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REPORT AND RECOMMENDATION OF THE PRESIDENT

TO THE EXECUTIVE BOARD ON A PROPOSED LOAN TO

BURKINA FASO

FOR THE

COMMUNITY-BASED RURAL DEVELOPMENT PROJECT



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CURRENCY EQUIVALENTS

Currency Unit	=	CFA Franc (BCEAO) (XOF)
USD 1.00	=	XOF 650
XOF 1.00	=	USD 0.23

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

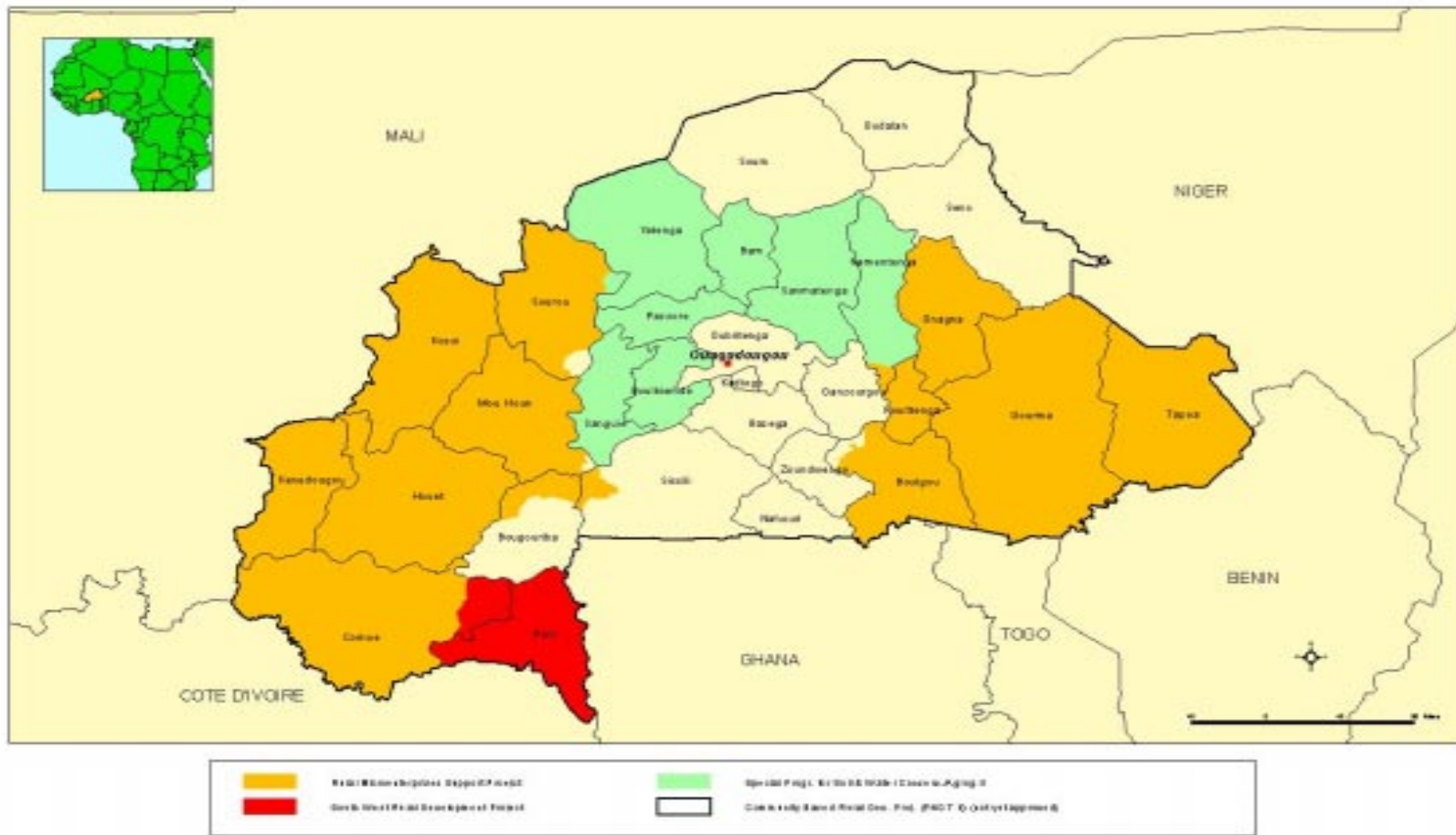
CIVGT	Commissions inter-villageoises de gestion des terroirs (Intervillage planning commissions)
CVGT	Commissions villageoises de gestion des terroirs (Village planning commissions)
HIPC DI	Heavily-Indebted Poor Countries Debt Initiative
IDA	International Development Association (World Bank Group)
LIF	Local investment fund
M&E	Monitoring and evaluation
NGO	Non-governmental organization
PNGT - I	Programme national de gestion des terroirs (National Land Management Programme)
PCU	Project coordination unit
PTCC	Provincial technical coordinating committee
UNDP	United Nations Development Programme

GOVERNMENT OF BURKINA FASO

Fiscal Year

1 January – 31 December

BURKINA FASO IFAD OPERATIONS



Source: IFAD, February 2000

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.





BURKINA FASO
COMMUNITY-BASED RURAL DEVELOPMENT PROJECT
LOAN SUMMARY

INITIATING INSTITUTION:	International Development Association (IDA) (World Bank Group)
BORROWER:	Burkina Faso
EXECUTING AGENCY:	Ministry of Agriculture
TOTAL PROJECT COST:	USD 110.9 million
AMOUNT OF IFAD LOAN:	SDR 8.55 million (equivalent to approximately USD 11.5 million)
TERMS OF IFAD LOAN:	40 years, including a grace period of ten years, with a service charge of three fourths of one per cent (0.75%) per annum
COFINANCIERS:	IDA, Denmark, Netherlands
AMOUNT OF COFINANCING:	IDA: USD 55.0 million Denmark: USD 5.6 million Netherlands: USD 9.0 million Donors to be Identified: USD 10.1 million
TERMS OF COFINANCING:	IDA: IDA terms Denmark: Grant Netherlands: Grant
CONTRIBUTION OF THE BORROWER AND THE BENEFICIARIES:	USD 19.7 million
APPRAISING INSTITUTION:	IDA
COOPERATING INSTITUTION:	IDA



PROJECT BRIEF

Who are the beneficiaries? As a national project, the Community-Based Rural Development Project will work with rural populations throughout the country, covering directly or indirectly all 45 provinces. The beneficiaries will be the inhabitants of a maximum of 2 000 target villages selected on the basis of the following key criteria: degradation of natural resources; low income of the populations; existence of dynamic village organizations; social cohesion and interest in working with the project; and absence of other development projects. Emphasis will be placed on ensuring that rural women and youths are among the primary beneficiaries and are given the opportunity to participate fully in project activities.

Why are they poor? With a per capita gross national product (GNP) of USD 250, Burkina Faso is one of the poorest countries in the world. Its human development indicators are also extremely low: the United Nations Development Programme (UNDP) Human Development Index ranks it 172nd out of the 174 countries it covers. As in other sub-Saharan countries, poverty is above all a rural phenomenon, characterized by a predominance of subsistence farming, the lack of social and health services and difficult access to credit and inputs. The project beneficiaries not only suffer from all these constraints; they also depend for their livelihoods on a progressively deteriorating natural resource base and face changing climatic conditions. Even in good agricultural years, moreover, income increases are constrained by limited marketing possibilities due to the country's landlocked position.

What will the project do for them? In the provinces where it intervenes directly, the project will strengthen the capacities of participating villages to promote their own development, by supporting village organizations and the training of villagers. The project will then put at the disposal of communities sufficient funds to implement microinvestment projects of social and/or community interest. The project will also provide funds for larger projects that benefit several villages, which are either executed by the project itself or through intermediaries. In the remaining provinces, the project will complement the interventions of other donors by promoting the coordination of development activities and acting as a financier of last resort. The project will thus help beneficiaries to obtain a maximum of resources, and at the same time avoid duplicating efforts and wasting scarce financial resources.

