40 872
Cultures marais	-	3 000	13 500	20 000
Bovins	-	413	1 880	3 095
Porcins	-	86	410	703
Petits ruminants	-	572	2 604	4 423

2. Etant donné l'intégration des actions, il se produit également des chevauchements entre les bénéficiaires des programmes productifs et les populations touchées par les interventions d'ordre social. Par exemple: a) en comptant 500 habitants desservis par point d'eau sur le réseau et d'un point d'eau par kilomètre d'adduction, le programme d'AEP à lui seul pourrait toucher au-delà de 250 000 habitants de la zone du programme; b) l'aménagement de 800 sources pourrait, à son tour, répondre aux besoins en eau potable de plus de 100 000 habitants qui ne vivent pas à proximité d'un réseau; c) estimé à 16 000 le nombre de bénéficiaires, le programme d'alphabétisation fonctionnelle peut paraître comparativement modeste mais ce résultat constitue néanmoins un résultat très significatif dans une population très peu scolarisée où l'analphabétisme total, féminin et masculin, est la règle plutôt que l'exception.

Bénéfices

3. En année de croisière l'évolution de la production des spéculations principales directement impliquées dans les actions du programme serait conforme aux indications du tableau 10. Il est à signaler que d'autres bénéfices résulteront de la mise en oeuvre du programme. Parmi ceux-ci il convient d'énumérer: organisation correcte du milieu rural et conscientisation pour le développement et la paix aussi et avant tout pour et par les femmes; meilleure protection de l'environnement, notamment par la mise en place de dispositifs anti-érosifs agro-forestiers performants et l'introduction de systèmes efficaces de gestion de terroirs fragiles comme les marais; rapprochement des points



APPENDIX VII

d'eau potable, création d'emplois permanents économiques grâce à la promotion de projets d'investissement au niveau communal. Il n'est pas possible de produire des estimations plus précises des bénéfiques.

Tableau 2. Productions principales du programme (tonnes)

Produit	Sans programme	Avec programme	Augmentation (%)
Haricot	9 626	14 161	47,1
Petit pois	611	901	47,4
Maïs	4 611	7 406	60,6
Riz	700	1 150	64,3
Pomme de terre	12 835	21 401	66,7
Café vert	1 523	2 354	54,5
Thé feuille verte	284	455	60,2
Coton-graine	22	46	90,9
Viande poids-vif	-	900	-
Lait	-	2 167	-
Fumier	-	9 281	-

B. Analyse Économique

4. En se basant sur les bénéfiques quantifiables et en adaptant les estimations des coûts du programme en conséquence le taux interne de rentabilité économique (TIRE), calculé sur une période de 20 ans serait de 18,1% par an. Plusieurs tests de sensibilité ont été effectués. Le tableau suivant fournit les résultats de cette analyse. Il démontre que le TIRE est très solide vis-à-vis des perturbations importantes dans les coûts et/ou dans les avantages prévus. Ce constat est confirmé par le fait que le décalage d'une année de la totalité des avantages par rapport au total des coûts consentis produit un TIRE de 15,3% par an. Un décalage de deux années, incident tenu pour peu probable ramènerait le TIRE à 13,1%, soit un niveau nettement supérieur au coût d'opportunité du capital, aujourd'hui généralement évalué entre 6 et 8% par an.

Tableau 3. Le TIRE et sa sensibilité

Coûts	Bénéfices		
	Base	- 10%	- 20%
Base	18,1	16,3	14,3
+ 10%	16,4	14,6	12,7
+ 20%	14,9	13,2	11,3

