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IFAD

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

DEMOCRATIC REPUBLIC OF THE CONGO

FOR THE

AGRICULTURAL REVIVAL PROGRAMME IN EQUATEUR PROVINCE

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CURRENCY EQUIVALENTS

Currency Unit	=	Franc Congolais (CDF)
USD 1.00	=	CDF 420
CDF 1.00	=	USD 0.00270

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

AfDB	African Development Bank
BSF	Belgian Survival Fund
COSOP	Country Strategic Opportunities Paper
DDRRR	Disarmament, Demobilization, Repatriation, Reinstallation and Reintegration
GTZ	German Agency for Technical Cooperation
NGO	Non-Governmental Organization
PMU	Programme Management Unit
PRAPE	Agricultural Revival Programme in Equateur Province
UNDP	United Nations Development Programme
USAID	United States Agency for International Development

GOVERNMENT OF THE DEMOCRATIC REPUBLIC OF THE CONGO
Fiscal Year

1 January - 31 December

MAP OF THE PROGRAMME AREA



Source: IFAD Appraisal Report for the Community Development Project in Bumba (1992).

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.

DEMOCRATIC REPUBLIC OF THE CONGO
AGRICULTURAL REVIVAL PROGRAMME IN EQUATEUR PROVINCE

LOAN SUMMARY

INITIATING INSTITUTION:	IFAD
BORROWER:	Democratic Republic of The Congo
EXECUTING AGENCY:	Ministry of Agriculture, Fisheries and Livestock
TOTAL PROGRAMME COST:	USD 22.6 million
AMOUNT OF IFAD LOAN:	SDR 10.0 million (equivalent to approximately USD 14.8 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
COFINANCIER:	Belgium Survival Fund
AMOUNT OF COFINANCING:	USD 6.0 million
TERMS OF COFINANCING:	Grant
CONTRIBUTION OF BORROWER:	USD 1.4 million
CONTRIBUTION OF BENEFICIARIES:	USD 0.4 million
APPRAISING INSTITUTION:	IFAD
COOPERATING INSTITUTION:	United Nations Office for Project Services

PROGRAMME BRIEF

Who are the beneficiaries? The programme area will cover the territory of Bumba and the Hinterland of Mbandaka in the Equateur Province. The target population of the proposed programme will be composed of farmers and fishermen (and women) living in these areas, amounting to an estimated 70 000 poor households (55 000 farmers, 10 000 fishermen and 5 000 pygmies). In particular, the programme will target the most vulnerable strata of the rural community such as women, specifically widows, and the pygmies in the Mbandaka Hinterland. Target beneficiaries also include about 500 soldiers who will benefit from IFAD support to the process of disarmament, demobilization, repatriation, reinstallation and reintegration (DDRRR) into the agricultural sector.

Why are they poor? The target population has suffered as a result of a protracted period of poor governance since the country's independence, followed by a war that destroyed the structures and processes that were supposed to support their livelihoods. They have no access to agricultural and fisheries tools or inputs, training or markets. The public and private service delivery systems are non-existent, or very weak when available. Transportation, communication and social infrastructure have been either destroyed or have deteriorated due to prolonged lack of maintenance. As a result, productivity and production in the agricultural and fisheries sectors are very low, and the target group has difficulty in accessing adequate health and nutrition services, education and drinking water.

What will the programme do for them? The programme will use a sustainable livelihood approach to support beneficiaries, rebuild the structures and processes necessary to deliver goods and services, and improve livelihoods. Using a bottom-up approach, the programme will help the target group set up three strong democratic community organization networks for the delivery of goods and services for the agricultural and fisheries sectors, and for social services. These organizations will also be strengthened to enable them to participate in the peace consolidation and reconciliation process at the local level and to lobby in favour of the rural poor. The programme will provide beneficiaries' organizations with sector development funds and strengthen their capacity to carry out relevant activities or contract private or public service providers to implement their action plans. The programme will use the high-intensity labour system to rebuild feeder roads and support beneficiaries in establishing a feeder road maintenance fund. A provision has been made by the programme to support local DDRRR in the territory of Bumba.

How will beneficiaries participate in the programme? Where private and public service providers are absent or very weak, the programme will empower beneficiaries to organize themselves to deliver the key services needed to improve their livelihoods. At least one third of the organization management team will be women. The programme will include active participation and capacity-building tools to support beneficiaries in analysing their constraints, and in preparing and implementing action plans. Beneficiaries' capacities will be strengthened so that they can manage participatory monitoring and evaluation tools, including a learning-by-doing approach.

How was the programme formulated? The programme was formulated in a participatory manner. Beneficiaries and all concerned stakeholders (non-governmental organizations (NGOs), donors, religious organizations) were involved at all stages of the programme preparation cycle. During the formulation mission in June 2003, a stakeholder workshop was held in Mbandaka and Bumba with the participation of farmers' groups, processor representatives, NGOs and government representatives. During pre-appraisal, two stakeholders' workshops were organized to review the formulation report and the Technical Review Committee issues. The post-formulation report incorporates stakeholders' comments. The Government has also established a programme preparation team, which participated in the field visits and in the report writing.

**REPORT AND RECOMMENDATION OF THE PRESIDENT OF IFAD
TO THE EXECUTIVE BOARD ON A PROPOSED LOAN TO THE
DEMOCRATIC REPUBLIC OF THE CONGO
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AGRICULTURAL REVIVAL PROGRAMME IN EQUATEUR PROVINCE**

I submit the following Report and Recommendation on a proposed loan to the Democratic Republic of The Congo for SDR 10.0 million (equivalent to approximately USD 14.8 million) on highly concessional terms to help finance the Agricultural Revival Programme in Equateur Province. 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 as IFAD's cooperating institution.

PART I – THE ECONOMY, SECTORAL CONTEXT AND IFAD STRATEGY¹

A. The Economy and Agricultural Sector

1. **General.** Situated in central Africa, the Democratic Republic of The Congo covers 2.3 million km² and is the third largest country in Africa. The population was 52.3 million in 2001, with an average annual growth rate of 3.0%. Some 70% of the population live in rural areas. Apart from the large towns, the average demographic density is 23 inhabitants per km², among the lowest in the continent. It is potentially one of the richest countries in Africa with considerable mineral resources, notably copper, cobalt, diamonds, uranium, tin, gold, silver, coal, zinc and oil. In addition, the country has 6% of the world's forest reserves and considerable agricultural potential. Unfortunately, this potential has never been translated into satisfactory standards of living for the population. In 2001, gross national income (GNI) per capita was estimated at USD 80. In the Global Human Development Report for 2001, the Democratic Republic of The Congo was ranked 142nd out of 162 countries, making it one of the poorest countries in the world. Its human development index was 0.39.

2. **Country post-conflict context.** A rapid post-conflict analysis was carried out during post-formulation. This analysis concluded that the national and local context is favourable for IFAD to undertake its intervention.

3. The cohesive new government team has shown a high level of motivation among its members for the national interest and a strong commitment to pursue the path of political reconciliation and economic reform.

