



IFAD
INTERNATIONAL FUND FOR AGRICULTURAL DEVELOPMENT
Executive Board – Seventy-Sixth Session
Rome, 4-5 September 2002

REPORT AND RECOMMENDATION OF THE PRESIDENT

TO THE EXECUTIVE BOARD ON A PROPOSED LOAN TO THE

ISLAMIC REPUBLIC OF MAURITANIA

FOR THE

MAGHAMA IMPROVED FLOOD RECESSON FARMING PROJECT - PHASE II



TABLE OF CONTENTS

CURRENCY EQUIVALENTS	iii
WEIGHTS AND MEASURES	iii
ABBREVIATIONS AND ACRONYMS	iii
MAP OF THE PROJECT AREA	iv
LOAN SUMMARY	v
PROJECT BRIEF	vi
PART I THE ECONOMY, SECTORAL CONTEXT AND IFAD STRATEGY	1
A. The Economy and the Agricultural Sector	1
B. Lessons Learned from Previous IFAD Experience	2
C. IFAD's Strategy for Collaboration with Mauritania	3
PART II THE PROJECT	4
A. Project Area and Target Group	4
B. Objectives and Scope	5
C. Components	6
D. Costs and Financing	7
E. Procurement, Disbursement, Accounts and Audit	9
F. Organization and Management	10
G. Economic Justification	11
H. Risks	11
I. Environmental Impact	12
J. Innovative Features	12
PART III LEGAL INSTRUMENTS AND AUTHORITY	12
PART IV RECOMMENDATION	12
ANNEX	
SUMMARY OF IMPORTANT SUPPLEMENTARY ASSURANCES INCLUDED IN THE NEGOTIATED LOAN AGREEMENT	13



APPENDIXES

I.	COUNTRY DATA	1
II.	PREVIOUS IFAD LOANS TO MAURITANIA	2
III.	<i>CADRE LOGIQUE DYNAMIQUE</i> (LOGICAL FRAMEWORK)	3
IV.	<i>RÉSUMÉ DES COÛTS ET TABLEAUX FINANCIERS</i> (SUMMARY COSTS AND FINANCING TABLES)	7
V.	<i>ORGANISATION ET GESTION</i> (ORGANIZATION AND MANAGEMENT)	9



CURRENCY EQUIVALENTS

Currency Unit	=	Ouguiya (MRO)
USD 1.00	=	MRO 275
MRO 1.00	=	USD 0.00364

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

COSOP	Country Strategic Opportunities Paper
DRF	<i>Demandes de remboursement de fonds</i> (Withdrawal Applications)
HIPCs	Heavily Indebted Poor Countries
ICB	International Competitive Bidding
IEC	Information, Education and Communication
M&E	Monitoring and Evaluation
MDRE	<i>Ministère du développement rural et de l'environnement</i> (Ministry of Rural Development and Environment)
NGO	Non-Governmental Organization
PASK	Poverty Reduction Project in Aftout South and Karakoro
PRSP	Poverty Reduction Strategy Paper
PSC	Project Steering Committee
UCGP	<i>Unité de coordination et gestion du projet</i> (Project Coordination and Management Unit)
UNOPS	United Nations Office for Project Services

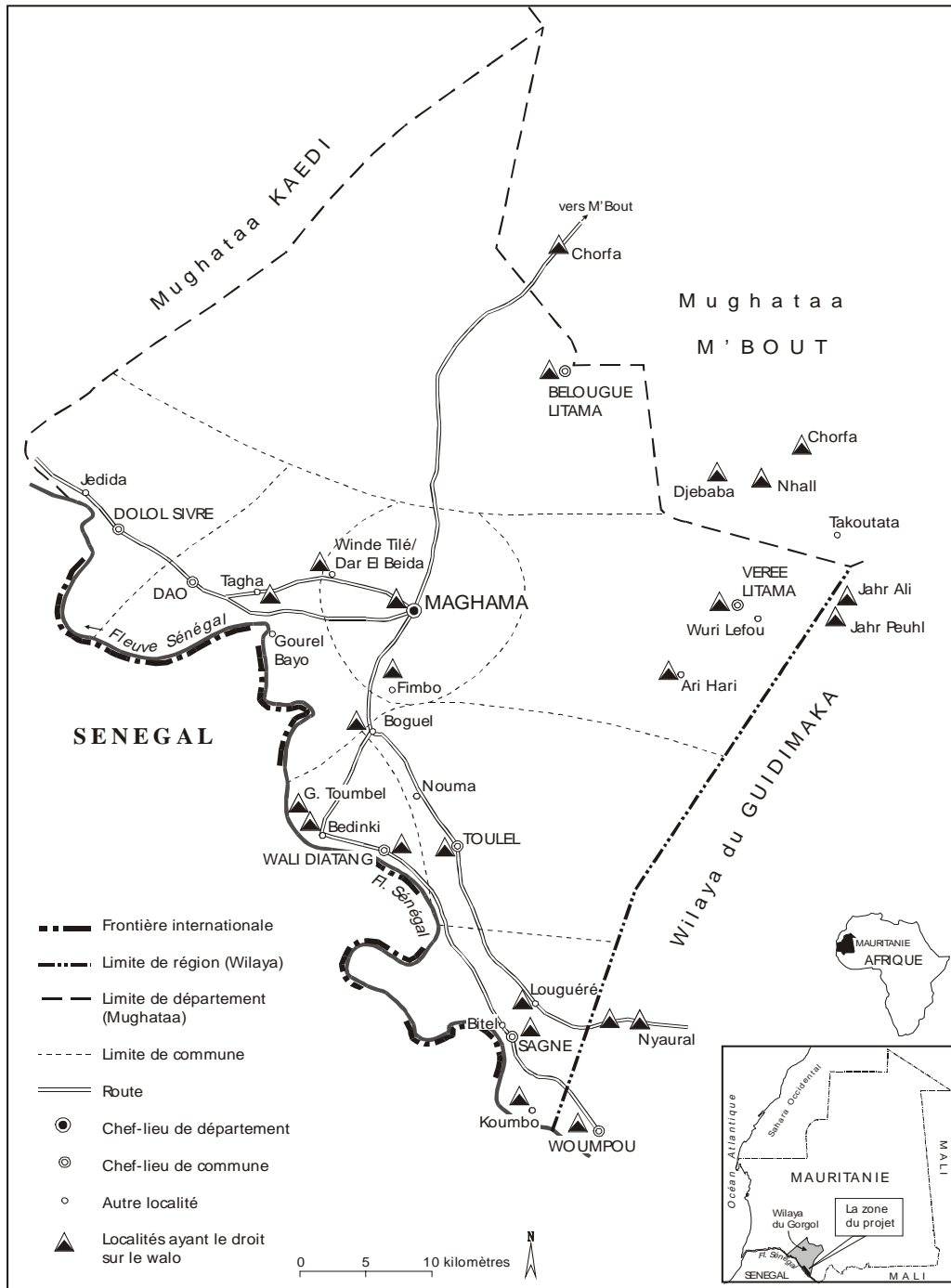
GOVERNMENT OF THE ISLAMIC REPUBLIC OF MAURITANIA

Fiscal Year

1 January - 31 December



MAP OF PROJECT AREA



TCI12/00-228/MAURITANIA-GORGOL

Source: FAO TCI/12/00-228/Mauritania-Gorgol

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.



ISLAMIC REPUBLIC OF MAURITANIA

MAGHAMA IMPROVED FLOOD RECESSION FARMING PROJECT - PHASE II

LOAN SUMMARY

INITIATING INSTITUTION:	IFAD
BORROWER:	Islamic Republic of Mauritania
EXECUTING AGENCY:	Ministry of Rural Development and Environment
TOTAL PROJECT COST:	USD 11.5 million
AMOUNT OF IFAD LOAN:	SDR 7.6 million (equivalent to approximately USD 10.1 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:	None
CONTRIBUTION OF BORROWER:	USD 1.2 million
CONTRIBUTION OF BENEFICIARIES:	USD 170 000
APPRAISING INSTITUTION:	IFAD
COOPERATING INSTITUTION:	United Nations Office for Project Services (UNOPS)



PROJECT BRIEF

Who are the beneficiaries? The project beneficiaries will include most of the rural population in the project area, estimated at about 75 000 persons. The project will target about 50 village communities that are among the poorest in the area, focusing support on some 1 500 small subsistence farm families who depend on dry farming activities for their livelihood. Women are particularly vulnerable due to their high levels of illiteracy, extremely limited access to resources, information and know-how, and traditional exclusion from local decision-making processes.

Why are they poor? The target population's poverty is mainly due to its isolation from the country's economic, social, political and cultural mainstreams. Largely neglected by both government support services and donors, these people, with their limited human and social capital, live in a severely enclosed area and have little or no access to markets and financial services. Their ability to improve their incomes is further limited by rudimentary technical know-how and the very narrow and vulnerable resource base.

What will the project do for them? This second-phase project aims to consolidate the two major achievements of the first phase: expansion of the area's agricultural development potential; and more equitable land tenure arrangements. The project will implement a three-pronged strategy in its efforts to reduce rural poverty and improve living conditions in the area. First, it will help the rural populations to rehabilitate, establish and/or strengthen existing social and economic infrastructures, particularly rural roads, to reduce the target population's isolation and facilitate access to markets. Second, it will help to develop the social capital of the rural poor in the project area. This will be achieved through support to their grass-roots organizations and local development institutions, promotion of functional literacy, and establishment of participatory planning processes for local development, in which the traditionally marginalized groups be able to participate effectively. In addition, women will benefit from information, education and communication (IEC) programmes targeted at their specific problems. Third, the project will also aim to improve the income opportunities of the poorest groups by helping them to better exploit the large agricultural potential developed during the first phase and to identify and exploit existing opportunities, providing them with technical and managerial know-how, facilitating access to markets, and promoting the emergence of sustainable local financial services.