How will the beneficiaries participate in the project? The project will follow a local development approach, based on the participation and increased empowerment of rural communities in decisions concerning the management and use of natural resources, and the identification and implementation of village investment projects. Beneficiaries will thus participate in all project activities from the initial needs assessment at village level and the planning of investments to their implementation and management. Beneficiaries will contribute to the investments in cash and/or in kind. By monitoring village organization and promoting capacity-strengthening activities, the project will ensure that all groups, however marginalized in the village society, will be involved.



**REPORT AND RECOMMENDATION OF THE PRESIDENT OF IFAD
TO THE EXECUTIVE BOARD ON A PROPOSED LOAN TO
BURKINA FASO
FOR THE
COMMUNITY-BASED RURAL DEVELOPMENT PROJECT**

I submit the following Report and Recommendation on a proposed loan to Burkina Faso for SDR 8.55 million (equivalent to approximately USD 11.5 million) on highly concessional terms to help finance the Community-Based Rural Development Project. 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 International Development Association (IDA) (World Bank group) as IFAD's cooperating institution.

PART I - THE ECONOMY, SECTORAL CONTEXT AND IFAD STRATEGY¹

A. The Economy and Agricultural Sector

1. A landlocked country in the heart of the Sahel, Burkina Faso shares borders with Benin, Côte d'Ivoire, Ghana, Mali, Niger and Togo. It has a total surface area of 274 000 km², and a population of 10.5 million (1997), growing at 2% per year. The country is poorly endowed with natural resources, with barely 1.9 million ha (12.4%) of arable land, poor soils and few mineral resources. The climate is characterized by a long dry season, low and unevenly distributed rainfall (100 to 1 300 mm per annum) and high temperatures throughout the year. Burkina Faso remains one of the poorest countries in the world: per capita GNP was USD 250 in 1997, and it ranks 172nd out of 174 countries covered in the UNDP Human Development Index (1997). Economic performance has, however, been improving (per capita GNP grew by 6.2% in 1998); inflation has returned to lower rates (6.9%) after the 1994 devaluation of the CFA franc; and external debt is being contained through Paris Club and Heavily-Indebted Poor Countries Debt Initiative (HIPC DI) agreements. The structure of the economy is dominated by the services sector (38%), followed by agriculture (35%) and the secondary sector (27%).

2. Some 44% of the population live below the absolute poverty threshold, set at an annual income of USD 70 per adult; 24% are considered to be extremely poor, living on less than USD 54 per annum. Average rural incomes are barely one fifth of those in urban areas. Food-crop farmers, illiterate heads of household and polygamous families are particularly poverty-stricken. Rural women carry much of the burden of assuring family survival and, despite their low literacy rates, play an important role both in agriculture and off-farm activities. Access to social services is generally low, due to lack of infrastructure and inability to afford it. Recurrent droughts cause periodic food shortages and occasional famines. The rural poor have therefore developed a survival strategy based principally on income diversification (small manufacturing, processing and trading activities) and temporary or permanent out-migration.

3. The rural sector is the main source of employment and income for 80% of the Burkinabe population. There are about 1.3 million farm households, 87% of them are subsistence farmers who have limited access to markets, credit and support services in general. The performance of the

¹ See Appendix I for additional information.



agricultural sector over the past two decades has been erratic, but with an average of 4% per annum its overall growth has been superior to demographic increase. Farms are small (2 to 7 ha) and are mostly exploited using low-productivity, traditional methods. The main subsistence crops are millet, sorghum and fonio, maize, rice, roots and tubers. Main cash crops include cotton, sugar cane, groundnuts, sesame and sheanuts. Livestock production is an important subsistence and export activity. However, both crop production and livestock activities have put tremendous pressure on the already fragile natural resource base; shorter fallow periods and low fertilizer use have led to serious mining of soils; and overgrazing and increased use of fuelwood have been direct causes of deforestation and the disappearance of the ground cover.

4. **Sector policy.** Government policy related to the agricultural and livestock sectors pursues the following main objectives: a 5-10% per annum increase in production; income increases of 3% per capita annually; a balanced and sufficient food intake for the population; and sustainable natural resources management by the rural communities. The main means to attain these objectives include the development of a market economy in the rural areas; the modernization of farming enterprises; an improved economic status for rural women; emphasis on the role of the private sector; and better food security. The role of the Government is progressively decreasing, and serious efforts are being made to promote decentralized, participatory development activities.

5. **Sector strategy.** In view of the crucial role that the rural sector will continue to play in maintaining economic growth and reducing poverty, the Government has prepared action plans aimed at increasing in a sustainable manner the productivity of the agriculture and livestock subsectors, thereby improving food security and producers' incomes. Specific plans cover soil fertility, food security, agricultural mechanization, rural financial services, support to producer organizations and institutional development. The Government has also developed a national action plan to combat desertification, in line with the spirit and objectives of the United Nations Convention to Combat Desertification in those Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa. It also foresees designing a national action plan for the sustainable improvement of land tenure security in rural areas. Through a pilot component (paragraph 22) the present project will contribute to the preparation of a land tenure strategy and the proposed action plan.

6. **Sector institutions.** The Ministry of Agriculture, the Ministry of Livestock Resources and the Ministry of Water and Environment are the main government institutions concerned with the rural sector; in addition, the Ministry of Territorial Administration and Security and the National Decentralization Commission play key roles in implementing the Government's institutional policies in rural areas. Several research and training institutes deal with agriculture and rural development, as do a national agricultural credit bank and a rising number of decentralized financial services providers. Farmers' organizations are increasingly important actors in sector development, *inter alia* in response to the prevailing policies of decentralization and disengagement of the State. Decentralization to the lowest possible level has been identified as an important means to alleviate rural poverty by placing key decisions and funds in the hands of the main stakeholders. In view of the complexity of such an institution-building process, the Government will implement this policy gradually, creating the first rural municipalities in about five years' time, with full coverage of rural areas taking many more years. In the meantime, to develop management capacities at the local level, government strategy foresees the immediate devolution of responsibilities for local investment planning and implementation to village organizations, along with the necessary financial resources. The present project will be instrumental in supporting this strategy.



B. Lessons Learned from Previous IFAD Experience

7. **IFAD's operations.** IFAD has thus far approved seven loans, for a total of USD 77.6 million, for the financing of six projects in Burkina Faso², three of which have been completed, two are ongoing and the third (the Rural Microenterprise Support Project) is about to become effective. The country has also benefited from grant financing at regional, national and project levels. Ongoing activities are: (a) the Special Programme for Soil and Water Conservation – Phase II, which is being implemented successfully in seven provinces of the central plateau; (b) the South West Rural Development Project, implemented jointly with the Dutch Volunteer Foundation and aimed at strengthening the self-development capacity of vulnerable rural populations, safeguarding their natural resource base, and enhancing food and nutrition security; (c) the second phase of the Agricultural Management Training Programme for Africa; and (d) the support to the National Council for Environment Management, the institution in charge of the follow-up to the Convention to Combat Desertification. Finally, IFAD has joined other donors in contributing to the HIPC DI, thus easing Burkina Faso's external debt situation. IFAD is following all activities closely and in its portfolio review process has assessed them as generally successful.

8. **Lessons learned.** IFAD's past activities in Burkina Faso focused on efforts to increase production and revenues by improving natural resources management, promoting soil and water conservation and fighting desertification. An assessment of the early projects highlighted the importance of paying sufficient attention to local capacity-building and not overestimating existing absorption capacity. Subsequent loan and grant activities have reflected this lesson, resulting in significant improvements in implementation performance. Although women have contributed significantly to project implementation, further efforts are needed to increase their role in decision-making processes. It has been shown, moreover, that adequate time and resources need to be allocated for the identification of producers' real constraints. Another lesson learned is that strengthening beneficiaries' involvement already at the design and planning stage can enhance a project's implementation efficiency, impact and sustainability. Subcontracting project activities to local institutions, agencies and non-governmental organizations (NGOs) can make project implementation more efficient and sustainable. However, related administrative procedures still have to be improved, and regular technical support missions remain an essential condition for the success of this type of project implementation (which will also be applied to the present project).