4. The Province of Bumba provides a favourable setting for the programme. The area has no gold, diamonds, coltan or other mineral resources. There has been no ethnic or civic conflict in Bumba, and direct military clashes only occurred when the province was living in autarchy during the war. Economic activity has been regenerated at the local level prompted by communication between the province and other parts of the country by means of telephone lines and river transportation between Kinshasa and Bumba.

¹ See Appendix I for additional information.

5. The post-conflict analysis, however, indicated that some risks persist. These include (i) army restructuring, including the implementation of the disarmament, demobilization, repatriation, reinstallation and reintegration (DDRRR) programme; (ii) corruption in the context of very low salaries and widespread poverty; (iii) the high unemployment rate among youth; and (iv) the unstable security situation in the Eastern Province.

6. The analysis concluded that these risks can be mitigated by strong donor support and that IFAD's intervention in Bumba will be of support in this regard.

7. **The economy.** The country's economy has been in decline since 1974. In the years 1975-82, the economy underwent a crisis as a result of nationalization, the rise in oil prices and the fall in the price of export commodities. Following a period of relative economic stagnation in the late eighties during structural adjustment, the decline accelerated from 1990 onwards. The years 1990-99 were characterized by negative real gross domestic product (GDP) growth ranging from minus 6.6% to minus 14%. There was also institutional instability, mass looting in 1991 and 1993, intervals of hyperinflation, inter-ethnic conflicts, and civil war between 1997 and 2002. The economy collapsed and the formal and public sectors virtually vanished. Between 1990 and 1993, the majority of bilateral and multilateral institutions, including IFAD, the International Monetary Fund (IMF) and the World Bank, suspended their assistance programmes.

8. The Democratic Republic of The Congo is eligible for assistance under the Debt Initiative for Heavily Indebted Poor Countries. The decision point was reached during the second quarter of 2003.

9. In 2000-2001, the majority of donors resumed development assistance. These included the World Bank, IMF, the African Development Bank (AfDB), Belgium, France, Canada and the German Agency for Technical Cooperation (GTZ).

10. **Rural sector.** GDP in the agricultural sector fell from USD 3.4 billion in 1990 to USD 2.1 billion in 2000, a drop of 38%. The rise in food production (2% annually) was much slower than demographic growth (3.0% annually) because of the massive decapitalization of both traditional and modern agricultural enterprises, a drop in productivity and the recourse to traditional technology. The deterioration in economic and social infrastructure in rural areas led to a decline in land area under cultivation and a return to subsistence farming in several isolated enclaves.

11. **Public sector.** The strengths and weaknesses of the principal government institutions involved in agriculture and fisheries can be summarized as follows: (i) extremely low salaries and irregular payment; (ii) lack of qualified staff in the provinces; (iii) lack of a staff retraining programme; and (iv) insufficiency or absence of an operating and investment budget. The disappearance of public services in rural areas is mainly due to a derisory budget allocation in the past. In the medium term, budgetary resources for these services will be limited, given the enormous needs in all sectors. A partnership among civil society, the state, the private sector and donors will be crucial in supporting farmers and reducing rural poverty.

12. **Non-governmental organizations (NGOs).** The number of NGOs in the Democratic Republic of The Congo is estimated at over 1 000, however many tend to be weak. The majority of the stronger NGOs are based in the southern part of the country and in Kinshasa. The northern zone is characterized by a very limited number of NGOs with sufficient capacity to function as service providers.

13. **Development and emergency projects.** At present, projects in rural areas are mainly emergency operations. They mostly involve the free distribution of agricultural and fisheries inputs, rehabilitation of roads and transport infrastructure, etc. Generally speaking, civil society organizations (NGOs, farmers' organizations) are involved in implementing the projects. Experts from the Ministry of Agriculture, Fisheries and Livestock are brought in to assist as advisors. Although considerable work is being done, the effort covers only a fraction of the extensive needs of rural communities.

14. **Microfinance in rural areas.** The microfinance sector is mainly based in urban areas in the southern provinces. At present, the financial sector consists of 14 banks (of which eight are still active) and 138 savings and loans cooperatives grouped under two umbrella organizations: the Union of Savings and Loan Cooperative Federations, and the National Confederation of Savings and Loan Cooperatives. The climate in the nineties, featuring looting, hyperinflation and inconsistent monetary measures, helped weaken the financial system and its institutions. During this period, many microfinance institutions (MFIs) were created by NGOs to manage lines of credit financed by donors. MFIs are absent in the northern provinces (Equateur and Eastern Province).

15. **Rural poverty.** The main causes of rural poverty in the country are: (i) isolation (due to the condition of roads, closure of rivers); (ii) the derisory state of social services and facilities; (iii) the low productivity of agriculture and small-scale fishing; and (iv) the lack of marketing opportunities.

16. In 2001, a national survey of women and children by the United Nations Children's Fund (UNICEF) and the United States Agency for International Development (USAID), calculated human development indexes by province. The ranking of the provinces, in descending order, is as follows: (1) Kinshasa; (2) Bas-Congo; (3) Eastern Kasai; (4) Katanga; (5) Western Kasai; (6) Bandundu; (7) Maniema; (8) North Kivu; (9) South Kivu; (10) Eastern Province; and (11) Equateur.

17. **Food security.** In 2002, the number of vulnerable people reached almost 20 million, made up of 16 million victims of the economic crises, two million internally displaced persons, 330 000 refugees and 700 000 households taking in displaced persons. Malnutrition has become a major public health problem. Several surveys found a prevalence of malnutrition among children of 40%; 20% are estimated to suffer from severely retarded growth.

18. **Education.** According to UNICEF/USAID, just over half of children aged 6 to 11 years attend school. The Provinces of Equateur and North Kivu have the lowest rates, with 37% and 34% respectively. The state school system is no longer effective because of the demotivation of teachers (who have hardly been paid for ten years) and inadequate training and retraining. In addition, since 1990, there has been scarcely any investment in school buildings and teaching material. Donors have focused primarily on health, and neglected education. The adult illiteracy rate stood at 59% for women and 29% for men in 1998, but is increasing rapidly because of low school attendance. Parents finance school costs and are organized in school committees. Due to financial constraints school attendance for girls is significantly lower than for boys.

19. **Health.** Life expectancy at birth was 46 years in 1998, compared with 59 years for sub-Saharan African countries. This low level is associated with an infant mortality rate of 127 per thousand, infant-child mortality of some 215 per thousand and maternal mortality of 2 000 per 100 000 births. Only an estimated 45% of the population have access to some form of medical service, and 42% to drinking water. The rural population frequently try to organize and finance their own health centres. At present, just over one child in five is fully vaccinated and a similar proportion of children have never been vaccinated against any childhood disease.

20. **HIV/AIDS.** The incidence of HIV/AIDS was estimated at 5.1% nationally in 2001 and as causing 300 000 deaths a year. In the east and north, the incidence may be as high as 12%. The prevalence rate of HIV continues to rise. Malaria is responsible for 52.4% of registered deaths.

B. Lessons Learned from Previous IFAD Experience

21. **IFAD.** Before IFAD's assistance in the Democratic Republic of The Congo was suspended in 1993, its operations involved the financing of three projects. The main lessons arising from IFAD's experience in the country over the period 1982-1993 are as follows:

- Projects suffered from limited counterpart funds despite their inclusion in the Government's Priority Investment Programme.

