



**IFAD**  
**INTERNATIONAL FUND FOR AGRICULTURAL DEVELOPMENT**  
**Executive Board – Sixty-Ninth Session**  
Rome, 3-4 May 2000

**REPORT AND RECOMMENDATION OF THE PRESIDENT**

TO THE EXECUTIVE BOARD ON PROPOSED ASSISTANCE TO THE

**REPUBLIC OF CHAD**

FOR THE

**FOOD SECURITY PROJECT IN THE NORTHERN GUÉRA REGION – PHASE II**



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### CURRENCY EQUIVALENTS

Currency Unit	=	CFA Franc (BEAC) (XAF)
USD 1.00	=	XAF 600
XAF 1.00	=	USD 0.001642

### 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 <sup>2</sup> )	=	10.76 square feet (ft <sup>2</sup> )
1 acre (ac)	=	0.405 ha
1 hectare (ha)	=	2.47 acres

### ABBREVIATIONS AND ACRONYMS

AfDB	African Development Bank
BSF	Belgian Survival Fund for the Third World
CCC	Consultative Coordination Committee
FSF	Food Security Fund
IDA	International Development Association
M&E	monitoring and evaluation
NGO	non-governmental organization
ONDR	Office National de Développement Rural (National Office for Rural Development)
PDAOK	Ouadis of Kanem Agricultural Development Project
PMU	Project management unit
PSANG	Food Security Project in the Northern-Guéra Region
PSAP	Projet des services agricoles et pastoraux (Agricultural and Pastoral Services Project)
RIF	Rural Infrastructure Fund
UNDP	United Nations Development Programme
UNOPS	United Nations Office for Project Services

### GOVERNMENT OF THE REPUBLIC OF CHAD

#### Fiscal Year

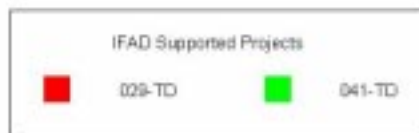
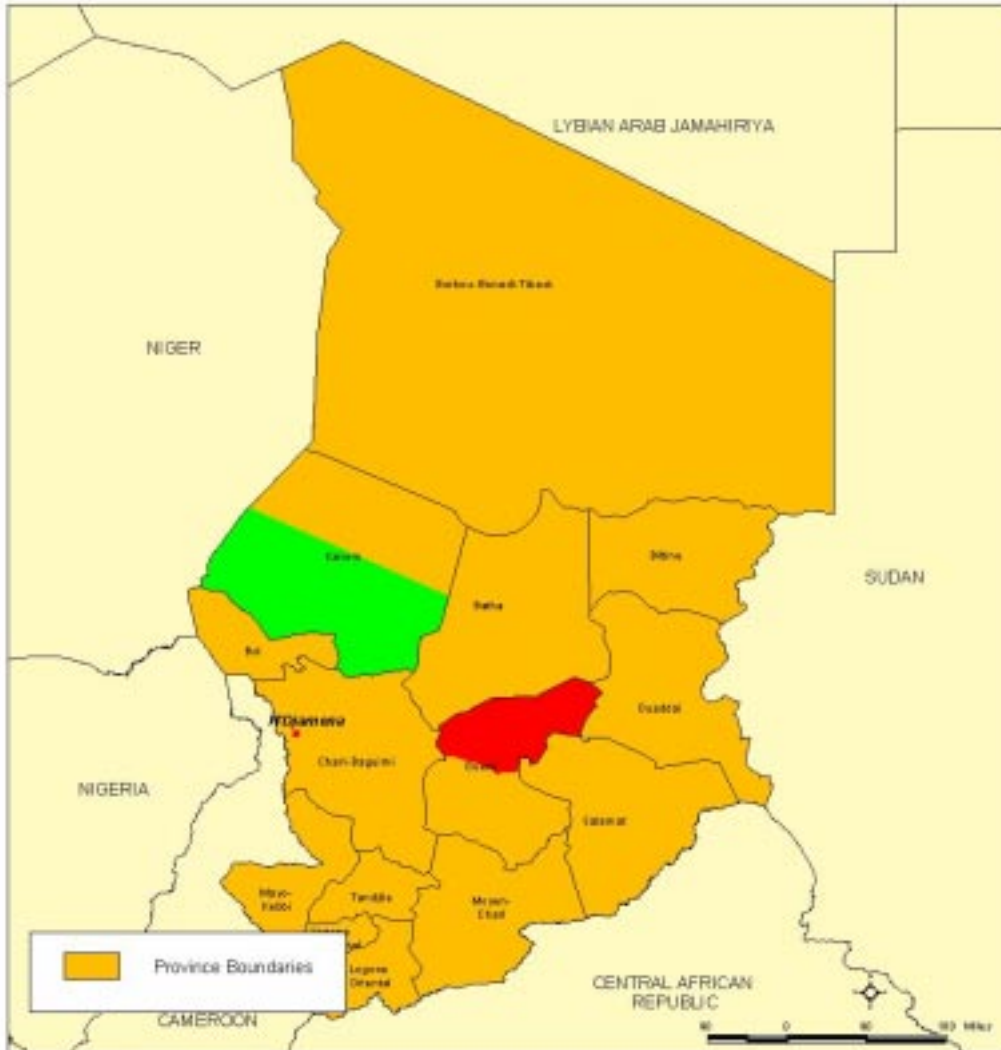
1 January - 31 December



## MAP OF THE PROJECT AREA



### REPUBLIC OF CHAD



The designations employed, boundaries and presentation on this map do not imply on the part of IFAD any judgement on the legal status of any territory.

**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.*



## REPUBLIC OF CHAD

### FOOD SECURITY PROJECT IN THE NORTHERN GUÉRA REGION – PHASE II

#### FINANCING SUMMARY

<b>INITIATING INSTITUTION:</b>	IFAD
<b>RECIPIENT:</b>	Republic of Chad
<b>EXECUTING AGENCY:</b>	Ministry of Agriculture
<b>TOTAL PROJECT COST:</b>	USD 17.63 million
<b>AMOUNT OF IFAD LOAN:</b>	SDR 8.25 million (equivalent to approximately USD 11.02 million)
<b>AMOUNT OF IFAD GRANT:</b>	USD 0.65 million
<b>TERMS OF IFAD LOAN:</b>	40 years, including a grace period of ten years, with a service charge of three fourths of one per cent (0.75%) per annum
<b>COFINANCIERS:</b>	Belgian Survival Fund for the Third World (Belgium) (BSF) World Food Programme (WFP)
<b>TERMS OF COFINANCING:</b>	BSF: GRANT WFP: GRANT
<b>AMOUNT OF COFINANCING:</b>	BSF: USD 3.68 million WFP: USD 0.33 million
<b>APPRAISING INSTITUTION:</b>	IFAD
<b>COOPERATING INSTITUTION:</b>	United Nations Office for Project Services (UNOPS)
<b>CONTRIBUTION OF THE RECIPIENT:</b>	USD 1.16 million
<b>CONTRIBUTION OF THE BENEFICIARIES:</b>	USD 0.78 million



## PROJECT BRIEF

**Who are the beneficiaries?** In the first phase, the project's target group included farmers, agropastoralists and nomads. The Interim Evaluation (IE) confirmed the validity of the target group and recommended that the project put more emphasis on women and that it be extended to other villages. Therefore, for this second phase, the target group will be composed of the poorest and the most exposed to food insecurity among the rural population; and the project's approach will be oriented towards an equal participation of women in decision-making and in project resource allocation. The project will continue working with the women and farmer groups that benefited from the first phase activities; it will also be open to new groups, either existing or to be formed. It is estimated that 15 000 households (90 000 persons) will directly benefit from the project. An additional 200 villages in the northern Guéra region will be covered by project activities, thus bringing the total number of partner villages from 200 in the first phase to 400 at the end of the second phase (out of a total of 600 villages in the area).

**Why are they poor?** Poverty in northern Guéra stems primarily from the area being landlocked and poorly endowed with natural resources, as well as from the consequences of overwhelming political and social difficulties and constraints resulting from three decades (up to 1991) of military conflicts and political instability. At household level, poverty is strongly associated with large family size, food insecurity, lack of education, possession of little or no livestock, diets deficient in protein, and woman-headed households. In addition to specific constraints (e.g., the social status of women and lower castes), the limited access to financial services (for credit and savings) is one of the main factors of poverty incidence that prevent the poor from developing efficient poverty-alleviation strategies such as income diversification and improvements in labour productivity.

**What will the proposed project do for them?** Building on the achievements of the first phase, this phase will further consolidate and amplify these valuable results by extending project activities to other villages and groups, and by focusing on the empowerment of the target group, as suggested by the interim evaluation of the first phase. The main goal is therefore to promote rural grass-roots institutions in northern Guéra, allowing their members to improve in a sustainable manner their well-being, food security and nutritional status and to undertake their own development. The project will improve food security by promoting more stable production and income diversification; it will empower grass-roots institutions and women; and it will improve the health and sanitation situation, in line with the strategy set out by the Belgian Survival Fund for the Third World (BSF).

**How will the beneficiaries participate in the project?** At grass-roots level, the beneficiaries will participate in the project through existing and new groups as well as through village associations, with specific emphasis on women and the most vulnerable groups. Given the project's decentralized approach and the proposed institutional set-up, the bulk of the activities will be demand-driven. Responsibility for project management will be entrusted to a northern Guéra food-security association, which is to be created. The association will operate under the private law with the participation of local non-governmental organizations (NGOs) and grass-roots organizations in order to provide for autonomy and effective participation in decision-making. Proactive information campaigns will be held to familiarize beneficiaries with the approach, methods and contents of the project. The microprojects to be financed will be submitted to the association and implemented by grass-roots organizations with the support of executing agencies from civil society and a few others from the public sector.



**REPORT AND RECOMMENDATION OF THE PRESIDENT OF IFAD  
TO THE EXECUTIVE BOARD ON PROPOSED FINANCIAL ASSISTANCE TO  
THE REPUBLIC OF CHAD  
FOR THE  
FOOD SECURITY PROJECT IN THE NORTHERN GUÉRA REGION – PHASE II**

I submit the following Report and Recommendation on proposed financial assistance to the Republic of Chad, comprising a loan for SDR 8.25 million (equivalent to approximately USD 11.02 million) on highly concessional terms and a grant of USD 0.65 million to help finance the Food Security Project in the Northern Guéra Region – Phase II. 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 STRATEGY<sup>1</sup>**

**A. The Economy and the Agricultural Sector**

1. **General background.** Chad is a landlocked country situated about 1 800 km from the nearest seaport and covering large areas (1 259 000 km<sup>2</sup>) under Saharan, Sahelian and Sudanian conditions. Its isolation is exacerbated by the very low population density and weak transportation networks. The population (7.2 million) is unevenly distributed: 4% is in the Saharan areas; the rest is equally distributed between the central and southern zones. Since it gained independence from France in 1960, Chad has experienced widespread civil and military instability. Since 1991, the country has been evolving towards a more democratic system, although the political and military situation remains uncertain.