C. IFAD's Strategy for Collaboration with Burkina Faso

9. **Burkina Faso's policy for poverty eradication.** Government policy stresses the need to: (a) expand income-generating opportunities and the country's productive capacity, particularly in the rural economy; (b) develop social sectors through a more efficient use and better targeting of public expenditure; and (c) activate the role of the private sector in economic development. It also pays special attention to the implementation of programmes targeting especially vulnerable social groups, e.g., women and youth; the development of skills that are useful to small-scale artisanal producers and microentrepreneurs; the decentralization of the development administration; the improvement of the health and education sectors; and the protection of the natural resource base. The Government also recognizes its own role in establishing an enabling legal framework and basic infrastructure.

10. **The poverty eradication activities of other major donors.** Multilateral donors support the Government's strategy for poverty reduction and have oriented their programmes towards sustainable human development, the fight against poverty, the strengthening of institutions and capacity-building. Under the HIPC DI agreement, funds will be released from debt service to finance higher public spending and policy reform in the social sectors, thus supporting the Government's poverty reduction objectives. UNDP and the Food and Agriculture Organization of the United Nations, as well as the main bilateral donors, including, *inter alia*, the European Union, Denmark, France, Germany, The

² See Appendix II, Previous IFAD Loans to Burkina Faso.



Netherlands and Switzerland are also promoting poverty reduction measures in the rural areas, through better natural resource utilization and access to financing and training. The World Bank as its initiating institution considers the present project its main tool to pursue the fight against rural poverty on a sustainable basis.

11. **IFAD's strategy in Burkina Faso.** Based on the amount of financial assistance received, Burkina Faso ranks 30th among IFAD's developing Member States, whereas according to per capita GNP, only ten countries in the world are poorer. IFAD's medium-term strategy is therefore to increase assistance, both in terms of the number of projects undertaken and the financial resources provided. Given the extreme precariousness of the country's resource base, IFAD will place highest priority on the sustainability of development actions. It will seek to contribute to increased production and revenues by emphasizing environmental protection, soil and water conservation, and the fight against desertification. It will promote non-agricultural economic activities to diversify revenue sources, reduce pressure on limited land resources and improve living conditions in rural areas. While seeking to empower rural populations and their organizations in general, IFAD will place special emphasis on the needs and capacities of rural women. In this as in other projects, it will also link the financing of rural services and infrastructure to the participatory identification, implementation and maintenance of the respective structures and institutions.

12. **Project rationale.** Reducing poverty on a sustainable basis in a country with meagre natural resources and a constantly growing population is a complex and time-consuming task. The Government recognizes that only a long-term, national effort will improve the socio-economic situation of the large number of poor people, most of whom live in rural areas. Such an effort, however, requires significant financial and other resources and can therefore be realized only with the help of the country's development partners. The present project will support the Government's strategy by providing assistance initially and primarily at the village level in order to create a strong basis for decentralized development efforts. Initiated by IDA as a follow-up to its National Land Management Programme (PNGT - I), the project builds upon the lessons of this project³. It is conceived as the first phase of a 15-year programme and thus complies with the Government's strategy of a slow but sound process of disengagement of the State coupled with a progressive increase in capacities and responsibilities at the decentralized levels (village, rural municipality, province). Based on a demand-oriented, participatory approach, the project will respond to the needs of the rural poor while sensitizing the populations to the technical and institutional requirements of sustainable economic and social development.

PART II - THE PROJECT

A. Project Area and Target Group

13. The project, as a national effort, will cover all rural areas in the country: (a) the dry Sahel in the north, with a rainy season of less than three months and a dominance of livestock-raising activities; (b) the central plateau, the country's most densely populated zone, suffering from environmental degradation and recurrent food deficits; (c) the west and south-west, a zone of high agricultural potential where annual rainfall reaches 1 200 mm and where food and cash crop (cotton) production, and nomadic and sedentary livestock raising are practised; and (d) the eastern savannah, which is considered the least developed and least environmentally degraded part of the country.

14. All 45 provinces will be covered. Where major development projects are already ongoing, the project will intervene in synergy with them and promote the establishment of an operational unit to coordinate and support decentralized rural development efforts. It will provide financial support to ongoing projects or programmes, provided that a common platform can be agreed upon. The latter

³ See Appendix III – National Land Management Programme (PNGT - I) – Lessons Learned.



will imply agreement on (a) a single coordinated and harmonized framework, established with the participation of the beneficiaries; (b) the principle of local management of investments; (c) the long-term objective of assisting the emergence of rural municipalities; and (d) a common set of monitoring indicators. Where no other significant development projects or programmes are in place, the project will intervene directly through an operational unit consisting of a provincial coordination office and a multidisciplinary mobile unit, again stressing the coordination of interventions with other donors, as applicable.

15. The overall 15-year programme will cover the entire target group of rural populations, i.e., around 7 million people living in 8 000 villages. The present five-year project aims at covering a maximum of 2 000 villages selected on the basis of such criteria as the degradation of their natural resources, the low income of the population and social cohesion. At project closure, three fourths of the villages will have prepared their local development plans; and some 1 200 villages will have executed the planned activities and put in place representative and participatory institutions to manage village development activities.

B. Objectives and Scope

16. The overall development objective of the project is to reduce poverty and promote sustainable development in rural areas, breaking the spiral of rural poverty characterized by natural resource degradation, reduced production and decreased quality of life. Specific objectives pursued include: (a) improvements in the cost-effectiveness of publicly funded investments at the local level; (b) increased management capacity of beneficiary groups and their institutions; (c) greater absorptive capacity of rural areas; and (d) better access for poor people to productive infrastructure and inputs, social facilities and means to preserve their environment. Aimed at supporting the Government's decentralization policy, the project will follow a holistic, local development approach. Village-level investments will encompass natural resource management (i.e., management of soil and water resources for sustained production) and local development (i.e., provision of infrastructure and services to support production growth and improve living conditions). Emphasis will be placed on the participation and increased empowerment of rural communities in decisions concerning the management and use of natural resources and the identification, implementation and management of village investments.

17. The approach is demand-driven, that is, based on needs assessment and planning activities carried out by the communities themselves. It aims to involve all categories of the rural population, including the most marginalized and deprived and taking into account the specific situation and needs of rural women and youths. Effective decentralization and genuine beneficiary participation will depend upon the success of the capacity-building efforts. Training will therefore be a fundamental project component and will benefit rural community members as well as intermediaries (NGO, private and public service providers) interacting directly with these communities. Successful capacity-building will lead to greater efficiency in project implementation and to the enhanced sustainability of project investments and activities.

C. Components

18. **Local capacity development.** The project will emphasize awareness-raising and training of rural communities to promote their effective participation in problem-solving and in the formulation and implementation of local development plans. It will familiarize communities with its objectives and the participatory local development approach. It will assist villages in establishing planning commissions at the village level (CVGT) and at the intervillage level (CIVGT) in order to strengthen the organizational set-up. The project will also provide training for commission members and, upon request, for villagers in selected technical fields. In addition, it will provide functional literacy training to beneficiaries; and carry out awareness-raising and training activities on AIDS prevention in view of the serious impact this disease has on rural development in general.