- The recurrent charges of the projects proved unsustainable by the state in the post-project period.
- The results achieved were not sustainable after the period of foreign disbursements.
- Transport infrastructure and market access are priorities.

22. **Belgian Survival Fund (BSF).** The experience of the IFAD/BSF project in North Kivu² from 1996 to 2002 showed the importance of strengthening the capacities of grass-roots women's groups. Management training and functional literacy were necessary to make the other project activities (promotion of improved stoves, income-generating activities, etc.) more effective. The experience also showed that an institutional vacuum at the local level and poorly maintained infrastructure can lead to considerable delays in recruiting local staff and subcontractors, hold up the implementation of actions and reduce the effectiveness of the intervention. In such an environment, the cost of technical assistance, both national and international, is high. Furthermore, projects developed in an emergency or post-war context should focus in the first instance on activities with very short-term impacts, with particular emphasis on agricultural production and income-generating activities.

23. **Lessons of the experience relating to post-crisis support.** IFAD has considerable experience of interventions in post-crisis situations, caused by natural disasters (drought, floods, hurricanes and typhoons) or by manmade ones (civil disorder and armed conflict). The lessons of value for the Democratic Republic of The Congo include recognizing the importance of: (i) restoring production capacity as a matter of priority; (ii) encouraging the empowerment of local communities; and (iii) ensuring a shift from emergency help to development through an appropriate combination of grants and loans.

C. IFAD's Strategy for Collaboration with the Democratic Republic of The Congo

24. **IFAD's strategy.** IFAD's strategy for the country is detailed in the Country Strategic Opportunities Paper (COSOP) approved by the Executive Board in September 2003. The general objective of the COSOP is to *improve food security among poor rural communities by supporting the transition from emergency assistance to development*. Specific objectives are to:

- **support the growth of agricultural production** by providing inputs (improved seeds, pesticides, small tools, etc.) and promoting technologies designed to increase productivity;
- **improve marketing channels** through infrastructure investment (farm access roads, port facilities, etc.), market information and improving commodity market organization;
- **strengthen organizational capacities** among small producer groups to help them achieve better market access, improve their living conditions and work together to consolidate peaceful resolution of conflict at the local level; and
- **increase access by impoverished communities to health and nutrition services**, including awareness programmes on HIV/AIDS, with major support from the BSF.

25. Strengthening women's capacities and power to act is also a key challenge. In rural areas, men and women carry out different activities and often have unequal access to services. These imbalances need to be addressed in project design.

26. The COSOP proposed that the next project for financing in the country be located in the Equateur Province.

² Project for the Support of Initiatives of Women's Associations in North Kivu.

27. **Programme rationale.** The rapid post-conflict analysis undertaken during the post-formulation mission concluded that without the political and financial support of the international community, there is a real risk that civil conflict may reoccur. However, with the appropriate support, it is highly likely that the present positive trend will continue. IFAD will contribute to this process through the Agricultural Revival Programme in Equateur Province (PRAPE). This programme, along with other planned actions in the country is indispensable to national reconciliation, poverty reduction, and the prevention of a re-emergence of the conflict. The Equateur Province provides a particularly favourable setting for programme activities. The PRAPE runs no particular security risk. However, given that corruption is an endemic problem in the country, suitable measures must be taken to address this problem.

28. Rural areas of the country have been particularly affected by the crisis. During the war the Equateur Province lived in autarchy and agriculture regressed to mainly subsistence farming due to the decapitalization of the sector resulting from the breakdown in links between producers and markets, the hostile business climate, and the collapse of infrastructure. It is critical for IFAD to join forces with other donors to meet the challenge of the country's recovery. This provides the rationale for IFAD's support to the rehabilitation of the agricultural and fisheries sectors and of social services.

29. The programme is in line with the COSOP for the Democratic Republic of The Congo in its aim to improve food security among poor rural communities by supporting the transition from emergency assistance to development.

30. The PRAPE is anchored to the objectives of the regional strategy for Western and Central Africa and is also in line with IFAD's strategic framework. The programme will contribute to strengthening the capacity of the rural poor and their organizations, raise agricultural and natural resource productivity, increase rural income and reduce vulnerability of livelihoods to major risks. It will also be a key tool in policy dialogue with the Government.

31. **The Democratic Republic of The Congo's policy for poverty eradication.** The interim Poverty Reduction Strategy Paper (PRSP), prepared in February 2002, has three pillars: (i) restoration and consolidation of peace; (ii) macroeconomic stabilization and relaunching pro-poor growth; and (iii) building on existing community initiatives, drawing on survival strategies in the absence of the state. Short-term objectives (2002-2005) are: rehabilitation of economic and social infrastructure, rehabilitation of human capital and capacity-building for governance at all levels. In the longer term, these strategies are intended to assist economic recovery and the transition to sustainable pro-poor growth.

32. **The poverty eradication activities of other major donors.** Since the end of hostilities, donors have moved to support reconstruction in the country. A preliminary review illustrated that key support goes to the promotion of peace and conflict resolution, provided by the European Union (EU), United Nations Development Programme (UNDP), the Department for International Development (DFID) (United Kingdom) and USAID. Emergency rehabilitation is supported by UNDP and the United Nations High Commissioner for Refugees (UNHCR); health services by the EU, GTZ and Belgium; HIV/AIDS issues by UNDP; education by Belgium; urban infrastructure by AfDB; natural resource management by GTZ, DFID and Belgium; food security by the Food and Agriculture Organization of the United Nations (FAO) and China; infrastructure by Belgium; and small microenterprise development by GTZ.

33. **Government strategy for rural development.** The Government's rural development objective is to achieve food security and combat poverty by reviving the agricultural sector. For the medium term, the Government has identified the following priorities: (i) to recapitalize the agricultural and livestock production sector; (ii) improve agricultural productivity; (iii) strengthen marketing; and (iv) promote rural community organizations.

34. The state's principal role is to guarantee effective agricultural services. The disappearance of the services of the Ministry of Agriculture, Fisheries and Livestock in rural areas is mainly due to inadequate budget allocations in the past. In the medium term, resources for agricultural services will remain limited, given the substantial needs of all sectors.

PART II – THE PROGRAMME

A. Programme Area and Target Group

35. Over its five years of activities, the programme will cover the territory of Bumba and the Hinterland of Mbandaka in the Equateur Province.

36. The target population is estimated at about 70 000 poor households (55 000 farmers, 10 000 fishermen and 5 000 pygmies). In particular, the programme will target the most vulnerable strata of the rural community, which includes widows and pygmies living in the Hinterland of Mbandaka. Beneficiaries will also take in 500 soldiers, who will be assisted through IFAD's support to the DDRRR process. In terms of productive prospects, Bumba has major potential for the production of rice, coffee, palm oil, maize, cassava and other food crops. The Hinterland of Mbandaka's main potential lies in fisheries.

B. Objectives and Scope

37. The overall goal of the programme is to contribute to enhancing food security and improving the livelihoods of the rural poor. The programme's development objective is to restore and improve sustainable livelihoods for rural communities.