2. **Economic context.** Chad's economy is dominated by agricultural and services sectors, respectively 39 and 46% of gross domestic product (GDP). The agricultural sector and informal activities account for 70% of GDP and show the overwhelming role of the rural sector. Development indicators are very low, and the per capita GDP is a mere USD 230 per annum. The economy is also insufficiently diversified; export earnings come from a few primary products while foreign aid substitutes the weak savings capacity of the country. Implementation of the structural adjustment programme (from 1995 to 1999) has generally been diligent. The economic situation improved after the XAF devaluation in 1994. During the period 1994-97, real GDP growth averaged 4% per annum. In 1998, GDP growth amounted to 4.6%. Chad's solvency ratio will not worsen as long as the Government remains prudent in its external borrowing policy.

3. Despite the encouraging performance mentioned above, the economy remains vulnerable due to factors such as the insufficiently diversified agricultural sector and narrow industrial base, the weak trade and transportation sector, and the shortage of skilled human resources. In terms of prospects, the objective of the Government was to achieve GDP growth of 6% per annum and an inflation rate of about 3% in the period 1998-2000, with substantial financial assistance from the donor community (around USD 80-100 million for 1999 and 2000). The exploitation of Chad's oil resources, if it becomes effective, would generate substantial revenues and offer an opportunity to develop the priority sectors (education, health, infrastructure and rural development).

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<sup>1</sup> See Appendix I for additional information.





4. **The rural economy.** The agro-ecological conditions of the country are very heterogeneous. The north (40% of the total area) is characterized by a Saharan climate and consists of rangeland and scattered oasis settlements. The Sahelian belt is mostly characterized by arid and semi-arid conditions (100 to 600 mm average rainfall), including rangeland and rainfed crops. The southern part of the country is characterized by Sudanian conditions (more than 600 mm average rainfall) with diversified food crops and cotton. Chad has considerable agricultural development potential; arable land is estimated at 20 million ha, of which only 10% is actually cultivated. Agriculture and livestock provide 100% of export earnings. Cotton is the main cash crop, providing incomes for about 30% of the population. Cereals are the main foodstuff, while grain production levels depend mainly on climatic conditions. Livestock has an important social and economic role for about 40% of the population. Transhumant livestock is the main production system in the Sahelian areas; sedentary animal breeding is increasingly practised in the Sudanian zone.

5. The main constraining factors to agricultural development are the following: lack of infrastructure; insufficiently productive and diversified agro-forestry, farming and livestock systems; degradation of natural resources due to high vulnerability to drought; and inadequate agricultural services including rural finance. On the other hand, the sector has great potential in terms of economic growth and job creation. The main policies envisaged aim primarily at capturing all possibilities for productivity improvement in the main subsectors (cereals, oilseeds and livestock). They focus on improving crop and animal-breeding techniques, as well as post-harvest technologies. The priority areas include the consolidation of the extension system and the promotion of grass-roots organizations since such institutions have in many cases proven to be instrumental in mobilizing savings, executing works and managing community infrastructure. At the operational level, the Government will not be directly involved in executing its development strategy. Its role will be to coordinate and harmonize field operations, support the empowerment of civil-society organizations, and facilitate the implementation of adequate mechanisms to finance local development. Rural development activities will therefore be mainly implemented through private or NGO small-scale operators.

6. **Programme-related sectoral services and institutions.** Extension is mainly provided by the parastatal National Office for Rural Development (ONDR) with the assistance of the World Bank-financed Agricultural and Pastoral Services Project (PSAP). PSAP is designed with a classical training-and-visit methodology. It involves about 600 extensionists, leaving no room for other programmes to develop alternative or complementary extension approaches. It has achieved limited results so far. Reliance on the central administration of ONDR is also a serious obstacle to the smooth management of field activities. Other projects such as the IFAD-financed Food Security Project in the Northern Guéra Region (Phase I) (PSANG) increasingly contract NGOs to implement extension activities. There is also a clear emphasis on the emergence and consolidation of grass-roots organizations, whose numbers are estimated at 20 000 (1995). Although public institutions and increasingly NGOs support the creation and training of such groups, far more still needs to be done. The development of rural finance services is hindered by the country's limited human and management capacities, its very low population density, and the weak transportation infrastructure resulting in very high intermediation costs. Commercial banks no longer intervene in the rural sector, and no agricultural credit institution exists at national level since rural finance activities are considered expensive and risky. The parastatals charged with cotton development (Cotonchad) and rural development (ONDR) are the main credit suppliers for input and agricultural equipment, mainly providing credit to village associations. Initiatives to create small-scale rural credit schemes have just been launched and are directly run by projects or by NGOs. Their development is very limited when compared to credit schemes in neighbouring countries.

7. **Activities by other donors and partners.** In the project area, strong linkages were established with the main development players, mainly local NGOs. Strategic linkages created during the first phase with NGO partners (such as Acord, Nafir, Nagdaro and *Secours catholique et développement*) will be reinforced in the course of this project. On the other hand, the first phase of the project was coordinated with two ongoing operations financed by the French Cooperation: the gum arabic development project, which is about to close, financed by the *Agence française de développement*; and



the Guéra-Ouaddai Research and Development Project. The *Santé et maternité sans risques* project financed by the International Development Association (IDA) is actually operating in the project area, while the Project *Eau de ruissellement* financed by the African Development Bank (AfDB), which covers some sites in northern Guéra, will start shortly.

## B. Lessons Learned from Previous IFAD Experience

8. Total IFAD assistance to Chad stands at approximately USD 21.08 million. IFAD initiated all operations in Chad including: (i) PSANG I, cofinanced by the United Nations Development Programme (UNDP); and (ii) the Ouadis of Kanem Development Project (PDAOK), cofinanced by the French Cooperation. The Pilot Project to Combat Desertification using mechanized water-harvesting technology, complementary to PDAOK, was financed under the Italian Trust Fund and initiated in 1998, and the Social and Health Programme in the Kanem area, approved in 1997, was financed by the BSF.

9. The April 1999 interim evaluation of PSANG recommended that IFAD design a second phase of PSANG. It showed that after two decades of widespread political and military insecurity, the project has greatly contributed to providing institutional and social stability to the region, and thus alleviating the local society in a post-conflict context. The project has achieved valuable results in terms of securing food accessibility and stability (through activation of the cereal trade, storage facilities, income-generating activities and credit), whereas the target for food availability (production) has been more difficult to meet. The achievements of the infrastructure components were disappointing since the construction of rural roads was deferred (costs exceeded design estimates in the context of a changing national infrastructure policy). The credit system lacks financial viability, although it has developed a basis for further institutionalization through efficient local credit committees. Concerning the implementation strategy, the assessment was encouraging: it was recognized that the partnership and participatory strategy of the first phase led to strong relationships among the local communities, NGOs and public services. Such institutional arrangements remain precarious and need to be further reinforced during the second phase.

10. The main findings and lessons learned stem mainly from the interim evaluation of PSANG I and the mid-term review of PDAOK:

- **institutions and management:** the limited institutional and management capacity at both department and project level have badly affected the performance of IFAD projects. The capacity to deal with project services (research, extension, rural finance, etc.) is also missing. These weaknesses have sometimes been aggravated by political interference in project management. As a result, future operations should support efforts towards streamlining institutional arrangements, improving capacities and skills, and promoting greater decentralization;
- **implementation strategy:** the implementation of project activities through executing agencies can overcome the above constraints provided that the process for planning and releasing funds is streamlined and decision-making at project and partner-institution levels is decentralized. The implementing arrangements should be further worked out to provide for timely decision-making (including the choice of the cooperating institution) and flexibility;
- **future emphasis on local development:** in the context of the northern Guéra, the project's objectives and institutional and implementation arrangements should be shifted from "institutional support to central departments" to a "local development" approach based on partnership between local NGOs, public services and local communities. The interim evaluation of PSANG I suggested that the project be managed by a local development association composed of grass-roots organizations and their unions, and local NGOs;



- **food security dimensions:** although it is acknowledged that PSANG I had a rather limited impact on food production, it has contributed effectively to improving food security by stabilizing the food supply and increasing accessibility to food. These gains are the result of the development of income-generating activities, storage capacity and financial services. Small-scale irrigation development, under specific conditions, can also be a powerful means for increasing production, stabilizing the food supply and diversifying the diet;
- **women:** IFAD's experience has shown that women succeed in improving their revenues through income-generating activities when ways are found to remove the constraints of access to land and credit. However, activities for women (including literacy and training) did not receive enough attention and support in the course of the implementation. The BSF-financed health and social activities aim at responding to women's other basic needs (particularly health, literacy, nutrition and access to water). The future IFAD interventions should address the issue of women's empowerment and capacity-building; give women the opportunity to access larger-scale income-generating activities; and encourage the introduction of changes in land usage patterns at the local level;
- **rural finance:** credit schemes developed by IFAD projects have proved to be insufficiently sustainable – actually, they were initially designed for credit distribution purposes only – with limited but encouraging achievements. They have succeeded in initiating a financial culture among the target group and building the foundations of promising institutions. Future operations should aim at developing professional rural finance schemes and related capacities, either from scratch or by improving the few existing schemes.

### C. IFAD's Strategy for Collaboration with Chad

11. Chad is one of the poorest countries in the world: it is ranked 162th (of 174) in terms of human development; 54% of its population lives under the poverty line. Existing data reveal that living conditions in Chad are particularly difficult as compared to other countries in sub-Saharan Africa. Economic and social indicators (e.g., housing, access to water, education and health) show that poverty is widespread throughout the country and that most of the poor live in rural areas. The Sahelian areas, where both IFAD-financed projects are currently operating, are more exposed to food insecurity and show a truncated demographic pyramid with a limited male labour force (resulting from past patterns of widespread violence and higher emigration). In the Sudanian zone, school enrolment is higher but health and life expectancy indicators are lower.

12. Prevalence of poverty is very high among households headed by a woman or unemployed or economically inactive man. Because women in rural areas have limited access to land, financial resources and knowledge, they are economically and socially more vulnerable and have a higher incidence of poverty. Women-headed households represent 23% of total households as a result of higher male migration and mortality.

### Chad's Policy for Poverty Eradication

13. The Government of Chad has developed an anti-poverty framework (to be further refined in 2000) that aims at strengthening food security, increasing incomes, reinforcing community participation, protecting and promoting vulnerable groups, and developing basic social services. There is also a need for adequate institutional mechanisms to coordinate efforts to fight poverty. According to the Government, food security will be improved through the achievement of sectoral development objectives, including an increase in agricultural productivity, extension of food and non-food crops cultivation in the Sahelian and Sudanian belts, better plant protection and the development of small-scale irrigation in the Sahelian area. The Government also plans to implement an all-directional approach to develop civil society institutions and grass-roots organizations in areas such as



microfinance, marketing and the promotion of women. Regarding the social dimension of poverty, it is planned that vulnerable groups be assisted by social promotion intersectoral programmes, and that a minimum standard of social services be provided to the population.

### **The Poverty Eradication Activities of Other Major Donors**

14. The main bilateral players are the French, German and Italian Cooperation agencies. The main multilateral agencies are the European Union, IDA and the AfDB. Most aid flows are macroeconomic assistance, followed by transportation and infrastructure. For the rural and social sectors, aid flows mainly come from the French Cooperation, the German Cooperation and IDA. The financial flows of both international financial institutions and bilateral agencies are mainly concentrated in the southern regions and on the cotton subsector. IFAD is one of the few organizations focusing on the central belt.

