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INTERNATIONAL FUND FOR AGRICULTURAL DEVELOPMENT
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REPORT AND RECOMMENDATION OF THE PRESIDENT

TO THE EXECUTIVE BOARD ON A PROPOSED LOAN TO THE

REPUBLIC OF BENIN

FOR THE

**PARTICIPATORY ARTISANAL FISHERIES DEVELOPMENT SUPPORT
PROGRAMME**



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CURRENCY EQUIVALENTS

Currency Unit	=	CFA Franc (XOF)
USD 1.00	=	XOF 700
XOF 1.00	=	USD 0.0014285

WEIGHTS AND MEASURES

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

ABBREVIATIONS AND ACRONYMS

AfDF	African Development Fund
AfDB	African Development Bank
AWP/B	Annual Work Programme and Budget
CARDER	<i>Centre d'action régionale pour le développement rural</i> (Regional Action Centre for Rural Development)
CDF	Community Development Fund
DANIDA	Danish International Development Assistance
DFI	Decentralized Financial Institution
DFID	Department for International Development (United Kingdom)
FSA	Financial Services Association
GTZ	German Agency for Technical Cooperation
M&E	Monitoring and Evaluation
MAEP	<i>Ministère de l'agriculture, de l'élevage et de la pêche</i> (Ministry of Agriculture, Livestock, and Fisheries)
MIS	Management Information System
MSY	Maximum Sustainable Yield
NGO	Non-Governmental Organization
NRM	Natural Resources Management
PAGER	Income-Generating Activities Project
PCU	Programme Coordinating Unit
PDRT	Roots and Tubers Development Programme
PROMIC	Microfinance and Marketing Project
SOE	Statement of Expenditures

GOVERNMENT OF THE REPUBLIC OF BENIN

Fiscal Year

1 January - 31 December



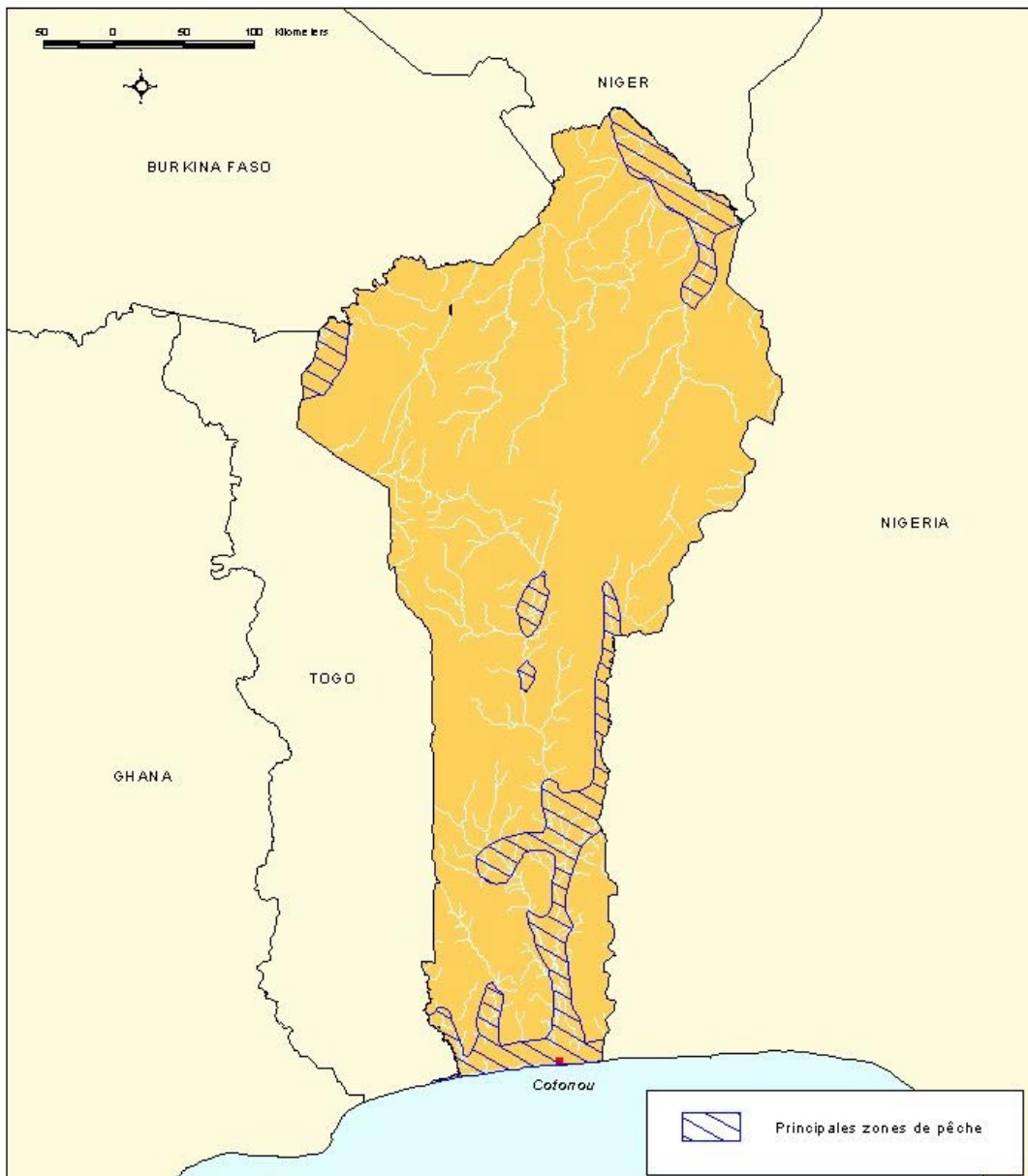
MAP OF THE PROGRAMME AREA



BENIN

PROGRAMME D'APPUI AU DEVELOPPEMENT PARTICIPATIF
DE LA PECHE ARTISANALE

Localisation des principales zones de pêche



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 BENIN

PARTICIPATORY ARTISANAL FISHERIES DEVELOPMENT SUPPORT PROGRAMME

LOAN SUMMARY

INITIATING INSTITUTION:	IFAD
BORROWER:	Republic of Benin
EXECUTING AGENCY:	Ministry of Agriculture, Livestock and Fisheries (MAEP)
TOTAL PROGRAMME COST:	USD 26.0 million
AMOUNT OF IFAD LOAN:	SDR 7.85 million (equivalent to approximately USD 10.0 million)
TERMS OF IFAD LOAN:	40 years, including a grace period of ten years, with a service charge of three fourths of one per cent (0.75%) per annum
COFINANCIERS:	African Development Fund (AfDF) Decentralized Financial Institutions (DFIs)
AMOUNT OF COFINANCING:	AfDF: USD 10.0 million DFIs: USD 3.3 million
TERMS OF COFINANCING:	To be determined
CONTRIBUTION OF BORROWER:	USD 2.0 million
CONTRIBUTION OF BENEFICIARIES:	USD 682 000
APPRAISING INSTITUTION:	IFAD/African Development Bank (AfDB)
COOPERATING INSTITUTION:	AfDB



PROGRAMME BRIEF

Who are the beneficiaries? The direct target population comprises some 600 000 persons living in about 450 villages in the fisheries zones (*pêcheries*) and about 80 fishing camps along the coast. This includes poor fisherfolk households (about 300 000 persons) as well as approximately 4 000 women who process and/or trade in fish, mostly on a very small scale, using wood-smoking methods that are both wasteful and dangerous to health. The population of the inland fisheries zones in the south, which accounts for the vast majority of the target group, were identified in 1994 as the poorest of the country's poor. Their poverty has increased since then due to serious overfishing and a lack of alternative sources of livelihood. While most of the country's 80 000 fishermen are vulnerable to poverty, about 50 000 (60%) are ranked as absolutely poor.

Why are they poor? The marine – but especially inland – fish stocks of southern Benin are at risk from overfishing as fishermen resort to increasingly damaging methods in an effort to maintain their incomes. The natural resource base of inland waters is further threatened by organic, chemical and vegetal (water hyacinth) pollution, erosion and silting up due to extensive deforestation of river and lagoon banks. Landings from the coastal lagoons are estimated to have declined by one third over the past 20 years. Fish sizes have dwindled, immature fish now accounting for more than 90% of the catch. Many fisherfolk households have no land and limited alternatives to fishing. The poorer fishermen own no fishing equipment but rely on borrowed or shared gear/boats, or work as simple labourers, often for a few small fish.

What will the programme do for them? The programme aims to support the Government's efforts to reduce rural poverty by providing the resources needed to promote the rehabilitation and environmentally-sound use of the natural resource base of fishing communities, while enhancing local living conditions and fostering sustainable improvements in the livelihoods of the poorest of the poor within those communities. Access to credit will be improved through support to existing decentralized financial systems, and strong emphasis will be placed on capacity-building as a tool for promoting the empowerment of fishing communities, their organizations and leaders.

How will beneficiaries participate in the programme? The programme will combine the sustainable livelihoods approach – which places people at the centre of the development process – with the community-based natural resources management approach (*gestion du terroir*). Both concepts emphasize the need for a genuinely participatory approach that will help populations to identify, plan, implement, monitor and evaluate their own solutions, with support services and technicians as advisers to support the beneficiaries in analysing the advantages and drawbacks of the solutions identified. Beneficiaries will also benefit from support in identifying and undertaking more environmentally-sound alternative economic activities, such as fish farming, small animal husbandry, vegetable growing and handicrafts.

How was the programme formulated? The identification/formulation of the programme was highly participatory, with substantial contributions from central and local government, beneficiaries and other local actors (non-governmental organizations, traditional leaders and the private sector). A national task force composed of representatives of line ministries was set up to prepare the programme. Six regional consultation workshops, with the participation of beneficiaries, were held as part of the pre-formulation exercise, as well as a national workshop to validate the findings of the regional workshops. The results of the workshops constituted the starting point for formulation and appraisal. A stakeholder consultation workshop was also held with representatives of bilateral and multilateral organizations, professional organizations, and projects.

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PROGRAMME**

I submit the following Report and Recommendation on a proposed loan to the Republic of Benin for SDR 7.85 million (equivalent to approximately USD 10.0 million) on highly concessional terms to help finance the Participatory Artisanal Fisheries Development Support Programme. The loan will have a term of 40 years, including a grace period of ten years, with a service charge of three fourths of one per cent (0.75%) per annum. It will be administered by the African Development Bank (AfDB) as IFAD's cooperating institution.

PART I - THE ECONOMY, SECTORAL CONTEXT AND IFAD STRATEGY¹

A. The Economy and the Agricultural Sector

1. **Macroeconomic context.** Benin covers an area of 112 620 km² and has a population of 6.1 million, growing at about 3% per annum. More than 65% of the population live in the rural areas. Efforts to introduce macroeconomic reforms have been fairly successful since the Government launched the first of three structural adjustment programmes and economic liberalization in the late 1980s. Economic growth has been restored, with the gross domestic product (GDP) improving from the negative rates of 1986-89 to an average of 4.5% in 1990-95; real per capita GDP rising by 1.7% per year; and public spending on salaries falling from 61% in 1991 to 43% in 1994. The banking system has been restructured, the budget has been balanced since 1991, and inflation has dropped from a peak of 54% in 1994 to 3% in 1998. While the incentive framework is now more conducive to private investment and growth, the macroeconomic situation is far from stable and the economy is very vulnerable to the performance of a single crop – cotton – that accounts for over 85% of export earnings.

2. **Sectoral context.** Agriculture remains the driving force of economic growth, accounting for 37% of GDP, 85% of internally-generated export earnings (mostly cotton) and 70% of employment. Production is mainly rainfed (less than 10 000 hectares (ha) are irrigated) but diversified due to a broad range of agroecological conditions. Almost one third of all farm families have too little land, and the vast majority still use traditional, low-productivity practices that have an increasingly negative effect as farmers try to boost their incomes. Use of animal traction is common in the north, where tree cover is light and the climate suitable for cotton. The area under cotton expanded from 122 800 ha in 1990 to almost 360 000 ha in 1996, and production tripled. Although it generates cash for small farmers, this expansion gives rise to concern because of its environmental implications. The remaining two thirds of the country have not benefited from cotton earnings. The recent crisis, marked by falling world prices for cotton and a poor harvest in 1999, highlights the risks, both for the farmers and the national economy, of relying so heavily on one crop.