38. Specifically, the programme aims to: (i) restore and improve agricultural productive assets, promote equitable and sustainable access by farmers to markets and raise agricultural income; (ii) restore and improve the productive assets of the fisheries sector, promote equitable and sustainable access of fishermen (and women) to markets, and raise their income; and (iii) restore and improve the access of rural communities to basic social services. A special focus will be placed on addressing the development constraints faced by the poorest rural categories, in particular widows, pygmies and other vulnerable groups.

C. Components

39. The programme will have four components, namely: (i) support to the rehabilitation of the agricultural sector; (ii) support to the rehabilitation of the fisheries sector; (iii) rehabilitation of social services; and (iv) programme management unit (PMU).

40. **Support to the rehabilitation of the agricultural sector (49% of base costs, USD 9.4 million).** The agricultural component will include the following sub-components: (i) capacity-building for farmers to set up a farmers' organization network, and to manage structures and processes for goods and service delivery to network members; (ii) supply and management to ensure the delivery of agricultural work tools in a sustainable manner; (iii) establishment of a sustainable multiplication and dissemination system for seeds and plants, and a participatory methodology for the adaptation and dissemination of technologies to promote the multiplication of rice varieties (New Rice for Africa) and other crops; (iv) sustainable access to agricultural services, training and information; (v) improvement of agricultural marketing and development of a market information system including establishment of a community rural radio; and (vi) rehabilitation and maintenance of feeder roads, including support for beneficiaries (farmers and transporters) to set up a feeder road maintenance fund. The component will also include a specific community development programme in Mbandaka to assist pygmies, a marginalized group, in improving their livelihoods, and

the provision of a fund to implement a local DRRR operation in Bumba. The programme will include an agricultural development fund co-managed by the PMU and beneficiaries.

41. **Support to the rehabilitation of the fisheries sector (8% of base costs, USD 1.6 million).** This component will support: (i) capacity-building of fishermen (and women) to set up an organization network, and to manage structures and processes for goods and service delivery to network members; (ii) supply and management to ensure the delivery of inputs and tools for fisheries in a sustainable manner; (iii) improvement of processing and marketing relating to fisheries, and development of a market information system managed by beneficiaries; and (iii) development of specific infrastructure for the fisheries sector.

42. **Rehabilitation of social services (29% of base costs, USD 5.8 million).** This component will include: (i) community capacity-building to set up a network of community-based organizations to diagnose and prioritize their needs in the social service sector, prepare and implement action plans, and establish local committees for the management of specific sectors; (ii) improvement of the health and nutrition subsector, and in particular increase access for women and children, rehabilitation of health centres, supply of basic drugs, development of a programme for HIV/AIDS awareness and prevention; (iii) improvement in access to drinking water and sanitation; and (iv) rehabilitation of the education sector including the building of schools, supply of materials for teachers and development of a functional literacy programme. The programme will include a social development fund co-managed by the PMU and beneficiaries.

43. **Programme management unit (15% of base costs, USD 3.1 million).** This component will support the coordination, monitoring and evaluation of all programme activities and deal with the financial management of the programme. Programme implementation will be the responsibility of an autonomous PMU under the Ministry of Agriculture, Fisheries and Livestock. The unit will be established in Bumba with a branch in Mbandaka.

44. **Guiding principles for programme implementation.** The following principles will guide the implementation of the programme: (i) flexibility and adoption of a learning-by-doing approach; (ii) synergy with different partners within and outside the programme area and the empowerment of rural communities; (iii) following a market-driven approach; (iv) strengthening of existing local organizations and avoidance of opportunism; (v) rehabilitation, and gender equity and mainstreaming; and (vi) equity, conflict prevention, anti-corruption measures and participatory monitoring and evaluation.

D. Costs and Financing

45. Overall costs of the programme, as presented in Table 1, will be about USD 22.6 million, including government and beneficiary contributions. IFAD will provide about USD 14.8 million. The Government's contribution amounts to approximately USD 1.4 million and that of the beneficiaries, about USD 0.4 million. The programme will be cofinanced by the BSF, which will provide an estimated USD 6.0 million. Foreign exchange represents 13% of total costs, physical and price contingencies 13%.

TABLE 1: PROGRAMME COST SUMMARY BY COMPONENT^a
(USD '000)

Components	Local	Foreign	Total	% of Foreign Exchange	% of Total Base Costs
Support to the rehabilitation of the agricultural sector	7 937.3	1 502.8	9 440.2	16	47
Support to the rehabilitation of the fisheries sector	1 557.5	100.5	1 658.1	6	8
Rehabilitation of social services	5 178.7	627.7	5 806.4	11	29
Programme management unit	2 640.7	428.3	3 069.0	14	15
Total base costs	17 314.3	2 659.3	19 973.6	13	100
Physical contingencies	1 597.2	212.9	1 810.2	12	9
Price contingencies	740.4	74.9	815.3	9	4
Total programme costs	19 651.9	2 947.2	22 599.1	13	113

^a Discrepancies in totals are due to rounding.

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

Components	IFAD		BSF		Government		Beneficiaries		Total		Foreign Exch.	Local (Excl. Taxes)	Duties and Taxes
	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%			
Support to the rehabilitation of the agricultural sector	9 705.5	91.1	-	-	861.9	8.1	97.7	0.9	10 665.0	47.2	1 675.2	8 159.9	829.9
Support to the rehabilitation of the fisheries sector	1 878.4	99.2	-	-	3.8	0.2	11.6	0.6	1 893.8	8.4	110.0	1 780.0	3.8
Rehabilitation of social services	-	-	6 009.2	91.1	279.6	4.2	304.3	4.6	6 593.1	29.2	696.2	5 663.3	233.5
Programme management unit	3 177.7	92.2	-	-	269.4	7.8	-	-	3 447.1	15.3	465.8	2 847.9	133.5
Total programme costs	14 761.6	65.3	6 009.2	26.6	1 414.7	6.3	413.6	1.8	22 599.1	100.0	2 947.2	18 451.0	1 200.8

^a Discrepancies in totals are due to rounding.

E. Procurement, Disbursement, Accounts and Audit

46. **Procurement.** Procurement will be in accordance with IFAD's procedures. Vehicles and equipment in excess of USD 100 000 will be procured by International Competitive Bidding, while goods and equipment between USD 30 000 and USD 100 000 will be procured through National Competitive Bidding (NCB) procedures. The threshold for local shopping will be USD 30 000. Civil works in excess of, or equal to, USD 20 000 will be procured through national competitive bidding, while civil works below USD 20 000 will be procured through local shopping. NCB will be used for procurement of various types of equipment (for the office and field) and farm implements. Procurement of consulting services (including contract services for annual auditing, a mid-term review, and programme completion report) will be undertaken in accordance with the procedures of the cooperating institution.

47. **Disbursement.** In order to facilitate disbursements, two special accounts will be opened and maintained by the PMU at the Central Bank in Kinshasa for the IFAD loan and the BSF grant. Two sub-accounts will be opened in the local representations of the Central Bank in Bumba and Mbandaka. The authorized allocation from the IFAD loan and BSF grant proceeds in the special accounts will be the equivalent of USD 400 000 and USD 200 000 respectively. The authorized allocation from the IFAD loan and BSF grant proceeds in the special accounts will be the equivalent of USD 1 000 000 and USD 500 000 respectively. These amounts will be deposited upon loan effectiveness and fulfilment of disbursement conditions.