### **IFAD's Strategy in Chad**

15. After having contributed to stabilizing substantially the social and economic status of local communities, IFAD's strategy – as stated in a country strategic opportunities paper of April 1999 – develops along the following lines: (i) better integration of the social and economic dimensions of IFAD interventions in order to upgrade the general social and economic status of the population, with the BSF-financed activities playing a complementary role in terms of social services; (ii) further empowerment of local communities by consolidating grass-roots organizations and building effective rural organizations at the local level; (iii) improved access of the poor to financial services through consolidation of the systems roughed out by ongoing projects in order for them to be viable in the long run; and (iv) better management of natural resources in order to secure the productive potential in the long run in most vulnerable areas. In terms of area coverage, IFAD will pursue operations in the central part where emigration is very high despite the fact that the area has very high agricultural potential. In the coming years, IFAD will also develop subsector activities according to both the needs of the target group and IFAD's comparative advantage, in areas such as rural finance and natural resources management.

### **Project Rationale**

16. According to the interim evaluation of the first phase, the project has achieved valuable results in terms of the creation and strengthening of male and female grass-roots groups and has reinforced their ability to undertake social and income-generating activities. The evaluation also showed the snowball effect with the spontaneous creation of groups in neighbouring villages not covered by the project and the structuring of some groups in unions. The evaluation suggested that efforts towards the consolidation and structuring of grass-roots groups and the dissemination of a participatory approach need to be further pursued. On the other hand, factors that seriously constrain food security persist and therefore fully justify additional efforts. The evaluation pointed to the effective demand for sustainable rural financial services that is evident in the project area and found that the first phase has initiated a financial culture among the target group and built the foundations for a sustainable institution for both credit and savings. Finally, the proposed programme will address the social and health needs of the population, in line with the BSF approach, complementing the ongoing IDA-financed *santé et maternité sans risque*.

## PART II – THE PROJECT

### A. Project Area and Target Group

17. The project zone covers an area of 295 000 km<sup>2</sup> and comprises the districts of Bitkine, Mongo and Mangalmé in the mountainous region of Guéra. The area is generally savannah and is characterized by a variety of soils, with erosion mainly in the foothills and in the most populated areas. The climate in the project area is Sahelian, with a single rainy season. Rainfall fluctuates widely from zone to zone. Main crops include millet and sorghum (including the local variety, *berbéré*) as staple food crops, and groundnuts, cowpeas and sesame as supplementary crops. The latter are grown mainly by women. Livestock plays an important role in the area and constitutes the primary source of income for transhumant herders, while for sedentary farmers it provides a source of wealth accumulation and a buffer against possible shortfalls in cereal production. The population of the project zone is estimated at 262 000 people (around 43 000 households) living in 600 villages. As a result of military conflicts and emigration in the 1980s, 55% of the population are women and 37% of the households are woman-headed.

18. The programme's target group will comprise farmers, agropastoralists and itinerant herders, among whom there are many economic and social disparities. The project will address the needs of the following vulnerable groups: women, who are generally faced with constraints such as limited access to land, heavy workloads and dependency on men; occupational and lower castes (blacksmiths, hunters and the descendants of former slaves) who have limited access to land and are socially marginalized; and groups that have limited earning ability such as the elderly and former lepers returning to villages after medical treatment. The community itself will identify the target group at the village level, basing its choice on a participatory diagnosis to determine the levels of food insecurity and the risks of social exclusion. The project will be implemented in about 400 villages, which represent about two thirds of all villages in the area. Some 15 000 households, or 90 000 persons, will directly benefit from the project, which amounts to about 35% of the total population in the area.

### B. Objectives and Scope

19. The goal of the project is to promote rural grass-roots institutions in the northern Guéra region, allowing their members to improve in a sustainable manner their well-being, food security and nutritional status, and to undertake their own development. The immediate objectives therefore are: (i) the improvement of food security through increased and more-stable production and through the diversification of incomes; (ii) the empowerment of grass-roots institutions and of women; and (iii) the improvement of the health and sanitation situation, in line with the BSF. To meet this objective, the programme will develop along the following lines<sup>2</sup>:

- **Participatory approach.** The project will support the priority initiatives identified by the groups and the villages. It will intervene only to respond to an effective demand from the population, combined with the commitment of the beneficiaries to contribute to the proposed investment;
- **Decentralization.** To be effective, the participatory approach is combined with decentralization of the responsibility to approve community microprojects to rural organizations and their unions. The procedures to this end will be as transparent as possible and the delivery time as short as possible;
- **Delegation of responsibilities.** The beneficiaries will take over responsibilities for project management in the course of the project;
- **Viability.** The project will support only socially and economically viable activities; and

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<sup>2</sup> Articulation between programme goal, specific objective and outputs is presented in the Logframe in Appendix III.



- **Contractual relationship.** As in the first phase, the project will resort to experienced private, organizations, NGOs and public agencies to implement its activities.

### C. Components

20. The project will have four components: the development of rural organizations; a rural development fund; the promotion of support services; and project management.

21. **Development of rural organizations.** On the basis of poverty criteria, the project will select an increasing number of villages in which to undertake an information campaign on the modalities and criteria of project support. Using participatory methods, a team of field agents (one man and one woman) will facilitate an analysis of constraints and priorities by target group members, making sure that the poorer strata of the village population effectively take part in it. As a result, eligible microprojects will be defined. Group formation or strengthening of existing groups will then be undertaken through functional literacy, management and technical training. Through a combination of participatory approaches and predetermined eligibility criteria, the field agents will make sure that women have ample opportunity to benefit from this training. Following positive experiences in the first phase, well-functioning groups will be encouraged to form unions or federations of groups.

22. Special attention will be given to nutrition and hygiene education, which will also include demonstrations in the preparation of special food for infants, nutritionally the most vulnerable group. A first-year observation and research phase will determine the precise content of these activities. An important programme of staff training is foreseen, including both initial and refresher courses. Project funds will cover the costs of a nutrition specialist, three teams of field agents for nutrition education, and 18 teams for the promotion of groups and microproject identification. It will also provide for transport equipment, training materials, support missions and operating expenses.

23. **Rural Development Fund.** This consists of two separate funds: a Food Security Fund (FSF) and a Rural Infrastructure Fund (RIF).

24. The FSF provides grant funding for microprojects that will promote the production, marketing and processing of crop and livestock output. It will also support off-farm income-generating activities. The FSF resources will complement those of the groups undertaking the microproject. An average of USD 2 500 per microproject has been planned over the eight-year duration of the project, and it is estimated that about 1 000 food security microprojects could be funded. The RIF will finance the rehabilitation or construction of economic and social rural infrastructure. It will also support skilled workers who are employed on an ad hoc basis by small enterprises or NGOs. The number of small construction enterprises is limited by the lack of sufficient capital, and the existing ones have difficulties in participating in formal tenders because of the financial requirements of the latter. The project will provide management training to small entrepreneurs and interested task workers.

25. **Promotion of microfinance services.** The project will support the establishment of a network of about 40 local village banks providing rural financial services. The approach is based on the mobilization of savings, the formation by each bank of its own capital resources and the parallel use of refinancing. At full development, the network will have some 15 000 members, and at least two associations of local banks will be promoted. These will support the allocation of refinancing. An NGO will implement this component, with technical assistance from a specialized external agency (for training and monitoring of activities). The NGO will set up a specialized team, formed by a coordinator, four men and women field agents and support staff. After five years, the team will set up a private support service for the network, providing training and control services at cost. The project will finance the construction of village banks; the provision of basic equipment and training material; the operating costs of the NGO team; and the technical assistance as well as a limited credit line for the provision of refinancing to eligible village banks.



26. Under the FSF, the project will also support applied research in methods of plant protection and in agropastoralism. Other areas of research may be determined during the course of implementation. Extension and training in livestock activities will be specially geared towards the species of interest to women. Resources have been allocated for the dissemination of results obtained by the applied research programme.

27. **Project management.** In view of the innovative nature of the project, implementation will be spread over three distinct phases (one two-year cycle followed by two three-year cycles). Cycles two and three will be preceded by an in-depth review to be carried out jointly by the Government, IFAD, the BSF as cofinancier, the association and the beneficiaries. The review will analyse results obtained and recommend the modalities for the subsequent phase. During the first cycle, the project will be managed by a light project management unit (PMU), under the authority of the Ministry of Agriculture, composed of a coordinator, two heads of field units, three chief accountants, a management auditor, a monitoring and evaluation (M&E) specialist and three secretaries. Prior to the project's start-up, a food-security association in northern Guéra will be created, which will include representatives of village groups and NGOs. The association will operate under private law. In the first cycle, it will participate in the preparation of the work plan and budget and will lead the approval process of the community microprojects. In project year three, the Ministry of Economic Promotion, Development and Cooperation will entrust all responsibilities for project management to the association. The association will establish three field units, one in each district of the project area, while the unit in Mongo will ensure overall coordination. The association's executive body will include a coordinator, two heads of unit, three chief accountants, a management auditor, a monitoring and evaluation (M&E) specialist and three secretaries. The staff will be hired by the association and will operate under the authority of its board. A monitoring unit will be established at the Ministry of Agriculture and will comprise one M&E specialist and a secretary. The M&E system developed during the first phase will be used and integrated in the field unit in Mongo. A socio-economic baseline survey will be undertaken during the first project year and will be updated every two years to evaluate project impact.

#### **D. Costs and Financing**

28. The total project costs are estimated at USD 17.63 million, of which 27% in foreign exchange. Costs include 10% physical contingencies on all items except technical assistance and salaries. Total contingencies amount to 17% of base costs. A summary of project costs is presented in Table 1.

29. The project will be financed by a loan from IFAD on concessional terms equivalent to USD 11.02 million or 63% of the total costs; a grant from IFAD of USD 650 000 (4%), covering part of the technical assistance costs; a grant in Belgian francs equivalent to USD 3.68 million (21%) from the Belgian Survival Fund covering the costs of nutrition, education, village wells, tubewell repair and latrines; local food resources provided by the World Food Programme for the constitution of cereal banks worth USD 334 000 (2%); local materials and labour provided by the beneficiaries, estimated at USD 0.78 million (4%); and a government contribution covering taxes and duties for an estimated value of USD 1.16 million or 7% of the total.

**TABLE 1: SUMMARY OF PROJECT COSTS<sup>a</sup>**  
(USD '000)

Components	Local	Foreign	Total	% of Foreign Exchange	% of Base Costs
Development of rural organizations	1 925	754	2 679	28	18
Rural development fund	7 110	1 524	8 634	18	57
Promotion of microfinance services	896	815	1 712	48	11
Project management	1 160	913	2073	44	14
<b>Total base costs</b>	<b>11 091</b>	<b>4 006</b>	<b>15 097</b>	<b>27</b>	<b>100</b>
Physical contingencies	913	288	1 201	24	8
Price contingencies	923	409	1 332	31	9
<b>Total project costs</b>	<b>12 927</b>	<b>4 703</b>	<b>17 631</b>	<b>27</b>	<b>117</b>

<sup>a</sup> Discrepancies in totals are due to rounding.