3. Food crops such as cassava, maize, yam, groundnut and bean have always been major sources of cash for farmers in the non-cotton zones, especially for smallholders and women. Production of food crops increased after the 1994 devaluation of the CFA franc. This boosted the comparative

¹ See Appendix I for additional information.



advantage of food crops produced domestically and shifted urban demand to locally-produced food such as cassava and yam, which play an important role in the household economy. IFAD recently contributed to diversifying national export earnings in the roots and tubers subsector.

4. **Fisheries** play an important role in the national economy, providing almost one third of the national intake of animal protein. However this subsector is labouring under severe and ever-increasing pressure. The maximum sustainable yield (MSY) of inshore marine waters (nominally reserved for artisanal fishermen) is estimated at 10-12 000 t per year, with current landings totalling about 8 000 t per year. Of this, over 7 500 t (94%) is landed by about 815 artisanal fishing units and 3 800 fishermen operating from 80 fishing camps along the maritime coast. Inland water resources account for more than 33 000 ha of brackish-water lagoons and 700 km of rivers and streams in southern and central Benin, where some 43 000 fishermen catch 30 000 t of fish and crustaceans annually, of which the lagoons alone account for 90%. Fish output from southern inland waters has declined by one third over the past 20 years due *inter alia* to drought, various forms of pollution (organic, chemical and vegetative), and increasing numbers of fishermen. Over 90% of the landings are immature fish as the fishermen attempt to maintain their incomes by using increasingly small meshes and illegal fishing methods.

B. Programme-Related Institutions

5. The country's agricultural policy has evolved from a highly interventionist approach in the 1980s to a major reduction in the Government's direct role in agricultural marketing and processing. The role of public agencies is being limited to monitoring, supervision and evaluation and to providing an enabling legislative framework for agricultural growth and rural development. Major emphasis is placed on reinforcing producer organization and development of the capacity of local grass-roots administration. Following the introduction of liberalization measures in the recent past, a strong local grass-roots dynamic for group formation and self-help supported by non-governmental organizations (NGOs) may be observed in the rural areas. The latter are involved in a variety of activities such as training, extension, support to agricultural production and processing, health and nutrition, environmental protection, microfinance, literacy services and communal infrastructure. The short history of NGOs in Benin, the reason for their creation and the speed of their geographical expansion, are indications of their positive role in promoting rural development activities. Nevertheless, many NGOs have very little capacity for managing funds, controlling expenditures and formulating and implementing programmes.

6. The Ministry of Agriculture, Livestock and Fisheries (MAEP) is responsible for overall agricultural policy, livestock, fisheries and forestry, as well as for agricultural extension and research. It has undergone a process of reorganization, including a review and redefinition of its role and mandate to be more responsive to its clients. Field-level dissemination and coordination of agricultural policies are the responsibility of six Regional Action Centres for Rural Development (CARDER), extending the MAEP to each *département* of the country. The latter was also restructured by transferring extension, marketing and input distribution to Professional Agriculture Organizations (OPAs) under an apex structure at three levels, i.e. sub-prefecture (77), region (six) and federal (one). This apex structure is the main recipient of the rural development functions that have been transferred.

7. Agricultural extension services have been reorganized to improve extension service delivery, and a major role is played by OPAs and NGOs at the community level. Other government agencies that will interface with the programme include: (i) the Fisheries Department, which is in charge of policy formulation, is structured into three services responsible for maritime fisheries, continental fisheries, aquaculture and control and supervision of fishing products; (ii) the National Institute for Agricultural Research (INRAB), which is in charge of primary research for fisheries development in Benin, is assisted by the International Institute of Tropical Agriculture (IITA), which will be associated with the programme.



8. The rural microfinance sector has been restructured following a long period of unsuccessful experience with direct credit- and state-controlled financial institutions. The financial sector now has five private commercial banks, a credit union network (Federation of Savings and Agricultural Credit Cooperatives (FECECAM)), and one donor (Global 2000)-supported savings and credit network. The commercial banks and FECECAM are expanding their networks in the provinces, albeit slowly due to reasons related to costs and risks. The existing microfinance sector covers about 25% of the demand and tends to focus on short-term lending, mainly to the cotton sector. The most important network, i.e. FECECAM, has substantial liquidity reserves but is reluctant to provide medium-term loans, especially to small-scale producers, owing to the risks involved. To fill the gap in microfinance supply, demand from resource-poor households is met by informal services (including moneylenders, rotating savings and credit associations) and recently – since 1997 – by IFAD and Danish International Development Assistance (DANIDA) through the establishment of village banks known as financial services associations (FSAs) that complement the major FECECAM network. Seventy FSAs are now operational and another 200 or so are to be created in Benin by the year 2004 within the context of two ongoing IFAD-initiated projects: the Income-Generating Activities Project (PAGER) and the Microfinance and Marketing Project (PROMIC).

C. Lessons Learned from Previous IFAD Experience

9. IFAD has financed seven projects in Benin to date, for a total commitment of USD 81 million. The first four projects, which were located in the northern part of the country (the Borgou Province Rural Development Project, the Second Borgou Rural Development Project, the Atacora Province Rural Development Project and the Second Atacora Rural Development Project,), have closed. The three currently ongoing projects were launched in 1997 (PAGER), 1998 (PROMIC) and 2001 (Roots and Tubers Development Programme – PDRT). All of IFAD's projects have focused on promoting food security and on reducing the vulnerability of smallholder farmers and women through credit for on- and off-farm income generation and capacity building.

10. **Lessons from experience.** The lessons accruing from IFAD's earlier involvement in Benin are reflected in the design of the more recent interventions. Increasing emphasis has been placed on strengthening the capacity of small rural producers to participate in identifying their own needs and constraints and seeking adequate solutions thereto, and on ensuring that they take responsibility for the implementation and management of the resulting development activities. Involving the community as a whole in the planning, implementation and monitoring and evaluation (M&E) of such activities, and in group promotion and targeting, not only enhances transparency and participation, but also generates important spin-off benefits by building up local capacity to undertake development efforts. The poor and vulnerable elements of the local society need microfinance and knowledge, including literacy, to optimize their economic activities. Marketing considerations should guide all efforts to promote economic development, and sustainable microfinance services are critical to support village-level investment opportunities. Of particular significance to the programme is the establishment of a lean management unit operating through carefully screened NGOs and other private-sector operators as service providers. Experience gained with PAGER and PROMIC confirms the cost-effectiveness of subcontracting field responsibilities to the private sector.

11. Interventions aimed at addressing the constraints on artisanal fisheries development have generated useful lesson for the design of the programme now proposed. In this connection, particular mention should be made of the Programme for the Promotion of Sustainable Livelihoods in Fisheries financed by the Department for International Development (DFID) of the United Kingdom and implemented by the Food and Agriculture Organization of the United Nations (FAO). The lessons learned from past and ongoing projects point up the need for a holistic and community-based approach to natural resources management (NRM) in the fisheries zones. Ways should be found to encourage communities and individuals to undertake more environmentally-sound practices. It is



essential that the participation of such communities and individuals should be genuine and broad-based so as to foster a real sense of ownership of the new undertakings. Traditionally, the communities in the fisheries zones have been organized around the use of water bodies and floodplains, and the traditional religion (*voudoun*) of such people regulated many aspects of social and economic life. The fact that these traditional NRM systems have come under severe pressure from modern religions and values is one of the main factors contributing to accelerated degradation of the resource base. A truly participatory, community-based approach to NRM holds promise for recovering some elements of these traditions, thereby further enhancing a sense of ownership and hence the chances of sustainability.

D. IFAD's Strategy for Collaboration with Benin

Benin's Policy for Poverty Eradication

12. Benin remains one of the world's poorest countries despite real progress on several fronts: economic growth has been higher than population growth since 1990; life expectancy at birth rose from 54.3 years in 1992 to 56.3 years in 1997; and the overall primary, secondary and tertiary (6-24 years) enrolment rate rose from 19.9% in 1992 to 35.3% in 1996 (although it was significantly lower for girls than for boys). Rural incomes are less than half those in the urban areas (XOF 60 200 compared with XOF 158 300) and women earn significantly less than men (XOF 18 700 compared with XOF 45 550). Over 60% of the poor that live below the poverty line are located in the south of the country. About 25% of all poor are in the north, where 47% of the population is poor. A poverty study conducted in 1994 ranked the population of Benin's wetlands (the '*pêcheries*' agro-ecological zone) in the southern and central zones as the poorest in the country. Other studies found particularly high poverty rates among fisherfolk households, 60% of whom suffered from severe and chronic poverty, and very high illiteracy rates, especially among women (80%).

13. **The Government's strategy for poverty reduction** focuses on: (i) the promotion of economic growth through job creation; (ii) improved access to finance for microenterprise development, especially for women; (iii) greater investment in basic social infrastructure; (iv) promotion of the private sector; (v) decentralization; (vi) rural literacy and education; and (vii) health. The corresponding actions focus on: (i) guaranteeing a minimum 'social' standard in terms of food security, basic education, primary health care, capacity building for income generation and transport; (ii) support for the field operations of development NGOs in the rural areas; and (iii) promotion of women's development by facilitating their access to credit and land, and through capacity building (new income-generating activities, improvements to output quality, better management, etc.). Since it was found that such interventions were not having the desired impact on poverty, in spite of strong economic growth, the following measures were added: enhancing access by the poor to production factors (land, livestock, housing and finance) to complement their labour; building on social strengths, e.g. solidarity at the community and, especially, household level; and protecting the natural resource base.

The Poverty Eradication Activities of Major Donors

14. Over the last 15 years, Benin has benefited from the assistance of major donors for many rural development projects. Almost 90% of financing from external aid, and the destination of that assistance, concerns integrated rural development, livestock and fisheries projects. The projects implemented under CARDER have not encouraged the emergence of new actors in development – farmers' organizations – most activities being undertaken by professionals with limited participation on the part of the intended beneficiaries. Since 1990, actors at the field level have been gradually brought into the project preparation and implementation process. With the implementation of the World Bank's Agricultural Services Restructuring Project, it has been possible to reorganize the services of MAEP, launch the National Agricultural Extension Programme, and delegate both powers and responsibilities to private operators and farmers' organizations. Other donors presently involved



in poverty-eradication programmes in Benin are: AfDB, DANIDA, French and Netherlands cooperation, and the German Agency for Technical Cooperation (GTZ).

IFAD's Strategy in Benin

15. **IFAD's strategy for Benin** is set out in the Country Strategic Opportunities Paper (COSOP) approved in 1997. Over the years, IFAD has identified a number of strategic thrusts, which are being incorporated into its strategy for Benin. Central to that strategy is the emphasis on continuing the struggle against rural poverty by applying participatory approaches that can reach the poor more effectively. The chances of sustainability are enhanced by fostering a sense of ownership and strengthening the capacity of beneficiaries for self-driven development. Active beneficiary involvement in decision-making is promoted at all stages, along with capacity-building through literacy and skills training. A set of related themes includes the promotion of and active support for decentralization and empowerment, the two going together. Empowerment is very important both to communities – to enable them to identify, plan and manage their development works and activities – and to small-scale producers to assist them to more effectively manage their resources, interact with markets and influence policy in their sector. The empowerment of women is vitally important as it enables them to voice their priorities and address their own development constraints. A third set of strategic themes focuses on the need to continue ongoing efforts to develop viable, self-sustaining rural financial services so that the poor can obtain loans to establish or expand their income-generating activities and meet emergency cash needs. Finally, the importance of developing of enhanced commercial linkages between small-scale producers and private markets has been recognized, especially with regard to perishable crops and other rural products such as meat, milk and fish.