How will the beneficiaries participate in the project? Local-level participatory diagnostic and planning processes have been designed to ensure that target beneficiaries, particularly women and young people, will be able to participate in setting local development priorities for basic social and economic infrastructures and services. User associations and other community-based and beneficiary organizations will be provided with technical and financial support to help them take responsibility for the proper operation and maintenance of community infrastructure, particularly for the flood recession scheme established during the first phase. Services will be provided in support of income-generating activities based on requests from women's cooperatives, producer associations and other beneficiary organizations. Beneficiary participation will be enhanced through targeted adult functional literacy programmes and systematic capacity-building of service-oriented beneficiary grass-roots organizations.

Size of the project and cofinancing. The overall cost of the project is estimated at USD 11.5 million, including an IFAD loan of approximately USD 10.1 million. The Government and beneficiaries will contribute some USD 1.2 million and USD 170 000, respectively. IFAD will also provide a grant of USD 75 000 to help fund a pilot gender promotion programme.



**REPORT AND RECOMMENDATION OF THE PRESIDENT OF IFAD
TO THE EXECUTIVE BOARD ON A PROPOSED LOAN TO THE
ISLAMIC REPUBLIC OF MAURITANIA
FOR THE
MAGHAMA IMPROVED FLOOD RECESSION FARMING PROJECT - PHASE II**

I submit the following Report and Recommendation on a proposed loan to the Islamic Republic of Mauritania for SDR 7.6 million (equivalent to approximately USD 10.1 million) on highly concessional terms to help finance the Maghama Improved Flood Recession Farming Project – Phase II. The loan will have a term of 40 years, including a grace period of ten years, with a service charge of three fourths of one per cent (0.75%) per annum. It will be administered by the United Nations Office for Project Services (UNOPS) as IFAD's cooperating institution.

PART I - THE ECONOMY, SECTORAL CONTEXT AND IFAD STRATEGY¹

A. The Economy and Agricultural Sector

1. Mauritania is a vast country of more than one million km², two thirds of which is covered by the western Sahara desert. The country's population, estimated at 2.45 million, is growing at an annual rate of 2.9%. The population is young, with 42% under the age of 14. The urbanization rate now exceeds 50%, and the nomadic population has declined to 10% from 80% in the early 1960s.

2. During the 1990s, the Government implemented a series of macroeconomic reforms supported by the International Monetary Fund (IMF), World Bank and other donors. These reforms resulted in reducing both the internal and external deficits and bringing inflation down to manageable levels. The overall policy environment has been improved, with reduced state intervention in production, marketing and pricing; liberalization of trade and foreign exchange; and the restructuring of the banking sector. Consequently, economic growth, which was modest in 1991 and 1992, improved to a healthy 4.9% per year between 1993 and 1997 but dropped again to 4.2% in 1998.

3. Mauritania has remained extremely vulnerable to external shocks, with near total reliance on fish and iron for its export earnings, high dependency on food and fuel imports, heavy indebtedness and dependency on international aid. Mauritania became eligible for debt relief under the Debt Initiative for Heavily Indebted Poor Countries (HIPC). The Seventieth Session of the Executive Board held in September 2000 approved IFAD's participation in the Initiative. With the adoption of a poverty reduction strategy paper (PRSP), Mauritania reached the decision point in January 2000 and is now nearing the completion point planned for July 2002.

4. The agricultural sector contributes about 25% of the country's gross domestic product (GDP), with livestock accounting for about 15% and crop production and fisheries for about 5% each. The sector's performance is heavily dependent on low and extremely variable rainfall, which ranges from 35 mm in the north to 650 mm in the south. The rainy season is short, lasting between three and four months, thus limiting rainfed crops to sorghum and millet. Rainfed farming and flood recession agriculture, which constitute the main sources of income for the majority of Mauritanian farmers, rely on traditional production methods, with practically no modern inputs. Overgrazing, deforestation and soil erosion, aggravated by recurrent drought, contribute to expanding the desert area and shrinking

¹ See Appendix I for additional information.



the amount of useable land. Less than 0.5% of the country's land area is under permanent crops, while extensive pastures cover some 39 million ha, or about 38% of the total land area.

5. For a long period, Mauritania's agricultural policy was focused on irrigated agriculture in seeking to reduce its dependency on food imports, particularly rice. Reliance was placed on heavy investments in public irrigation schemes and on pervasive state intervention in production, marketing and trade. A shift in the early 1990s, induced by declining export and budgetary resources, brought about major policy and institutional reforms mainly supported by the World Bank. These reforms resulted in liberalizing agricultural production, marketing and trade, and in eliminating subsidies on farm inputs.

6. The institutional reform of the Ministry of Rural Development and Environment (MDRE) resulted in a more streamlined central administration. However, the delivery of farm support services, particularly to small subsistence farmers, still leaves much to be cleared.

7. The 1986 Decentralization Law was implemented in three phases: a first phase covering 13 regional capitals; a second covering 33 departmental capitals; and a third covering 162 communes, mostly rural. The Government is now addressing some of the difficulties faced by rural communes, particularly with regard to limited human and financial resources.

8. The law on cooperatives, updated in 1996, made provision for more participatory processes in their establishment and operation, and increased autonomy in their management. Civil-society institutions in rural areas have become more diversified thanks to the emergence of numerous non-governmental organizations (NGOs) and professional associations. The Government is now preparing new legislation to improve the regulatory framework for all civil-society institutions.

B. Lessons Learned from Previous IFAD Experience

9. **IFAD portfolio.** IFAD has funded nine loans in Mauritania for a total commitment of about USD 55 million. The first loan was extended in 1981 for the Gorgol Irrigation Project, and the last one was approved in 2001 for the Poverty Reduction Project in Aftout South and Karakoro (PASK). The other ongoing project is the Oasis Development Project – Phase II, due to end in March 2003.

10. IFAD funded no new projects in Mauritania during the period 1994-2000 because of recurring implementation problems. A country portfolio evaluation (CPE), conducted in 1996, reviewed these problems in depth and analysed the causes of rural poverty in Mauritania. The CPE's conclusions and recommendations provided the basis for constructive dialogue with the Government, which has since taken strong measures to address some of the problems encountered by IFAD projects. IFAD cooperation with Mauritania was reactivated with the approval of the Country Strategic Opportunities Paper (COSOP) prepared in May 2000.

11. **Lesson learned.** The key lessons learned from IFAD's 20-year presence in Mauritania relate mostly to requirements for effective implementation and transparent management. These include: (i) project implementation has suffered from lack of autonomy of project management units, non-competitive selection procedures for project staff, and limited reliance on contractual arrangements with private service providers; (ii) dialogue with the Government has been effective in helping to address implementation problems and improve the institutional and regulatory environment for rural development; and (iii) close monitoring of agreed decisions on personnel and financial management procedures is essential for proper project implementation.



Lessons Learned from the First-Phase Project

12. Despite the implementation delays encountered, the first phase resulted in two major achievements: the establishment of flood recession works, which expanded flood recession lands from a yearly average of about 3 000 ha to more than 9 000 ha; and land tenure arrangements, agreed, developed and implemented by beneficiaries, which guaranteed secure access of tenure to flood recession lands developed by the project. However, the project failed to provide appropriate farm support services, and the organizational, technical and managerial capacity of beneficiary associations promoted during the first phase is weak.

13. Key lessons learned under the first-phase project include:

- Beneficiaries are willing and able to assume key responsibility for project implementation, the most critical factor for the sustainability of any local development.
- Developing the capacity of beneficiary associations is a prerequisite for their assuming major development responsibilities.
- Alternative solutions are needed to replace traditional public-sector delivery of farm support services.

C. IFAD's Strategy for Collaboration with Mauritania

14. **Rural poverty and government strategy.** The 1996 Integrated Household Survey revealed an average poverty rate in Mauritania of 50%, of which about 27% is in urban areas and as much as 63% in rural areas. When compared with the results of the 1990 poverty assessment, the survey showed a decline in the overall incidence of poverty from 57 to 50% of the total population. While the decline was general in all urban areas, poverty appears to have increased in many rural areas, especially in the eastern and central provinces, where it averaged 72% (Assaba 84%; Gorgol 77%; Guidimaka 65%).

15. These results led the Government to launch numerous poverty reduction initiatives. However, by 1999, both the Government and the donor community had recognized the need for a coherent national poverty reduction strategy. The Debt Initiative for HIPC's provided the opportunity for formulating such a strategy. The resulting PRSP, prepared in record time and approved in early 2001, sets very ambitious goals for the country vis-à-vis the 2015 horizon. These goals, which exceed the International Development Goals (IDG), are as follows: (i) to reduce the overall incidence of poverty by two thirds (from over 50% to 17%), that of extreme poverty by one third (from 33% to 22%), and that of rural poverty by half (from 68% to 34%); (ii) to reach, well before 2015, the IDG with respect to school enrolment, alphabetization, health coverage, access to drinking water and decent lodging; and (iii) to significantly reduce existing geographical and social inequalities.