48. The Government will open a programme account into which it will deposit its counterpart contribution to the programme costs, including taxes and duties that are not directly deductible at the time of procurement. An initial deposit will be made by the Government in the programme account, in an amount equivalent to USD 25 000.

49. **Audit.** An audit firm internationally recruited and accepted by IFAD, will be selected to undertake a financial and management audit each year. The cost of the annual audit will be financed from the proceeds of the loan. The auditing firm will express its opinion on the tendering procedures, the expenditure items, and the use of goods and services according to the programme operational manual. It will also issue a separate opinion on the statements of expenditure (SOEs) and special accounts. The audit reports will be submitted to IFAD not later than six months after the close of the programme's financial year

F. Organization and Management

50. **Overall organization.** The programme's organizational setting will involve three types of structures: (i) the PMU; (ii) national coordination and supervision structures; and (iii) implementation arrangements.

51. **Programme coordination and management.** A PMU will be established under the Ministry of Agriculture, Fisheries and Livestock and will be located in Bumba. The PMU will be autonomous in its financial and administrative management. The unit staff will have six specialists and there will also be a PMU branch office in Mbandaka with two specialists. A liaison office will be established in Kinshasa and its cost will be shared with future IFAD projects in the country.

52. **National coordination.** A programme steering committee involving all stakeholders will be set up at the local and national level. The local steering committee will meet twice yearly and will be composed of beneficiaries' representatives (including women), civil society representatives (NGOs, religious organizations), local authorities and local administration. The national steering committee will meet yearly and will be composed of representatives of the key stakeholders (from the Ministries of Agriculture, Fisheries and Livestock, Rural Development, Finance, Planning, Environment, Health

and Education) and the local steering committee. The steering committees will review the annual work plan and budgets and main issues faced by the programme.

53. **Implementation arrangements.** Beneficiaries will be fully involved in the management of programme activities. Using a bottom-up approach, the programme will support them in establishing three strong democratic organizations. The first of these will deal with the delivery of agricultural goods and services (input, credit, training and marketing), the second with goods and services pertaining to the fisheries sector, and the third with social services delivery (health, education, water and sanitation). These organizations will also be encouraged and empowered to play a role in the consolidation of peace and the reconciliation process at the local level, and also to lobby on behalf of the rural poor. The programme will strengthen their capacity to analyse the issues hampering the development of the sector, and to design and implement sector development action plans. These organizations will be provided with sector development funds (specifically, an agricultural development fund, a fisheries development fund and a social development fund) co-managed with the PMU to enable them to carry out relevant activities or contract private or public service providers to implement their action plan.

54. **Monitoring and evaluation.** The programme will set up a monitoring and evaluation (M&E) unit, which will use the methodology outlined in IFAD's M&E guide. Monitoring and evaluation functions will be built into the overall coordination and management capacity of the programme structure and will therefore guide all those with managerial and executing responsibilities towards impact attainment. Specific management training and technical support will be provided for the same purpose. A limited number of relevant indicators are specified in the logical framework.³ A set of sex-disaggregated indicators will be reviewed upon the start of activities and yearly fine-tuned during implementation. Internal monitoring and evaluation is designed to involve the beneficiaries and particularly the village committees and network organizations through the management of a local database and follow-up on the implementation of action plans. External evaluation for impact analysis will be contracted to a network of local specialists from universities and specialized institutions. Some initial diagnostic studies will be conducted and used to set up a baseline database for the programme area. This database will be updated and monitored periodically, and used for programme impact assessment.

G. Economic Justification

55. The economic analysis values the net benefit from incremental crop production and programme costs, using economic prices. The overall economic internal rate of return is estimated at 12.1. The return is not significantly affected by changes in programme costs or timing. According to the economic and financial analysis, programme activities will have a high impact on the improvement of revenues (40% to 60%) and will lead to an increase in labour remuneration (USD 20 to 60).

56. **Benefits.** It is expected that the programme will boost agricultural and fisheries production and income, hence improving food security and reducing rural poverty. It will help producers improve the productivity of their farms and fishing activities and obtain a better share of the market price. The rural population in the programme area in general, and women in particular, will have better access to health services, HIV/AIDS awareness and prevention schemes, education and drinking water. It is expected that the programme will empower producers' organizations to participate in sector policy dialogue, and ensure the sustainable development of their activities. The development scheme supported by IFAD under the programme will be a pilot, which, if successful, could be replicated by the Government and donors in other regions.

³ See Appendix III.

57. **Gender impact.** Women will be key actors in decision-making and implementation, and major beneficiaries of programme support activities. Youth and other vulnerable groups identified during the diagnostic and planning process at the village level will also benefit from the programme.

58. **Cost-effectiveness and sustainability.** Sustainability of programme activities will be guaranteed by the capacity-building of communities to set up network organizations to plan and manage the development of the agricultural, fisheries and social service sectors, and to mobilize internal and external resources for their activities. Similarly, support to producers' organizations to improve their marketing and business management skills will also safeguard sustainability. Furthermore the programme will prime target communities to obtain full benefit from the implementation of decentralization laws, in particular local planning and fiscal decentralization.

H. Risks

59. The main risks are: (i) lack of adequate political and financial support from the international community, which could result in the reoccurrence of civil conflict. However, it is likely that the present trend will continue to evolve positively and that IFAD, through PRAPE, can contribute to this support; (ii) the monopolizing of programme benefits by small opportunistic groups. This can be mitigated by the programme's participatory and inclusive approach and awareness-raising among beneficiaries; and (iii) weak capacity of farmers to manage the network organizations for goods and service delivery, which should be mitigated by an adequate training and support programme

I. Environmental Impact

60. The potential effects of the programme on the environment, and measures to mitigate them, have been identified. The impact on natural resources management would be positive. The operational manual would specify environmental assessment as one of the criteria for microproject eligibility for programme funds. The participatory approach would improve communities' awareness of environmental issues, thereby leading to better management of natural resources. On the basis of the environmental screening and coping note, and in line with IFAD administrative procedures for environmental assessment, the programme is classified as B.

J. Innovative Features

61. The programme will be implemented in a post-conflict context where public and private services are weak and there is an urgent need to respond to the numerous and wide-ranging demands of the target communities. The main innovative features are: (i) the strategic choice for the programme to have a two-pronged approach incorporating short-term measures to support beneficiaries in the establishment of a delivery system that caters for urgent needs (tools and seeds, market information) and medium term measures to promote the capacity-building of the relevant organizations; (ii) separate funding for the social and economic sectors, and the co-management of the development funds by beneficiaries and the PMU so as to curb the risk of corruption; and (iii) technical assistance arrangements that combine strong international technical support in the first year and yearly international short-term support for programme implementation.

PART III – LEGAL INSTRUMENTS AND AUTHORITY

62. A loan agreement between the Democratic Republic of The Congo 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.

63. The Democratic Republic of The Congo is empowered under its laws to borrow from IFAD.
64. I am satisfied that the proposed loan will comply with the Agreement Establishing IFAD.