Programme Rationale

16. Benin's fisheries play an important role in the nutritional and economic wellbeing of the country, providing as they do one third of all animal protein intake and a livelihood (albeit generally bleak) to more than 300 000 persons (about 5% of the total population). Estimated annual landings of about 55 000 t cover 82% of domestic consumption, the country importing more than 12 000 t of fisheries products every year. The main constraints on artisanal fishermen, both maritime and inland, have to do with fierce competition for scarce resources, which leads to localized conflict and overfishing. Damage to the environment and biodiversity is spreading as fishermen resort to unsustainable fishing practices in an attempt to maintain their income levels. The fishermen find it very difficult to obtain appropriate gear at affordable prices, and lack access to financial services. Market development is constrained by: (i) poor communications between the fishing centres and principal markets, and a marketing chain characterized by a large number of petty traders; (ii) the absence of adequate transport facilities; and (iii) lack of ice production. Women play a crucial role in fisheries by handling the processing of about half the catches and all marketing of fish products, both fresh and processed. Some women also collect shell-fish, including crabs, and produce shell-fish seed. Their constraints relate mainly to: lack of access to financial services and better technologies (fish-smoking ovens, salt drying, use of ice and insulated boxes); and weak participation in local organizations, compounded by illiteracy – a major handicap for most women in the fisherfolk communities.

17. On the positive side, the Government has been laying the groundwork for a concerted effort to develop the country's fisheries on an environmentally-sound basis. A great deal of preliminary work has been done despite the scarce means at the Government's disposal. Indeed, and despite all the constraints, there is significant scope for improving the productivity of the fisheries sector, increasing the incomes of fishermen, and improving their living standards, while promoting a more environmentally-friendly and sustainable management of resources. Fish occupies an important niche in family nutrition and large markets are situated next to the areas of major potential. Furthermore, Benin is increasingly integrated into international trading networks, and opportunities have been



identified for exporting demersal fish and shrimps to neighbouring countries, even to Europe. The MSY of maritime resources has been estimated at almost 30 000 t, less than one third of which is harvested. The waters of inland fisheries are suitable for fish farming, and the introduction of this practice is imperative in order to reverse the process of environmental degradation and biodiversity loss. Much that has been learned under IFAD's previous projects in terms of how to overcome social constraints is applicable to the artisanal fisheries communities and there exists a large body of fisheries development experience in neighbouring countries that could provide insights on technologies, processing and marketing.

PART II - THE PROGRAMME

A. Programme Area and Target Group

18. The programme will cover all the fisheries resources of the country, with special focus on the heavily-degraded wetlands and ten major lakes of the south; five minor lakes and a total of 206 agropastoral reservoirs in the centre and north; the largely itinerant river fisheries of the Upper Ouémé, the Okpara, the Pendjari and the Niger; and the artisanal maritime fishery. Almost two thirds of the population of the country's southern fisheries zones live in severe poverty, and their livelihood resources are increasingly threatened by over-fishing and degradation. Rehabilitation of the latter is crucial to the durability of the livelihood systems of over 370 000 people recognized as being the poorest in the country. The lakes and reservoirs in the centre-north are poorly stocked, and their fisheries potential is largely unexploited for want of a fisheries tradition.

19. The target group comprises over 55 000 households that rely mainly on fishing for their livelihood, including 50 000 (370 000 people) in the southern wetlands, 3 800 fisherfolk families (20 000 people) along the maritime coastline, and another 1 500 families (10 000 people) along the rivers. A further 10 000 households (100 000 people) live near the reservoirs. Virtually all women in the fisherfolk families are professional fish processors and vendors, whose source of income is severely threatened by the declining productivity of fisheries activities. They represent a major sub-category of the target group. The target population that will benefit indirectly from many activities of the programme is estimated at 800 000 people, 600 000 of them living in the communes (*sous-préfectures*) with fisheries resources in the south.

20. **Targeting mechanisms.** Any measure that reduces fishing pressure or halts resource degradation will be beneficial to the poor in the southern wetlands, where fishing is a common property resource and often the only one available to them. As a condition of access to programme assistance, the local authority elected by the village at large to represent it in its dealings with the programme will assist in identifying the most vulnerable men and women of the community and in encouraging them to form their own groups in order to develop sustainable livelihood strategies. As with all decisions taken by the local authority, the need for special support to the poor will be discussed and ratified at village-wide meetings. Finally, training will be provided, mainly at the village level and at carefully selected times, so that target group members and especially women can attend.

B. Objectives and Scope

21. The programme's overall development goal is to help alleviate the poverty of the poorest fisherfolk families living from fishing, fish processing and fish selling, with special emphasis on assisting the women who play an important role in shore-based activities. This goal will be pursued by laying the ground for environmentally-sound use of fisheries resources on which the poorest people of the country depend. This objective is in line with the highest priorities of the Government and has high operational priority for both IFAD and the donor community, with which the programme will establish close collaboration. The programme's specific objectives are to: restore and/or promote the



sustainable enhancement of fishing operations based on the country's inland water bodies; strengthen the capacity of the fisherfolk communities to manage their natural and fisheries resources sustainably; and assist the fisherfolk households to diversify their livelihood strategies with a view to reducing fishing pressures to sustainable levels.

22. The eight-year programme will be implemented in three phases: (i) a one-year start-up phase for staff recruitment and training, procurement, identification of potential services providers, surveys, and an intense information campaign to awaken the demand for programme assistance; (ii) a three-year pilot phase dedicated to testing a broad range of rehabilitation measures, including a pilot manual-dredging operation using labour-intensive methods; and (iii) a four-year full-development phase. A mid-term review in programme year (PY) 4 will provide the basis for adjusting the approach and activities.

C. Components

23. The objectives of the programme will be pursued by implementing three components under the auspices of a lean programme coordinating unit (PCU): (i) strengthening of institutional capacities at both the community level and with the public technical support services; (ii) rehabilitation of wetlands and water bodies, especially in the south; and (iii) rationalization of fisheries subsector to allow for the promotion of alternative sustainable livelihoods.

Strengthening of Institutional Capacities

24. Sustainable livelihoods for the poor cannot be promoted without strengthening institutional capacities at two levels. Stronger institutional capacity at the community level is indispensable because the communities' full commitment will be necessary to assure the enforcement of the rules put in place to safeguard local fisheries and other natural resources. Yet, most communities that take up the challenge of regulating the use of these resources are not able to do so on their own: they need qualified technical support to guide their search for effective solutions, negotiating the inevitable compromises that will have to be made, etc. The aim of this component is to build the critically-needed institutional capacity both at the village level and with the public technical services.

25. **Support to community-level institutions.** This sub-component includes a major *information-education-communications* thrust, starting with an intense media campaign associated with field visits by staff of the PCU and CARDER. The aim is to awaken a demand for the programme's range of assistance by providing details on its objectives, its procedures, its partnership approach, and the corresponding rights and duties. Thereafter, and throughout the life of the programme, media coverage and village-level communications will present the positive experiences gained, thereby maintaining a high level of interest. The main thrust of the sub-component will be to strengthen the capacity of at least 180 communities (60 lakeside and 120 hinterland) in the southern wetlands and up to 100 reservoir-side communities in the centre-north to manage local fisheries and natural resources sustainably, rehabilitating them if necessary. Field workers employed by services providers under contract with the programme will live in the community to assist with the design and enforcement of wetlands resources management plans. Their field skills will be upgraded through intensive training in the sustainable livelihoods approach to be provided by the national coordination unit created under the sustainable fisheries livelihood programme in West Africa. The main task of the field workers will be to mediate the consensus-building process that will make NRM plans effective and assist partner communities in obtaining qualified technical assistance and advice. Rather than meetings and working sessions, their main contribution is likely to involve informal discussions and sensitization on a day-to-day basis. Communities that provide convincing proof of having attained sustainable management (e.g. landed fish are matures) will have access to a community development fund (CDF) for social infrastructure (tracks, water supply, health centres, schools) or funds to repair existing facilities. Access to literacy training within partner communities will be strengthened by upgrading the skills of local instructors, paying them for literacy classes actually held and providing teaching and reading



materials on a broad range of development themes (the environment, health, AIDS, income generation, etc.). The same materials will be adapted for the primary schools.

26. **Support to technical services.** The aim of this sub-component is to upgrade the ability of public institutions to deliver essential services to the rural world in general, and to the producers in fishing, fish-farming, fish-processing and fish-marketing activities in particular. Their capacity to coordinate and monitor the implementation of programme activities will be strengthened, a national policy for long-term fisheries development will be prepared, a system to protect fishermen at sea and patrol the artisanal fisheries zones will be established, the existing statistics collection system will be upgraded to become an observatory of fisheries development, and a research-action programme will be launched to test innovative methods for fishing, fish-farming, fish processing and conservation.

Rehabilitation of Wetlands and Water Bodies

27. The objectives of this component are to: restore vegetation cover and reduce soil erosion in the catchment areas of degraded water bodies in the south, using appropriate erosion-control works and plantations; replant lakeside vegetation and mangrove stands where fish take shelter and reproduce; and stock the small lakes and reservoirs of the centre and north. The envisaged activities include farmer training and extension on soil and water conservation methods, identification of heavily-degraded areas to be reforested, supply of seedlings to land owners, engineering studies of erosion-control works (retention walls, drainage channels), organization of labour-intensive works programmes to replant floodplain woodlands and lakeside mangrove stands, build erosion-control works, and release fingerlings in selected lakes and reservoirs.

Rationalization of the Fisheries Subsector

28. This component has three sub-components: support to fisheries-related income-generating activities; support to non-fisheries income-generating activities as a way of reducing pressure on natural fisheries resources; and access to financial services. As with other IFAD ongoing projects, support to beneficiaries will be provided by services providers working under contract with the programme.

29. The **support to fisheries-related economic activities** sub-component will: improve the supply of fishing gear to existing maritime fishing units both to renew existing equipment and permit fishing of underexploited demersal stocks; assist inland fishermen to convert to other fish-production methods (fish farming including fingerling production); and improve women's fish-processing and fish-conservation methods. Major focus will be placed on a group approach to improving fisherfolk organization and management capabilities, and promoting apex organizations that will provide essential services.

30. The **support to non-fisheries activities** sub-component will help members of IFAD's target group to identify and develop alternative livelihood systems to fishing; and those who remain fishermen to reduce their vulnerability to poverty by diversifying their livelihood strategies. Information on a broad range of alternative income-generating activities in agriculture, manufacturing and services will be made available, and interested groups will have access to training and support. The creation of professional organizations to facilitate marketing will be promoted.

31. **Access to financial services** is essential to the development of income-generating activities, and rural Benin has a dense network of decentralized financial institutions (DFIs). However, the target group is generally not considered creditworthy by these DFIs, some of which are technically weak. Technical support and training will be provided to the managers, accountants and auditors of up to 50 microfinance institutions willing to lend to the target group using their own resources. A small guarantee fund (USD 300 000) will be established to cover part of the corresponding risk and a

limited number of DFIs will also have access to a refinancing facility to top up their resources, especially for medium-term lending.

32. The three components will be coordinated by a PCU to be set up in Cotonou, with two regional offices covering the southern region and the northern region, respectively.

D. Costs and Financing

33. The total cost of the programme, including duties and taxes, is estimated at USD 26.0 million over eight years, of which USD 3.1 million, or about 12%, is in foreign exchange. Duties and taxes are estimated at USD 2.0 million. Price and physical contingencies are estimated at USD 1.8 million and USD 879 000, equivalent respectively to 8% and 4% of the base cost. The programme will be financed by IFAD, the African Development Fund (AfDF), DFIs, the Government and the beneficiaries. The IFAD loan of USD 10.0 million will finance 39% of total costs, including contingencies. The AfDF loan will finance USD 10.0 million (39%) of the amount allocated for each component. The IFAD and the AfDF financing will be on a *pari passu* basis. DFIs will finance USD 3.3 million (13%) of the total amount. The Government will finance USD 2.0 million (8%), representing duties and taxes. The beneficiaries will finance USD 682 000 (3%). The programme costs and financing plan are detailed in Tables 1 and 2 below.