19. **Local Investment Fund (LIF).** The LIF will be established to provide financing support to village and intervillage projects. The village communities themselves will identify the projects and include them in their respective village development plans. Consultations will be held between several villages in the case of intervillage investment projects. In all cases, projects will be designed to respond to the villagers' identified needs and will be subject to a contribution to the investment costs made in cash and/or in kind by the beneficiaries. The projects can be expected to include, *inter alia*: (a) soil and water conservation; (b) reforestation and forest management; (c) support structures/services for agriculture and livestock production; (d) water supply; (e) rural roads; (f) social and economic infrastructure; (g) institutional support to microfinance networks with a view to permitting their extension and facilitating access to credit for productive economic activities; and (h) training and support to problem solving. Communities can propose any other investment/activity for LIF financing, provided it is not included in the list of ineligible investments and does not concern productive economic activities. The latter will be financed by their promoters with their own funds or through credit obtained from local commercial banks and microfinance institutions. The project itself will not finance credit lines but will facilitate, through the LIF, access to financial services. Exceptionally, economic activities can be subsidized when they have a collective nature or a desirable social and/or environmental impact or under emergency or extreme social hardship situations, provided this allocation of LIF resources does not in any way jeopardize the functioning of the financial institutions.

20. At the provincial level, it will be possible to call upon LIF resources for large-scale infrastructure projects. These projects will not be executed by the beneficiaries, but by the project through service providers.

21. **Supporting and accompanying measures.** The project will provide support to project teams and partners (including specialized state services, NGOs, decentralized financial systems and subcontractors) in the form of training, equipment and operating costs. It will also support rural decentralization activities at local, provincial and national levels, in particular through studies, training, and the strengthening of institutional, human and financial capacities.

22. **Pilot land tenure operations.** Insecurity of land tenure is an issue that features prominently in certain communities, generating conflicts and social instability. The project's community-based land management approach can itself cause land conflicts since it requires defining the land units controlled by a given population. The project therefore plans to promote durable and equitable improvements in the rural land tenure system in order to contribute to social peace and equity, better preservation and restoration of natural resources and effective decentralization. To this end, it will reinforce and complement other experiences aimed at securing tenure arrangements in six test locations. Based on a participatory approach to the management of land resources, it will seek to formalize customary land tenure rights in order to define a methodology for improving and securing tenure arrangements in rural areas.

23. **Project administration, monitoring and coordination.** The project will establish an integrated monitoring and evaluation (M&E) system to monitor the project's physical and financial implementation and to evaluate its impact at field level (relying on baseline surveys, impact studies and support missions). In addition, it will analyse the costs and the impact of other national decentralized and participatory rural development experiences and seek to learn from and disseminate these experiences. This approach will enable the various development interventions in this field to be further harmonized and rationalized.

D. Costs and Financing

24. The total cost of the five-year project has been estimated to amount to USD 110.9 million, of which USD 15.5 million will be in foreign exchange. Price and physical contingencies are estimated at USD 4.1 million and USD 2.5 million, respectively. The largest share of the resources will be channelled directly to the village level in the form of microproject funding for village and intervillage investments and activities. A detailed breakdown is given in Table 1.

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

Components	Local	Foreign	Total	% of Foreign Exchange	% of Base Costs
A. Local capacity building	7.30	0.20	7.50	3	7
B. LIF (beneficiary execution)	35.54	3.98	39.52	10	38
C. LIF (provincial level)	13.40	1.50	14.90	10	14
D. Supporting and accompanying measures	20.66	5.37	26.03	20	25
E. Pilot operations	3.06	0.75	3.81	20	4
F. Administration, monitoring and evaluation	9.95	2.68	12.63	21	12
Total base costs	89.91	14.48	104.39	14	100
Physical contingencies	2.18	0.30	2.48	12	2
Price contingencies	3.41	0.71	4.12	17	4
Total projects costs	95.50	15.49	110.99	14	106

^a Discrepancies in totals are due to rounding.

25. As detailed in Table 2, IDA as the lead financier will contribute 60% of total project cost (USD 66.7 million). IFAD will contribute USD 11.5 million on a *pari passu* basis to village-level and intervillage-level capacity-strengthening and investment activities, supporting and accompanying measures, and project management and administration. The Government will provide USD 14.3 million, and the beneficiaries' contribution in cash and/or kind will be equivalent to USD 10.8 million. Other external donors include Denmark (USD 6.7 million) and The Netherlands (USD 0.9 million).

TABLE 2: FINANCING PLAN^a
(USD '000)

Components	Government		IDA		IFAD		Netherlands		Denmark		Donors ^b		Beneficiaries		Total		For. Exch.	Total (Excl. Taxes)	Duties And Taxes
	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%			
A. Local capacity development	2.99	35	3.60	42	0.64	8	-	-	0.64	8	0.75	7	-	-	8.62	7.7	0.23	6.87	1.75
B. LIF	-	-	29.06	54	6.84	13	7.00	13	-	-	3.54	6	7.60	14	54.04	48.7	5.49	54.04	-
C. Supporting and accompanying measures	4.99	16	14.53	49	2.56	8	2.00	7	-	-	5.87	20	-	-	29.96	27.1	5.98	25.77	4.19
D. Pilot actions	0.45	11	3.16	76	0.56	13	-	-	-	-	-	-	-	-	4.16	3.7	0.81	3.71	0.45
E. Project administration, monitoring and evaluation	3.72	26	4.65	33	0.85	6	-	-	5.0	35	-	-	-	-	14.21	12.7	2.94	13.01	1.2
Total disbursement	12.15	10.9	55.0	49.5	11.44	10.3	9.00	8.1	5.64	5.0	10.16	9.1	7.60	6.8	110.99	100	15.45	103.40	7.59

^a Discrepancies in totals are due to rounding.

^b To be identified





E. Procurement, Disbursement, Accounts and Audit

26. **Procurement.** The project will follow World Bank guidelines on procurement of goods, works and services and use the World Bank's standard bidding documents for the procurement of all goods and works, except for those used for the execution of microprojects for which the World Bank's "Guidelines for Simplified Procurement and Disbursement for Community-Based Investments" will be used. Project financed works relate mostly to: (a) the rehabilitation of government-owned buildings that will be made available to the project; and (b) financing of the macroprojects at provincial level throughout the country (with an average cost of USD 50 000). Works costing more than USD 50 000 will follow national competitive bidding (NCB) procedures. For all others, price estimates will be requested from three national enterprises. Procurement of goods will refer mainly to vehicles, motorcycles, office equipment (including computers) and field equipment. To the extent practicable, goods will be lumped into lots estimated to cost USD 200 000 or more and procured under international competitive bidding procedures. Goods that cannot be easily lumped into such lots but are expected to cost not less than USD 50 000 and are available locally can be procured using NCB procedures. Procurement for readily available off-the-shelf goods and/or standard commodities that cannot be grouped in lots of sufficient size, and not exceeding an aggregate amount of USD 700 000 over the life of the project, will be procured on the basis of a comparison of quotations from at least three eligible national suppliers

27. Technical and training assistance will consist exclusively of short-term consultancies, normally procured through quality and cost-based selection. Consultant services estimated to cost less than USD 50 000 may be contracted by comparing the qualifications of consultants who have expressed an interest or have been identified by the project.

28. **Disbursements.** To facilitate project implementation, the Government will open a Special Account in the national agency of the Central Bank of West African States. The authorized allocation will cover four months of eligible expenditures (or about USD 800 000). All replenishment applications will follow World Bank procedures. Counterpart funds will be contributed according to prevailing government procedures.

29. **Accounting, auditing and reporting.** The project will benefit from administrative structures and procedures inherited from its first phase. The financial management system will be based on new software that will allow for the monitoring of progress. The project coordination unit (PCU) will maintain project accounts in accordance with international accounting standards (IASs) to reflect operations and financial positions. An external and independent audit firm acceptable to IFAD/IDA will audit all accounts. This firm will be recruited for one year under renewable contractual arrangements, renewals being subject to satisfactory performance. After a maximum of four years, a new audit firm will be selected. The audit report should include a separate statement on the use of the Special Account and of statements of expenditure. The report will be submitted to IFAD/IDA not later than the 30 June of each year. By 30 September of each year, the PCU will submit the draft an annual workplan and budget, including monitorable progress indicators for each activity. It will also submit semi-annual progress reports showing budgeted and actual expenditures, the source of funds used, and progress achieved on the basis of agreed indicators and objectives.