**TABLE 2: FINANCING PLAN<sup>a</sup>**  
(USD '000)

Components	IFAD Loan		IFAD Grant		BSF		WFP		Government		Beneficiaries		Total		Foreign Exchange	Local (Excl. Taxes)	Duties and Taxes
	Amt.	%	Amt.	%	Amt.	%	Amt.	%	Amt.	%	Amt.	%	Amt.	%			
Development of rural organizations	2 150	71	-	-	703	23	-	-	166	6	-	-	3 019	17	877	1 976	166
Rural development fund	5 636	55	-	-	2 826	28	334	3	694	7	784	8	10 274	58	1 855	7 725	694
Promotion of microfinance Services	1 227	62	650	33	-	-	-	-	113	6	-	-	1 990	11	917	960	113
Project management	2 010	86	-	-	151	6	-	-	186	8	-	-	2 348	13	1 054	1 108	186
<b>Total disbursement</b>	<b>11 024</b>	<b>63</b>	<b>650</b>	<b>4</b>	<b>3 680</b>	<b>21</b>	<b>334</b>	<b>2</b>	<b>1 159</b>	<b>7</b>	<b>784</b>	<b>4</b>	<b>17 631</b>	<b>100</b>	<b>4 703</b>	<b>11 768</b>	<b>1 159</b>

<sup>a</sup> Discrepancies in totals are due to rounding.







## E. Procurement, Disbursement, Accounts and Audit

30. **Procurement.** The PMU during the two first years and the food-security association from year three onwards will be responsible for all procurement. Procurement of vehicles, equipment and materials will be grouped as much as possible. Contracts for these items with a value exceeding USD 100 000 will be awarded after international competitive bidding. Local competitive bidding procedures will be applied to contracts exceeding USD 20 000 and smaller than USD 100 000, while local shopping will be required for purchases of less than USD 20 000 but exceeding USD 1 000. The provision of services (e.g., training, literacy and control of works) will be implemented through direct contracting of pre-qualified suppliers from the public, private and NGO sectors. Implementation of the microfinance component will be entrusted to *Secours catholique et développement* under an agreement with the Ministry of Planning for a period of eight years. All procurement for civil works to be realized under the microfinance component will follow local shopping procedures. Microprojects, including those dealing with civil works, will be implemented by beneficiary groups with support from the field agents, and contracts of less than XAF 7.5 million will be implemented on a direct contracting basis after consultation of three suppliers. Contracts exceeding this amount will follow local competitive bidding.

31. **Disbursement and Government's contribution.** The PMU will open a special account in a bank acceptable to IFAD, in which IFAD will transfer a deposit in CFAF equivalent to up to USD 900 000. In project year three, the special account funds will be transferred to a new special account to be opened in the name of the food-security association. It will be replenished by IFAD against submission of withdrawal applications by the borrower to the cooperating institution in line with operations of the special account. Expenditures will be fully documented, except those specified in the financing agreement. In the latter cases, the association will keep original documentation for inspection by supervision and audit missions. The Government's contribution is estimated at USD 1.16 million over eight years. The Government will take charge of taxes and duties on goods and services financed under the IFAD loan and grant. The Government will deposit an amount in CFAF equivalent to USD 15 000 per year to compensate for local taxes on operating costs financed under the IFAD loan.

32. **Audit.** The PMU during the first two-year cycle and the food-security association from year three onwards, and all implementation partners will establish and maintain separate accounts consistent with internationally accepted accounting principles. These accounts will be audited annually by a reputable external auditor according to terms of references agreed to by IFAD. The auditor will formulate a specific opinion on the use of the special account; statement of expenditures; operations of the implementation partners; procedures for budgeting and for procurement applied by the association; management by the association's staff and by partners; and required adjustments in the Operations Manual.

33. **Reports.** The coordinator will draw up reports every semester comparing the project's progress to ongoing work programmes and budgets and discussing possible constraints and adjustments in results. At year end, an annual report will be made, together with a financial report, which the coordinator of the PMU during the first two-year cycle, and the president of the food-security association, from year three onwards, will submit for comment to the consultative coordination committee (CCC) before sending it to the Ministry of Planning and IFAD by 1 July.

## F. Organization and Management

34. On the basis of experiences gained during the first phase, the proposed management structure will simultaneously meet several requirements: it should have local autonomy; reflect the State's disengagement policy in favour of beneficiary involvement in management; and be a small and cost-effective structure. Applying a participatory approach in implementation further requires a decentralized approval authority close to the potential beneficiaries, and rapid and flexible procedures at regional,



national and international levels to be able to meet expressed demand. On this basis, the management structures involved in the project will include: (i) the stakeholder groups; (ii) implementing agencies; (iii) the association for food security in northern Guéra; (iv) the PMU; (v) the CCC; and (vi) the Ministries of Agriculture, and Economic Promotion, Development and Cooperation.

35. **Stakeholder groups implementing priority microprojects.** If they do not exist, stakeholder groups will be formed voluntarily on the basis of mutual trust and common interests. Groups will be formed either by men or women, or both, according to local preference. Field agents will ensure that the interests of women are properly represented, and that women represent at least 55% of the membership and management, corresponding to the sex ratio in the project area. Each group will constitute a bureau with a president, a secretary, a treasurer and, if needed, a member with technical responsibilities. The project will support the establishment of unions of groups, which will become members of the food-security association.

36. **Implementing agencies.** Implementation of project activities will be contracted out to implementing agencies in the public, private and NGO sectors. The selection of such agencies for the execution of microprojects is the responsibility of the stakeholder groups, in agreement with the food-security association. Other activities will be implemented on the basis of terms of reference and modalities defined in the associations' Operations Manual, approved by IFAD. To ensure continuity and to reduce the risk of (too) late delivery of seasonally determined goods and services, two-year contracts will be executed.

37. **Association for food security in northern Guéra and the PMU.** In the first two-year cycle, the financial management of the project will be assigned to a PMU under the responsibility of the Ministry of Agriculture, while the association, which will be constituted under private law, will participate in the preparation of the work plan and budget and will lead the microproject approval process. From year three onwards, all management responsibilities will be transferred to the association. Its members will include representatives of the stakeholder groups, of their unions and of NGOs working in the project area. The president of the association will be elected by the general assembly from the representatives of the stakeholders, while the vice-president will be from NGO representatives. Stakeholder groups will have a simple majority of votes in the assembly. The association will sign an implementation agreement with the Ministry of Planning to which the Operations Manual will be attached. Programming will be based on two-yearly cycles. The association will set up field units in each of the three districts, in each of which the association will appoint a head of unit, a chief accountant and a secretary. The head of unit in Mongo will act as coordinator with responsibility for overseeing the other units. In recruiting project staff, at equal qualifications, preference will be given to women in field positions and management posts.

38. **Consultative Coordination Committee.** The CCC will include representatives from the public services, the private sector, NGOs and the stakeholders under the chairmanship of a representative of the Ministry of Economic Promotion, Development and Cooperation. They will provide advice on the biannual work programmes and budgets to be presented by the PMU coordinator during the first cycle and by the president of the food-security association during cycles 2 and 3. The CCC will also deliberate on overall strategic and coordination issues. The CCC has an advisory function, and its membership will not exceed 15 persons. The monitoring unit in the Ministry of Agriculture will report directly to the CCC.

39. **Ministry of Agriculture and Ministry of Economic Promotion, Development and Cooperation.** The Ministry of Agriculture has overall responsibility for the project as the representative of the borrower. The Minister of Economic Promotion, Development and Cooperation or the Minister's representative chairs the CCC and approves the biannual work programmes and budgets after consultation with the CCC. From project year three, all other responsibilities will be delegated to the association through the implementation agreement.



## G. Economic Justification

40. The project will be implemented in about 400 villages, representing two thirds of all villages in the area. Assuming 2.5 groups on average in each village, or 1 000 groups involved in the project (with each group having about 20 members, some of whom will be from the same family), it can be estimated that about 15 000 households, or 90 000 persons, will directly benefit from the project. This amounts to about 35% of the total population in the area. However, some of the project activities will have a much wider impact, such as the infrastructure investments and the food security activities (e.g., cereal and seed banks). The microfinance network will at full development have about 17 400 members, who will be eligible to borrow annually at least XAF 25 000 per member.

41. The participatory process of microproject identification makes it difficult to estimate the expected flow of benefits. Such an analysis has been avoided to prevent project management, supervisors and evaluators from using any quantitative objectives and from orienting project activities in order to reach such targets, even though effective demand and the participatory approach would yield other results. As a result, no exact cost-benefit analysis can be made. However, in order that stakeholders undertake the most suitable agricultural activities, financial models have been made, which all show a satisfactory return on the proposed investments.

42. **Women.** The project approach is oriented towards an equitable (55% in line with the sex ratio in the area) participation of women in decision-making and in project resource allocation, both at the project level as a whole as well as at the village level. It will focus project activities on investments that will improve the conditions of women, without however excluding men. It will result in an improvement in the working conditions of women; enhanced well-being at the household level when women have better control over resources through better health and nutrition and improved school enrolment; and greater sustainability of activities, by, for instance, superior repayment performance in microfinance schemes.

## H. Risks

43. **Risks.** In applying a participatory approach and meeting only effective demand, the project will not introduce untested technical innovations, but will help stakeholders undertake economic activities they are familiar with and have mastered, also thanks to the training provided. Technical risks thus seem to be modest. On the other hand, the climatic risks are substantial, and project support will focus on those investments that help stabilize production and diversify incomes. The project will also introduce effective decentralization and the disengagement of the government in project management. Although positive experiences with such decentralization exist in other countries in the region, it is an innovation in Chad and consequently there is a risk of confusion of responsibilities among the different actors. Close supervision during the initial implementation period will minimize this risk.

## I. Environmental Impact

44. **Environment.** The project activities, by their very nature and volume, will not have a negative impact on the environment. However, locally the development of lowland irrigation schemes may disturb a fragile ecological system and may threaten certain species in the flora and fauna, while careless design may lead to erosion. The development of these schemes, however, also contributes to a better replenishment of groundwater levels and to reforestation. Other likely project activities, such as the construction of water and soil conservation structures, will help reduce some of the present negative effects. Opening rural roads will also increase the chances of export of firewood to urban areas. Project activities only focus on the repair of critical points in existing rural roads and thus should have a positive effect on the environment by avoiding the creation of gullies in the rainy season.



## **J. Innovative Features**

45. The project will apply approaches already incorporated in other IFAD projects but that are innovations in the context of Chad. These include: (i) a participatory approach, which will allow vulnerable persons and women to be fully involved in decision-making, resource allocation and management, as well as a demand-driven approach in which no activities will be undertaken unless initiated by the stakeholders themselves; (ii) a project objective that women will constitute 55% of all beneficiaries; and (iii) project management by a decentralized body – an autonomous association representing the interests of the stakeholders. These are essential elements of IFAD’s strategy towards further empowerment of the poor and the improvement of governance through decentralized institutional mechanisms.

## **PART III – LEGAL INSTRUMENTS AND AUTHORITY**

46. A financing agreement between the Republic of Chad and IFAD constitutes the legal instrument for extending the proposed financial assistance to the recipient. A summary of the important supplementary assurances included in the negotiated financing agreement is attached as an annex.

47. The Republic of Chad is empowered under its laws to borrow from IFAD.

48. I am satisfied that the proposed financial assistance will comply with the Agreement Establishing IFAD.

## **PART IV - RECOMMENDATION**

49. I recommend that the Executive Board approve the proposed financial assistance in terms of the following resolution:

**RESOLVED:** that the Fund shall make a loan to the Republic of Chad in various currencies in an amount equivalent to eight million two hundred fifty thousand Special Drawing Rights (SDR 8 250 000) to mature on and prior to 15 December 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.