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

Components	Local	Foreign	Total	% of Foreign Exchange	% of Base Costs
Strengthening of institutional capacities	8 168	956	9 124	10	39
Rehabilitation of wetlands and water bodies	5 542	905	6 448	14	28
Rationalization of the fisheries subsector	4 867	-	4 867	-	21
Organization and management	1 977	890	2 867	31	12
Total base costs	20 554	2 752	23 306	12	100
Physical contingencies	722	157	879	18	4
Price contingencies	1 622	187	1 809	10	8
Total programme costs	22 898	3 096	25 995	12	112

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

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

Components	IFAD		AfDF		DFIs		Government		Beneficiaries		Total		For. Exch.	Local (Excl. Taxes)	Duties and Taxes
	Amt.	%	Amt.	%	Amt.	%	Amt.	%	Amt.	%	Amt.	%			
Strengthening of institutional capacities	4 468	44	4 468	44	-	-	883	9	338	3	10 157	40	1 066	8 207	883
Rehabilitation of wetlands and water bodies	3 552	47	3 552	47	-	-	519	7	-	-	7 622	29	1 045	6 059	519
Rationalization of the fisheries subsector	605	12	605	12	3 330	67	90	2	344	7	4 974	19	-	4 884	90
Organization and management	1 385	43	1 385	43	-	-	472	15	-	-	3 241	12	985	1 784	472
Total disbursement	10 009	38	10 009	38	3 330	13	1 964	8	682	3	25 995	100	3 096	20 934	1 964

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

E. Procurement, Disbursement, Accounts and Audit

34. **Procurement** will be in accordance with IFAD's loan agreement. Equipment, materials and vehicles will be purchased in bulk as far as possible. Contracts for vehicles will be subject to international competitive bidding procedures. Contracts for goods and equipment exceeding USD 50 000, up to a total of USD 100 000, will be subject to local competitive bidding (LCB) procedures. For contracts valued at less than USD 50 000, but more than USD 10 000, prudent shopping based on at least three quotations will apply. Procurement for less than USD 10 000 will be made by direct purchase from local suppliers. The civil works, being in scattered locations, are unlikely to be attractive to international bidders. Contracts for buildings, civil works and feeder roads will be subject to LCB procedures, and contracts for dredging will be awarded to beneficiary groups. Consultancy contracts will be awarded following internationally-acceptable standards, with terms of reference, qualifications and conditions of service satisfactory to IFAD and AfDB.

35. **Disbursements** for vehicles, equipment and consultant services will be fully documented. Those for civil works, local training and operating costs, salaries and local contractors will be made against certified statements of expenditures (SOEs). Documentation for withdrawals under SOEs will be retained by the programme for inspection during supervision missions. A Special Account for the programme will be opened in a commercial bank in Cotonou, or public treasury, on terms and conditions acceptable to IFAD. An initial amount of XOF 500 million will be deposited into the Special Account, upon effectiveness and submission of a withdrawal application to IFAD. Replenishment of the Special Account will follow established IFAD procedures. In addition, a Programme Account with an initial deposit of XOF 50 million will be opened in the public treasury in Cotonou for receipt and disbursement of the Borrower's counterpart funds. The programme will be included in the Government's Priority Investment Programme to ensure that it is adequately and timely funded by the Government of Benin. The programme will have an implementation period of eight years from the date of effectiveness.

36. **Accounts and audit.** All implementing agencies involved in the programme will keep separate accounts of expenditures for their activities funded through the programme. The financial controller within the PCU will ensure that all accounts are kept in accordance with prevailing government practices, which are acceptable to IFAD, and prepare six-monthly consolidated statements of accounts as an integral part of the programme's management information system (MIS). These consolidated statements will be submitted to IFAD. The consolidated annual accounts will be audited by an independent auditor acceptable to IFAD. All implementing agencies will grant the auditor access to the accounts for the component(s) they implement. The audited accounts and the auditor's report, the latter with a separate opinion on the SOEs, will be forwarded to IFAD no later than six months after the end of each fiscal year.

F. Organization and Management

37. Programme implementation will be supported by a lean PCU, under the aegis of the MAEP. The PCU will be staffed with a small team of highly-qualified officers, recruited through transparent and competitive procedures. The PCU will have financial and administrative autonomy and its main tasks will be to: prepare the annual work programme and budget (AWP/B) and authorize expenditure; select and contract implementing agencies; carry out regular field supervision and M&E of field activities; and provide regular reports on programme implementation².

38. **Reporting, monitoring and evaluation.** All implementing agencies and partners will prepare quarterly progress reports, which the PCU will use to prepare six-monthly progress reports for submission to IFAD. The reports will contain an assessment of the state of programme implementation, including the financial status. Performances will be compared with the targets laid

² See Appendix VI for more details.



down in the appraisal report and the AWP/Bs. The data will be input into the MIS to be established at programme start-up. The MIS will monitor the efficiency of delivery of programme benefits to beneficiaries and the performances of implementers. Evaluations will be of three sorts: participatory, internal and external. Beneficiaries will be involved in participatory analysis of the implications of their involvement in the programme. The results of these exercises will be presented at annual participatory evaluation workshops.

G. Economic Justification

39. Major activities during the first phase (four years) will be preparatory work aimed at improving the income and living condition of fisherfolk communities in a sustainable manner during the subsequent four years. The main thrusts of the programme during the first phase will be to restore the fish resource base; restore vegetation cover and reduce soil erosion in the catchment areas of degraded water bodies in the south; and replant lakeside vegetation and mangrove stands where fish take shelter and reproduce. Therefore, it is not feasible to carry out classical financial and economic analyses. However, the observations of natural productivity made by several surveys allow one to expect that the natural productivity of inland waters can be improved by 3-5% per year. The first impacts could be visible around the seventh year of implementation. Furthermore, the programme will contribute to other economic benefits, including fisheries income-generating activities, non-fisheries activities, establishment of service providers and forestry plantations.

H. Benefits and Beneficiaries

40. **Beneficiaries.** The main beneficiaries of the programme will be the poorest fishermen, fish processors and fish traders, most of whom are operating in the South. An estimated 80 000 producers in the fisheries subsector, about one third of them women, are expected to benefit directly. However, the entire population of the partner communities, and even the people from surrounding villages (over 600 000 persons), will benefit indirectly from a rehabilitated, and therefore more productive, physical environment, better access and social infrastructures, as well as empowerment through participation in decision-making and management of the natural resource base.

41. **Benefits.** Increases in fisherfolk incomes will derive mainly from reductions in the unit cost of production, as well as improvement of quality, packaging, storage and marketing skills. About half of the beneficiaries will acquire literacy skills and others will be trained in bookkeeping and management. Several of the infrastructures eligible for financing through the CDF are likely to benefit the broader community (improved roads, water supply, storage facilities), and any improvements to market conditions and to the bargaining power of the fisherfolk will inevitably benefit all economic actors in the community.

I. Risks

42. The sustainable livelihoods approach to rural development involves an iterative process over a relatively long period of time. Any attempt to produce quick results may detract from the importance of ensuring that basic processes are understood and established. At the community level, the technical and objective analyses of problems may be superficial, with the result that the participatory planning exercises produce a standard shopping list of externally-promoted programme activities rather than options for solving basic problems that can be sustained with the resources of the community. The strengthening of institutional capacities component may be hindered by pressure to speed up implementation for community development activities, particularly infrastructure. Mitigating measures include strong support for capacity building and extensive training and for ensuring that M&E plans are actively implemented and verified by means of field visits. Supervision and follow-up by PCU, IFAD and AfDB will be critical.



J. Environmental Impact

43. **Environmental benefits.** The programme's impact on the environment will be positive in the medium and long terms, thanks to reforestation of banks, floodplains and catchment areas, control of erosion and silting up. The biodiversity of the country's wetlands, now seriously threatened, will be safeguarded. Environmental pressures will be alleviated by introducing fish farming and non-fish-related economic activities. Erosion and silting-up of the water bodies will be reduced by the planting of mangroves on the banks, with other trees behind them to provide the wood for fish smoking. The introduction of improved *Chorkhor* ovens will reduce both wood consumption and the incidence of respiratory and eye disease among women. All proposals for infrastructures and economic activities to be financed through credit will be subjected to participatory environmental impact assessment as part of the screening procedure.

K. Innovative Features

44. The programme has been identified and formulated within an intensely consultative and participatory process, including state, local governments, private sector, NGOs, fisherfolk communities, stakeholders and donors. A national task force comprising different representatives of line ministries was established for the preparation of the programme. Six regional consultation workshops with representatives of fisherfolk communities were undertaken. A national workshop was also held with bilateral and multilateral organizations and projects. Effectiveness of the programme on the ground and of IFAD in the country will be assured by making maximum use of existing knowledge (PAGER, PROMIC, PDRT), including the skills of the local people; and incorporating a substantial measure of training, technical backstopping and follow-up to bolster programme management and fisherfolk communities. The programme will be the first in West Africa to scale up the sustainable livelihoods approach that was introduced on a pilot basis under the DFID regional project. This approach is a tool for the structural and people-centered analysis of all of the factors that contribute to the livelihoods of the fisher poor. It is a total departure from the old blueprint approach. The approach is therefore a holistic one covering the artisanal fisheries development continuum. The process will continue into implementation through the partnership of donors (AfDB, GTZ, DANIDA, DFID, French and Netherlands cooperation), the convergence of methodology for service provision to fisherfolk communities. The programme is therefore consistent with the need to decentralize service delivery and further empower artisanal fisheries communities.

PART III - LEGAL INSTRUMENTS AND AUTHORITY

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

46. The Republic of Benin is empowered under its laws to borrow from IFAD.

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



PART IV - RECOMMENDATION

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

RESOLVED: that the Fund shall make a loan to the Republic of Benin in various currencies in an amount equivalent to seven million eight hundred and fifty thousand Special Drawing Rights (SDR 7 850 000) to mature on and prior to 15 September 2041 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.

Lennart Båge
President

SUMMARY OF IMPORTANT SUPPLEMENTARY ASSURANCES INCLUDED IN THE NEGOTIATED LOAN AGREEMENT

(Loan Negotiations concluded on 14 November 2001)

1. The Government of the Republic of Benin (hereinafter called "the Government") places at the disposal of the Ministry of Agriculture, Livestock and Fisheries (MAEP) (the executing agency of the programme) the proceeds of the loan in accordance with the provisions of the AWP/Bs and customary national procedures relating to development assistance, in order to execute the programme.
2. In addition to the loan proceeds, and when necessary, the Government places at the disposal of the executing agency of the programme funds, facilities, services and other resources to execute the programme in accordance with the provisions of the loan agreement, as well as counterpart funds derived from its own resources, in accordance with customary national procedures relating to development assistance. To this end, the Government will effect a first deposit of counterpart funds of the amount of 50 000 000 CFA francs on the account of the programme corresponding to a part of its contribution to the financing of the programme. Every six months, the Government will replenish the programme account in advance by depositing thereon the counterpart funds as provided under the AWP/B relating to the programme year under consideration. The counterpart funds will be integrated into the Public Investment Programme.
3. The funds to be disbursed from the loan account on the basis of a request for disbursement addressed by the Government must be allocated by the cooperating institution between the IFAD loan and the AfDF loan on a 50/50 basis, or according to any other ratio agreed by the IFAD and AfDF. However, as from the entry into force of the IFAD loan and for a maximum period of 12 months, IFAD may assume the expenses imputable to AfDF. The amounts corresponding to the percentage financed by AfDF, thus assumed by IFAD, will be reimbursed from AfDF to the loan account immediately after the entry into force of the AfDF loan. Moreover, the conclusion of contracts for the procurement of goods and services for civil engineering works financed by the loan proceeds is subject to the provisions of the regulations of the cooperating institution and of the African Development Bank.
4. In order to support suitable environmental practices as set out in Section 7.15 (Protection of the Environment) of the General Conditions, the Government shall take, within the framework of the programme, the measures necessary relating to management of pesticides supplied within the framework of the programme and to this end shall ensure that pesticides supplied within the framework of the programme do not include any pesticide either prohibited under the International Code of Conduct on the Distribution and Utilization 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 (WHO) Recommended Classification of Pesticides by Hazard and Guidelines to Classification, 1996-1997, as amended from time to time.
5. The official responsible for M&E in the PCU will be tasked with the drafting of M&E reports on the programme. With the support of an international consultant, he will design and put in place an M&E system. He will design the performance indicators of the programme, as well as indicators for physical and financial results and impact indicators; he will also determine the frequency of monitoring operations, the method for collection of information and data, the methods and support for their dissemination and use. The M&E system will place special emphasis on participatory M&E so as to strengthen the assumption of responsibility by local authorities. The beneficiary population



groups will define their own indicators and ensure their own M&E operations. The results of the M&E will be disseminated to beneficiaries, to partners and to operators, so as to facilitate the coordination of the programme, enhance beneficiary involvement and improve the implementation of the programme.