F. Organization and Management⁴

30. The project will be implemented under the responsibility of the Ministry of Agriculture and monitored by an interministerial management committee that will review and approve annual workplans and budgets prior to their submission to IFAD/IDA. The PCU will be responsible for the

⁴ See Appendix VI - Organizational Chart.



day-to-day management of the project, including management of workplans at the national level; the management of donors' contributions in accordance with the agreements signed with each donor; the timely availability of funds for the beneficiaries; procurement; technical support to field teams during the start-up phase of the project; and the monitoring and evaluation of project implementation and impact.

31. At the level of the provinces, provincial technical coordinating committees (PTCCs) will be established. Chaired by the provincial high commissioner, they will include representatives of the provincial level of government, donors, beneficiaries, and NGOs active in the zone. In coordinating donor and Government-funded activities at the provincial level, the PTCCs will ensure that these activities properly respond to the development priorities for each province. The project will provide operating support and basic equipment to enable the PTCCs to carry out their mandate. The day-to-day management of the decentralized development activities at provincial level will be facilitated through the establishment of light operational units, whose composition will be adapted to the needs of the respective province. Thus, the operational units will be limited to a maximum of two professionals and two support staff in those provinces where the project intervenes only in support of other major projects/programmes. In the provinces, where there are no other major projects/programmes, the operational unit will initially comprise a multidisciplinary team responsible for the implementation, through sub-contracted private operators and NGOs, of the participatory local development approach.

32. Project implementation will be managed according to the principles of subsidiarity and sustainability, in line with the Government's policies of decentralization and disengagement. It will not be directly represented at provincial level, where instead the PTCCs and the operational units will carry out all coordinating and supervisory activities (paragraph 31). At the village and intervillage level, the project beneficiaries, through their CVGTs and CIVGTs (paragraph 19), will be fully responsible for the planning, implementation and management of investments and other development activities. To this end, they will have the possibility to recruit technical expertise (e.g., for works control) using LIF resources up to a maximum of 10% of the cost of the respective activity.

33. A participatory and flexible M&E system will be established at all levels. It will rely largely on beneficiary input, with quality control provided by the project-supported experts at provincial level (paragraph 32). The system will serve as a tool for: (a) capacity-building at the local level, and (b) project decision-makers to use in monitoring project implementation. It will, moreover, be used for participatory impact monitoring and as an effective tool for measuring the attainment of the project's development objectives (in particular poverty reduction). A baseline survey will be undertaken by an independent agency prior to project start-up, and periodic surveys will be launched to assess project impact at the level of the beneficiaries. The completion date of the loan is the fifth anniversary of the effective date, or such date as the Fund may designate by notice to the borrower.

G. Economic Justification

34. This type of project with a very large capacity-building component does not lend itself to cost-benefit analysis and rate of return calculations. This is true even of the investment component (LIF) which cannot be defined *ex ante* since it will be planned and executed on demand, on the basis of the development plans elaborated by the beneficiaries themselves. Furthermore, many of the investment subprojects, such as natural resource management and social infrastructure, will not have easily quantifiable benefits. However, the project design incorporates measures to maximize the project's economic benefits through: (a) the strict eligibility criteria that will screen out economically unsound projects; and (b) the M&E system that will trace the economic impact throughout implementation.

35. More generally, the project can be expected to produce four categories of benefits through its impact on: (a) living conditions (increased income directly from economic activities and indirectly



from soil fertility interventions and better access to roads and tracks; improved food security and water supply; better access to health and education facilities); (b) natural resources (through improved soil fertility, land reclamation, reduced erosion and increased biodiversity); (c) local capacities (stronger village and intervillage organizations, increased literacy and improved technical knowledge, better technical and organizational skills for the management and maintenance of village-level investments); and (d) the institutional environment (thanks to better coordination of interventions, harmonization of approaches and greater cost effectiveness).

36. The project will benefit the whole rural population in the participating villages. It will support the decentralization of the decision-making process and the empowerment of the rural populations. In strengthening participatory processes, specific attention will be paid to the poorer and marginalized categories, including poor rural women. The latter will benefit particularly from improved water supply and health services, functional literacy courses and better access to fields and markets. A total of about 200 000 farm families will directly benefit from the project.

H. Risks

37. Although the project benefits from the experience and lessons of the PNGT - I (paragraph 12), a number of risks remain, which, however, are being minimized by the inclusion of appropriate measures in the design of the components. Above all, the Government will have to maintain its commitment to the decentralization policy underlying the project approach. To this end, the project has been formulated with strong government involvement, ensuring ownership also at this level. This should, *inter alia*, facilitate eventual modifications in the legal framework to expand the responsibilities of rural communities formally. Regarding the implementation of project activities, there are risks related to the competency of the service providers and the technical back-up by the respective ministries. To fend against these risks, competency surveys and training-needs assessments have been carried out, and a training programme for service providers has been included in the project. In addition, contracts and agreements to be concluded with private and public service providers will comprise performance indicators whose attainment will be a condition of contract extensions. Adequate measures are also foreseen to avoid that project implementation is hampered by cumbersome approval procedures and bad resource management. A procedures manual will be used setting out clear rules and criteria for village project selection and approval, and for procurement and disbursements. Finally there remains the risk that marginal social groups are excluded from project investments. A social impact assessment will be undertaken to identify safeguards to avoid such a situation. Moreover, regular support missions by a poverty alleviation expert will ensure that this aspect of project implementation is constantly monitored and that appropriate measures are included in the annual workplans and budgets to provide for the effective participation of the poorest and most marginalized categories in project activities.

38. **Sustainability.** Project design puts emphasis on ensuring institutional sustainability of development actions, and considerable resources are therefore being directed to institutional and capacity-strengthening. The objective is to empower rural communities and their organizations by giving them the skills and tools they need to manage the socio-economic development of their village and its land area. At the level of the microprojects, sustainability also depends on the degree to which beneficiaries have ownership of the investment. This sense of ownership is considered an essential goal of the participatory process promoted by the present project. The contribution required from beneficiaries, whether in cash or in kind, typically helps achieve both a sense of ownership and greater sustainability. Where essential and feasible, community contributions for recurrent maintenance will be a condition of approving project funding of the respective investment.



I. Environmental Impact

39. According to the environment assessment undertaken during the project formulation process, the majority of the micro- and macroprojects likely to be financed have a negligible or a positive environmental impact (e.g., soil fertility and forest and biodiversity management); very few projects can be expected to have a negative impact related to water-borne diseases or pollution. Measures to mitigate this type of impact will be introduced during implementation, wherever needed and feasible. Moreover, projects that present unusual negative environmental and social impacts will not be accepted for financing. In addition, environmental monitoring will be included in the M&E system and in the training for village-based monitoring.

J. Innovative Features

40. The project will launch for the first time a long-term effort to harmonize rural development activities throughout the country. It will expand the participatory land development approach, tested so far only within limited geographical zones, to national coverage and thus provide a basis for implementing the Government's decentralization policy in an effective and efficient manner. Within this overall approach, the most innovative feature is the fact that village communities will not only contribute to the design, implementation and management of their investments, but will be directly responsible for all related financial and technical aspects. They will be empowered to play a direct role in planning and implementation and will be given the opportunity to strengthen their capacities in order to take up these new responsibilities effectively.