**RESOLVED FURTHER:** that the Fund shall provide a grant to the Republic of Chad in various currencies in an amount equivalent to six hundred fifty thousand United States dollars (USD 650 000) and 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 FINANCING AGREEMENT**

(Negotiations concluded on 24 March 2000)

1. The implementation of the project will be spread over three distinct phases: the first covering a period of one year, followed by two phases of two years each. An in-depth review will be carried out at the end of project years (PYs) 2 and 5. During the first phase, all activities relating to the financial management, implementation and monitoring of project activities will be entrusted to a temporary project coordination unit (PCU) within the Ministry of Agriculture. The PCU will establish three field units, one in each district of the project area. During the first phase, responsibility for approving microprojects will be assigned to a Food-Security Association constituted under private law, which will cooperate with the PCU in drawing up biannual programmes of work and budget (PWBs).
2. At the end of the first phase, the overall responsibility of the PCU will be transferred to a special unit created within the Association. The Chadian Ministry of Economic Promotion, Development and Cooperation will charge the Association with the planning, financial management, implementation and monitoring of project activities in accordance with an implementation agreement.
3. For the purpose of implementing the project, the Government of the Republic of Chad (the Government) shall make the proceeds of the loan and of the grant available to the PCU during the first phase and to the Association during the successive phases, as called for the biannual PWBs and in accordance with customary national procedures for development assistance.
4. The Government shall provide the PCU and the Association with counterpart funds from its own resources amounting to a total of USD 1 159 000, in accordance with customary national procedures for development assistance. To that end, an initial amount of USD 15 000 in CFA francs shall be provided by the Government from its own resources, representing the Government's contribution to taxes relating to operating costs. Subsequent deposits of counterpart funds, corresponding to USD 15 000 each, shall be made before 31 January of each year.
5. The Government shall be responsible for the payment of value-added tax and all taxes and duties on imported goods and services procured under the project, as well as for registration charges by settling such charges with the suppliers by means of a cheque drawn on the Treasury.
6. The Government undertakes to ensure that the proceeds of the grant from the Belgian Survival Fund (BSF) shall be made available to the PCU during the course of the first phase of the project and to the Association during successive phases, as called for the biannual PWBs.
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.
8. The Government shall insure all project personnel against health and accident risks, in accordance with current national laws pertaining to working conditions.



ANNEX

9. All things being equal, the Government undertakes to give priority to women candidates for appointments to vacant positions under the project, it being understood that at least 50% of all project staff shall be women. All project staff shall be recruited in accordance with selection procedures open to candidates from the private sector. All employment contracts shall be drawn up for a period of two years and subject to renewal.
10. The following are specified as conditions precedent to effectiveness of the loan:
- (a) the Food-Security Association shall have been constituted in Northern Guéra in accordance with national law and decrees that are acceptable, in both form and substance, to IFAD;
  - (b) the Project Account shall have been opened in a financial institution acceptable to IFAD and the first instalment of the Government's counterpart funds shall have been deposited therein;
  - (c) IFAD shall have approved the Operations Manual; and
  - (d) a favourable legal opinion, issued by the Supreme Court or other legal authority acceptable to IFAD and acceptable in both form and substance, shall have been delivered by the Government to IFAD.
11. The following are specified as conditions precedent to disbursement of the proceeds of the loan and of the grant:
- (a) no withdrawals may be effected in respect of expenses related to any project activity prior to the completion of all staff recruitment;
  - (b) no withdrawals may be effected in respect of the credit disbursement category set out in Schedule 2 of the Financing Agreement, prior to signature of the agreement covering the first phase between the selected microfinance institution and the PCU; and
  - (c) as of the third year of the project, no withdrawals may be effected in respect of expenses related to any project activity until such time as the first in-depth review shall have been undertaken.

## COUNTRY DATA

## CHAD

<b>Land area (km<sup>2</sup> thousand) 1996 1/</b>	<b>1 259</b>	<b>GNP per capita (USD) 1997 2/</b>	<b>230</b>
<b>Total population (million) 1997 1/</b>	<b>7.2</b>	<b>Average annual real rate of growth of GNP per capita, 1990-97 2/</b>	<b>1.0</b>
<b>Population density (people per km<sup>2</sup>) 1996 1/</b>	<b>6</b>	<b>Average annual rate of inflation, 1990-97 2/</b>	<b>7.3</b>
<b>Local currency</b>	<b>CFA Franc BEAC (XAF)</b>	<b>Exchange rate: USD 1 =</b>	<b>XAF ***ADD RATE***</b>
<b>Social Indicators</b>		<b>Economic Indicators</b>	
Population (average annual population growth rate) 1980-97 1/	2.8	GDP (USD million) 1997 1/	1 603
Crude birth rate (per thousand people) 1997 1/	45	Average annual rate of growth of GDP 1/ 1980-90	3.7
Crude death rate (per thousand people) 1997 1/	17	1990-97	4.6
Infant mortality rate (per thousand live births) 1997 1/	100	Sectoral distribution of GDP, 1997 1/	
Life expectancy at birth (years) 1997 1/	49	% agriculture	39
Number of rural poor (million) (approximate) 1/	3.7	% industry	15
Poor as % of total rural population 1/	67.0	% manufacturing	12
Total labour force (million) 1997 1/	3.4	% services	46
Female labour force as % of total, 1997 1/	45	Consumption, 1997 1/	
<b>Education</b>		General government consumption (as % of GDP)	7
Primary school gross enrolment (% of relevant age group) 1996 1/	58	Private consumption (as % of GDP)	92
Adult literacy rate (% of total population) 1995 3/	48	Gross domestic savings (as % of GDP)	1
<b>Nutrition</b>		<b>Balance of Payments (USD million)</b>	
Daily calorie supply per capita, 1995 3/	1 917	Merchandise exports, 1997 1/	134
Index of daily calorie supply per capita (industrial countries=100) 1995 3/	61	Merchandise imports, 1997 1/	141
Prevalence of child malnutrition (height for age % of children under 5) 1992-97 1/	40	Balance of merchandise trade	- 7
Prevalence of child malnutrition (weight for age % of children under 5) 1992-97 1/	39	Current account balances (USD million)	
<b>Health</b>		before official transfers, 1997 1/	- 320
Health expenditure, total (as % of GDP) 1990-97 1/	2.7	after official transfers, 1997 1/	n.a.
Physicians (per thousand people) 1990-97 1/	0.03	Foreign direct investment, 1997 1/	15
Percentage population without access to safe water 1990-96 3/	76	<b>Government Finance</b>	
Percentage population without access to health services 1990-95 3/	70	Overall budget surplus/deficit (including grants) (as % of GDP) 1996 1/	n.a.
Percentage population without access to sanitation 1990-96 3/	79	Total expenditure (% of GDP) 1996 1/	n.a.
<b>Agriculture and Food</b>		Total external debt (USD million) 1997 1/	1 026
Food imports as percentage of total merchandise imports 1997 1/	24	Present value of debt (as % of GNP) 1997 1/	35
Fertilizer consumption (hundreds of grams per ha of arable land) 1995-97 1/	27	Total debt service (% of exports of goods and services) 1997 1/	12.5
Food production index (1989-91=100) 1995-97 1/	117.5	Nominal lending rate of banks, 1997 1/	16.0
<b>Land Use</b>		Nominal deposit rate of banks, 1997 1/	5.5
Arable land as % of land area, 1996 1/	2.6		
Forest area (km <sup>2</sup> thousand) 1995 1/	110		
Forest area as % of total land area, 1995 1/	8.8		
Irrigated land as % of cropland, 1994-96 1/	0.4		

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*, 1999

2/ World Bank, *Atlas*, 1999

3/ UNDP, *Human Development Report*, 1998

## PREVIOUS IFAD LOANS TO CHAD

<i>Project Loan</i>	<i>Project Name</i>	<i>Initiating Institution</i>	<i>Cooperating Institution</i>	<i>Lending Terms</i>	<i>Board Approval</i>	<i>Effectiveness</i>	<i>Current Closing Date</i>	<i>Currency</i>	<i>Approved Loan Amount</i>	<i>Disbursement (as of approved amount)</i>
L-S-29-CD	Food Security Project in the Northern Guéra Region	IFAD	AfDB	HC	11 Dec 91	28 Jul 92	31 Dec 00	SDR	7 950 000	54%
L-S-41-TD	Ouadis of Kanem Agricultural Development Project	IFAD	UNOPS	HC	20 Apr 94	01 Nov 94	31 Dec 01	SDR	4 100 000	69%





## CADRE LOGIQUE

Description	Indicateurs	Source d'information	Hypothèses
<b>Objectif global : promouvoir les organisations rurales de base afin de permettre à leurs membres d'améliorer leurs conditions de vie ; leur sécurité alimentaire et leur état nutritionnel, et d'entreprendre leur propre développement</b>	- Disponible alimentaire par ménage - Nombre de projets communautaires mis en oeuvre par groupements, activités de crédits et d'épargne - Poids/taille enfants - BMI adultes	- Etude socio-économique de base, actualisations annuelles - Etudes d'évaluation - Statistiques régionales - Enquêtes anthropométriques	- Amélioration des revenus et de la production mènent à une meilleure sécurité alimentaire et nutrition - Les femmes et les pauvres participent aux organisations rurales - Bonnes conditions climatiques pouvant éviter une famine
<b>Objectifs spécifiques :</b> - Améliorer la sécurité alimentaire en augmentant et stabilisant la production et en diversifiant les revenus ; - Renforcer les organisations rurales et la femme rurale; - Améliorer la situation sanitaire en accord avec la stratégie du BSF	- Production par ménage H/F ; Rendements par culture H/F ; Production et revenu non-agricole H/F - Nbr. Groupements H/F ; Augmentation nbr. Des membres/groupement H/F ; Accumulation ressources par groupements H/F ; Activités entreprises par groupements femmes, ressources, résultats; Age moyen de sevrage ; Taux de prévalence maladies hydriques ; Taux d'analphabétisme	- Rapports du projet - Enquêtes ménages - Rapports de supervision - Rapports d'évaluation	- Maintien de l'évolution positive de l'économie national - Situation stable de sécurité - Valeurs sociales continuent à permettre promotion des femmes - Autorités locales favorables aux changements de comportements - Adhésion des populations au programme d'alphabétisation
<b>Résultats</b> <u>Promotion monde rural</u> : Groupements établis (membres hommes et femmes) et activités d'alphabétisation et de formation effectuées ; et Micro-projets identifiés  <u>Fonds de développement rural</u> : Activités de développement agricole financées ; Infrastructures rurales construites ; activités de Recherche-développement effectuées  <u>Réseau micro-finances</u> : Caisses établies (avec des membres femmes et hommes) avec ressources et réserves adéquates  <u>Gestion du projet</u> : Association établie (Bénéficiaires gérant le projet); Programmes mis en place ; Activités répondant à la demande ;	- Nbr. groupements, nbr membres par sexe ; Nbr. projets approuvés par Fonds développement rural ; Nbr. néo-alphabètes H/F ; Nbr. personnes formées H/F  - Financement par type de micro-projet, dont projets par femmes ; Contribution locale mobilisée ; Infrastructures réalisées par type ; Thèmes de R&D (Résultats, rendements) ; Nbr. de démonstrations  - Nbr des caisses ; Ressources par caisse ; Nbr des membres H/F ; Taux d'intérêts ; Résultats financiers ; Taux de recouvrement H/F  - Budgets et programmes ; Demandes effectivement exprimées H/F ; Association (composition de la structure de gestion) ; participation des bénéficiaires H/F	- Rapports du projet - Rapports de supervision - Etudes d'évaluation - Rapports de suivi	- Appui et formation répondent aux besoins - Ingérence politique limité dans le choix des activités - Alphabétisation dans les langues nationales effective - Conditions climatiques pas trop défavorables - Entretien infrastructures rurales effectué - Politique monétaire et des prix favorable - Niveau de détournement des ressources limité et effectivement sanctionné par groupements