6. The Government will exempt from all taxes, duties and levies the goods and services financed by the loan, by means of an order issued by the Ministry of Finance.

7. The Government will insure programme staff against risks of disease and accident in accordance with customary practices in force in its territory.

8. The Government undertakes to give preference to women candidates, on the basis of their equal competence to men, for posts to be filled within the framework of the programme.

9. The following conditions are specified as prior conditions to the entry into force of the loan agreement:

- (a) the present agreement shall have been duly signed by an authorized representative of the Government;
- (b) the PCU, the National Steering Committee, the Regional Steering and Consultative Committees shall have been established by an order of MAEP;
- (c) all the programme staff shall have been recruited further to a call for tenders;
- (d) the programme account shall have been opened and the first deposit of counterpart funds, provided for under Section 3.06 (b), shall have been effected; and
- (e) a favourable legal opinion, delivered by the Supreme Court or any other competent judicial authority, concerning the elements cited in Section 7.02 and acceptable in both form and substance to IFAD shall have been transmitted to IFAD.

10. The following conditions are specified as prior conditions to disbursement of loan proceeds;

- (a) the manual of procedures shall have been finalized to the satisfaction of IFAD; and
- (b) an accounting system shall have been put in place by the PCU to the satisfaction of IFAD.

COUNTRY DATA

BENIN

Land area (km² thousand), 1997 1/	111	GNI per capita (USD), 1999 4/	380
Total population (million), 1999 4/	6.1	Average annual real rate of growth of GNP per capita, 1990-98 2/	1.8
Population density (people per km²), 1998 1/	54	Average annual rate of inflation, 1990-98 2/	10.1
Local currency	CFA Franc BCEAO (XOF)	Exchange rate: USD 1 =	XOF 700
Social Indicators		Economic Indicators	
Population (average annual population growth rate), 1980-98 1/	3.0	GDP (USD million), 1999 4/	2 369
Crude birth rate (per thousand people), 1998 1/	41	Average annual rate of growth of GDP 1/	
Crude death rate (per thousand people), 1998 1/	13	1980-90	2.5
Infant mortality rate (per thousand live births), 1998 1/	87	1990-98	4.6
Life expectancy at birth (years), 1998 1/	53	Sectoral distribution of GDP, 1998 1/	
Number of rural poor (million) (approximate) 1/	n.a.	% agriculture	39
Poor as % of total rural population 1/	n.a.	% industry	14
Total labour force (million), 1998 1/	2.7	% manufacturing	8
Female labour force as % of total, 1998 1/	48	% services	48
Education		Consumption, 1998 1/	
Primary school gross enrolment (% of relevant age group), 1997 1/	78 a/	General government consumption (as % of GDP)	10
Adult literacy rate (% age 15 and above), 1998 3/	38	Private consumption (as % of GDP)	82
Nutrition		Gross domestic savings (as % of GDP)	
Daily calorie supply per capita, 1997 3/	2 487	Balance of Payments (USD million)	
Prevalence of child malnutrition (height for age % of children under 5), 1992-98 1/	25	Merchandise exports, 1998 1/	n.a.
Prevalence of child malnutrition (weight for age % of children under 5), 1992-98 1/	29	Merchandise imports, 1998 1/	n.a.
Health		Balance of merchandise trade	
Health expenditure, total (as % of GDP), 1990-98 1/	2.0	n.a.	
Physicians (per thousand people), 1990-98 1/	0.06	Current account balances (USD million)	
Percentage population without access to safe water, 1990-98 3/	44	before official transfers, 1998 1/	
Percentage population without access to health services, 1981-93 3/	58	after official transfers, 1998 1/	
Percentage population without access to sanitation, 1990-98 3/	73	Foreign direct investment, 1998 1/	
Agriculture and Food		34	
		Government Finance	
Food imports as percentage of total merchandise imports, 1998 1/	n.a.	Overall budget surplus/deficit (including grants) (as % of GDP), 1997 1/	
Fertilizer consumption (hundreds of grams per ha of arable land), 1995-97 1/	240	Total expenditure (% of GDP), 1997 1/	
Food production index (1989-91=100), 1996-98 1/	140.6	Total external debt (USD million), 1998 1/	
Land Use		Present value of debt (as % of GNP), 1998 1/	
Arable land as % of land area, 1997 1/	13.1	Total debt service (% of exports of goods and services), 1998 1/	
Forest area (km ² thousand), 1995 1/	46	10.6	
Forest area as % of total land area, 1995 1/	41.8	Nominal lending rate of banks, 1998 1/	
Irrigated land as % of cropland, 1995-97 1/	0.8	Nominal deposit rate of banks, 1998 1/	
		3.5	

n.a. not available.

a/ Data are for years or periods other than those specified.

1/ World Bank, *World Development Report*, 20002/ World Bank, *Atlas*, 20003/ United Nations Development Programme, *Human Development Report*, 20004/ World Bank, *World Development Indicators database*, 2001

PREVIOUS IFAD LOANS TO BENIN

Project Name	Initiating Institution	Cooperating Institution	Board Approval	Loan Effectiveness	Current Closing Date	Approved Loan/Grant Amount (SDR)	Disbursement (as % of Approved Amount)
Borgou Province Rural Development Project (061-BE)	World Bank: IDA	World Bank: IDA	22 Apr 81	09 Mar 82	30 Jun 89	11 000 000	92.5%
Atacora Province Rural Development Project (101-BE)	IFAD	World Bank: IDA	14 Sep 82	23 Jun 83	31 Dec 90	8 250 000	99.3%
Second Borgou Rural Development Project (210-BE)	World Bank: IDA	World Bank: IDA	02 Dec 87	06 Dec 88	31 Dec 94	7 950 000	83.7%
Second Atacora Rural Development Project (289-BE)	IFAD	UNOPS	11 Dec 91	30 Sep 92	31 Dec 99	6 250 000	94.6%
Income-Generating Activities Project (399-BJ)	IFAD	UNOPS	06 Dec 95	13 Mar 97	30 Jun 04	8 050 000	43.1%
Microfinance and Marketing Project (470-BJ)	IFAD	IFAD	22 Apr 98	04 May 99	30 Jun 05	9 150 000	17.1%
Roots and Tubers Development Programme (530-BJ)	IFAD	BOAD	03 May 00	23 Jun 01	31 Mar 09	9 750 000	-
Total for seven loans						60 400 000	

Lending terms = Highly concessional for all loans



LOGICAL FRAMEWORK

NARRATIVE DESCRIPTION	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	HYPOTHESES AND RISKS
<p>Development goal: Contribute to poverty alleviation among the most vulnerable fisherfolk families by increasing their incomes and improving their living conditions.</p> <p>Specific objectives: (i) foster the sustainable rehabilitation and exploitation of domestic fisheries; (ii) strengthen the capacity of communities institutions and contribute towards the diversification of local livelihood strategies as a means of reducing the pressure on fisheries resources.</p>	<ul style="list-style-type: none"> - Purchasing power of poor households is increased sustainably - Maximum sustainable yield (MSY) is attained. - Fishing pressures (canoes and fishermen) are reduced. 	<ul style="list-style-type: none"> - Survey on poverty - Survey on household incomes - Statistics on fisheries (Statistics Observatory) - Reports of programmes and projects working in the fisheries subsector 	<ul style="list-style-type: none"> - The target group will receive priority under the programme. - Government recognizes the right of community-level institutions to establish and apply their own regulations for the sustainable management of fisheries resources.
EXPECTED RESULTS:			
<p><i>Result I: The capacity of community-based institutions and fisheries-sector support institutions to manage local natural resources is strengthened</i></p> <p>I.1. The fisherfolk communities are better organized, better equipped, and better qualified and informed, allowing them to ensure sustainable natural resources management (NRM)</p> <ul style="list-style-type: none"> - The management of water bodies and natural resources is assured efficiently and sustainably by local institutions put in place by the communities themselves. - The community-based institutions are capable of preparing micro-projects and managing collective infrastructure on their own. - People particularly vulnerable to poverty have formed their own economic interest groups to develop more sustainable livelihoods. - Women and junior males are actively involved in programme activities and their capacities are strengthened in several ways (literacy, access to information, technical and managerial training). - Access to socio-economic services, including rural tracks, is improved in the communities that have fulfilled their partnership contract with the programme. 	<ul style="list-style-type: none"> - Landed fish are of legal size (the NRM plan is effective) - Micro-projects prepared by the communities without external intervention - Rates of use of collective infrastructure by gender and by age - School enrolment rates (especially girls) - Reduction of water-borne illnesses - Rural tracks constructed or rehabilitated - Reduction in the number of households perceived as poor or vulnerable to poverty (by sex of household head) - Rates of success at literacy tests (especially women) - Presence of women and junior males on committees, economic interest groups, etc. is commensurate with their presence in the general population. 	<ul style="list-style-type: none"> - Progress reports of the monitoring and evaluation (M&E) desk of the PCU and services providers - M&E surveys - M&E activities by beneficiaries - Minutes of meetings of national and regional steering committees (CNO and CRCO) - Progress and mission reports of concerned institutions - Mid-term review and completion evaluation 	<ul style="list-style-type: none"> - Target group members (male, female and youths) are willing to undergo training - Traditional and modern authorities are willing to take part in implementing the programme. - The communities will mobilize their contributions in kind or in cash towards the installation of social infrastructures and to manage/maintain them. - The communities will accept to encourage the active participation of the poor and those most vulnerable to poverty