16. In pursuing these goals, the PRSP proposed: (i) promoting an accelerated and equitable economic growth of about 6% per year; (ii) anchoring economic growth in the activities sphere of the poor; (iii) supporting the development of human resources and increasing all people's access to basic services, particularly education, health and nutrition, and potable water; and (iv) promoting institutional development and capacity-building at the local level. For the period 2001-2004, the PRSP set goals for reducing the overall incidence of poverty to 39% and of rural poverty to 53%, and identified five focal areas for intervention, the first of which is rural development.

17. **Poverty eradication activities of other major donors.** IFAD has always been the most active donor in the project area. Other major ongoing operations, funded by the World Bank and other donors under the Integrated Development Programme for Irrigated Perimeters, focus on irrigated agriculture. A number of international NGOs have been active in the surrounding areas but, without sufficient resources to address critical local development problems, their activities have been small in



scope. Projected interventions include European Union funding for construction of a major road linking up the two provincial capitals of Kaedi and Selibaby, passing through the departmental capital of M'bout. The project area involved is contiguous to that of IFAD's PASK intervention.

18. **IFAD's strategy in Mauritania.** IFAD's strategy for collaboration with Mauritania, as set out in the COSOP, proposes to focus future interventions on the following strategic thrusts:

- empowerment of rural populations, particularly IFAD's target groups, to participate effectively in setting local development priorities, in defining and implementing local development programmes, and in partaking of their benefits;
- establishment of effective mechanisms for transferring resources to rural populations for the funding of local development programmes that address their priorities;
- alleviation of the access problems faced by the rural poor to secure land tenure, financial capital and markets; and
- development of grass-roots organizations with enhanced capabilities for advocacy and programme design and implementation.

19. A two-pronged approach will be followed in pursuing these goals: (i) exploitation of the synergies between policy dialogue and investment funding; and (ii) leverage of IFAD's limited capacity for policy dialogue and finite financial resources through strategic alliances and partnerships with other donors with the same objectives and approaches. Policy dialogue between IFAD and the Government will focus on issues that are most critical to the interests of the rural poor. It also recommends the development of effective partnerships with NGOs and other civil-society institutions for the design and implementation of IFAD operations, and, whenever necessary, providing targeted capacity-building support.

20. **Project rationale.** The project is part of three main priority investment operations recommended by the COSOP for the period 2001-2004. In line with the COSOP's four strategic thrusts, it will focus on consolidating the achievements of the first phase while placing greater emphasis on empowering the rural poor and building up the capacity of their grass-roots organizations.

21. The project is fully consistent with the key strategic orientations of the PRSP. In particular, it is expected to help improve the rural poor's access to basic infrastructure and services, enhance their human and social capital, and significantly improve their incomes by making greater use of the production potential developed during the first phase.

PART II - THE PROJECT

A. Project Area and Target Group

22. Project interventions will cover the Maghama Department, some communities in M' Bout and Selibaby Departments (which are stakeholders in the flood recession scheme established during the first phase) and the Atef range areas in Kaédi Department. The project area covers about 25 600 km² and is characterized by a semi-arid Sahelian climate and low, but highly variable rainfall. Three major agro-ecological zones can be distinguished. The *Walo* – the flood recession farming area – offers the highest potential for increasing farm incomes. Rainfed farming predominates in the *Diéri* areas, where the poorest farm communities are to be found. The Atef range constitutes a grazing area for transhumant camels and cattle converging from other parts of the country and Mali. Some classified and non-classified forests are also to be found in the project area.

23. The project area is not connected with the rest of the country. Communities living in the area are isolated from one another due to the lack of functional roads. The area also lacks a number of



other critical economic infrastructures, especially drinking-water facilities and markets. Many of the existing educational and health infrastructures are non-functional and/or inaccessible to many of the inhabitants of small and dispersed village communities.

24. The project will benefit most of the rural population in the target area, estimated at about 75 000, through the rehabilitation of rural roads and basic social and economic infrastructures. It will also help to develop the social capital of the rural poor through functional literacy programmes, strengthening the technical and managerial capacity of beneficiary organizations, establishment of participatory planning processes for local development, and promotion of endogenous conflict-prevention and -resolution mechanisms.

25. The first group to benefit from such specific targeting will be *Walo* farmers that were excluded from the land tenure arrangements established under the first-phase project. This will involve an estimated 500 farm households. The project will consolidate land tenure arrangements in all village communities, ensuring that eligible farmers obtain secure access to flood recession land.

26. The strong social stratification leads to women and young people being excluded from community decisions, and from access to land, information, know-how and financial services. Women and youths will therefore constitute the major vulnerable group to be targeted by the proposed three-pronged empowerment and promotion strategy. First, the strategy will aim at increasing their participation in community decisions and activities, and at rendering such participation progressively more effective through community-based alphabetization and information, education and communication (IEC) programmes and support for developing the capacity of their grass-roots organizations. The second aim of the strategy is to increase the access of women and young people to basic community infrastructures and services by ensuring that priority support and funding are allocated to infrastructures and services most needed by women. The third aim of the strategy is to enhance their income-generation activities by means of technical and managerial support and a funding mechanism targeted to their specific economic activities.

27. The third target group comprises extremely poor farm families in the *Diéri* areas, who depend on low and highly variable farm incomes derived from dry farming activities. As a group, *Diéri* farmers will receive farm support services to help increase, diversify and stabilize their farm incomes. Targeting will be focused on the poorest communities, and participatory diagnostics will help identify critical social and economic infrastructure needs and opportunities for other farm and non-farm income-generating activities. *Diéri* communities will be accorded high priority with respect to the rehabilitation or establishment of basic infrastructures. The poorest households will benefit from the same technical and funding support designed for women.

28. Despite the increases in flood recession land, farm and household incomes are poor in the *Walo* areas. Production levels are low because of the farmers' rudimentary know-how, high post-harvest losses due to ineffective pest management practices, and low value due to limited market opportunities. The project will aim to improve the productivity of *Walo* farming through the farmer-school approach and by helping the *Walo* farmers' user associations to establish sustainable farm support services.

B. Objectives and Scope

29. The overall policy goal of the project is to contribute to achieving the country's PRSP objectives of reducing the incidence and severity of rural poverty, and improving the human development indicators and institutional capacity of rural populations. The project development objectives are to improve, in a sustainable manner:



- the capacity of beneficiary organizations to plan, implement, manage and evaluate activities and programmes most beneficial to their members;
- the incomes of the rural poor, in particular those of the most vulnerable groups, small farmers, women and young people;
- the living conditions of the rural poor by increasing access to basic infrastructures and services; and
- the sustainability of the natural resource base.

C. Components

30. The project will be centred on four components: development of local capacity; promotion of economic activities; rural roads and basic rural infrastructure; and project coordination, management and monitoring and evaluation (M&E).

Development of Local Capacity

31. The project will aim to develop the capacity of beneficiary organizations to plan, implement, manage and evaluate activities and programmes most beneficial to their members; and promote the effective participation of women and other vulnerable groups in local development processes. These activities are grouped into three sub-components.

32. **Participatory diagnostics and consolidation of community-based organizations.** This sub-component will target selected village communities, conduct the *diagnostic participatif* (DP) (participatory diagnostics), follow-up implementation support to community-level activities prioritized through the DP process, and support the restructuring and consolidation of community-based organizations. Support will also be provided to these organizations for the establishment of adult literacy programmes. The target communities will include at least 22 of the poorer *Diéri* communities and the 28 *Walo* communities supported during the first-phase project. Support will also be provided for finalization and consolidation of land tenure arrangements.

33. **Promotion of women.** This sub-component will help develop, coordinate and monitor implementation of the strategy for the promotion of women. It will include a pilot programme funded by an IFAD grant under the Western and Central Africa Division's gender support programme, which will develop and test effective methods for supporting women's activities. The sub-component will also fund an IEC programme.

34. **Developing the capacity of beneficiary organizations.** Support will be provided to the user associations in the *Walo*; economically-oriented beneficiary organizations; pastoral associations in the Atef range areas; the farmer-herder commission; a rural radio; and a farmer-exchange programme.

Promotion of Economic Activities

35. This component will support farm and non-farm income-generating activities, particularly those initiated by the most vulnerable groups. Key activities to be supported under this component will include: (i) consolidation of the flood recession scheme established under the first-phase project; (ii) support for the establishment of fire barriers and of livestock watering wells in the Atef range areas; and (iii) the establishment of a farmer field school as the basis of an endogenous process of agricultural know-how generation and diffusion. The component also provides for a development fund to promote and support non-agricultural income-generating activities targeted at women and other vulnerable groups. Finally, the component will help consolidate one of the rural finance institutions established under the first-phase project and help develop a number of others, based on a thorough assessment of their economic and financial viability.

Rural Roads and Basic Rural Infrastructure

36. This component will fund three sub-programmes: (i) a rural roads programme, which will focus on critical-point treatments and light road rehabilitation; (ii) a rural infrastructure programme, including the rehabilitation of existing schools and health centres; and (iii) establishment of drinking-water supplies and other community infrastructure.

Project Coordination, Management and Monitoring and Evaluation

37. This component will provide for the coordination, management and M&E of all activities, and for the financial management of the project. It will finance the operations of a small project coordination and management unit (UCGP), to be established in the project area and entrusted with full autonomy in its operations. Staff will be recruited under two-year renewable contractual arrangements. This component will also fund a two-year technical advisory position to provide assistance in the establishment and use of the project's implementation tools and instruments.