PART III - LEGAL INSTRUMENTS AND AUTHORITY

41. A loan agreement between Burkina Faso 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.

42. Burkina Faso is empowered under its laws to borrow from IFAD.

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

PART IV - RECOMMENDATION

44. 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 Burkina Faso in various currencies in an amount equivalent to eight million five hundred and fifty thousand Special Drawing Rights (SDR 8 550 000) to mature on and prior to 15 May 2040 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

SUMMARY OF IMPORTANT SUPPLEMENTARY ASSURANCES INCLUDED IN THE NEGOTIATED LOAN AGREEMENT

(Loan negotiations concluded on 27 April 2000)

1. The Government of Burkina Faso (the Government) shall open and thereafter maintain a Project Account into which it shall deposit amounts corresponding to its counterpart funding. The Government's contribution will be stipulated in the development credit agreement between the Government and IDA, to which the loan agreement makes particular reference. The Government shall ensure that the proceeds of the funds provided under the development credit agreement and other loans and grants are provided to the lead project agency as called for in the annual workplan and budget (AWPB).
2. The Fund may suspend the right of the Government, in whole or in part, to request withdrawals from the Project Account in the event:
 - (a) the Government's right to withdraw the proceeds of the credit, the other loans and grants has been suspended, cancelled or terminated, in whole or in part; or in the event the credit becomes due and payable prior to the agreed maturity date; or upon the occurrence of any event, with notice or with the passage of time, that could result in the same; and
 - (b) any condition of suspension specified in the development credit agreement with IDA shall have occurred.
3. IFAD may terminate the Government's right to request withdrawals from the Loan Account in the event:

any condition of cancellation specified in the development credit agreement with IDA shall have occurred.
4. IFAD may declare the outstanding principal amount of the loan, together with all accrued and unpaid service charge thereon, immediately due and payable in the event the following occurs:

the credit granted becomes due and declared payable prior to the agreed maturity date, or upon the occurrence of any event, with notice or with the passage of time, that could result in the same.
5. The remedies of the Fund set forth in the loan agreement shall not limit or otherwise prejudice any rights or remedies available to IFAD under the General Conditions or otherwise.
6. The Government will ensure that men and women have equal access to senior positions within the framework of the project.
7. As part of maintaining sound environmental practices as required by the General Conditions, the Government shall maintain appropriate pest management practices under the project. To that end, the Government shall ensure that pesticides procured under the project do not include any pesticide either proscribed by the International Code of Conduct on the Distribution and Use of Pesticides of the Food and Agriculture Organization of the United Nations, as amended from time to time, or listed in Tables 1 (Extremely Hazardous) and 2 (Highly Hazardous) of the World Health Organization's Recommended Classification of Pesticides by Hazard and Classification 1996-97, as amended from time to time.



ANNEX

8. The following are specified as additional conditions to the effectiveness of the loan agreement:
- (a) the Government shall have confirmed to IFAD that the development credit agreement has become effective; and
 - (b) a favourable legal opinion, issued by the competent legal counsel on the territory of the borrower, is delivered by the Government to IFAD.

9. The following are specified as additional conditions for disbursement of the proceeds of the loan:

No withdrawals shall be made in respect of:

- (a) payments made for expenditures prior to the date of signature of the loan agreement; and
- (b) payments made for expenditures relative to Category III for any sub-project, unless such sub-project shall have been approved by IFAD in accordance with the provisions of the project implementation manual.

COUNTRY DATA

BURKINA FASO

Land area (km² thousand) 1996 1/	274	GNP per capita (USD) 1997 2/	250
Total population (million) 1997 1/	10.5	Average annual real rate of growth of GNP per capita, 1990-97 2/	0.8
Population density (people per km²) 1996 1/	37	Average annual rate of inflation, 1990-97 2/	6.9
Local currency	CFA Franc BCEAO (XOF)	Exchange rate: USD 1 =	XOF 650
Social Indicators		Economic Indicators	
Population (average annual population growth rate) 1980-97 1/	2.4	GDP (USD million) 1997 1/	2 395
Crude birth rate (per thousand people) 1997 1/	45	Average annual rate of growth of GDP 1/ 1980-90	3.6
Crude death rate (per thousand people) 1997 1/	19	1990-97	3.3
Infant mortality rate (per thousand live births) 1997 1/	99	Sectoral distribution of GDP, 1997 1/	
Life expectancy at birth (years) 1997 1/	44	% agriculture	35
Number of rural poor (million) (approximate) 1/	n.a.	% industry	27
Poor as % of total rural population 1/	n.a.	% manufacturing	20
Total labour force (million) 1997 1/	5.2	% services	38
Female labour force as % of total, 1997 1/	47	Consumption, 1997 1/	
Education		General government consumption (as % of GDP)	12
Primary school gross enrolment (% of relevant age group) 1996 1/	40	Private consumption (as % of GDP)	79
Adult literacy rate (% of total population) 1995 3/	19	Gross domestic savings (as % of GDP)	9
Nutrition		Balance of Payments (USD million)	
Daily calorie supply per capita, 1995 3/	2 248	Merchandise exports, 1997 1/	190
Index of daily calorie supply per capita (industrial countries=100) 1995 3/	71	Merchandise imports, 1997 1/	506
Prevalence of child malnutrition (height for age % of children under 5) 1992-97 1/	29	Balance of merchandise trade	- 317
Prevalence of child malnutrition (weight for age % of children under 5) 1992-97 1/	33	Current account balances (USD million)	
Health		before official transfers, 1997 1/	- 396
Health expenditure, total (as % of GDP) 1990-97 1/	5.5	after official transfers, 1997 1/	n.a.
Physicians (per thousand people) 1990-97 1/	0.04	Foreign direct investment, 1997 1/	0
Percentage population without access to safe water 1990-96 3/	22	Government Finance	
Percentage population without access to health services 1990-95 3/	10	Overall budget surplus/deficit (including grants) (as % of GDP) 1996 1/	n.a.
Percentage population without access to sanitation 1990-96 3/	63	Total expenditure (% of GDP) 1996 1/	n.a.
Agriculture and Food		Total external debt (USD million) 1997 1/	1 297
Food imports as percentage of total merchandise imports 1997 1/	n.a.	Present value of debt (as % of GNP) 1997 1/	29
Fertilizer consumption (hundreds of grams per ha of arable land) 1995-97 1/	70	Total debt service (% of exports of goods and services) 1997 1/	11.8
Food production index (1989-91=100) 1995-97 1/	122.4	Nominal lending rate of banks, 1997 1/	n.a.
Land Use		Nominal deposit rate of banks, 1997 1/	n.a.
Arable land as % of land area, 1996 1/	12.4		
Forest area (km ² thousand) 1995 1/	43		
Forest area as % of total land area, 1995 1/	15.6		
Irrigated land as % of cropland, 1994-96 1/	0.7		

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*, 19992/ World Bank, *Atlas*, 19993/ UNDP, *Human Development Report*, 1998

PREVIOUS IFAD LOANS TO BURKINA FASO

Project Loan	Project Name	Initiating Institution	Cooperating Institution	Lending Terms	Board Approval	Loan Effectiveness	Current Closing Date	Approved Loan Amount (SDR)	Disbursement (as % of approved amount)
65	Rural Development Project in the Eastern ORD	IFAD	AfDB	HC	22 Apr 81	15 Jun 82	30 Sep 92	11900000	65
102	Hauts Bassins/Volta Noire Agricultural Development Project	WB/IDA	WB/IDA	HC	14 Sep 82	14 Jun 83	30 Jun 88	9900000	38
11	Special Programme for Soil and Water Conservation and Agroforestry in the Central Plateau	IFAD	BOAD	HC	04 Dec 87	26 Oct 88	31 Dec 95	7000000	83
SRS-44	Special Programme for Soil and Water Conservation - Phase II	IFAD	BOAD	HC	05 Dec 94	02 May 96	31 Dec 03	7100000	58
369	Special Programme for Soil and Water Conservation - Phase II	IFAD	BOAD	HC	05 Dec 94	02 May 96	31 Dec 03	4750000	60
418	South West Rural Development Project	IFAD	BOAD	HC	11 Sep 96	12 Jan 98	30 Jun 05	10150000	7
502	Rural Microenterprise Support Project	IFAD	BOAD	HC	28 Apr 99			6950000	--