3





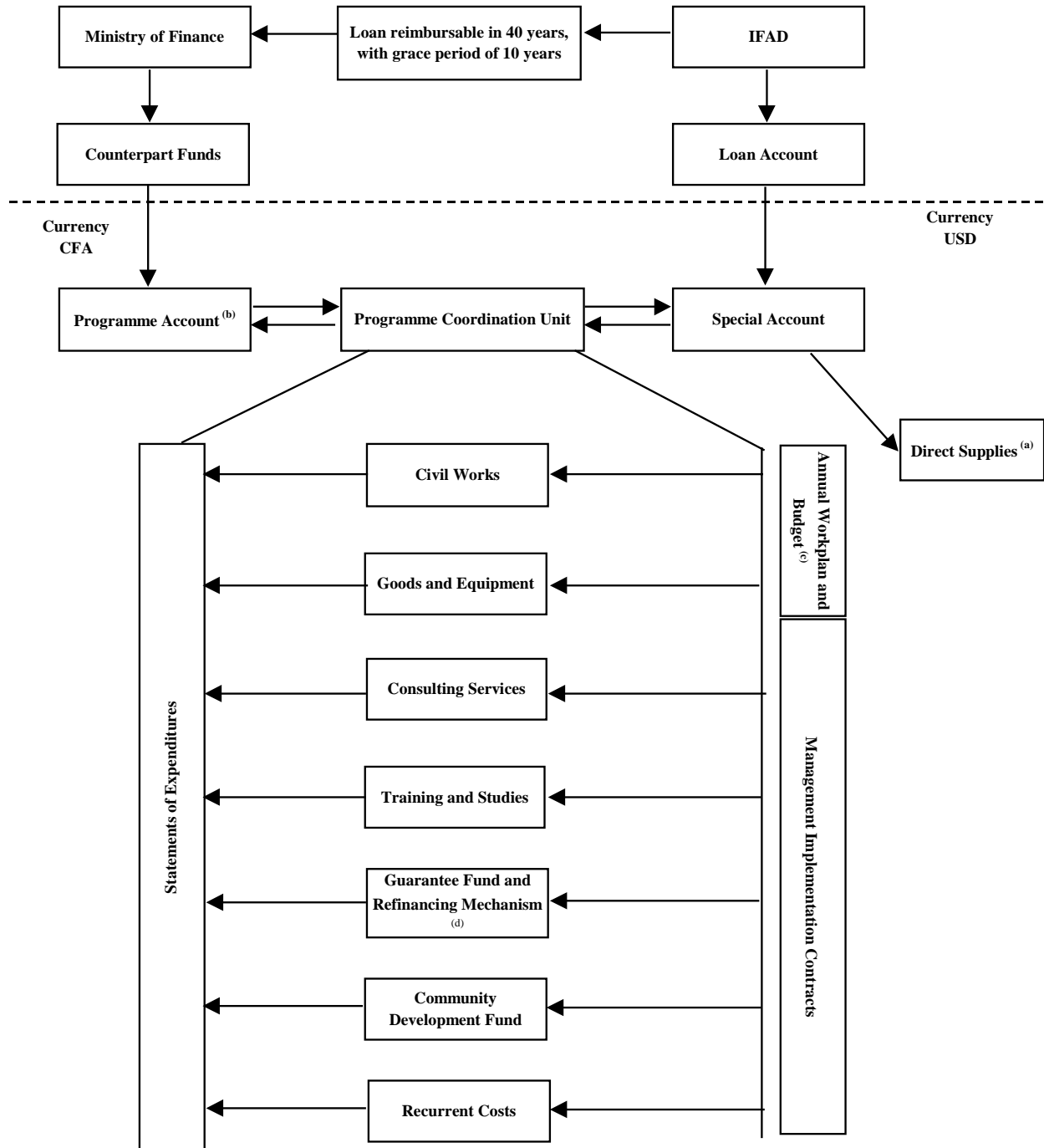
NARRATIVE DESCRIPTION	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	HYPOTHESES AND RISKS
<p>I.2. The capacity to coordinate and monitor fisheries activities of the fisheries sector support institutions are strengthened.</p> <ul style="list-style-type: none"> - Coordination and monitoring by the support institutions is effective. - The system for participatory collection of statistics on fishing and fish farming is operational. - The action-research activities are carried out and promising results are diffused. - Surveillance and security at sea are assured in collaboration with the fishermen themselves. - A strategy for the development of national fisheries is formulated. 	<ul style="list-style-type: none"> - Meetings held for consensus-building and coordination - Monitoring missions carried out - Statistics Observatory is in place and functional - Action-research themes developed and extended to fisherfolk - Encroachment by industrial fishing boats reduced - Approved strategy paper 	<ul style="list-style-type: none"> - Reports of missions by Fisheries Dept. (DP), Planning Division (DPP) and field office staff (CARDER) - Minutes of CNO and CRCO meetings - Surveys and studies by the Statistics Observatory - Progress reports by project coordination unit (PCU) - Coastguard reports 	<ul style="list-style-type: none"> - Restructuring of DP and the Godomey research centre is completed. - Government institutions will have the necessary financial, human and logistical means.
<p>Result II: Rehabilitation and improvement works to water bodies are carried out</p> <ul style="list-style-type: none"> - Erosion is controlled through afforestation of catchment areas, replanting of river and lake-bank mangrove stands and the construction of erosion-control works. - Fisheries stocks are replenished. - Lakes and reservoirs in the Central and North areas are stocked with fingerlings. - Manual dredging by labour-intensive means (HIMO) tested on certain water bodies. 	<ul style="list-style-type: none"> - Area replanted - Area covered by protected or replaced mangroves - Erosion-control works in place and maintained - Reduction of eroded areas - Community spawning areas created and protected - Proportion of landed fish that are of legal size. - Water bodies dredged manually - Manpower (male and female) absorbed by labour-intensive works 	<ul style="list-style-type: none"> - Progress reports by PCU and services providers - M&E surveys - M&E activities by beneficiaries - Statistics on landings (Observatory) - Reports by partner institutions - Mid-term review and completion evaluation 	<ul style="list-style-type: none"> - Traditional authorities will support the programme - Local populations (lakeside and hinterland) are willing to protect and manage replanted areas and erosion-control works. - Fingerlings will be available - Manual dredging is feasible - Incentives to rehabilitate the environment are attractive to the communities.
<p>Result III: Sustainable livelihoods in fisheries and outside fisheries are developed</p> <p>III.1. Livelihoods in fisheries are developed and sustainable:</p> <ul style="list-style-type: none"> - Small-scale maritime fishermen are able to renew their equipment locally. - Currently unexploited fisheries zones are accessible to small-scale maritime fishermen. - Fish and shell-fish farming techniques are mastered. - Fish potential of stocked lakes and reservoirs is exploited. - Working conditions of women active in production, marketing, processing and conservation of fish products are improved. 	<ul style="list-style-type: none"> - Spare parts and fishing gear are readily available - Landings of high-value fish species are increased - Fish paddocks, floating cages and fish ponds are installed and profitable - Fish-smoking ovens, ice plants and insulated boxes are available - Evolution of numbers of fishermen, fish processors and fish vendors by gender - Evolution of incomes by gender 	<ul style="list-style-type: none"> - Progress reports - M&E surveys - Framework surveys - Reports by the Statistics Observatory - Participatory M&E activities 	<ul style="list-style-type: none"> - Sales points for fishing gear and spares will be viable - Fingerlings and feed will be available on the market - Promoters of new fish production activities will have access to credit. - Taxes on imports of fishing gear will be reduced. - Strong markets for farmed fish exist

NARRATIVE DESCRIPTION	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	HYPOTHESES AND RISKS
III.2. Non-fisheries sustainable livelihoods are promoted <ul style="list-style-type: none"> - Agriculture - Livestock - Crafts and manufacturing - Commerce and trade - Services 	<ul style="list-style-type: none"> - Numbers of fisherfolk (male and female) with alternative sustainable livelihoods - Number of micro-projects supported by the programme 	<ul style="list-style-type: none"> - Progress reports - M&E surveys - Framework survey - Reports by Statistics Observatory 	<ul style="list-style-type: none"> - Land tenure problems will be resolved - Support is appropriate - Credit is available - Markets are strong
III. 3. Fisheries and non-fisheries income generating activities are financed through credit	<ul style="list-style-type: none"> - Number of decentralized microfinance institutions lending to target group - Number and size of loans delivered to target group (male and female) - Repayment rates (male and female) 	<ul style="list-style-type: none"> - Reports of decentralized microfinance institutions - Progress reports - Participatory M&E 	<ul style="list-style-type: none"> - The target groups will be eligible for loans on the conditions applied by existing decentralized microfinance institutions.
<i>Result IV: The programme is efficiently implemented, the capacities of services providers are strengthened and partnerships with other projects and programmes with similar activities are established.</i>	<ul style="list-style-type: none"> - AWP/Bs prepared and carried out on schedule. - Contracts with services providers - Support provided to services providers. - Partnership agreements signed with other projects - Frequency of meetings, workshops and joint activities, etc.. 	<ul style="list-style-type: none"> - Progress reports by the PCU - Supervision reports - Financial statements 	<ul style="list-style-type: none"> - Organization and management capacity of the PCU is strong. - Other projects and programmes are willing to collaborate
<p><i>Components and subcomponents</i></p> <p>Component 1: Strengthening of institutional capacities</p> <ul style="list-style-type: none"> • Support to community-level institutions • Support to public institutions <p>Component 2: Rehabilitation/development of inland fisheries resources</p> <ul style="list-style-type: none"> • Restoration of natural resources of inland water bodies • Participatory formulation & implementation of natural resources management (NRM) plans • Reconstitution of fisheries resources <p>Component 3: Rationalization of fisheries sector and development of alternative sustainable livelihoods</p> <ul style="list-style-type: none"> • Support to income-generating activities in fisheries sector • Support to non-fisheries income-generating activities • Financing of income-generating activities <p>Component 4: Programme management and coordination</p> <ul style="list-style-type: none"> • Organization • Management and coordination • Monitoring and evaluation 	<p>Inputs : Costs by component</p> <p>USD 10.16 million</p> <p>USD 7.20 million</p> <p>USD 4.97 million</p> <p>USD 3.24 million</p>	<ul style="list-style-type: none"> - Annual reports by PCU - Supervision mission reports - Mid-term review - Participatory evaluations 	<ul style="list-style-type: none"> - Funds will be disbursed as planned by IFAD and African Development Bank (AfDB). - Government will provide counterpart funds as agreed.





FLOW OF FUNDS



Notes:

- (a) Suppliers paid from Special Account;
- (b) Programme Account for local counterpart funds;
- (c) Disbursement based on annual work programme, budget, and associated implementation contracts;
- (d) Some credit needs will be financed by Decentralized Financial Systems

COÛTS ET FINANCEMENT

Coûts par composante (millions de dollars E.-U.)

	Renforcement des capacités institutionnelles		Rationalisation de la filière pêche et AGR				Total	
	Appui aux institutions de base	Appui aux institutions de soutien	Réhabilitation et aménagement des plans d'eau	Appui aux AGR liées à la pêche	Appui aux AGR non liées à la pêche	Accès au crédit		Organisation et gestion du programme
I. Coûts d'investissement								
A. Génie civil								
Bâtiments	-	581.0	-	-	-	-	79.6	660.6
Ouvrages anti-érosifs	-	-	759.5	-	-	-	-	759.5
Opération dragage	-	-	3 410.4	-	-	-	-	3 410.4
Sous-total génie civil	-	581.0	4 169.9	-	-	-	79.6	4 830.5
B. Véhicules	-	338.5	-	-	-	-	432.3	770.8
C. Équipements								
Équipement de bureau	-	154.9	-	-	-	-	157.2	312.1
Autre équipement	-	56.4	-	-	-	-	-	56.4
Sous-total équipement	-	211.3	-	-	-	-	157.2	368.5
D. Intrants	-	-	2 878.1	-	-	-	-	2 878.1
E. Études	-	137.9	152.1	-	-	-	251.7	541.7
F. Assistance technique								
A.T. locale	36.7	34.1	-	-	-	199.3	48.4	318.6
A.T. internationale	-	77.1	-	-	-	-	62.3	139.4
Sous-total assistance technique	36.7	111.2	-	-	-	199.3	110.7	458.0
G. Formation	392.1	68.6	-	-	-	-	183.9	644.6
H. Prestations de service	3 841.8	123.4	-	365.0	236.0	-	156.5	4 722.7
I. Fonds								
Fonds de développement communautaire	3 721.1	-	-	-	-	-	-	3 721.1
Besoins en crédit	-	-	-	3 308.0	366.0	-	-	3 674.0
Fonds de garantie	-	-	-	-	-	300.0	-	300.0
Fonds de refinancement	-	-	-	-	-	200.0	-	200.0
Sous-total fonds	3 721.1	-	-	3 308.0	366.0	500.0	-	7 895.1
Total coûts d'investissement	7 991.7	1 571.9	7 200.0	3 672.9	602.0	699.3	1 372.1	23 110.0
II. Coûts renouvelables								
A. Salaires et indemnités								
Salaires	-	-	-	-	-	-	1 243.5	1 243.5
Indemnités	-	194.3	-	-	-	-	-	194.3
Sous-total salaires et indemnités	-	194.3	-	-	-	-	1 243.5	1 437.8
B. Entretien et fonctionnement								
Entretien des constructions	-	-	-	-	-	-	33.6	33.6
Entretien des équipements	-	52.3	-	-	-	-	90.7	143.0
Fonctionnement des moyens de transport	-	304.5	-	-	-	-	356.9	661.4
Autres frais annuels	-	41.9	-	-	-	-	144.6	186.5
Sous-total entretien et fonctionnement	-	398.7	-	-	-	-	625.8	1 024.5
Total coûts renouvelables	7 991.7	2 164.9	7 200.0	3 672.9	602.0	699.3	3 241.4	25 572.3
Taxes	576.3	306.6	113.9	54.7	35.4	-	471.8	1 558.8
Dépenses en devises	77.1	989.2	226.4	-	-	-	985.4	2 278.1