D. Costs and Financing

38. **Project costs.** The overall costs of the project, which will be implemented over a six-year period, are estimated at about USD 11.5 million, including contingencies. Foreign currency requirements are estimated at USD 3.3 million, or about 29% of total costs. Taxes and duties will amount to about USD 1.2 million (11%).

39. An IFAD loan of about USD 10.1 million, or 87% of total costs, will be provided. The Government's contribution will amount to about USD 1.2 million (11%) to cover taxes and import duties. In view of the prevalence of poverty in the area, direct beneficiary contributions are estimated at only USD 170 000 (1.5%). IFAD will also provide grant funding in the amount of USD 75 000 in support of a pilot's women support programme.

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

Components	Local	Foreign	Total	% of Foreign Exchange	% of Base Costs
A. Development of Local Capacities	1 165.5	146.4	1 312.0	11	12
B. Promotion of Economic Activities	2 039.3	927.0	2 966.3	31	28
C. Rural Roads and Basic Rural Infrastructure	3 040.9	1 180.4	4 221.3	28	40
D. Project Coordination, Management and M&E	1 247.6	798.9	2 046.4	39	19
Total base costs	7 493.2	3 052.8	10 546.0	29	100
Physical contingencies	372.6	159.7	532.4	30	5
Price contingencies	338.9	127.1	466.0	27	4
Total project costs	8 204.8	3 339.6	11 544.3	29	109

^a Discrepancies in totals are due to rounding up.

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

Components	IFAD Loan		IFAD Grant		Beneficiaries		Government		Total		Foreign Exchange	Local (Excl. Taxes)	Duties and Taxes
	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%			
A. Development of Local Capacity													
- Participatory diagnostics and consolidation of community-based organizations	437	98.8	-	-	-	-	5	1.2	443	3.8	70	367	5
- Promotion of women	100	57.1	75	42.9	-	-	-	-	175	1.5	8	168	-
- Development of capacity of beneficiary organizations	757	100.0	-	-	-	-	0	-	757	6.6	76	681	-
Sub-total	1 294	94.2	75	5.5	-	-	5	0.4	1 375	11.9	153	1 216	5
B. Promotion of Economic Activities													
- Consolidation of the flood recession scheme													
- Support to non-agricultural income-generating activities	3 342	86.6	-	-	-	-	517	13.4	3 859	33.4	1 144	2 198	517
- Support to rural finance services	386	81.7	-	-	80	16.9	6	1.3	473	4.1	45	422	6
	271	95.5	-	-	-	-	13	4.5	283	2.5	108	163	13
Sub-total	3 998	86.6	-	-	80	1.7	536	11.6	4 615	40.0	1 296	2 782	536
C. Rural Roads and Basic Rural Infrastructure													
- Rural roads programme	2 244	85.0	-	-	-	-	397	15.0	2 640	22.9	825	1 419	397
- Rural infrastructure programme	530	72.5	-	-	90	12.3	111	15.2	731	6.3	225	395	111
Sub-total	2 774	82.3	-	-	90	2.7	508	15.1	3 372	29.2	1 050	1 814	508
D. Project Coordination, Management and M&E													
	19 87	91.0	-	-	-	-	197	9.0	2 183	18.9	840	1 147	197
Total disbursement	10 053	87.1	75	0.6	170	1.5	1 246	10.8	11 544	100.0	3 340	6 959	1 246

^a Discrepancies in totals are due to rounding.





E. Procurement, Disbursement, Accounts and Audit

40. **Procurement** of goods and civil works will be undertaken in accordance with IFAD procedures. As far as possible, purchases of goods and contracts for civil works will be bulked with a view to obtaining better prices. Consultants will be contracted in accordance with UNOPS procedures.

41. **Civil Works.** All contracts for civil works costing USD 200 000 or more will be subject to international competitive bidding (ICB) procedures. For contracts of less than USD 200 000, national or local competitive bidding procedures will be applied in accordance with current regulations in Mauritania. Procedures for the award of contracts for small community infrastructure will be defined in the project procedures manual.

42. With regard to vehicles, equipment, material and services contracts for USD 100 000 or more, procurement will be subject to ICB. For the procurement of vehicles for less than USD 100 000, and of goods and services for less than USD 50 000 but equivalent to or more than USD 7 000, national competitive bidding procedures will apply. Procurement of goods and services amounting to less than USD 7 000 will be subject to local shopping procedures.

43. **Disbursements.** To facilitate disbursements and project implementation, a Special Account in United States dollars will be opened by the borrower, in the name of the project, with an acceptable commercial bank in Nouakchott, with an authorized allocation of USD 500 000. Replenishment of the Special Account will be in accordance with procedures stipulated in the loan agreement. The Special Account will be managed by the coordinator and the financial officer of the project under the double signature principle.

44. A Project Account will be opened into which the Government will deposit its counterpart contribution to project costs. An amount of USD 100 000 will be provided by the Government to cover taxes related to small operating costs and expenditures, for which the *crédit d'impôt* procedure cannot be used. As a condition of loan effectiveness, an initial deposit of USD 25 000 will be made into the Project Account by the Government to cover first-year implementation needs. The account will be replenished at the start of each fiscal year in accordance with relevant annual workplans and budgets (AWP/Bs).

45. Withdrawals from the loan account may be made against statements of expenditures (SOEs) for categories of expenditures jointly determined by the Government, IFAD and the cooperating institution. The relevant documentation justifying these expenditures will be retained by the project and made available for inspection by supervision missions and external auditors. All other withdrawals from the loan account will be made on the basis of full supporting documentation.

46. Prior to the beginning of every calendar year, an AWP/B will be submitted, after review by the project steering committee (PSC), to IFAD and UNOPS for comment and approval. Withdrawal applications (DRF) will be prepared by the coordinator and the financial officer of the project and transmitted to the Ministry of Economic Affairs and Development, which will forward them to the cooperating institution. Specimens of the signatures of the persons responsible for signing DRFs will be transmitted to IFAD and the cooperating institution.

47. **Accounts and audit.** Project accounting will be the responsibility of the financial officer. The UCGP will keep double-entry books that satisfy international accounting standards. Partner organizations in charge of executing specific project activities will keep separate accounts to record the use of project funds. Such organizations will receive advances against future expenditures, beginning with a payment equivalent to the forecasted operating costs for the first three months, and



will submit monthly SOEs with the original documentation to the UCGP. After verification, the UCGP will replenish the accounts as appropriate.

48. The accounts of the project and those of partner organizations will be examined on a regular basis and/or at the request of supervision missions. A financial and management audit will be conducted each year by an internationally recognized auditing firm acceptable to IFAD, selected on the basis of ICB. The auditing firm will express its opinion on the tendering procedures, on the legitimacy of the expenditure items charged against the Special Account and on the use of the goods and services financed by the project. It will also issue a separate opinion on SOEs. The UCGP will be responsible for timely implementation of the audit recommendations. The fees of the auditing firm will be paid from the loan proceeds.

F. Organization and Management

49. **Overall organization.** The project will be implemented with the direct participation of beneficiary associations. The rural communes will be responsible for public infrastructures, but will be encouraged to transfer responsibilities for operation and maintenance to user associations. For income-generating activities, the project will provide support directly to producer associations, women's cooperatives and rural microenterprises. Delivery of support services to beneficiaries and to their grass-roots organizations will be based on the "faire-faire" principle, through contractual or cooperative arrangements with private and public service providers.

50. **Beneficiary participation.** Participatory processes will be used at the community level to ensure that the beneficiaries effectively participate in setting local development priorities, implementing project activities and evaluating the effectiveness and impact of project support. Clear commitments will be sought and enforced with regard to the participation of traditionally marginalized groups, such as women and young people, particularly with respect to the establishment of local priorities for public infrastructures and services. Beneficiaries, through their user associations, will have foremost responsibility for the operation and maintenance of all facilities rehabilitated or established with project support.

51. **Provision of support services.** Implementation of project support activities will be through contractual arrangements with private service providers, through framework agreements with national public service providers, and/or through cooperative agreements with partner institutions such as United Nations agencies and/or qualified international and national NGOs. The project will promote the use of user and beneficiary associations as implementing partners, providing capacity-building support as needed.

52. **Coordination and management.** MDRE will act as the Government's implementing agency. It will establish a small UCGP, with full autonomy with regard to its administrative and financial management. The UCGP will be responsible for coordinating project interventions, administering contracts and agreements with implementing partners, and managing project funds.

53. Project oversight will be entrusted to a PSC, which will play a facilitating role in inter-institutional coordination. The PSC, to be chaired by a representative of MDRE, will include representatives of other key departments and of beneficiary organizations and local development institutions.

54. **Partnerships and coordination with other projects.** At the implementation level, the project will seek to establish cooperative arrangements with other relevant donor and NGO interventions in the project area, in order to promote synergy, exchange experiences and avoid duplication of activities.



55. **Monitoring and evaluation.** The M&E system will be designed as an integrated system of tools to be established and used by each of the key actors to improve implementation and project impact. Therefore, each implementing agency will establish an internal monitoring system to collect and analyse information needed to improve implementation performance. The selected service providers will support all beneficiary organizations in establishing and operating their individual monitoring systems.