NATIONAL LAND MANAGEMENT PROGRAMME (PNGT - I) – LESSONS LEARNED

1. The first phase of the Community-Based Rural Development Project, the National Land Management Programme (PNGT - I), generally attained its objectives. It even surpassed them as concerns the development of land management plans (in the provinces of Gnagna, Kédougou and Kouritenga) and the combined management plans for protected forests and surrounding areas (in the provinces of Bougouriba and Houet). Instead of 167 communities and four protected forests foreseen in the appraisal document, PNGT- I covered 486 communities and six protected forests. The level of village investments increased significantly during the last two years of project implementation. Altogether, they absorbed about 45% of the funds available for this purpose. The only weak point encountered concerned the environmental surveillance system, which did not materialize due to factors beyond the project's control. The mid-term review had in fact noted that the overall objectives of this component were unrealistic. The main lessons to be drawn from the first phase are summarized below.
2. The experience of PNGT - I has shown that villages/communities can shoulder a certain degree of responsibility only if investment plans are well balanced. This leads to a more sustainable and profound impact. Operationally it requires the strengthening of technical, financial and organizational capacities related to the investments.
3. Community organizations have to be strengthened and made responsible in order for the communities to be able to prioritize their needs not only by type of investment/activity but also in relation to a financial limit determined *a priori*. This approach makes it possible to avoid that an exaggerated priority is given to large investments with limited benefits. In this connection, it becomes imperative for the project to help the beneficiaries in assembling all information needed to guarantee an equitable access to project benefits. The project also has to provide information concerning the costs of different types of investment.
4. It is necessary to integrate a financial dimension in the natural resource management approach, above all for income-generating activities, and to strengthen the communities' financial management capacities (preparation of budgets, administration of the cash account, etc.).
5. The experience of the first phase has also shown that the planning of project activities has to be on a sound basis. The first-phase activities were frequently delayed due to the prevailing heavy procedures. In order to avoid that the follow-up project suffers from the same problems, even though it will be based on collaboration with the private sector and direct implementation by beneficiary communities, the second-phase activities will have to be planned on the basis of the lessons learned from the first phase. In other words, (a) adopt a rolling programme approach, (b) start prior to project launching with the preparation of procurement documents and the process of selecting private-sector partners, and (c) arrange for the necessary training in order to be able to start field activities at project launching.

LOGICAL FRAMEWORK

	Key Performance Indicators	Means of Verification	Critical Assumptions
<i>DEVELOPMENT OBJECTIVES</i>			
To reduce rural poverty and promote sustainable development	Improvements in human development indices Diversified rural economy Better coverage with basic socio-economic infrastructure, with growing effective utilization and assured sustainability Improved exploitation of renewable natural resources Improved social capital: increased competencies, efficient participatory mechanisms	Ad hoc studies and surveys National statistics on household income, poverty and state of the environment Reports on the baseline situation in the provinces and in sample villages Impact studies Human Development Index publications	The country is politically stable. There is political support for rural development. No natural catastrophes occur.
<i>SPECIFIC OBJECTIVES</i>			
Improved cost-effectiveness of publicly funded investments at the local level Increased management capacity of beneficiary groups and their institutions Greater absorptive capacity of rural areas Better access for poor people to productive infrastructure and inputs, social facilities, environmental protection measures	Number and cost of village and intervillage investment projects Number of trained villagers and well-functioning village organizations Number of completed microprojects per annum. Spatial distribution of infrastructure, facilities and services	Baseline situation Action plans Periodic reports Annual statements External studies and evaluations Evaluation by beneficiaries	A legal and political framework that responds to the needs of the decentralized and participatory development approach is in place. Government and donors remain interested in the issues of decentralization and land management.
<i>OUTPUTS</i>			
Rural communities that are better equipped to manage their resources in a sustainable manner (organization, technical capacities, financial management, capability to plan and implement investments)	Number and variety of organizations that master the newly acquired competencies in resource management Functioning of local village and intervillage organizations (functioning projects, representativity, functioning of the organization)	Diagnosis of the capacities of the community organizations Land management (GT) plans Investment project proposals Programme and curriculum for the training of community organizations Documents confirming legal recognition Periodic reports by the project-implementing partners concerned Annual statements by the partners, including beneficiary evaluations Programme reports	The legal base entrusting communities with the planning and implementation of public investment programmes at local level is effectively in place. Competent (private and public) project partners and service providers are available.

4





<p>A larger number and a greater variety of investments in rural areas</p>	<p>Number and type of investment projects initiated by community organizations, completed and subsequently used in a self-sustained manner Physical results of investments within a territory or among territories, by type of investment project Rate of implementation of annual investment programmes Annual investment volume at (inter)territorial level and sources of financing Numbers and socio-economic categories of beneficiaries and types of benefits by category</p>	<p>Diagnostic survey of communities' priority needs Investment project plans Technical and financial details per type of project, regularly updated Periodic reports of project implementation partners Minutes of investment hand-over meetings Annual statements of project partners, including evaluation of concerned beneficiaries Programme reports Management documents of investments used by village organizations Selection criteria for territories and investment projects</p>	<p>Government and donors simplify approval and execution procedures for investments.</p>
<p>Nationally, regionally and locally, public and private capacities to realize the participatory local development/land management approach have been strengthened</p>	<p>Elaboration and implementation process for investments at different levels that is documented, transparent, participatory and is introduced progressively into coherent village-development plans Efficiency of implementation process: faster approval of project proposals; decreasing administrative costs; decreasing support (m/d) to community organization in the planning and monitoring process Increase in the support services' mastery of the newly required competencies for the application of a participatory process Improvement of support services to the communities (variety, coverage, quality, cost) Well-functioning and efficient consultation mechanisms Well-functioning information system (% of target population reached, changes in attitude observed) Improvements registered in the application of an appropriate legal framework for decentralized rural development</p>	<p>Diagnostic study of institutional capacities Training programme Communication plan Project planning proposals Official gazette Periodic reports by implementation partners Programme reports Annual activity statements, including evaluation by beneficiaries Database Opinion poles Community visitors' books Rules and procedures elaborated at local level Management tools (planning, M&E) of the programme Ad hoc studies and external evaluations</p>	<p>Decentralized structures function well and in a transparent way (mainly as concerns planning and use of financial resources).</p>
<p>PROGRAMME COMPONENTS</p>			
<ol style="list-style-type: none"> 1. Local capacity development 2. Local investment fund I 3. Local investment fund II 4. Operational support 5. Support to decentralization 6. Management and M&E 	<p>USD 8.8 million USD 45.4 million USD 8.9 million USD 26.9 million USD 2.3 million USD 13.7 million</p>	<p>Training programme and budget Description and budget of investment projects Analytical financial reports (format still to be determined) External audits Annual statements of project partners, including evaluation by beneficiaries Cost-benefit analyses Procedures manual Annual programme Periodic reports Annual statements, including evaluation by beneficiaries External evaluations</p>	<p>Sufficient capacity exists to mobilize financial resources at local and provincial level in line with the liquidity requirements identified in the annual action plans. Well-performing system of communicating with the regions exists. Government supports the implementation of the M&E system.</p>