PART IV – RECOMMENDATION

65. 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 Democratic Republic of the Congo in various currencies in an amount equivalent to ten million Special Drawing Rights (SDR 10 000 000) to mature on or prior to 15 February 2044 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 8 April 2004)

1. The Government of the Democratic Republic of The Congo (the Government) will make the proceeds of the loan and the BSF grant available to the Ministry of Agriculture, Fisheries and Livestock (the lead programme agency) in accordance with the annual workplans and budgets (AWP/Bs) and the customary national procedures for development assistance to carry out the programme.
2. The Government will make available to the lead programme agency and to each of the programme parties the facilities, services and other resources to carry out the programme in accordance with the provisions of the loan agreement.
3. The Government will also make available to the lead programme agency, during the programme implementation period, counterpart funds drawn on its own resources in a total amount equivalent to USD 1.4 million in accordance with its customary national procedures for development assistance. This amount will cover the Government's payment of the duties and taxes levied on goods purchased on the domestic market and also includes all import duties, for which an exemption will be granted.
4. The Government will make an initial deposit of counterpart funds into the programme account in an amount in francs Congolais equivalent to USD 25 000 to cover the first six months of programme implementation. A second deposit in the same amount will be made at the beginning of the second half of the first year. The Government will replenish, annually and in advance, the programme account by depositing counterpart funds therein as stipulated in the AWP/B for the respective programme year. The programme will be included in the Government's investment programme.
5. As part of maintaining sound environmental practices, the programme parties will maintain appropriate pest management practices under the programme and, to that end, the Government will ensure that pesticides procured under the programme do not include any pesticide either proscribed by the International Code of Conduct on the Distribution and Use of Pesticides of the Food and Agriculture Organization of the United Nations, as amended from time to time, or listed in Tables 1 (Extremely Hazardous) and 2 (Highly Hazardous) of the Recommended Classification of Pesticides by Hazard and Classification 1996-1997 of the World Health Organization, as amended from time to time.
6. The coordinator of the PMU will hold overall responsibility for the internal monitoring and evaluation (M&E) system. Each of the PMU's technical officers will monitor all activities in their respective areas. M&E data will be drawn from the following sources: (i) activity reports from PMU officers and service providers; (ii) participatory evaluations; and (iii) reports from physicians who are health area chiefs or from the Education Inspection Office. Data will be analysed twice yearly, with a consolidated analysis performed at the time of the mid-term review. A self-monitoring and evaluation arrangement will be put in place at each beneficiary organization. Monitoring will focus on three key elements that reflect the progress of the learning-by-doing strategy: (i) internal governance of the organization; (ii) the degree of mastery in the exercise of the main functions; and (iii) effective delivery of goods and services. The elements of the programme's coaching strategy will be monitored, namely: (i) the training needs identified by beneficiary organization officers; (ii) the organized modules and their responsiveness to needs; (iii) the functions of the coaching arrangement; (iv) the scope of the programme's role in the exercise of the coaching functions; and (v) the mastery of these functions and their control by beneficiary organizations.

7. Programme staff will be insured against health and accident risks in accordance with applicable mandatory practices in the territory of the Democratic Republic of The Congo.
8. Programme staff will be recruited through local competitive bidding published in the national press by a specialized firm; recruitment will exclude all forms of discrimination and will be on the basis of renewable fixed-term contracts. All other things being equal, preference will be given to women candidates. The recruitment of the key programme staff – i.e. the coordinator of the PMU, the administrative and financial officer, the officers responsible for each component and the officer responsible for the technical unit for infrastructure management – and, if necessary, any decision to terminate their contracts, will be decided upon in agreement with IFAD. Programme staff will be subjected to annual performance evaluations, and their contracts may be terminated on the basis of the findings of those evaluations. The recruitment and management of support staff will observe applicable procedures in place in the territory of the Democratic Republic of The Congo.
9. The following are specified as conditions precedent to loan effectiveness:
- (a) the programme coordinator has been appointed in accordance with the procedure set forth in the loan agreement;
 - (b) the PMU and the steering committee have been set up by ministerial decree of the Ministry of Agriculture, Fisheries and Livestock;
 - (c) the special account and the programme account have been opened and the counterpart funds needed for the first six months of the programme have been deposited in the programme account;
 - (d) the draft operational procedures manual and the draft administrative and financial management manual have been submitted to IFAD; and
 - (e) a favourable legal opinion, issued by the competent authority of the Democratic Republic of The Congo, acceptable in form and content, has been forwarded by the Government to IFAD.

APPENDIX I

COUNTRY DATA

D. R. CONGO

Land area (km² thousand) 2001 1/	2 267	GNI per capita (USD) 2001 1/	80
Total population (million) 2001 1/	52.35	GDP per capita growth (annual %) 2001 1/	-7.1
Population density (people per km²) 2001 1/	23	Inflation, consumer prices (annual %) 2001 1/	357
Local currency	Franc Congolais (CDF)	Exchange rate: USD 1.00	CDF 420
Social Indicators		Economic Indicators	
Population (average annual population growth rate) 1995-2001 1/	3.0	GDP (USD million) 2001 1/	5 187
Crude birth rate (per thousand people) 2001 1/	45	Average annual rate of growth of GDP 1/	
Crude death rate (per thousand people) 2001 1/	17	1981-1991	0.7
Infant mortality rate (per thousand live births) 2001 1/	129	1991-2001	-4.3
Life expectancy at birth (years) 2001 1/	46	Sectoral distribution of GDP 2001 1/	
Number of rural poor (million) (approximate) 1/	n/a	% agriculture	56
Poor as % of total rural population 2/	n/a	% industry	19
Total labour force (million) 2001 1/	21.64	% manufacturing	4
Female labour force as % of total 2001 1/	43	% services	25
Education		Consumption 2001 1/	
School enrolment, primary (% gross) 2001 1/	47 a/	General government final consumption expenditure (as % of GDP)	1
Adult illiteracy rate (% age 15 and above) 2001 1/	37	Household final consumption expenditure, etc. (as % of GDP)	93
Nutrition		Gross domestic savings (as % of GDP)	6
Daily calorie supply per capita, 1997 2/	1 755	Balance of Payments (USD million)	
Malnutrition prevalence, height for age (% of children under 5) 2001 3/	38 a/	Merchandise exports 2001 1/	750
Malnutrition prevalence, weight for age (% of children under 5) 2001 3/	31 a/	Merchandise imports 2001 1/	1 024
Health		Balance of merchandise trade	-274
Health expenditure, total (as % of GDP) 2001 1/	1.5 a/	Current account balances (USD million)	
Physicians (per thousand people) 1999 1/	n/a	before official transfers 2001 1/	n/a
Population using improved water sources (%) 2000 3/	45	after official transfers 2001 1/	n/a
Population with access to essential drugs (%) 1999 3/	n/a	Foreign direct investment, net 2001 1/	n/a
Population using adequate sanitation facilities (%) 2000 3/	21.	Government Finance	
Agriculture and Food		Overall budget deficit (including grants) (as % of GDP) 2001 1/	0.1/
Food imports (% of merchandise imports) 2000 1/	n/a	Total expenditure (% of GDP) 2001 1/	0.1
Fertilizer consumption (hundreds of grams per ha of arable land) 2001 1/	1 a/	Total external debt (USD million) 2001 1/	11 392
Food production index (1989-91=100) 2000 1/	83	Present value of debt (as % of GNI) 2001 1/	222
Cereal yield (kg per ha) 2001 1/	782	Total debt service (% of exports of goods and services) 2001 1/	2
Land Use		Lending interest rate (%) 2001 1/	165 a/
Arable land as % of land area 2000 1/	3	Deposit interest rate (%) 2001 1/	n/a
Forest area as % of total land area 2000 1/	60		
Irrigated land as % of cropland 2000 1/	0.1		