56. Participatory process and impact evaluations will be regularly conducted by all beneficiary organizations supported by the project, and will constitute the backbone of the overall evaluation system. These evaluations will provide the basis for updates of the project database and for the preparation of activity programmes for the coming year.

57. At the project level, mid-term and a completion evaluations will be conducted in a participatory manner, and focus on progress in meeting the project's development objectives and on describing the project's impact on the various beneficiaries. Provision will also be made for technical and training support in the operation of participatory M&E systems.

G. Economic Justification

58. **Benefits and beneficiaries.** The project is designed for on-demand delivery of support services and funding. Therefore, while the large categories of support services and funding needs are identified, it will be the beneficiaries, through their grass-roots institutions, that determine the composition and magnitude of the priority services and investments to be funded. Under these conditions, therefore, it is not possible to apply a classical cost-benefit analysis of the project. It is, however, possible to anticipate project benefits in a qualitative manner.

59. Major expected benefits include: (i) significant improvements in human development indicators; (ii) sustainable increases in rural incomes, particularly those of women and young people; (iii) enhanced capacity of beneficiary organizations to deal with local development issues and resolve conflicts; and (iv) significant improvements in natural resource management practices and in the protection of the environment.

60. **IFAD target group and gender impact.** Women and young people will benefit from an explicit empowerment strategy aimed at: (i) their effective participation in local development decisions; (ii) development of their social capital through capacity-building support for their organizations and targeted IEC programmes; (iii) facilitation of access to basic social services, literacy, education and health services; and (iv) promotion of income-generating activities through support for the identification of opportunities, provision of technical and managerial expertise, and facilitated access to appropriate financial services.

61. **Sustainability.** Project design provides for the consolidation and/or establishment of beneficiary organizations that will assume increased responsibility for local development, especially for the operation and maintenance of infrastructures. Sustainability will be further enhanced by the development of agricultural support services progressively managed and funded by the beneficiaries.

H. Risks

62. The main risks that might jeopardize the project's chances of achieving its development objectives are as follows: (i) political and administrative interference in project implementation and management; and (ii) political interference in the operation of beneficiary organizations. The risk probability is moderate for the first and low for the second. The loan agreement will stipulate that interference in project management will constitute a reason for the suspension of project activities.



I. Environmental Impact

63. An environmental scoping and screening note has determined that the project's environmental impact will be mostly positive inasmuch as it is intended to promote community and private investments for the protection and rehabilitation of the natural resource base. A complementary study, conducted before appraisal, led to the preparation of a draft supplementary environmental promotion programme to be submitted for funding under the Global Environment Facility.

J. Innovative Features

64. The project introduces two major innovations in the Mauritanian context. The first consists in the effective transfer of responsibility for operation and maintenance of public infrastructures from a national public agency to beneficiary organizations. The second consists in the development of endogenous conflict-resolution processes in order to address competing pressures on the natural resource base. The successful implementation of these innovations will provide opportunities for replication in other projects in the country and in the region.

PART III - LEGAL INSTRUMENTS AND AUTHORITY

65. A loan agreement between the Islamic Republic of Mauritania 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.

66. The Islamic Republic of Mauritania is empowered under its laws to borrow from IFAD.

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

PART IV - RECOMMENDATION

68. 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 Islamic Republic of Mauritania in various currencies in an amount equivalent to seven million and six hundred thousand Special Drawing Rights (SDR 7 600 000) to mature on and prior to 1 May 2042 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 2 September 2002)

1. The Government of the Islamic Republic of Mauritania (“the Government”) shall make the loan proceeds available to the lead project agency in accordance with the annual workplans and budgets (AWP/Bs) and customary national procedures for development assistance to carry out the project.
2. The Government shall be responsible for all taxes, duties and levies on goods and services needed to carry out the project, granting exemptions for taxes and levies on imports and/or using the tax-credit procedure to do so. With regard to levies on small-scale expenditures and those for which recourse may not be made to the tax-credit procedure, the Government shall make available to the Project Coordination and Management Unit, throughout the project’s implementation period, counterpart funds drawn on internal resources for a global amount in ouguiyas equivalent to USD 100 000. An initial deposit of counterpart funds in the amount of USD 25 000 shall be made to the project account to cover requirements for the first year of project implementation. The project shall be included in the consolidated investment budget of the government.
3. In order to maintain sound environmental practices such as are provided for under Section 7.15 of the General Conditions (with regard to environmental protection), the Government shall take all necessary measures under the project with regard to pesticide management. In this regard, it shall ensure that pesticides furnished under the project do not include any pesticide proscribed by the International Code of Conduct on the Distribution and Use of Pesticides of the Food and Agriculture Organization of the United Nations, as amended from time to time, or listed in Tables 1 (Extremely Hazardous) or 2 (Highly Hazardous) of the World Health Organization’s Recommended Classification of Pesticides by Hazard and Classification 1996-97, as amended from time to time.
4. The objective of the monitoring and evaluation system is to expedite the learning process under the project and thus foster adaptation and innovation. To this end, a series of studies shall be conducted to assess the efficacy of the approaches and to propose enhancements or different approaches. Local universities may be involved in these studies.
5. A mid-term evaluation and a completion evaluation shall be conducted by non-project service-providers. The two evaluations will provide input for the joint mid-term review and completion evaluation conducted by the Government and IFAD. All evaluations shall be based on self-evaluations performed by the beneficiaries.
6. The Government shall be responsible for all taxes, duties and levies on goods and services needed to carry out the project, granting exemptions for taxes and levies on imports and/or using the tax-credit procedure to do so. The amounts corresponding to such levies shall be deemed to be part of the counterpart contribution that the Government is to provide under the loan agreement.
7. The core project staff – i.e. the coordinator and the administrative-financial officer – shall be selected under the authority of the Ministry of Rural Development and the Environment on the basis of a call for candidatures open to qualified members of the public, non-governmental and private sectors. The individuals proposed to serve as coordinator and the administrative-financial officer – and, if necessary, the decision to terminate their functions – are to be approved in advance by IFAD. The selection of technical, managerial and administrative staff shall be the responsibility of the coordinator and shall be done by the same procedure. Preference shall be given *ceteris paribus* to



female candidates. All staff of the Project Coordination and Management Unit shall be hired on the basis of renewable two-year contracts.

8. The Government shall insure project staff against illness and accident under applicable legislation in the territory of the Islamic Republic of Mauritania.

9. The following are additional conditions precedent to the effectiveness of the loan agreement:

- (a) a favourable legal opinion issued by the director-general for legislation, translation and editing of the official gazette or other competent Government authority, acceptable in form and substance, has been forwarded by the Government to IFAD;
- (b) the legal texts establishing the Project Coordination and Management Unit and the Steering and Monitoring Committee have been published;
- (c) the special account and the project account have been opened; and
- (d) the project coordinator and administrative-financial officer have been selected and approved by IFAD.

10. No withdrawals may be made from the project account until such time as:

- (a) the Government has deposited in the project account an amount equivalent to USD 25 000 in accordance with the terms of the loan agreement;
- (b) a draft version of the manual of administrative, financial and accounting procedures has been finalized and submitted to IFAD for approval; and
- (c) the first AWP/B has been submitted to IFAD and the cooperating institution.

COUNTRY DATA

MAURITANIA

Land area (km² thousand), 2000 1/	1 025	GNI per capita (USD), 2000 1/	370
Total population (million), 2000 1/	2.7	GNP per capita growth (annual %), 2000 1/	3.3
Population density (people per km²) 2000, 1/	3	Inflation, consumer prices (annual %), 2000 1/	3.3
Local currency	Ouguiya (MRO)	Exchange rate: USD 1 =	MRO 275
Social Indicators		Economic Indicators	
Population (average annual population growth rate), 1980-99 2/	2.7	GDP (USD million), 2000 1/	935
Crude birth rate (per thousand people), 2000 1/	39 a/	Average annual rate of growth of GDP 2/ 1980-90	1.8
Crude death rate (per thousand people), 2000 1/	13 a/	1990-99	4.2
Infant mortality rate (per thousand live births), 2000 1/	88 a/	Sectoral distribution of GDP, 2000 1/	
Life expectancy at birth (years), 2000 1/	54 a/	% agriculture	25 a/
Number of rural poor (million) (approximate) 1/	n.a.	% industry	29 a/
Poor as % of total rural population 2/	n.a.	% manufacturing	10 a/
Total labour force (million), 2000 1/	1.2	% services	46 a/
Female labour force as % of total, 2000 1/	44	Consumption, 2000 1/	
Education		General government final consumption expenditure (as % of GDP)	15 a/
School enrolment, primary (% gross), 2000 1/	79 a/	Household final consumption expenditure, etc. (as % of GDP)	78 a/
Adult illiteracy rate (% age 15 and above), 2000 1/	58	Gross domestic savings (as % of GDP)	7 a/
Nutrition		Balance of Payments (USD million)	
Daily calorie supply per capita, 1997 3/	2 622	Merchandise exports, 2000 1/	400
Malnutrition prevalence, height for age (% of children under 5), 2000 1/	44 a/	Merchandise imports, 2000 1/	340
Malnutrition prevalence, weight for age (% of children under 5), 2000 1/	23 a/	Balance of merchandise trade	60
Health		Current account balances (USD million)	
Health expenditure, total (as % of GDP), 2000 1/	4.8	before official transfers, 1999 1/	-75
Physicians (per thousand people), 1999 1/	n.a.	after official transfers, 1999 1/	140
Population using improved water sources (%), 1999 4/	37	Foreign direct investment, net 1999 1/	0.1 a/
Population with access to essential drugs (%), 1999 4/	66	Government Finance	
Population using adequate sanitation facilities (%), 1999 4/	33	Overall budget deficit (including grants) (as % of GDP), 1999 1/	n.a.
Agriculture and Food		Total expenditure (% of GDP), 1999 1/	n.a.
Food imports (% of merchandise imports), 1999 1/	26 a/	Total external debt (USD million), 1999 1/	2 528
Fertilizer consumption (hundreds of grams per ha of arable land), 1998 1/	43	Present value of debt (as % of GNI), 1999 1/	169
Food production index (1989-91=100), 2000 1/	109.1	Total debt service (% of exports of goods and services), 1999 1/	28.4
Cereal yield (kg per ha), 2000 1/	1 011	Lending interest rate (%), 2000 1/	n.a.
Land Use		Deposit interest rate (%), 2000 1/	x1
Arable land as % of land area, 1998 1/	0.5		
Forest area (km ² thousand), 2000 2/	3		
Forest area as % of total land area, 2000 2/	0.3		
Irrigated land as % of cropland, 1998 1/	9.8		