COÛTS ET FINANCEMENT

	Développement des capacités locales		Fonds d'invest. pour les zones d'intervention directe		Actions Pilotes		Gestion, Administration et Suivi-Evaluation du Projet		Total
	Formations aux niveaux villageois	Actions de concertation au niveau villageois	Projets exécutés par les bénéficiaires (CVGT ou CIVGT)	Projets exécutés au niveau provincial	Appui et Accompagnement	Opérations de Sécurisation Foncière	Gestion et Administration du Projet	Suivi-Evaluation du Projet	
I. Coûts d'investissement									
A. Travaux de génie civil									
1. Travaux de génie civil									
Réhabilitation	-	-	-	-	671	-	26	-	698
B. Véhicules et équipements									
1. Transportation									
a. Véhicules tout terrain	-	-	-	-	2 742	94	660	-	3 496
b. Véhicules de liaison	-	-	-	-	-	-	27	-	27
c. Motocyclettes/vélos	-	-	-	-	273	-	-	-	273
Subtotal Transportation	-	-	-	-	3 015	94	687	-	3 796
2. Equipements									
Equipements de bureau et meubles	-	-	-	-	1 102	21	232	49	1 404
Autres équipements (audio-visuel, etc.)	-	-	-	-	91	-	96	-	187
Subtotal équipements	-	-	-	-	1 193	21	328	49	1 591
Subtotal véhicules et équipements	-	-	-	-	4 208	114	1 016	49	5 387
C. Services des prestataires									
1. Appui à l'exécution du Programme	-	1 787	-	-	4 260	-	-	-	6 047
2. Etudes									
a. Etudes (à préciser)	-	-	-	-	126	-	2 082	-	2 208
3. Other Contractual Services	-	-	-	-	1 238	3 126	1 526	4 918	11 028
Subtotal Services des Prestataires	-	1 787	-	-	5 624	3 126	3 608	4 918	19 283
D. Formation									
1. Communautés									
Niveau villageois	6 324	-	-	-	871	-	-	1 232	8 427
National	506	-	-	-	-	-	-	-	506
Subtotal Communautés	6 830	-	-	-	871	-	-	1 232	8 933
2. Partenaires techniques public et privé									
National	-	-	-	-	-	-	-	16	16
Sous-regional	-	-	-	-	-	-	-	129	129
Subtotal Partenaires technique public et privé	-	-	-	-	-	-	-	146	146
3. Personnel du PNGT									
National	-	-	-	-	-	-	53	62	114
4. Autres formations									
National	-	-	-	-	1 418	301	-	8	1 727
5. Ateliers									
National	-	-	-	-	85	-	-	-	85
Subtotal Formation	6 830	-	-	-	2 375	301	53	1 447	11 006



	Développement des capacités locales		Fonds d'invest. pour les zones d'intervention directe		Actions Pilotes	Gestion, Administration et Suivi-Evaluation du Projet		Total	
	Formations aux niveaux villageois	Actions de concertation au niveau villageois	Projets exécutés par les bénéficiaires (CVGT ou CIVGT)	Projets exécutés au niveau provincial		Appui et Accompagnement	Opérations de Sécurisation Foncière		Gestion et Administration du Projet
E. Investissements villageois									
I. Fonds d'investissements villageois	-	-	39 249	14 745	12 878	3 542	4 922	6 414	54 045
Total Coûts d'investissement	6 830	1 787	39 249	14 795	12 878	3 542	4 922	6 414	90 418
II. Recurrent Costs									
A. Appui et accompagnement									
Salaires et indemnités	-	-	-	-	4 008	-	-	-	4 008
Frais de missions	-	-	-	-	4 943	-	-	-	4 943
Fonctionnement du bureau	-	-	-	-	2 056	69	-	-	2 125
Fonctionnement véhicules	-	-	-	-	5 897	-	-	-	5 897
Subtotal Appui et accompagnement	-	-	-	-	16 904	69	-	-	16 973
B. Gestion et administration									
Salaires et indemnités	-	-	-	-	-	234	979	152	1 364
Frais de mission	-	-	-	-	28	12	168	49	257
Fonctionnement du bureau	-	-	-	-	57	160	735	58	1 009
Frais de transport	-	-	-	-	-	-	4	-	4
Fonctionnement véhicules	-	-	-	-	89	144	732	-	965
Subtotal Gestion et administration	-	-	-	-	173	550	2 617	259	3 600
	-	-	-	-	17 077	619	2 617	259	20 572
	6 830	1 787	39 249	14 795	29 955	4 161	7 540	6 673	110 991
Taxes	1 708	179	-	-	4 218	473	983	26	7 586
Dépenses en devises	231	-	3 979	1 500	5 983	808	1 588	1 396	15 484



ORGANISATION ET GESTION

1. Le soutien financier du PNGT II interviendra dans toutes les provinces, soit directement, soit indirectement en apportant des financements complémentaires aux opérations en cours. Dans tous les cas, la démarche adoptée sera concertée avec les partenaires au développement intervenant dans les provinces ciblées. Elle s'appuiera, dans la mesure du possible, sur les opérateurs existants et favorisera le *faire faire* (contractualisation des prestations), l'harmonisation des approches et leur institutionnalisation dans les structures déconcentrées et décentralisées.

Rôle de la Province

2. L'objectif à long terme est d'assurer que des structures pérennes provinciales prennent en charge les activités de coordination, concertation, et d'organisation du développement rural participatif et décentralisé. A la fin du projet, la province sera chargée de: (a) la concertation au niveau provincial, (b) la coordination des activités des différents projets ou programmes, (c) la maîtrise d'ouvrage de certaines activités (prestataires de services, projets de grand taille), (d) le renforcement des capacités des prestataires de services (services étatiques, ONG ou privés), (e) l'appui aux bénéficiaires, et (f) le suivi-évaluation de l'impact des activités.

3. Afin de remplir les missions décrites ci-dessus, le PNGT II appuiera la mise en place de cadres de concertation, présidés par le Haut Commissaire, qui seront responsabilisés pour animer, coordonner, et harmoniser toutes les démarches gestion des terroirs et développement local au sein de la province. Ces cadres de concertation comprendront des représentants des Services Publics, des projets, des ONG, et des bénéficiaires (villageois, représentants de comités et d'associations, élus locaux, société civile). Ces cadres de concertation se réuniront au moins trois fois par an. La gestion quotidienne des activités de mise en œuvre du développement rural décentralisé reviendra à une unité opérationnelle légère. Compte tenu de la diversité des situations et de leur nécessaire évolution dans le temps, cette unité opérationnelle provinciale prendra des formes différentes selon qu'il s'agisse d'une province avec une faible présence d'opérateurs ou d'une province avec un opérateur important. Les cadres de concertation pourraient être aussi des instances de discussion et d'adoption des plans de gestion des terroirs et des plans d'investissements y afférents.

Provinces avec une faible présence d'opérateurs

4. Dans les provinces où le PNGT II sera l'intervenant principal à cause de l'absence ou de la faiblesse des opérateurs, l'unité opérationnelle consistera en une coordination provinciale comprenant un personnel d'appui et une équipe mobile pluridisciplinaire (EMP). La coordination provinciale pourra couvrir une ou plusieurs provinces, selon leur taille. La composition de l'EMP sera fonction des réalités locales. L'EMP sera chargée de mettre en œuvre la démarche gestion des terroirs/développement local en priorité au travers de prestataires de services (opérateurs privés et ONG) recrutés et formés à cet effet. Elle formera également les services techniques dans ce sens. Cette stratégie devra permettre une réduction progressive des EMP au cours du projet et une diminution de l'intensité de l'intervention directe du PNGT qui devra se recentrer sur le contrôle de la qualité et le suivi.

5. La coordination provinciale et l'EMP réduiront progressivement leurs effectifs pour atteindre un nombre maximal de deux personnes (par exemple, un Responsable Technique du développement rural décentralisé et un Responsable du suivi-évaluation) qui formeraient l'unité opérationnelle provinciale pour la promotion et la mise en œuvre du développement rural décentralisé. Selon les cas, un service technique existant pourrait également être responsabilisé pour cette fonction. Dans tous les



cas, cette unité opérationnelle aura la possibilité de contractualiser les expertises techniques nécessaires à la mise en oeuvre et au suivi du développement rural décentralisé et participatif.

Provinces avec un opérateur important

6. Dans ces provinces, le PNGT II appuiera la mise en oeuvre d'un cadre de concertation et la mise en place d'une unité opérationnelle. Cette unité opérationnelle (d'un maximum de deux personnes: un Responsable Technique du développement rural décentralisé et un Responsable du suivi-évaluation) remplira des fonctions de coordination et d'appui au développement rural décentralisé, disposera d'un budget de fonctionnement et pourra contractualiser les expertises nécessaires. Sur le terrain, le PNGT II interviendra en synergie avec l'opérateur déjà en place, en lui apportant des financements complémentaires, de façon à étendre le rayon de couverture et/ou les activités de ce dernier.

ORGANIGRAMME