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

1/ World Bank, *World Development Indicators* CD ROM 2003

2/ UNDP, *Human Development Report*, 2000

3/ UNDP, *Human Development Report*, 2003

PREVIOUS IFAD FINANCING IN THE DEMOCRATIC REPUBLIC OF THE CONGO

Project Name	Initiating Institution	Cooperating Institution	Lending Terms	Board Approval	Loan Effectiveness	Current Closing Date	Loan/Grant Acronym	Denominated Currency	Approved Loan/Grant Amount
Smallholder Maize Project	World Bank/IDA	World Bank/IDA	HC	17 Sep 80	11 May 81	30 Jun 90	L-I-47-ZR	SDR	12 150 000
Lulua Agricultural Development Project	World Bank/IDA	World Bank/IDA	HC	12 Dec 84	07 Feb 86	30 Jun 92	L-I-160-ZR	SDR	6 550 000
South Shaba Agricultural Development Project	IFAD	World Bank/IDA	HC	28 Apr 87	14 Oct 88	31 Dec 94	L-I-200-ZR	SDR	6 050 000

Note: HC = Highly concessional
IDA = International Development Association

LOGICAL FRAMEWORK

Narrative Summary	Verifiable Indicators	Means of Verification	Assumptions/Risks
Development Goal			
Enhance food security and raise rural livelihoods for 70 000 poor households (55 000 farmers, 10 000 fishermen (women) and 5 000 pygmies).	<ul style="list-style-type: none"> Household food security improved for at least 50% of households Increase of 30% in Results and Impact Measurement System (RIMS) indicators for the target population (household assets, human resources, social capital, gender equity, health and nutrition, water and sanitation) 	<ul style="list-style-type: none"> Reports of RIMS impact studies PMU periodic reports Reports of beneficiaries' organizations Mid-term and final evaluation reports Specific survey reports 	International development partners continue to strongly support the current peace and reconciliation process and a democratic government is elected by 2006
Programme Objectives			
Restore and improve the sustainable delivery of goods and services for the livelihoods of the target group.	<ul style="list-style-type: none"> Existence of an equitable and sustainable health, education, sanitation and potable water delivery system managed by beneficiaries' network organizations and including a minimum of 30% women in governing bodies Existence of an equitable and sustainable delivery system for agricultural and fisheries goods and services (inputs, technology, information, market), managed by beneficiaries with a minimum of 30% of women in governing bodies 	<ul style="list-style-type: none"> Beneficiaries' assessment Reports of impact studies PMU periodic reports Reports of beneficiaries' organizations Mid-term and final evaluation reports Specific survey reports 	Communities are slow to set up network organizations and leaders of small opportunistic groups divert programme resources and benefits
Outputs			
Inputs, credit, training and markets for agricultural production are regularly and sustainably available for the target group. Equitable and sustainable access of fishermen (women) to inputs,	<ul style="list-style-type: none"> Increase of 50% in agricultural productivity Increase of 40% in agricultural products marketed Increase of 40% in agricultural revenues and gender equity observed in their distribution Increase of 30% in fisheries productivity 	<ul style="list-style-type: none"> Reports of impact studies PMU periodic reports Reports of beneficiaries' organizations Mid-term and final evaluation reports Specific survey reports 	<p>Traders develop strategies to undermine the activities of farmers' organizations (FOs).</p> <p>Commodity market prices are not falling.</p>

Narrative Summary	Verifiable Indicators	Means of Verification	Assumptions/Risks
<p>processing technologies and markets</p> <p>Basic social services including health, education, sanitation and water are physically and financially accessible by rural communities</p>	<ul style="list-style-type: none"> • Increase of 30% in fisheries products marketed • Increase of 25% in fisheries products processed • Increase of 30% in revenues from fisheries and gender equity observed in their distribution • Increase of 60% in number of people accessing health services with an increase of 30% for pygmy families, • Increase of 30% in net enrolment ratio in primary school with an increase of 20% for pygmy children • Reduction in the incidence of HIV/AIDS and malaria • Increase of 20 % in number of children successfully completing primary school • Increase of 20% in number of people with sustainable access to improved sources of potable water 	<ul style="list-style-type: none"> • Reports of impact studies • PMU periodic reports • Reports of beneficiaries' organizations • Mid-term and final evaluation reports • Specific survey reports • Reports of impact studies • PMU periodic reports • Reports of beneficiaries' organizations • Mid-term and final evaluation reports • Specific survey reports 	<p>Traders develop strategies to undermine the activities of fishermen's organizations</p> <p>Competition from cheap import of basic commodities discourage producers</p> <p>Pygmies are unable to access social services due to deep-seated traditional and cultural barriers</p> <p>Service providers are able to deliver services of quality</p>
Activities			
<p>Output 1: Support to the rehabilitation of the agricultural sector</p> <p>1.1. Capacity-building of communities to set up and manage farmers' organization networks able to deliver sustainably and efficiently goods and services to their members, including women and vulnerable groups</p>	<p>1.1 Number of grass-roots FOs set up, creation of FO network, performance in achieving goals, women's participation in governing bodies</p>		<p>Farmers pay back the credit they receive</p>

Narrative Summary	Verifiable Indicators	Means of Verification	Assumptions/Risks
<p>1.2. Supply and delivery of agricultural work tools in a sustainable manner</p> <p>1.3. Establishment of a sustainable seeds and plants multiplication and dissemination system through a participatory adaptation and dissemination process</p> <p>1.4. Sustainable access of farmers, including women and vulnerable groups, to training and information services</p> <p>1.5. Development of a market information system including establishment of a community rural radio.</p> <p>1.6. Rehabilitation and maintenance of feeder roads.</p>	<p>1.2 Number of farmers accessing work tools, credit recovery rate</p> <p>1.3 Number of seed multipliers, quantity and type of seeds produced, number of farmers accessing quality seeds</p> <p>1.4 Number of technologies generated and dissemination rate, number of farmers trained</p> <p>1.5 Amount of products marketed, increase in the farmers' share of the market price, existence of a rural radio broadcasting market information</p> <p>1.6 Km of roads rehabilitated, number of village road maintenance teams set up, maintenance fund established and managed by communities and transporters</p>	<ul style="list-style-type: none"> • Reports of impact studies • PMU periodic reports • Reports of beneficiaries' organizations • Mid-term and final evaluation reports • Specific survey reports 	<p>Women agree to participate in training</p> <p>Farmers' organizations are well managed and their governance is transparent.</p> <p>Anti-corruption measures are efficient and prevent mismanagement</p>
Output 2: Support to the rehabilitation of the fisheries sector			
<p>2.1 Fishermen (women) set up and manage organization networks able to deliver sustainably and efficiently goods and services to their members, including women and vulnerable groups</p> <p>2.2 Fishermen (women) have sustainable access to fisheries work tools</p> <p>2.3 Fishermen (women) , including vulnerable groups have sustainable access to training and information services.</p>	<p>2.1 Number of grass-roots fisheries organizations set up, creation of network for fisheries organizations, performance in achieving goals, women's participation in governing bodies</p> <p>2.2 Number of fishermen (women) accessing work tools and credit recovery rate</p> <p>2.3 Number of technologies generated and dissemination rate, number of fishermen (women) trained</p>	<ul style="list-style-type: none"> • Reports of impact studies • PMU periodic reports • Reports of beneficiaries' organizations • Mid-term and final evaluation reports • Specific survey reports 	<p>Fishermen (women) pay back the credit they receive</p> <p>Women agree to participate in training</p> <p>Fisheries organizations are well managed and their governance is transparent.</p> <p>Anti-corruption measures are efficient and prevent mismanagement</p>