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

1/ World Bank, *World Development Indicators* database

2/ World Bank, *World Development Indicators*, 2001

3/ United Nations Development Programme (UNDP), *Human Development Report*, 2000

4/ UNDP, *Human Development Report*, 2001

PREVIOUS IFAD LOANS TO MAURITANIA

Loan no.	Project Name	Initiating Institution	Cooperating Institution	Lending Terms	Board Approval	Loan Effectiveness	Closing Date	Currency	Approved Amount	Disbursement (% of approved amount)
MR-44	Gorgol Irrigation Project	WB/IDA	WB/IDA	HC	16.09.80	27.08.81	30.06.90	SDR	7 600 000	95%
MR-92	Gorgol Farmers' Training Project	IFAD	WB/IDA	HC	31.03.82	28.07.83	30.06.90	SDR	1 200 000	20%
MR-169	Small-Scale Irrigation Project	WB/IDA	WB/IDA	HC	03.04.85	30.01.86	30.06.93	SDR	3 500 000	74%
MR-1	Agricultural Rehabilitation Programme	AFESD	AFESD	HC	30.04.86	10.12.86	30.06.94	SDR	4 000 000	100%
MR-22	Agricultural Rehabilitation Programme II	AFESD	AFESD	HC	06.12.89	06.11.90	31.12.96	SDR	8 650 000	99%
MR-31	Banc d'Arguin Protected Area Management Project	IFAD	UNOPS	HC	15.04.92	18.05.93	30.06.00	SDR	1 200 000	93%
MR-318	Maghama Improved Flood Recession Farming Project	IFAD	UNOPS	HC	03.12.92	10.06.93	31.12.00	SDR	7 450 000	97%
MR-43	Oasis Development Project – Phase II	IFAD	AFESD	HC	06.09.94	08.02.95	31.09.03	SDR	5 400 000	92%
MR-563	Poverty Reduction Project in Aftooth South and Karakoro	IFAD	UNOPS	HC	12 09 01	-	-	SDR	11 300 000	-



CADRE LOGIQUE DYNAMIQUE

1. Contribution aux objectifs du CSLP et objectifs de développement du projet

Description sommaire	Indicateurs vérifiables	Moyens de vérification	Hypothèses et risques
<p>Contribution aux objectifs du CSLP</p> <p>Réduire la pauvreté rurale de moitié en 2015</p>	<p>Réduction significative de l'incidence de la pauvreté dans la zone du projet</p> <p>Réduction significative des indicateurs de malnutrition infantile et maternelle</p> <p>Amélioration sensible des indicateurs de développement humain</p>	<p>Enquêtes sur la pauvreté dans le cadre du DRSP</p> <p>Enquêtes nutritionnelles</p> <p>Évaluations participatives des bénéficiaires</p>	
<p>Objectifs spécifiques</p> <p>Renforcer durablement les capacités des organisations de bénéficiaires, à planifier, gérer, mettre en œuvre et évaluer leurs programmes de développement et activités économiques</p> <p>Améliorer durablement les revenus des populations et spécialement des plus démunis</p> <p>Contribuer à l'amélioration des conditions de vie</p> <p>Préservation des ressources naturelles</p>	<p>Les organisations à la base, GIE et associations diverses ont géré d'une manière transparente des activités prioritaires répondant aux besoins de leurs membres</p> <p>Les aménagements du Walo sont entretenus d'une manière correcte et peu coûteuse</p> <p>L'incidence et l'ampleur des conflits éleveurs – producteurs du Walo sont réduits d'une manière significative</p> <p>Le niveau de participation des femmes, des jeunes, et des autres groupes marginalisés aux décisions et activités communautaires augmente d'une manière significative</p> <p>Les revenus agricoles augmentent d'une manière significative</p> <p>Les revenus non agricoles des groupes vulnérables se sont accrus et diversifiés</p> <p>L'accès de la majorité de la population de la zone aux infrastructures de base (pistes, eau potable, santé de base, éducation primaire) est facilité</p> <p>Le niveau de dégradation des ressources forestières et pastorales est réduit sensiblement</p>	<p>Évaluations participatives annuelles et thématiques</p> <p>Revue à mi-parcours et finale</p> <p>Rapports annuels</p>	<p>Interférences des autorités régionales</p> <p>Accaparement politique des organisations paysannes</p>

3



2. Résultats par composante

Description sommaire	Indicateurs vérifiables	Moyens de vérification	Hypothèses et risques
<p>Composante 1: Renforcement des capacités locales</p> <p>S/C 1-1: Diagnostics participatifs et consolidation des organisations communautaires</p> <p>S/C 1-2: Promotion féminine</p> <p>S/C 1-3: Renforcement des capacités des organisations de base des bénéficiaires</p>	<p>Consolidation d'organisations communautaires 50 diagnostics participatifs sont finalisés en année 2 les 28 CVD du Walo sont consolidés Au moins 22 organisations communautaires sont mises en place et consolidées dans les zones de diéri L'alphabetisation fonctionnelle est réussie pour au moins 3000 adultes ruraux</p> <p>Une méthodologie efficace d'appui aux femmes et aux autres groupes vulnérables est mise en point La participation des femmes aux décisions communautaires est effective Au moins 5000 femmes sont touchées par les programmes IEC</p> <p>Au moins 200 organisations à la base consolidées et rendues fonctionnelles, dont: 150 organisations féminines 50 associations de jeunes et d'autres groupes vulnérables La fédération des usagers du Walo gère correctement l'entretien des aménagements et développe un service endogène de conseil agricole L'association des pasteurs de l'ATF gère correctement les points d'eau, les pare feux et réussit à promouvoir une gestion rationnelle des aprcours Le cadre de concertation pour la résolution des conflits éleveurs –producteurs du Walo est opérationnel dès la 3ème année Une radio rurale fonctionne d'une manière autonome à la satisfaction des usagers de la zone</p>	<p>Évaluations participatives annuelles et thématiques Revue à mi-parcours et finale Rapports annuels Rapports techniques et financiers des associations</p>	<p>Accapuration politique des organisations paysannes</p>



Résultats par composante (suite)

Description sommaire	Indicateurs vérifiables	Moyens de vérification	Hypothèses et risques
<p>Composante 2: Appui aux activités économiques S/C 2-1: Valorisation des terres de décrue</p> <p>S/C 2-2: Appui aux activités génératrices de revenus et à la commercialisation</p> <p>S/C 3-d: Développement des services financiers ruraux de proximité</p>	<p>Les aménagements de décrue sont consolidés et sécurisés Le modèle de gestion des crues est appliqué correctement par les usagers du Walo Environ 250 km de pare feux et au moins 5 puits pastoraux sont mis en place et gérés correctement par l'associations pastorale de l'ATF Le dispositif endogène de conseil agricole est fonctionnel et rend service à au moins: 1000 producteurs du Walo, et 500 producteurs du diéri</p> <p>Au moins 200 micro projets d'AGR sont initiés et mis en oeuvre: 150 pour les femmes 50 pour les jeunes et autres groupes vulnérables Les appuis en commercialisation bénéficient à la grande majorité des producteurs du Walo et du diéri et à l'ensemble des promoteurs d'AGR</p> <p>Développement des CAVEC CAVEC de aghama consolidée 3 CAVEC mises en place et consolidées D'autres services financiers de proximité développés (banques de céréales et tontines)</p>	<p>Évaluations participatives annuelles et thématiques Système de suivi des acteurs concernés Revue à mi-parcours et finale PTBA</p>	<p>Interférences des autorités régionales</p> <p>Accapuration politique des organizations paysannes</p>



Résultats par composante (suite)

Description sommaire	Indicateurs vérifiables	Moyens de vérification	Hypothèses et risques
Composante 3: Infrastructures de base S/C 2-1: Désenclavement	Les travaux de désenclavement de la zone projet sont réalisés au plus tard fin de la 3ème année	Évaluations participatives annuelles et thématiques Système de suivi des acteurs concernés Revue à mi-parcours et finale PTBA	Interférences des autorités régionales Accapuration politique des organisations paysannes
S/C 2-1: Infrastructures rurales essentielles	Infrastructures sociales sont réhabilitées et rendues fonctionnelles à la fin de la 2ème année Les points d'eau potable sont réhabilités ou mis en place au plus tard fin de la 3ème année		
Composante 4: Coordination, Gestion, Suivi et Évaluation	L'ensemble des interventions sont réalisées dans les délais Les ressources du projet sont gérées d'une manière transparente Des systèmes participatifs de suivi et évaluation sont opérationnels au niveau de tous les acteurs Désengagement réussi de la structure du projet	PTBA Revue à mi parcours Évaluation finale (OE)	