**Décaissements par financeurs
(millions de dollars E.-U.)**

	Financeurs												Monnaie locale (hors taxes)	Droits et taxes	
	FIDA		FAD		SFD		Bénéficiaires		Gouvernement		Total				
	Montant	%	Montant	%	Montant	%	Montant	%	Montant	%	Montant	%			Devises
B. Génie civil															
Bâtiments	280.8	42.5	280.8	42.5	-	-	-	-	99.1	15.0	660.6	2.6	296.3	265.2	99.1
Ouvrages anti-érosifs	322.8	42.5	322.8	42.5	-	-	-	-	113.9	15.0	759.5	3.0	150.5	495.1	113.9
Opération dragage	1 705.2	50.0	1 705.2	50.0	-	-	-	-	-	-	3 410.4	13.3	-	3 410.4	-
Sous-total génie civil	2 308.7	47.8	2 308.7	47.8	-	-	-	-	213.0	4.4	4 830.5	18.9	446.8	4 170.7	213.0
C. Véhicules	300.6	39.0	300.6	39.0	-	-	-	-	169.6	22.0	770.8	3.0	577.9	23.4	169.6
D. Équipements	156.6	42.5	156.6	42.5	-	-	-	-	55.3	15.0	368.5	1.4	260.7	52.5	55.3
E. Intrants	1 439.0	50.0	1 439.0	50.0	-	-	-	-	-	-	2 878.1	11.3	-	2 878.1	-
F. Études	270.9	50.0	270.9	50.0	-	-	-	-	0.0	-	541.7	2.1	268.6	273.1	-
G. Assistance technique	229.0	50.0	229.0	50.0	-	-	-	-	-	-	458.0	1.8	139.4	318.6	-
H. Formation	322.3	50.0	322.3	50.0	-	-	-	-	0.0	-	644.6	2.5	176.5	468.2	-
I. Prestation de services	2 007.1	42.5	2 007.1	42.5	-	-	-	-	708.4	15.0	4 722.7	18.5	-	4 014.3	708.4
J. Fonds															
Fonds de développement communautaire	1 691.4	45.5	1 691.4	45.5	-	-	338.3	9.1	-	-	3 721.1	14.6	-	3 721.1	-
Besoins en crédit	-	-	-	-	3 330.1	90.6	343.9	9.4	-	-	3 674.0	14.4	-	3 674.0	-
Fonds de garantie	150.0	50.0	150.0	50.0	-	-	-	-	-	-	300.0	1.2	-	300.0	-
Fonds de refinancement	100.0	50.0	100.0	50.0	-	-	-	-	-	-	200.0	0.8	-	200.0	-
Sous-total Fonds	1 941.4	24.6	1 941.4	24.6	3 330.1	42.2	682.2	8.6	-	-	7 895.1	30.9	-	7 895.1	-
K. Salaires et indemnités	589.5	41.0	589.5	41.0	-	-	-	-	258.8	18.0	1 437.8	5.6	-	1 179.0	258.8
L. Entretien et fonctionnement	435.4	42.5	435.4	42.5	-	-	-	-	153.7	15.0	1 024.5	4.0	408.3	462.5	153.7
Total	10 000.6	39.1	10 000.6	39.1	3 330.1	13.0	682.2	2.7	1 558.8	6.1	25 572.3	100.0	2 278.1	21 735.4	1 558.8





ORGANISATION ET GESTION

A. Organisation du programme

1. Le programme sera placé sous la tutelle administrative du Ministère de l'agriculture, de l'élevage et de la pêche (MAEP) représenté par la Direction de la programmation et de la prospective (DPP) compte tenu de son rôle de coordination et de suivi des politiques de développement rural. La DPP assure en effet la tutelle de la plupart des projets de développement rural dont trois financés par le FIDA. L'organisation générale du Programme tient compte: i) des orientations de politique du développement rural; ii) de l'expérience antérieure des projets/programmes du FIDA au Bénin; iii) de la politique de décentralisation amorcée par le Gouvernement qui devrait aboutir à une plus grande responsabilisation des collectivités locales; et iv) des objectifs et de la stratégie générale du Programme.

2. Le schéma d'organisation du Programme comprend trois niveaux correspondant à une répartition des tâches et des responsabilités: i) le niveau de concertation représenté par le Comité national d'orientation (CNO) et les comités régionaux de concertation et d'orientation (CRCO); ii) le niveau de coordination constitué par l'Unité de coordination du Programme (UCP) et les Coordinations Régionales; et iii) le niveau d'exécution des activités, correspondant d'une part, aux prestataires de service contractuels, et aux communautés de base, bénéficiaires du Programme, d'autre part.

Organes de concertation

3. Le Comité national d'orientation (CNO) sera chargé de la supervision générale du Programme et exercera des fonctions d'orientation de ses activités. Il constituera aussi un cadre de dialogue et de concertation entre le MAEP et les principaux acteurs impliqués dans la mise en œuvre du Programme. Il sera présidé par le Ministre de l'agriculture, de l'élevage et de la pêche, représenté par le Directeur de la programmation et de la prospective (DPP), et comprendra des représentants: i) des bénéficiaires du Programme (élus des communautés bénéficiaires); ii) des prestataires de service contractuels du Programme, iii) des projets partenaires, iv) des CRCO et v) des autres ministères concernés par le Programme (Plan, Finances, Environnement, Travaux publics, Condition féminine, etc.). Les représentants des bénéficiaires et des partenaires constitueront au moins la moitié des membres du CNO.

4. Le CNO jouera un rôle consultatif. Ses principales tâches seront les suivantes: i) passer en revue le fonctionnement et l'état d'avancement du Programme; ii) examiner et adopter les rapports d'activités et financiers de l'exercice précédent préparés par l'UCP et formuler les recommandations appropriées; iii) examiner les programmes de travail et budget annuel (PTBA) élaborés par l'UCP pour avis et commentaires avant leur transmission au FIDA et à la BAD; iv) veiller au respect des objectifs et de la stratégie d'intervention du Programme; v) veiller à l'application des recommandations des différentes missions d'appui extérieur, en particulier des missions de supervision; et vi) entreprendre toute action dépassant le domaine de compétence de l'UCP, y compris l'arbitrage des conflits pouvant surgir entre les différents ministères, projets et organismes intervenant également dans le sous - secteur pêche. Le Directeur des pêches assurera la vice-présidence du CNO et le Coordonnateur de l'UCP en assurera le secrétariat.

5. Au niveau régional nord et sud, des Comités régionaux de concertation et d'orientation (CRCO) seront constitués. et organisés de façon légère. Ils seront présidés par le Coordonnateur de l'UCP et regrouperont les partenaires les plus concernés par l'exécution du Programme. Le CRCO vient en appui au mandat de coordination que le MAEP exerce à travers les CARDER. A ce titre, le CRCO est composé des représentants i) des conseils communaux concernés (communes ayant le plus de populations dans les zones humides), ii) des CARDER et projets partenaires, iii) des pêcheurs et des



mareyeuses appuyés par le Programme, iv) des principaux services financiers décentralisés (SFD) partenaires du Programme et; v) des associations professionnelles concernées. Le CRCO donnera un avis sur les PTBA et les rapports d'activité préparés par la Coordination régionale concernée et émettra des recommandations au CNO à travers l'UCP. Le Coordonnateur régional du Programme assure le secrétariat du CRCO.

Organes de coordination

6. Une Unité de coordination du Programme (UCP) sera créée en tant qu'agence de coordination et comprendra: une Coordination nationale basée à Cotonou et deux **Coordinations régionales** qui assurent un suivi de proximité des opérateurs, au Nord (zone du PROMIC) et au Sud (zone du PAGER) du Bénin. L'UCP aura pour principales fonctions de gérer les moyens du PADPPA et d'assurer la maîtrise d'œuvre des activités prévues. En particulier, le suivi rapproché effectué par les Coordinations régionales se traduira par la présence permanente de leur encadrement sur le terrain, par les visites au niveau des villages où interviennent les prestataires de service pour s'assurer de la qualité du travail fourni.

7. L'UCP jouira de l'**autonomie de gestion administrative et financière** lui permettant, dans la limite des PTBA approuvés, d'embaucher du personnel contractuel, de signer des contrats avec les opérateurs sélectionnés pour l'exécution des activités et des conventions avec les projets et organisations intervenant dans le sous-secteur des pêches. L'UCP assurera la gestion directe des fonds des prêts FIDA/FAD et des fonds de contrepartie du gouvernement. Les attributions de l'UCP seront définies dans un décret signé par le MAEP dont le contenu sera soumis pour approbation au FIDA et à la BAD.

8. Au titre de sa mission de maîtrise d'œuvre, l'UCP: i) identifiera et évaluera les opérateurs compétents; ii) préparera les dossiers d'appel d'offres, instruira les soumissions, proposera les décisions d'adjudication, iii) préparera puis signera les contrats avec les prestataires sélectionnés; iv) effectuera les règlements; iv) évaluera les performances des attributaires. La préparation des appels d'offres et la passation des marchés seront de la compétence du Coordonnateur de l'UCP. L'UCP mettra en place en son sein une commission de gestion des appels d'offres, composée des cadres de l'UCP et qui sera chargée du dépouillement, de l'analyse et de l'adjudication provisoire des dossiers et marchés.

9. Au sein de l'UCP, les coordinations régionales seront chargées i) de la coordination, du suivi et du contrôle des activités menées par les opérateurs du PADPPA (ONG, bureaux d'étude...), ii) de la validation et de la transmission au siège des rapports et documents établis par les opérateurs, iii) de la coordination des activités du Programme avec les responsables des CARDER et des projets régionaux, iv) d'entretenir des relations de travail étroites avec le PROMIC pour la Coordination du Nord et avec le PAGER pour la Coordination du Sud.

10. L'UCP sera animée par un Coordonnateur du Programme assisté par un Contrôleur financier, un responsable du suivi - évaluation, un assistant au responsable du suivi - évaluation, trois responsables de composantes thématiques (renforcement des capacités institutionnelles, restauration des plans d'eau. rationalisation de la filière pêche et activités génératrices de revenus (AGR)), un assistant administratif et financier, un comptable. Chaque coordination régionale sera composée d'un Coordonnateur assisté par un technicien spécialisé en pêche/pisciculture et/ou environnement.



B. Modalités et responsabilités de mise en œuvre du Programme

Introduction

11. La mise en œuvre du PADPPA sera basée sur les principes suivants:

- i) le programme n'exécutera pas directement les activités mais adoptera le principe de "faire-faire" par le biais de contrats de prestations de services avec les opérateurs qui seront chargés de fournir les appuis du programme au groupe cible;
- ii) le programme assurera la complémentarité et les synergies avec d'autres intervenants dans le même secteur par le biais de conventions de partenariat avec les projets/programmes actifs dans les zones humides;
- iii) le programme interviendra sur la base d'une demande réelle des communautés concernées exprimée lors des diagnostics participatifs conduits par les prestataires de services;
- iv) les investissements à réaliser notamment dans le cadre du Fonds de développement communautaire (FDC) répondront aux priorités du groupe cible sur la base des critères d'éligibilité bien définis.

Sélection du personnel de l'UCP et des prestataires de services

12. **Personnel de l'UCP.** Le Coordonnateur et les cadres du PADPPA seront recrutés sur la base de contrats à durée déterminée par voie de concours, au moyen d'un test de sélection ouvert à toutes les compétences disponibles et organisé par un consultant ou un cabinet acceptable pour le FIDA. Si certains des candidats retenus sont des agents permanents de l'État, ils devront se libérer temporairement de leur administration pour une durée au moins égale à la durée prévue par leur contrat avec l'UCP. Le personnel d'appui sera aussi recruté par voie de concours. Le Coordonnateur de l'UCP devra avoir des compétences et des expériences jugées satisfaisantes par le FIDA et la BAD qui donneront un accord préalable à sa nomination. Le Coordonnateur et le Contrôleur financier seront nommés par arrêté signé par le MAEP. Le remplacement éventuel du Coordonnateur et/ou des cadres du Programme sera décidé d'un commun accord avec le FIDA et la BAD.

13. **Prestataires de services.** Les prestataires de services seront sélectionnés par l'UCP par voie de préqualification. Le Coordonnateur de l'UCP en consultation avec le personnel du Programme, sélectionnera par appel d'offres, les partenaires potentiels ayant les compétences, l'expérience, les moyens, et les qualifications requis. L'analyse portera, entre autres, sur leurs réalisations concrètes, leur organisation et leurs activités de terrain, leur capacité en gestion, leurs références et leur zone d'intervention. La sélection se fera selon des critères précis inscrits au règlement de l'appel d'offres. Les soumissionnaires devront également répondre à des critères liés à: i) la connaissance et l'expérience avec le groupe cible; ii) la pertinence de l'approche stratégique en termes d'animation non-directive et de respect des décisions et des motivations des bénéficiaires; iii) et l'expérience en matière d'approche réellement participative. Un contrat - cadre et des contrats programmes annuels renouvelables seront signés entre l'UCP et les attributaires. En plus des prestataires de services, le programme pourra recourir à des prestataires de conseil pour des interventions ponctuelles. Les prestations de conseil seront attribuées sur la base de compétences et de caractéristiques personnelles. Ils seront recrutés selon les mêmes procédures.