Description	Indicateurs	Source d'information	Hypothèses
<p><b>Activités</b></p> <p><u>Promotion monde rural</u>  - animation/sensibilisation; analyse participative, MARP  - identification besoins  - mise en place organisations rurales  - alphabétisation fonctionnelle ; formation technique et en gestion ; formation nutritionnelle</p> <p><u>Fonds développement rural</u>  - sélection, approbation projets  - mise en place financement  - suivi micro-projets  - Recherche-développement (tests, formation)</p> <p><u>Réseau micro-finance</u>  - sensibilisation  - constitution Caisses  - mobilisation épargne ; et distribution crédits  - suivi, remboursement crédits  - appui technique</p> <p><u>Gestion du projet</u>  - mise en place Association  - programmation, gestion financière  - contrats d'exécution avec partenaires  - suivi partenaires</p>	<ul style="list-style-type: none"> <li>- Nbr. personnel de terrain H/F</li> <li>- Nbr villages visités</li> <li>- Nbr de cours d'alphabétisation</li> <li>- Nbr. d'auditeurs H/F</li> <li>- Nbr d'autres formations H/F</li>   <li>- Nbr projets approuvés, dont projets par femmes</li> <li>- Fonds mobilisés</li> <li>- Nbr. visites de suivi</li> <li>- Contrats d'exécution avec partenaires</li> <li>- Suivi partenaires</li>   <li>-Nbr. de visites de sensibilisation,</li> <li>- Nbr. de caisses établis</li> <li>- Dépôts et crédits mobilisés</li> <li>- Nbr. de caisses viables</li>   <li>- Statuts Association</li> <li>- Contrat d'exécution avec Min. du Plan</li> <li>- Programmes et budgets</li> <li>- Rapports du projet</li> </ul>	<ul style="list-style-type: none"> <li>- Rapports du projet</li> <li>- Rapports de supervision</li> <li>- Etudes d'évaluation</li> <li>- Rapports de suivi</li> </ul>	<ul style="list-style-type: none"> <li>- Ressources externes et locales disponibles au moment prévu, pas de retards de décaissements</li>   <li>-Partenaires respectent modalités d'exécution définies dans les contrats</li> </ul>
<p><b>Ressources</b></p> <p><u>Promotion du monde rural</u> : (équipes mixtes d'appui ; moyens de transport ; formation personnel ; matériel didactique ; appui conseils)</p> <p><u>Fonds développement rural</u> : (financement micro-projets agricoles et d'infrastructure ; Recherche-développement ; personnel ; fonctionnement)</p> <p><u>Réseau micro-finance</u> : (équipe d'appui ; moyens de transport ; formation ; suivi ; ligne de refinancement)</p> <p><u>Gestion du projet</u>: personnel, fonctionnement; équipement de bureau ; moyens de transport</p>	<ul style="list-style-type: none"> <li>- Nbr. personnel de terrain, de gestion</li> <li>- Nbr. moyens de transport</li> <li>- missions d'appui externe</li> <li>- Budget de fonctionnement</li> </ul>	<ul style="list-style-type: none"> <li>- Document de projet</li> <li>- Accord de prêt</li> <li>- Accord de financement</li> </ul>	



## COÛTS ET FINANCEMENTS

### Résumé des coûts du projet Dépenses par composante – Totaux imprévus compris (USD '000)

	Promotion du Monde Rural	Fonds de Développement Rural		Appui à Emergence Réseau Micro-finance	Gestion Projet	Total
		Fonds Sécurité Alimentaire	Fonds Développement Infrastr. Rurales			
<b>I. Coûts d'investissement</b>						
A. Génie Civil	-	-	6 682	152	-	6 834
B. Vehicules et Equipment	468	-	-	225	409	1 103
C. Matériels	269	446	-	10	-	725
D. Crédit	-	-	-	507	-	507
E. Études & Formation	128	3 017	129	77	336	3 687
F. Assistance Technique	219	-	-	650	414	1 283
<b>Total Coûts d'investissement</b>	<b>1 084</b>	<b>3 463</b>	<b>6 811</b>	<b>1 621</b>	<b>1 160</b>	<b>14 139</b>
<b>II. Coûts récurrents</b>						
A. Salaires	1 627	-	-	183	798	2 609
B. Fonctionnement & Entretien						
Fonctionnement Véhicules	84	-	-	80	235	339
Autre Équipement	224	-	-	106	154	483
<b>Sous-total Fonctionnement &amp; Entretien</b>	<b>308</b>	<b>-</b>	<b>-</b>	<b>186</b>	<b>389</b>	<b>882</b>
<b>Total Coûts Récurrents</b>	<b>1 935</b>	<b>-</b>	<b>-</b>	<b>369</b>	<b>1 187</b>	<b>3 491</b>
<b>Total COÛTS DU PROJET</b>	<b>3 019</b>	<b>3 463</b>	<b>6 811</b>	<b>1 990</b>	<b>2 348</b>	<b>17 631</b>
Taxes	166	-	-	113	186	1 159
Devises	877	905	950	917	1 054	4 703



**Résumé des coûts du Projet  
Comptes de dépenses**

	(XAF Million)					(USD '000)				
	Local	Devises	Total	% Devises	% Total Coûts de Base	Local	Devises	Total	% Devise	% Total Coûts de Base
<b>I. Coûts d'Investissements</b>										
A. Génie Civil	2 950.536	474.644	3 425.180	14	38	4 918	791	5 709	14	38
B. Vehicules et Equipment	166.773	399.407	566.180	71	6	278	666	944	71	6
C. Matériels	310.649	59.118	369.767	16	4	518	99	616	16	4
D. Crédit	241.500	-	241.500	-	3	403	-	403	-	3
E. Études & Formation	1 350.799	530.460	1 881.258	28	21	2 251	884	3 135	28	21
F. Assistance Technique	34.020	673.852	707.872	95	8	57	1 123	1 180	95	8
<b>Total Coûts d'Investissement</b>	<b>5 054.277</b>	<b>2 137.480</b>	<b>7 191.757</b>	<b>30</b>	<b>79</b>	<b>8 424</b>	<b>3 562</b>	<b>11 986</b>	<b>30</b>	<b>79</b>
<b>II. Coûts Récurrents</b>										
A. Salaires	1 431.389	-	1 431.389	-	16	2 386	-	2 386	-	16
B. Fonctionnement et Entretien										
Fonctionnement Véhicules	59.681	136.567	196.249	70	2	99	228	327	70	2
Autres Équipmenst	109.228	129.700	238.928	54	3	182	216	398	54	3
<b>Sous-total Operation et Maintenance</b>	<b>168.909</b>	<b>266.268</b>	<b>435.177</b>	<b>61</b>	<b>5</b>	<b>282</b>	<b>444</b>	<b>725</b>	<b>61</b>	<b>5</b>
<b>Total Coûts Récurrents</b>	<b>1 600.299</b>	<b>266.268</b>	<b>1 866.566</b>	<b>14</b>	<b>21</b>	<b>2 667</b>	<b>444</b>	<b>3 111</b>	<b>14</b>	<b>21</b>
<b>Total COÛTS DE BASE</b>	<b>6 654.576</b>	<b>2 403.748</b>	<b>9 058.323</b>	<b>27</b>	<b>100</b>	<b>11 091</b>	<b>4 006</b>	<b>15 097</b>	<b>27</b>	<b>100</b>
Imprévus Physiques	547.783	172.990	720.773	24	8	913	288	1 201	24	8
Imprévus financiers	1 721.296	624.315	2 345.611	27	26	923	409	1 332	31	9
<b>Total COÛTS DU PROJET</b>	<b>8 923.655</b>	<b>3 201.052</b>	<b>12 124.707</b>	<b>26</b>	<b>134</b>	<b>12 927</b>	<b>4 703</b>	<b>17 631</b>	<b>27</b>	<b>117</b>



**Compte de dépenses par bailleurs de fonds**  
(USD '000)

	FIDA		DON FIDA		FSB		PAM		Gouvernement		Bénéficiaires		Total		Devises	(Devises	Droits	
	Montant	%	Montant	%	Montant	%	Montant	%	Montant	%	Montant	%	Montant	%		Taxes)	&	Taxes
<b>I. Coûts d'Investissement</b>																		
A. Génie Civil	2 620	38.3	-	-	2 826	41.3	-	-	717	10.5	672	9.8	6 834	38.8	973	5 145	717	
B. Véhicules et Equipment	700	63.5	-	-	93	8.4	-	-	310	28.1	-	-	1 103	6.3	779	14	310	
C. Matériels	169	23.3	-	-	91	12.6	334	46.1	19	2.7	111	15.4	725	4.1	120	586	19	
D. Crédit	507	100.0	-	-	-	-	-	-	-	-	-	-	507	2.9	-	507	-	
E. Études & Formation	3 633	98.5	-	-	54	1.5	-	-	0	-	-	-	3 687	20.9	1 065	2 622	-	
F. Assistance Technique	569	44.3	650	50.7	65	5.1	-	-	-	-	-	-	1 283	7.3	1 224	59	-	
<b>Total Coûts d'Investissement</b>	<b>8 196</b>	<b>58.0</b>	<b>650</b>	<b>4.6</b>	<b>3 128</b>	<b>22.1</b>	<b>334</b>	<b>2.4</b>	<b>1 046</b>	<b>7.4</b>	<b>784</b>	<b>5.5</b>	<b>14 139</b>	<b>80.2</b>	<b>4 160</b>	<b>8 933</b>	<b>1 046</b>	
<b>II. Coûts récurrents</b>																		
A. Salaires	2 132	81.7	-	-	477	18.3	-	-	-	-	-	-	2 609	14.8	-	2 609	-	
B. Fonction. & Entretien.																		
Fonction. Vehicules	280	70.2	-	-	59	14.8	-	-	60	15.0	-	-	399	2.3	279	60	60	
Autre Équipement	416	86.0	-	-	14	3.0	-	-	53	11.0	-	-	483	2.7	264	166	53	
<b>Sous-total F &amp; E.</b>	<b>696</b>	<b>78.9</b>	<b>-</b>	<b>-</b>	<b>74</b>	<b>8.3</b>	<b>-</b>	<b>-</b>	<b>113</b>	<b>12.8</b>	<b>-</b>	<b>-</b>	<b>882</b>	<b>5.0</b>	<b>543</b>	<b>226</b>	<b>113</b>	
<b>Total Coûts Récurrents</b>	<b>2 827</b>	<b>81.0</b>	<b>-</b>	<b>-</b>	<b>551</b>	<b>15.8</b>	<b>-</b>	<b>-</b>	<b>113</b>	<b>3.2</b>	<b>-</b>	<b>-</b>	<b>3 491</b>	<b>19.8</b>	<b>543</b>	<b>2 835</b>	<b>113</b>	
<b>Total Décaissements</b>	<b>11 024</b>	<b>62.5</b>	<b>650</b>	<b>3.7</b>	<b>3 680</b>	<b>20.9</b>	<b>334</b>	<b>1.9</b>	<b>1 159</b>	<b>6.6</b>	<b>784</b>	<b>4.4</b>	<b>17 631</b>	<b>100.0</b>	<b>4 703</b>	<b>11 768</b>	<b>1 159</b>	