9

3. Composantes et intrants

Description sommaire	Indicateurs vérifiables	Moyens de vérification	Hypothèses et risques
Composantes et Sous-Composantes	Intrants: Coût des composantes		
Composante 1: Renforcement des Capacités	1,4 millions de dollars US	PTBA Revue à mi parcours Évaluation finale (OE)	
Composante 2: Amélioration et diversification des revenus	4,6 millions de dollars US	Idem	
Composante 3: Infrastructures de Base	3,4 millions de dollars US	Idem	
Composante 4: Coordination, Gestion, Suivi et Évaluation	2,2 millions de dollars US	Idem	



RÉSUMÉ DES COÛTS ET TABLEAUX FINANCIERS

Tableau 1: Plan de financement par composantes

	FIDA		Don Assistance Technique (FIDA)		Communautés		Gouvernement		Total		Devises étrangères	Monnaie locale (hors taxes)	Droits & Taxes
	Montant	%	Montant	%	Montant	%	Montant	%	Montant	%			
	A. Renforcement de Capacités Locales												
1. Diagnostic participatif et consolidation des organisations communautaires	437	98.8	-	-	-	-	5	1.2	443	3.8	70	367	5
2. Promotion féminine	100	57.1	75	42.9	-	-	-	-	175	1.5	8	168	-
3. Développement des capacités des organisations de bénéficiaires	757	100.0	-	-	-	-	0	-	757	6.6	76	681	-
Sous-total Renforcement de Capacités Locales	1 294	94.2	75	5.5	-	-	5	0.4	1 375	11.9	153	1 216	5
B. Appui aux Activités Economiques													
1. Valorisation des terres de décrue	3 342	86.6	-	-	-	-	517	13.4	3 859	33.4	1 144	2 198	517
2. Appui aux activités génératrices de revenu et à la commercialisation	386	81.7	-	-	80	16.9	6	1.3	473	4.1	45	422	6
3. Appui aux services financiers de proximité	271	95.5	-	-	-	-	13	4.5	283	2.5	108	163	13
Sous-total Appui aux Activités Economiques	3 998	86.6	-	-	80	1.7	536	11.6	4 615	40.0	1 296	2 782	536
C. Infrastructures de base													
1. Désenclavement	2 244	85.0	-	-	-	-	397	15.0	2 640	22.9	825	1 419	397
2. Infrastructures rurales essentielles	530	72.5	-	-	90	12.3	111	15.2	731	6.3	225	395	111
Sous-total Infrastructures de base	2 774	82.3	-	-	90	2.7	508	15.1	3 372	29.2	1 050	1 814	508
D. Coordination, Gestion, Suivi et Evaluation	1 987	91.0	-	-	-	-	197	9.0	2 183	18.9	840	1 147	197
Total Décaissement	10 053	87.1	75	0.6	170	1.5	1 246	10.8	11 544	100.0	3 340	6 959	1 246



Tableau 2: Coûts par catégories de dépenses et par composantes

	Renforcement de Capacités Locales				Appui aux Activités Economiques					Total	Imprévus Physiques	
	Diagnostic participatif et consolidation des org. Comm.taires	Développement des capacités des Organisations de Bénéficiaires	Valorisation des terres de décrue	Appui aux activités génératrices de revenu et à la commerc.	Appui aux services financiers de proximité	Infrastructures de base		Coord., Gestion, Suivi et Evaluation	Total		Imprévus Physiques	
						Infrastr. rurales essentielles	Désencl.				%	Montant
I. Coûts d'investissements												
A. Génie Civil	-	-	2 540	-	16	2 029	565	143	5 293	10	515.0	-
B. Véhicules	-	-	-	-	-	-	-	231	231	-	-	-
C. Equipement et Matériels	-	-	-	-	10	-	-	66	76	-	-	-
D. Etudes et Assistance Technique												
1. Etudes	33	-	516	40	51	285	57	180	1 161	-	-	-
2. Assistance Technique Internationale	18	-	30	30	71	-	-	420	570	-	-	-
3. Assistance Technique Nationale	2	-	-	-	-	30	-	5	37	-	-	-
Subtotal Etudes et Assistance Technique	53	-	546	70	122	315	57	605	1 768	-	-	-
E. Formation	89	100	578	-	54	-	-	6	827	-	-	-
F. Prestations de services	280	75	400	-	56	-	-	23	971	-	-	-
G. Fonds de Capitalisation IMF	-	-	-	-	7	-	-	-	7	-	-	-
H. Fonds d'appui aux activités économiques	-	-	-	400	-	-	-	-	400	-	-	-
Total coûts d'investissements	422	175	715	3 485	470	266	2 344	622	9 574	5	515.0	-
II. Coûts actuels												
A. Salaires et Indemnités	-	-	-	-	-	-	-	604	604	-	-	-
B. Entretien et Fonctionnement	-	-	-	-	-	-	-	368	368	5	17.3	-
Total coûts actuels	-	-	-	-	-	-	-	972	972	2	17.3	-
COÛTS DE BASE	422	175	715	3 485	470	266	2 344	622	10 546	5	532.4	-
Imprévus physiques	-	-	254	-	2	203	57	17	532	-	-	-
Imprévus pour hausse des prix	20	-	119	3	16	93	53	119	466	4	20.6	-
COÛTS TOTAUX	443	175	757	3 859	473	283	2 640	731	11 544	5	553.0	-
Taxes	5	-	517	6	13	397	111	197	1 246	7	84.1	-
Devises	70	8	76	1 144	45	108	825	225	3 340	5	165.9	-





ORGANISATION ET GESTION

A. Organisation générale et agence d'exécution

1. L'organisation de la mise en œuvre sera basée sur les principes de base suivants: a) les populations villageoises et groupements de bénéficiaires déterminent les priorités, avec une participation active des groupes les plus démunis, les femmes, les jeunes, les statuts fonciers faibles; b) les investissements à réaliser et les activités d'appui fournies par le projet répondront aux priorités déterminées par les populations ciblées sur la base de critères d'éligibilité prédéfinis, c) le faire-faire sera préféré à l'intervention directe; d) les relations entre le projet, les communes, les bénéficiaires, et les prestataires de travaux ou de services publics et privés, seront régies par des conventions de collaboration ou des contrats, qui précisent les responsabilités respectives de toutes les parties prenantes, et e) des coopérations, partenariat et synergies avec les autres intervenants, bailleurs et programmes seront systématiquement recherchés et encouragés.

2. L'agence d'exécution du projet sera le MDRE, qui assurera la tutelle du projet et veillera à ce que les interventions du projet s'inscrivent dans le cadre des objectifs qui lui sont assignés et des orientations retenues pour sa mise en œuvre. Le MDRE confiera les responsabilités de la mise en œuvre à une unité de coordination et de gestion du projet (UCGP), dotée de l'autonomie administrative et financière. La tutelle sera exercée à posteriori par le biais d'un comité d'orientation et de suivi.

B. Coordination et gestion

Comité d'orientation et de suivi (COS)

3. Le COS assurera la supervision nationale du Projet et aurait les principaux rôles suivants: i) superviser l'état d'avancement général en veillant au respect des objectifs et de la stratégie générale d'intervention du Projet; ii) valider les grandes orientations techniques et opérationnelles proposés par l'UCGP; iii) assurer la coordination entre ministères et institutions et les échanges d'information pour faciliter l'exécution du projet; iv) commenter les programmes de travail et budget annuel et les rapports annuels d'activités, avant leur transmission au FIDA et à l'institution coopérante par la tutelle; v) débattre tout problème institutionnel et organisationnel dépassant la compétence de l'UCGP et proposer des mesures appropriées; vi) examiner et interpréter les rapports d'audit; et vii) suivre l'application des recommandations des différentes missions de supervision et d'appui extérieur. Il serait présidé par le MDRE et composé de représentants: i) des ministères et institutions publiques concernés; et ii) des organisations de bénéficiaires.

Unité de coordination et gestion du projet (UCGP)

4. La coordination de la mise en œuvre et la gestion du projet sera confiée à une unité de coordination et de gestion du projet (UCGP), dotée de l'autonomie administrative et financière lui permettant d'administrer les contrats et les conventions pour l'exécution des activités du projet. Les attributions de l'UCGP seront définies dans un acte pris par le Ministère de tutelle. De par la stratégie générale adoptée, fondée sur la sous-traitance de l'essentiel des activités à des opérateurs contractuels, les principales responsabilités de l'UCGP seront les suivantes: a) l'orientation stratégique et la définition des modalités de mise en œuvre du Projet; b) la coordination et la programmation des activités, c) le choix des prestataires de service et de travaux, et le suivi et contrôle de leurs activités (préparation des appels d'offres, des contrats, suivi des performances d'exécution); d) la coordination entre les différents opérateurs et avec les autres projets et intervenants dans la zone; e) la coordination des activités de suivi interne et d'évaluation participative; f) la tenue de la comptabilité générale et analytique du projet et le contrôle financier et de gestion de l'utilisation des moyens mis à disposition

du projet; g) la préparation des éléments pour la mobilisation des fonds de contrepartie et la gestion du compte spécial; et h) la mise en œuvre des recommandations des rapports d'audit, de supervision et des missions d'appui.