14. Des ONG susceptibles de devenir des partenaires potentiels du PADPPA ont été identifiés par la mission de pré - évaluation. Il s'agit notamment des ONG partenaires du PAGER et du PROMIC dans les domaines de développement communautaire, de la promotion des AGR, et de l'appui aux SFD, ainsi que des ONG partenaires des projets impliqués dans des activités spécifiques à la pêche et à la gestion des ressources naturelles tels que le PAZH, le PGTRN, le PDMEDP, etc. Les capacités de ces ONG ont été fortement renforcées par la mise à disposition des moyens matériels et financiers et



surtout à travers les appuis apportés par les projets partenaires en matière de formations du personnel de terrain. En conséquence, le PADPPA pourra s'appuyer sur les compétences de ces ONG dans la mise en œuvre de ses activités. Il convient également de noter que le Programme évaluera les besoins en formation des animateurs des ONG partenaires avant leur entrée en fonction en vue d'organiser des formations/recyclages de mise à niveau desdits animateurs qui leur permettra d'assurer un meilleur suivi/encadrement des bénéficiaires. Par ailleurs, la rigueur utilisée dans la sélection des ONG partenaires constitue une garantie supplémentaire de la qualité des services qui seront fournis par ces ONG.

Partenariat

15. Le Programme établira des relations étroites de collaboration avec les projets FIDA au Bénin (PAGER, PROMIC et PDRT), avec les projets de la BAD (PADRO; PADMOC; PDE; et Projet du Mont Couffé), et d'autres projets intervenant dans les zones humides, notamment le PMEDP et le PGTRN. Ces relations seront formalisées par des conventions qui définiront les domaines de partenariat et les modalités de mise en œuvre. A titre indicatif, le partenariat préconisé portera sur l'échange d'expériences, l'harmonisation des méthodologies d'intervention pour des actions similaires destinées aux mêmes groupes - cibles, la recherche des complémentarités/synergies pour les activités développées par le Programme et les projets partenaires.

Projets financés par le FIDA au Bénin

16. Dans la stratégie de partenariat du Programme, le PAGER, le PROMIC, et le PDRT occupent une place particulière. En effet, leur action est complémentaire de celle du Programme pour le financement de toute activité génératrice de revenus et pour un appui au secteur microfinance. Dans la pratique, le choix de nouveaux villages d'intervention des trois projets pour la promotion des AGR accordera une priorité aux villages sélectionnés par le PADPPA. Dans les villages d'intervention du PADPPA non touchés par les trois projets, le Programme mettra à la disposition des ONG partenaires de ces projets des ressources complémentaires pour leur permettre d'étendre leurs activités de promotion des AGR dans ces localités.

17. En matière de microfinance, le PAGER et le PROMIC ont déjà contribué à mettre en place respectivement quatre (4) et sept (7) Associations de services financiers (ASF) dans la zone d'intervention du PADPPA. Ces ASF pourront faciliter l'accès au crédit du groupe cible du PADPPA. Dans le cadre de la création de nouvelles ASF envisagée par le PROMIC, la priorité sera également accordée aux villages sélectionnés par le Programme si l'étude de marché le justifie. Il faut également noter que le PAGER et le PDRT disposent de lignes de crédit qui pourraient être utilisées pour financer les activités éligibles des communautés de pêcheurs situées dans les zones d'intervention de ces deux projets.

18. Par ailleurs, les expériences des projets PAGER, PROMIC et PDRT, notamment en matière de démarche méthodologique d'appui au développement communautaire, de création d'outils de gestion, de suivi - évaluation, de procédures de sélection des prestataires de services seront mises à profit dans le cadre de l'exécution du nouveau Programme. L'organisation et les partenariats entre les quatre projets financés par le FIDA au Bénin donneront une forte cohérence à l'action du FIDA dans ce pays. Les partenariats avec le PAGER, le PROMIC et le PDRT seront matérialisés par des conventions qui préciseront le mode de concertation entre les quatre projets pour partager les expériences et coordonner leurs actions.

19. **Projets impliqués dans le secteur des pêches et la préservation des ressources naturelles.** Des conventions de partenariat sont nécessaires vis-à-vis des différents projets/programmes qui interviennent dans les sous-secteurs des pêches et de préservation des ressources naturelles. Le champ de partenariat est très vaste et ne peut être défini qu'au cas par cas après une analyse détaillée des objectifs, des modalités d'exécution et des zones d'intervention de chacun des partenaires. Cette



coopération sera matérialisée par: i) une convention cadre de partenariat technique en année 1 d'exécution du Programme, définissant en termes généraux les objectifs, le champ et les principales modalités de coopération entre le Programme et son partenaire; et ii) des conventions d'application pour les domaines, les sujets ou les zones qui feront l'objet d'une coopération effective, précisant les objectifs et les modalités de coopération. Le PMEDP sera particulièrement sollicitée pour apporter des appuis au Programme en matière de formations des cadres et des partenaires du PADPPA dans l'Approche pour les moyens d'existence durable (AMED) et en matière de suivi de la mise en œuvre de cette approche. Il en sera de même pour le PGTRN en ce qui concerne la formation à l'approche terroir et le suivi de la mise en œuvre de cette formation.

20. **Partenariats scientifiques.** Dans le cadre de la rationalisation de la filière pêche, un nombre relativement important d'activités de recherche - action seront engagées ou poursuivies avec l'appui du Programme. Les institutions concernées par ce partenariat incluent notamment l'Institut national de recherche agronomique du Bénin (INRAB), la FSA/UNB et l'Institut international des techniques agricoles (IITA). A l'instar du PAGER et du PROMIC, le PADPPA établira une collaboration avec le milieu universitaire en permettant aux étudiants de l'Institut national d'économie (INE), de la Faculté des sciences agronomiques (FSA) et d'autres instituts/facultés de l'Université nationale du Bénin d'effectuer des stages, notamment dans le cadre des travaux de fin d'études. A titre indicatif, ces travaux pourraient porter sur les problèmes fonciers, la rentabilité des AGR pêche et hors pêche, les pratiques traditionnelles de gestion de l'environnement et des ressources halieutiques, la participation des femmes à l'exécution des activités du Programme, etc.

Phasage du programme

21. La durée du Programme est de huit ans, pour tenir compte de la mise en place du Programme et de la montée en régime de croisière qui ne pourra pas être obtenue avant 4 ans. Le PADPPA sera exécuté en trois phases successives: i) une étape de mise en place de moyens (1 an); une phase pilote (3 ans); et iii) une phase de pleine exécution (4 ans).

22. **Mise en place.** La première année du PADPPA sera destinée à réaliser en particulier la campagne d'information sur le PADPPA, la formation à l'approche AMED du personnel de l'UCP, de la Direction des Pêches et des CARDER, le recrutement des prestataires de service et la formation de leur personnel à l'approche AMED, les visites/sensibilisation des communautés autour des plans d'eau les plus dégradés et les appels d'offres pour l'approvisionnement en matériel roulant et autres équipements. L'enquête de base et les études préalables à la mise en œuvre des composantes techniques prendront place dans cette phase, ainsi que la sélection d'un premier groupe de villages ayant demandé et justifiant l'appui du Programme.

23. **Phase pilote.** La phase pilote du Programme sera marquée par l'appui technique aux prestataires de services (formations/recyclages), les diagnostics participatifs dans les villages sélectionnés, les formations des communautés cibles, la réalisation des premiers investissements en réponse aux plans d'action villageois résultant des diagnostics participatifs, l'appui à la réalisation des AGR identifiées par les bénéficiaires. Une éventuelle opération de dragage manuel sera conduite au cours de cette phase, selon le résultat de l'étude de faisabilité. Au cours de la phase pilote, il est prévu que le Programme couvre 90 villages dont 60 villages (20 villages riverains et 40 villages de l'arrière pays) au Sud du Bénin et 30 villages au Centre - Nord du Bénin.

24. **Phase de pleine exécution.** Les actions à mener pendant la phase de pleine exécution viseront à consolider les activités initiées au cours de la phase pilote et qui auront créé un impact positif auprès des bénéficiaires. Les conclusions et recommandations de la revue mi - parcours prévue en fin de l'année 4 permettront de réorienter éventuellement les objectifs et approches du Programme en fonction des performances atteintes par le PADPPA.



C. Suivi et évaluation

25. **Système de suivi-évaluation (SSE).** Le responsable du S&E sera chargé de la rédaction des rapports de suivi et d'évaluation du Programme. Avec l'appui d'un consultant international et conformément au cadre logique du Programme, il définira le SSE et le mettra en place, définira les indicateurs de performance du Programme, les indicateurs de résultats physiques et financiers et les indicateurs d'impact, la périodicité des opérations de suivi, la méthode de collecte des informations et des données, les méthodes et support de leur diffusion et de leur utilisation. Le SSE mettra un accent particulier sur le suivi-évaluation participatif en vue de renforcer la responsabilisation des instances locales. Les populations bénéficiaires définiront leurs propres indicateurs et assureront elles-mêmes les opérations de suivi et évaluation pour que leurs perceptions de la mise en œuvre soit prise en compte.

26. Les sources d'information pour le S&E seront: i) les rapports d'activités des cadres de l'UCP et des Coordinations régionales; ii) les rapports des opérateurs partenaires; iii) les observations et les recommandations des bénéficiaires faites lors des séances de S&E périodiques au niveau des villages et des séminaires d'évaluation participative qu'organisera chaque année l'UCP dans chaque région; iv) les rapports financiers du Contrôleur financier; v) les études spécifiques d'impact et d'évaluation réalisées par des partenaires indépendants sur commande de l'UCP; et vi) les rapports des missions d'appui et de supervision. Les résultats du S&E seront largement diffusés, sous une forme adaptée, aux bénéficiaires et aux partenaires et prestataires de service, afin de faciliter la coordination du Programme, de mieux impliquer les bénéficiaires, et d'améliorer la mise en œuvre du PADPPA. En particulier, les rapports du S&E constitueront l'élément majeur pour juger de la bonne exécution des contrats par les partenaires et justifier leur renouvellement.

27. **Enquête de base.** Après avoir exploité les données disponibles, notamment les statistiques nationales, les enquêtes cadres, les enquêtes socio-économiques d'autres projets, le PADPPA conduira sa propre enquête de référence ciblée sur la pêche artisanale et organisée pour fournir des informations susceptibles de contribuer à la mise en place du SSE ci-dessus mentionné. Une enquête de clôture sera organisée sur les mêmes bases en année 8.

28. **Ateliers annuels d'évaluation participative.** Le Programme procédera annuellement à une **évaluation par les bénéficiaires** sous la forme de séminaires d'évaluation participative, organisés dans chaque région d'intervention du PADPPA (Nord et Sud). Ces séminaires seront précédés de réunions d'évaluation permanente dans les villages appuyés. La participation à ces séminaires sera répartie par moitié entre les bénéficiaires, d'une part, et les partenaires et prestataires de services, d'autre part. Un séminaire annuel et national, également paritaire, tirera les leçons des évaluations pour faire évoluer la programmation, les méthodes, et les approches du PADPPA, de ses contractants et ses partenaires.

29. **Revue à mi-parcours.** La revue à mi - parcours sera entreprise à la fin de la quatrième année afin de faire le bilan des actions réalisées par rapport aux objectifs fixés et d'évaluer les approches, les méthodes et les techniques mises en œuvre dans le cadre du Programme. Elle débutera dans chaque village par une auto - évaluation des bénéficiaires et s'achèvera dans chaque région par un séminaire de restitution des principales conclusions de la mission où seront associés les représentants des prestataires de services et des partenaires, et des communautés touchées par le PADPPA. En vue de préparer la revue, le responsable du S&E de l'UCP assisté par les Coordinations régionales préparera un rapport d'exécution à mi - parcours qui sera débattu au cours d'un séminaire national rassemblant toutes les parties prenantes au développement de la pêche et à l'aménagement des zones humides. L'animation des auto - évaluations et séminaires de la revue sera confiée à un partenaire extérieur neutre vis-à-vis du PADPPA et de ses contractants.

Organigramme de l'Unité de Coordination du Programme (UCP)