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## ORGANISATION ET GESTION

1. Les leçons tirées de l'expérience antérieure montrent que la structure de gestion du projet doit satisfaire à trois conditions: i) disposer d'une autonomie de gestion au niveau de la zone du projet; ii) représenter un désengagement de l'État de la gestion pour permettre aux bénéficiaires de prendre progressivement en charge cette responsabilité; iii) avoir une organisation légère et flexible, à moindre coût. Si l'on veut permettre une participation effective et une gestion orientée par la demande, une autre considération majeure est la nécessité: i) de décentraliser l'autorité d'approbation et d'engagement des fonds afin de raccourcir la chaîne de transmission entre bénéficiaires et personnes chargées des décisions; et ii) de disposer de procédures rapides et flexibles au niveau régional, national et extérieur pour pouvoir répondre rapidement aux demandes exprimées. Tenant compte de ces considérations ainsi que des propositions faites par la mission de formulation et des observations sur le terrain, la structure de gestion du projet comprendra les institutions suivantes:

- **Organisations rurales.** Chaque microprojet sera mis en place par une organisation rurale intravillageoise (groupement d'hommes, groupement de femmes, groupement mixte ou toute autre structure représentative, comprenant des membres du groupe cible). Ces Organisations rurales seront responsables de l'exécution des microprojets, de leur fonctionnement, de leur entretien et de l'éventuel renouvellement. Ils se constituent librement, le choix des membres sera fondé sur la confiance et l'intérêt commun. Chaque Organisation aura un bureau composé d'un(e) président(e), d'un(e) secrétaire, d'un(e) trésorier(ère) et, selon les besoins, un membre technique. Elles et ils seront élu(e)s par l'ensemble des membres pour des mandats, dont la durée sera déterminée par eux. Le Projet promouvra les Unions des groupements dans des structures intervillageoises, qui seront membres de l'Association. L'opérateur chargé de l'exécution de la composante Promotion du monde rural veillera à ce que l'objectif de la deuxième phase en ce qui concerne la promotion des femmes soit respecté et que les femmes constituent au moins 55% des membres de ces organisations (en accord avec le ratio des sexes dans la zone). et qu'elles seront proportionnellement représentées dans les structures de gestion.
- **Opérateurs.** Le projet fera appel à des Opérateurs pour l'exécution des activités identifiées par les organisations rurales. Les Opérateurs seront sélectionnés par les organisations rurales et l'Association parmi les services publics, les ONG et les entrepreneurs privés en fonction de leur expérience, leur compétence, leur capacité de mise en œuvre et les résultats obtenus pendant la première phase. Les opérateurs seront contractés par l'Association sur la base d'un cahier des charges détaillé et selon des modalités définies dans le Manuel d'opérations. Pour l'exécution des microprojets, ces contrats seront cosignés par l'organisation rurale concernée.
- **Association pour la sécurité alimentaire du Nord-Guéra.** La gestion du projet sera confiée par le Ministère du Plan à une Association de droit privé qui sera constitué avant le début de la deuxième phase. Comme émanation de la société civile, ses membres seront des représentants des groupements, des Unions des groupements et des ONG. Les membres de l'Assemblée générale éliront un Bureau, comprenant un(e) président(e), un(e) vice-président(e), un(e) secrétaire, un(e) trésorier(ère) et deux membres pour un mandat d'une année, renouvelable. Le(a) Président(e) sera un(e) représentant(e) d'une Union de groupements tandis que la responsabilité de Vice-président(e) sera attribuée à un(e) représentant(e) des ONG. Les représentants des Unions et des groupements auront la majorité des votes dans l'Assemblée générale. Le statut et le règlement intérieur de l'Association ainsi que la répartition des votes dans l'Assemblée générale devraient être acceptables pour le FIDA et une assurance correspondante devrait être obtenue pendant les



négociations. L'établissement formel de l'Association constituera une condition de mise en vigueur.

Le Ministère du plan confiera à l'Association les fonctions de programmation, de gestion financière, d'exécution et de suivi des activités du projet. Ceci donnera lieu à la signature d'une convention cadre, définissant les modalités d'exécution et de gestion telles qu'arrêtées dans le Manuel des opérations, ce dernier étant annexé à la convention. Pour limiter les risques de retards dans la programmation et dans les décaissements, tels que subis lors de la première phase, l'Association soumettra des programmes de travail et des budgets bi-annuels pour avis au Comité consultatif de coordination et pour approbation au Ministère du plan.

L'Association mettra en place des Unités de terrain dans les trois sous-préfectures, chacune comprenant **un Responsable de l'unité, un Chef comptable et un(e) secrétaire. Le Responsable de l'Unité à Mongo sera le(la) Coordonnateur(trice) du projet. Un Contrôleur de gestion et un Responsable suivi-évaluation seront rattachés directement à l'Assemblée générale.** Le personnel des Unités de terrain sera sélectionné et recruté par l'Association selon des critères et des termes de mandat définis dans le Manuel des opérations.

- **Comité consultatif de coordination** Au niveau national, le Comité consultatif de coordination sera le forum qui permettra aux services publics, aux opérateurs privés, aux ONG et aux représentants des bénéficiaires de donner un avis sur les programmes bi-annuels de travail et les budgets proposés par le Président de l'Association. Le Comité sera présidé par un représentant du Ministère du plan et le secrétariat sera assuré par un représentant du Ministère de l'agriculture. Il comprendra des représentants des ministères concernés par le projet, tels que les Ministères de l'élevage, des affaires sociales et de la famille, des finances, de l'éducation, de l'eau et de l'environnement, des représentants des opérateurs privés, des ONG opérateurs et des Unions des groupements. Une représentation effective des femmes bénéficiaires sera assurée. Pour éviter tout conflit d'intérêt, le Comité aura un caractère consultatif. Son avis sera demandé obligatoirement par le Ministère du plan avant approbation des programmes bi-annuels de travail et des budgets mais aussi pour des discussions d'ordre stratégique et de coordination avec d'autres intervenants. La Cellule de suivi fournira ses rapports directement au Comité ainsi qu'aux ministères du plan et de l'agriculture. Le Comité se réunit au moins une fois par année sur convocation par son président et à chaque fois qu'une majorité de ses membres le souhaite. Dans un souci de pertinence des délibérations du Comité, le nombre des membres ne devrait pas dépasser le 15.
- **Ministère du plan** Le Ministère du plan sera responsable du projet et en assurera la maîtrise d'ouvrage. Le Ministre ou son représentant approuvera le programme bi-annuel de travail et le budget, après avoir consulté le Comité consultatif de coordination. Pour l'exécution des activités, il déléguera ses responsabilités à l'Association.
- **Institution coopérante.** L'Institution coopérante pour la deuxième phase du projet sera l'UNOPS (*United Nations Office for Project Services*). La supervision des activités du projet se fera conjointement par le FIDA, le FSB, l'Institution coopérante, le Gouvernement, l'Association et les bénéficiaires.

## Gestion et coordination

2. **Accords de mise en œuvre.** La mise en œuvre du projet sera régie par différents types de conventions et de contrats. Le Ministère du Plan déléguera la maîtrise d'ouvrage à l'Association par une **convention de délégation de maîtrise d'ouvrage**. Dans cette convention, le Gouvernement s'assurera que l'Association mettra en œuvre le projet selon les modalités du rapport de pré-évaluation, les clauses de l'accord de prêt et celles de l'accord de don. Cette convention comprendra les éléments suivants: (i) objectifs et étendue des activités à entreprendre par l'Association; (ii)



modalités de financement des activités et ouverture du Compte spécial; (iii) procédures de programmation bi-annuelle et d'élaboration des budgets; (iv) exemptions de droits et taxes pour l'Association; (v) le Manuel de procédures; et (vi) les rapports et les modalités de suivi et de contrôle d'exécution de la convention et mention que la tutelle de l'État se limite aux clauses de la convention.

3. Les termes et modalités de la convention devraient être acceptables pour le FIDA. Aussi, avant sa signature, elle sera envoyée au FIDA pour approbation.

4. **Conventions de mise en oeuvre.** Pour l'exécution des activités autres que les microprojets d'une durée qui excède une année, l'Association signera des Conventions de mise en oeuvre avec les Opérateurs sélectionnés. Elles devront permettre de s'assurer que les Opérateurs dans l'exécution des activités pour le compte du projet, respectent les modalités et conditions prévues dans la Convention de délégation de maîtrise d'ouvrage, de l'Accord de prêt et de l'Accord de don. Ces Conventions seront rédigées suivant les modèles décrits dans le manuel de procédure. À partir de ces Conventions, des programmes bi-annuels avec des budgets correspondants seront préparés par les opérateurs, en fonction des paramètres de programmation à fournir par l'Association. Une assurance que les Conventions de mise en oeuvre à signer entre l'Association et les opérateurs contiendront ces éléments sera demandée lors des négociations.

5. **Accord de financement d'un microprojet.** L'approbation finale d'un microprojet se traduit par un Accord de Financement entre l'Association et le Groupement intéressé. Cet accord précisera la définition du microprojet, la nature et l'importance des contributions de chaque partie au coût total, le calendrier des contributions, les conditions et dates limites de contribution du Groupement, les conditions à remplir par le Groupement pour le déblocage des fonds, les modes de paiement, les responsabilités de mise en oeuvre, les procédures de compte rendu et de contrôle et de solution des désaccords. Le Manuel de procédures comprendra un modèle d'accord de financement.

6. **Contrats tripartites.** Ces contrats seront des contrats de fournitures de services, biens ou travaux avec des bureaux d'études, entreprises de travaux ou tâcherons. Ils comprendront les éléments classiques d'un tel contrat: objet du contrat, cahier des charges ou spécifications, programme des actions, contrôles, conditions de réception provisoire et définitive, points de repères pour le suivi d'exécution. La partie financière précisera le montant du contrat, les avances et modalités de paiement, les dispositions de garantie, les comptes bancaires et les dispositions fiscales. Il sera également spécifié les sanctions en cas de retard, la fin du contrat, les cas de force majeure etc. Un modèle sera inclus dans le manuel de procédures. Le contrat sera signé par le Groupement, l'Opérateur et l'Association.