C. Modalités de mise en œuvre

5. Le dispositif institutionnel de mise en œuvre du projet sera basé sur la participation active des populations. Les populations ciblées seront appuyées dans l'identification et la mise en œuvre des activités éligibles aux appuis du projet par des opérateurs contractualisés. Les bénéficiaires seront donc les maîtres d'ouvrages pour les activités de type privé qui leur sont propres, les opérateurs se limitant au rôle d'appui conseil, notamment pour aider les bénéficiaires à satisfaire aux conditions d'éligibilité aux appuis du projet. Outre les activités de type privé qui leur sont propres, les organisations des bénéficiaires représenteront les intérêts de leurs membres au sein des dispositifs participatifs de diagnostic et de planification et pourront être responsabilisées dans le cadre de concessions de service public pour des activités communautaires de type public.

6. Pour la fourniture d'appuis à la planification et la gestion du développement des organisations communautaires, il sera fait recours à des **opérateurs partenaires polyvalents** (OPP). Pour des appuis techniques très spécialisés, et/ou ayant un caractère répétitif, il sera fait appel à des **opérateurs partenaires spécialisés** (OPS). Les OPP et les OPS seront sélectionnés par le projet sur la base d'appels d'offres nationaux ouverts aux institutions des secteurs public, associatif et privé. Ils seront recrutés sur la base de contrats de trois ans, renouvelables sur la base d'indicateurs de performances explicites. Pour des appuis techniques localisés et d'une durée limitée (formations et expertises ponctuelles, études thématiques ou de faisabilité, etc.), il sera fait appel à des prestataires de services spécialisés au fur et à mesure de la demande.

7. Par ailleurs, le projet établira des relations de collaboration avec les autres projets qui interviennent ou interviendront dans le développement rural afin d'éviter la duplication des activités, de développer des synergies, et de promouvoir les échanges d'expérience. Il s'agit notamment: i) des projets financés par le FIDA (PASK, OASIS II); ii) du projet de gestion des ressources naturelles en zone pluviale (PGRNP/Banque mondiale); iii) du projet d'appui aux CAPEC (PNUD/FENU) et du projet d'appui à la banque de développement des femmes du Gorgol (PNUD).

D. Suivi et évaluation

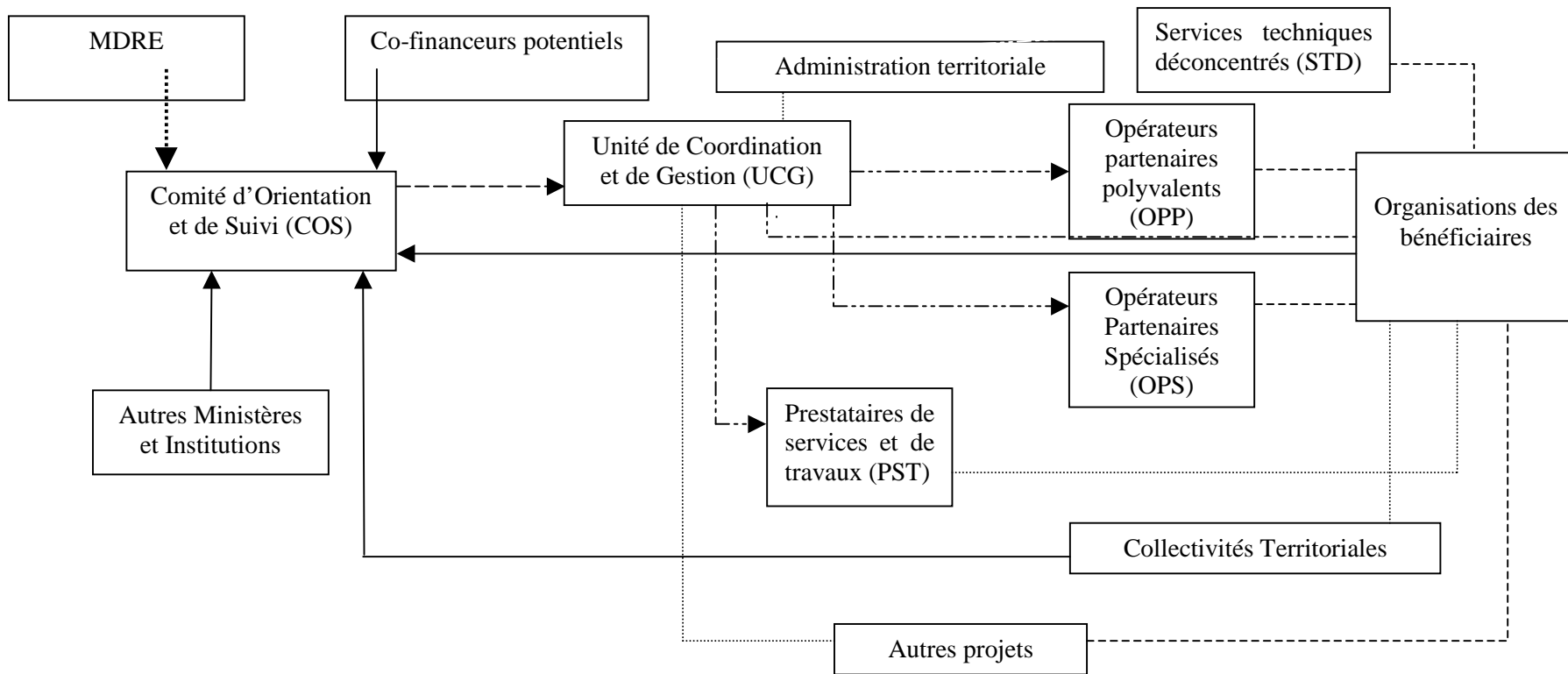
8. L'objectif du système de suivi et évaluation est d'accélérer les processus d'apprentissage au sein du projet et de stimuler ainsi l'adaptation et l'innovation. De ce fait, le système de suivi et d'évaluation sera conçu à partir des pratiques de gestion des responsables au sein de l'UCG, afin d'éviter la génération isolée de données. Plutôt que de monter un système de suivi et évaluation standard clé-en-main, l'accent sera mis durant la vie du projet sur l'amélioration des capacités de gestion des responsables, tant à l'intérieur de l'UCGP, qu'au niveau des autres acteurs participant dans la mise en œuvre du projet. Cette amélioration des capacités de gestion sera personnalisée, puisque les points de départ, les besoins et les rythmes d'apprentissage seront différents. Sans cette amélioration de la capacité de gestion des responsables, il n'y aura aucune demande quelle que soit la donnée. Le système de suivi et évaluation sera construit par modules successifs, selon l'évolution des capacités de gestion. Des évaluations des différentes interventions du projet seront effectuées à des intervalles réguliers.

9. **Évaluations internes.** Le projet montera un système de suivi et évaluation qui réponde aux objectifs de gestion, d'apprentissage et d'innovation des responsables de l'équipe. Le projet procèdera à une série d'études afin d'évaluer l'efficacité des approches et de proposer des améliorations ou des approches nouvelles. Les institutions universitaires pourront être associées à de telles études.



10. **Évaluations externes.** Une évaluation à mi-parcours et une évaluation finale seront réalisées par des prestataires externes au projet, en vue de préparer les revues conjointes à mi-parcours et finale, organisées par le FIDA et le Gouvernement. Toutes les évaluations seront basées sur des dispositifs d'auto-évaluation par les bénéficiaires.

11. **Rôles de l'UCGP, des prestataires et des bénéficiaires.** Au niveau de l'UGCP, le coordinateur du projet aura la responsabilité globale de promouvoir l'amélioration de la capacité de gestion interne en développant la pratique de l'apprentissage et de l'innovation. Il sera responsable de construire au fur et à mesure un système de suivi et d'évaluation, intégré à celui de la programmation. Il analysera les rapports et consignera les données dans une base de données informatisée qui est actualisée d'une manière régulière. Chacun des responsables techniques de l'UGCP devra assurer le suivi global du type d'activités de son ressort, et introduire des améliorations méthodologiques aux dispositifs de suivi et d'évaluation y afférent. Contractuellement les prestataires seront tenus de fournir à l'UGC des rapports concernant les résultats obtenus trimestriels et annuels. Ils devront de même informer des difficultés observées lors de la mise en œuvre, les leçons de l'expérience et les innovations proposées ou déjà mises en œuvre afin d'obtenir les résultats accordés contractuellement. Les bénéficiaires seront informés de toutes les opérations qui les concernent. Ils seront associés au suivi et l'évaluation. Le responsable du suivi-évaluation devra consolider les différents flux d'information dans un rapport semestriel du projet (en y intégrant les informations du suivi financier et des activités menées au titre de l'UCGP), qui sera transmis au ministère de tutelle, à l'institution coopérante et au FIDA. Il en sera de même pour le rapport annuel.



Nature des relations entre les acteurs

-▶ Assure la présidence du COS et la sélection du coordinateur UCG
- ▶ Membres du COS
- - -▶ Orientation et suivi à postériori par le COS
- . -▶ Relations contractuelles- Projet/prestataires contractuels et OB
- - - Relations de coopération, facilitation
- - - Fourniture d'appui aux populations et OB

Légende

MDRE Ministère du Développement Rural et de l'Environnement