7. **Manuel de procédures.** Le Manuel de Procédures sera élaboré avant la mise en oeuvre du projet et sera annexé à la convention de délégation de Maîtrise d'Ouvrage et aux conventions de mise en oeuvre. Il couvrira tous les aspects de mise en oeuvre du projet et il contiendra au moins les éléments suivants:

- Objectifs. Ce chapitre citera les objectifs principaux du projet;
- Identification des microprojets et procédures d'approbation. Ce chapitre comprendra les critères d'éligibilité et les procédures d'approbation décrites ci-dessous;
- Réalisation des microprojets, y compris les procédures d'achat et de passation des marchés, organisation des études techniques et socio-économiques, contrôle des travaux et règlements financiers;
- Programmation, préparation des programmes bi-annuels et des budgets, suivi de l'exécution matérielle et financière, contrôles, vérifications ponctuelles et audits;





APPENDIX V

- Programmation au niveau national, consolidation des programmes des sous-préfectures, préparation du budget, indications pour le programme suivant; organisation du suivi de l'exécution par sous-préfecture, contrôles et audits;
  - Gestion financière, système comptable, opérations sur le compte spécial, gestion des pièces comptables, réapprovisionnements, situations mensuelles, trimestrielles et annuelles, révisions budgétaires et leurs approbations;
  - Rapports: périodicité des rapports des Agences Nationales et régionales, plan type des rapports d'exécution; principaux indicateurs de suivi et d'évaluation. Procédures et responsabilité pour l'évaluation, périodicité, participation des bénéficiaires;
  - Supervision, application des procédures et méthodes décrites dans le manuel, fréquence des contrôles, profil des superviseurs.
8. Le projet de Manuel de procédures sera revu par le FIDA avant son intégration dans les différents accords. Une assurance correspondante sera demandée lors des négociations.

**Exécution du projet**

9. La première phase a été prolongée jusqu'au 31 décembre 2000 afin de poursuivre l'exécution des activités essentielles et, de préparer le démarrage de la deuxième phase. Les actions de préparation comprendraient des études et la mise en place de l'Association pour la sécurité alimentaire au Nord-Guéra.

10. La mise en place de l'Association suivra les étapes suivantes: i) une analyse de la capacité de gestion des groupements et des unions des groupements, la définition du mécanisme de représentation dans l'Association, désignation des premiers représentants; ii) analyse des ONG et désignation des ONG membres; iii) discussion et rédaction statuts et règlement intérieur; iv) établissement Association, enregistrement; v) rédaction du Manuel des procédures; vi) recrutement du personnel des unités de terrain; vii) mise en place Cellule de suivi au Ministère de l'agriculture; viii) formation en approche participative des responsables et cadres de l'Association ainsi que le cadre de la cellule suivi; ix) test de programmation participative; x) programmation de l'Année 1, xi) approbation du programme bisannuel et budget pour les Années 1et 2 par le Ministère du plan après l'avis du Comité consultatif de coordination.

11. **Programmation.** Une distinction devrait être faite entre la programmation des activités du projet dans son ensemble d'une part et la planification des microprojets à financer par le Fonds de sécurité alimentaire et le Fonds de développement de l'infrastructure rural d'autre part.

12. **Au niveau du projet,** le Coordinateur de l'Unité de terrain à Mongo établira avec les opérateurs un programme bi-annuel de travail et un budget y correspondant qui comprendra toutes les activités d'accompagnement qui ne relèvent pas directement d'une demande ou des initiatives de la part des villageois. Ceci porte sur la formation de l'équipe d'appui; sur les activités d'information et sensibilisation de la composante Promotion du monde rural; sur la mise en œuvre d'une partie des activités de recherche-développement et de renforcement des services d'appui; sur la formation des PME et des tâcherons; sur les activités pilotes de construction des latrines, sur le suivi-évaluation et les activités de gestion par l'Association; ainsi que sur le programme de suivi à effectuer par la Cellule de suivi.

13. Les activités qui répondent à des priorités et des demandes effectives sont: la mise en œuvre des microprojets de sécurité alimentaire et d'infrastructure rurale ainsi que les activités afférentes comprenant l'alphabétisation fonctionnelle, la formation technique, nutritionnelle et de gestion. Pour ces activités, une prévision globale en termes financiers et en fonction des opérations de la période



précédente sera retenue dans le programme bi-annuel de travail et le budget du projet. La programmation en termes physiques ne sera appliquée qu'à des objectifs globaux comme la proportion des ressources devant bénéficier aux femmes, le pourcentage des membres féminins des groupements, etc.

14. Le programme bisannuel de travail et le budget sont soumis à l'approbation de l'assemblée générale de l'Association. Elle analyse les propositions et veille à ce que les activités soient cohérentes entre elles, qu'elles correspondent aux objectifs du projet, qu'elles tiennent compte d'expériences acquises, que les coûts unitaires soient dans les normes, qu'elles soient coordonnées avec des opérations d'autres intervenants, et que la répartition des activités entre les opérateurs ne soit fondée que sur des considérations de compétence et de capacité d'exécution. En cas de besoin, elle s'assure qu'un équilibre régional dans l'allocation des ressources du projet entre les sous-préfectures soit respecté, en fonction de la population bénéficiaire par sous-préfecture.

15. Après approbation par l'assemblée générale de l'Association, le Président présente le programme bisannuel et le budget au Comité consultatif de coordination. Le Comité analysera les orientations stratégiques, la coordination entre les activités du projet et celles d'autres intervenants, la coordination entre opérateurs, le contenu technique et les résultats attendus. Il formulera son avis à l'intention du Ministre du plan ou de son représentant en vue de l'approbation du programme et le budget.

16. Le Ministre du plan ou son représentant aura l'autorité d'approbation du programme bisannuel de travail et du budget. Après approbation et dans le cadre de la Convention de délégation de maîtrise d'ouvrage, le Ministre ou son représentant signera un Contrat bisannuel d'exécution avec l'Association qui définira les droits et obligations des deux parties et auquel sera annexé le programme bi-annuel et le budget. Le contrat spécifiera notamment les modalités de financement et de gestion des avances à consentir par le Ministère à l'Association.

17. **S'agissant de microprojets**, la Programmation de la mise en œuvre des microprojets, identifiés d'une façon participative, se fera en partie sur la base des requêtes de financement préparées pendant la période précédente et en partie en fonction de la demande attendue pendant la période à prévoir. Une enveloppe financière correspondante sera prévue dans le budget bi-annuel du projet. L'identification, l'approbation et la mise en œuvre des microprojets constitueront un processus continu, avec probablement une concentration des activités pendant la saison sèche quand les besoins en main-d'œuvre agricole sont réduits. Le calendrier de programmation doit impérativement tenir compte de ce phénomène de disponibilité, qui est plus critique parmi les femmes, le groupe cible privilégié du projet.

18. L'approbation des microprojets sera de la responsabilité de l'Assemblée générale de l'Association dont les réunions seront convoquées selon les besoins. L'Assemblée déléguera son autorité aux responsables des Unités de terrain pour tout microprojet dont le coût total ne dépassera pas XAF 750 000 ou 1 250 USD. Des microprojets d'infrastructure avec un coût total supérieur à ce seuil, devront faire l'objet des études préparatoires techniques et socio-économiques. Des opérateurs spécialisés seront contractés par les Unités de terrain, conjointement avec les groupements concernés.

19. La mise en œuvre des microprojets sera la responsabilité des groupements qui, avec l'appui des Unités de terrain, signeront des contrats tripartis avec des opérateurs qualifiés. Le fonctionnement et les opérations des microprojets sera suivi par les Unités de terrain.

20. **Critères d'éligibilité d'un microprojet.** Pour être éligible, un microprojet devra respecter les critères suivants: (i) concerner une infrastructure ou un investissement bénéficiant aux membres des groupes les plus vulnérables et/ou les femmes; (ii) la requête doit être visée par le chef du village, elle doit être le résultat d'une analyse participative des priorités et approuvée à l'unanimité, tous les groupes sociaux participant à la décision; (iii) absence de conflits sociaux risquant d'affecter la réalisation ou le fonctionnement du microprojet; (iv) sur le plan technique, la conception doit être



adaptée au niveau technique des villageois; (v) la mise en place du microprojet peut être terminée en trois à quatre mois environ en saison sèche; (vi) le groupe demandeur est formé ou en train de l'être; (vii) les coûts par unité physique ou par bénéficiaire sont inférieurs aux maxima autorisés pour ce type d'investissement, définis par le Manuel des opérations; (viii) le coût total est inférieur au maximum autorisé, défini par le Manuel des opérations; (ix) la contribution locale est évaluée et le Groupement a pris des engagements fermes; (x) l'impact sur l'environnement a été analysé et le cas échéant des mesures de correction sont prévues; (xi) le cas échéant, un fonds d'entretien est prévu; (xii) les opérateurs locaux peuvent réaliser le projet.

21. En plus des paramètres techniques et financiers d'éligibilité, l'Assemblée générale ou l'Unité de terrain se référera à une grille de répartition par rapport au type de projet et au groupe porteur. Pour tenir compte des groupes cibles, notamment les femmes et les autres catégories souvent marginalisées, la grille de répartition proposée est la suivante: sur la totalité des microprojets approuvés, ceux d'intérêt communautaire représenteront au maximum 30%; ceux présentés par des femmes ou des organisations au sein desquelles elles jouent un rôle actif, au moins 50 %; et ceux portés par des groupes d'artisans: au moins 10 %.

22. **Développement de services financiers décentralisés.** La composante sera mise en œuvre par une ONG avec l'appui technique d'un opérateur extérieur. Une équipe spécialisée, comprenant un coordonnateur, quatre animateurs et du personnel d'appui, promouvra la constitution d'un réseau d'environ 40 Caisses rurales et 2 Caisses urbaines, d'au moins 2 Associations des caisses et d'un service privé d'appui. Le dernier comprendra des membres de l'équipe spécialisée qui se constituent en bureau d'appui privé autonome. Les Caisses rurales seront implantées au niveau d'un ou de plusieurs villages regroupant en général une population située entre un et deux milliers d'habitants. Cette base géographique permettra aux Caisses d'atteindre une taille suffisante facilitant l'autonomie financière du réseau, tout en restant à un niveau de proximité permettant une bonne appropriation et le bon fonctionnement de l'autogestion. Les deux Caisses urbaines seront implantées à Mongo et Bitkine.

23. Le fonctionnement des Caisses sera basé sur des principes d'autogestion et de proximité. Les règles de fonctionnement et d'organisation seront définies par les populations, avec l'appui technique de l'ONG, et elles sont gérées par leurs membres par l'intermédiaire du comité de gestion qu'ils ont élu. Les règles de fonctionnement seront simples et compréhensibles par tous les villageois. Les caissiers et les contrôleurs seront issus du milieu. Ils seront rémunérés sur la base du résultat annuel. Les membres du comité de gestion seront bénévoles, une partie de leurs frais pouvant cependant être remboursés. Le système comptable mis en place sera simple, décentralisé au niveau des Caisses, tout en garantissant la sécurité des opérations et en permettant un contrôle externe efficace. Un local équipé de mobilier sommaire et d'un coffre fort sera construit dans la première année de fonctionnement. Les règles de fonctionnement seront évolutives.

24. Les Associations des Caisses seront des structures légères, sans personnel salarié, les responsables des organes (conseil d'administration et comité de contrôle) étant tous issus des Caisses de base. Les membres des organes devront principalement gérer l'octroi et le recouvrement des refinancements, tenir la comptabilité de l'Association pour les opérations effectuées en dehors des Caisses, faire des animations selon les besoins au niveau des Caisses. Toutes les autres fonctions nécessitant le recours à des compétences techniques hors de portée de ces responsables seront confiées au Service Privé d'Appui.

25. Des dispositions détaillées de gestion sont également établies pour toutes les autres activités du projet.



APPENDIX VI

ORGANIGRAMME