Narrative Summary	Verifiable Indicators	Means of Verification	Assumptions/Risks
<p>2.4 Fishermen (women) improve the processing and marketing of their products, and set up an efficient and sustainable market information system.</p> <p>2.5 Fishermen (women) access rehabilitated and improved infrastructure for the fisheries sector (rehabilitation of Bumba quay, marking out of navigation road).</p> <p>Output 3: Rehabilitation of social services</p> <p>3.1. Communities set up a network of community-based organizations and are able to diagnose and prioritize their needs, and prepare and implement action plans for the development of social sectors.</p> <p>3.2. Communities' access to health services is improved, their nutrition status enhanced, and their awareness of HIV/AIDS and its prevention measures improved</p> <p>3.3. Communities' sustainable access to drinking water and sanitation improved</p> <p>3.4. Primary school infrastructure rehabilitated and equipped</p>	<p>2.4 Amount of products marketed, increase in the commodities price, existence of a rural radio delivering good quality information</p> <p>2.5 Amount and quality of infrastructure built</p> <p>3.1 Existence of a community development network, number of social sector management committees set up, quality of governance and participation of women and vulnerable groups in management bodies</p> <p>3.2 Number of health centres rehabilitated and equipped, availability of drugs, number of women trained in nutrition, number of people aware of HIV/AIDS risks and prevention measures</p> <p>3.3 Number of schools rehabilitated and equipped with furniture and teacher training kits, number of children attending these schools</p>	<ul style="list-style-type: none"> • Reports of impact studies • PMU periodic reports • Reports of beneficiaries' organizations • Mid-term and final evaluation reports • Specific survey reports 	<p>The national decentralization policy focus on empowering rural communities</p> <p>Drug delivery mechanism is efficient</p> <p>Anti-corruption measures are efficient and prevent mismanagement</p>

ORGANISATION ET GESTION DU PROGRAMME

A. Organisation du PRAPE et agences d'exécution

1. La structure organisationnelle du programme comprend une répartition des tâches et responsabilités comme suit:

- (i) La concertation et l'information au niveau national (Comité de Pilotage, tutelle);
- (ii) La coordination, la mise en oeuvre et la gestion du programme assurée par l'Unité de Gestion du Programme (UGP);
- (iii) L'exécution des activités par les organisations paysannes appuyées par l'opérateur (équipe multidisciplinaire de l'UGP) et par des prestataires de service spécialisés (publics, privés, associatifs) engagés sur une base contractuelle.

2. **Tutelle.** La tutelle du programme sera assurée par le Ministère de l'Agriculture, Pêche et Elevage.

3. **Organes de concertation.** Le Comité de Pilotage (CP) sera un comité interministériel constitué des Secrétaires Généraux des Ministères sectoriels chargés de (i) l'agriculture, pêche et élevage, (ii) du développement rural, (iii) de la santé publique; (iv) de l'éducation primaire; (v) des travaux publics; (vi) de l'intérieur et de la décentralisation. Ce comité sera présidé par le MAPE et élargi à d'autres partenaires impliqués dans le PRAPE (représentants des communautés bénéficiaires du programme et de la société civile, collectivités locales et ONG). Le coordonnateur du PRAPE assurera le secrétariat du comité. Le Comité de Pilotage (CP) se réunira deux fois par an en session ordinaire et sur la base des états et documents fournis par l'UGP. Le CP sera chargé de:

- L'examen et l'approbation des rapports d'activités et des états financiers;
- L'approbation des programmes de travail et des budgets annuels (PTBA) avant leur transmission au FIDA;
- La coordination des interventions, des différents ministères sectoriels impliqués dans la réalisation des objectifs du programme;
- L'avis sur le mode d'intervention, le suivi des directives précédentes et des recommandations des missions d'expertise, la validité des résultats obtenus;
- La proposition des modifications du manuel des procédures.

4. Un arrêté du Ministre chargé de l'agriculture fixera: a) le mandat et la composition du CP; b) le mandat de l'UGP.

5. **UGP.** L'UGP sera basée à Bumba, avec une antenne pour la pêche artisanale à Mbandaka. L'antenne s'occupera également du développement communautaire dans l'hinterland de Mbandaka. Le FIDA créera un bureau de liaison à Kinshasa pour le PRAPE ainsi que pour d'autres interventions futures en RDC et en République du Congo (Brazzaville).

6. **Agences d'exécution.** La mise en oeuvre des activités du PRAPE sera assurée par l'UGP qui effectuera en régie certaines actions et qui contractualisera des prestataires de services spécialisés relevant du secteur public, privé, associatif ou ONG, pour d'autres travaux. Les contrats, conclus pour une durée d'une année, seront renouvelables et porteront sur un cahier des charges précis. La reconduction du contrat dépendra des résultats réalisés. Si nécessaire, les prestataires de service bénéficieront de l'assistance des institutions spécialisées: l'ADRAO (riz), le PMEDP (pêche artisanale), l'INERA (semences), le PNR (riz), le SENASEM (semences), le SENATEC (outillage agricole), le SENADEP (pêche artisanale), le DVDA (routes), le SNSA (statistiques), ou des ONG nationales spécialisées.

7. L'UGP, avec son équipe multidisciplinaire, assurera la capacitation institutionnelle des organisations des bénéficiaires à travers notamment le compagnonnage de ces organisations pour la gestion du processus de recapitalisation des agriculteurs et pêcheurs, de réhabilitation des infrastructures socio-communautaires, et d'amorce du développement durable.

B. Gestion et coordination

8. **Unité de Gestion du Programme (UGP).** L'approche retenue est celle d'une Unité de Gestion du Programme (UGP) solide à cause du vide institutionnel relatif sur place. L'UGP sera renforcée par une équipe de dix techniciens. L'option d'une équipe légère risque de retarder la mise en œuvre et d'être excessivement chère (voir: expérience d'autres projets dans un environnement de post-conflit en RDC).

9. L'UGP aura une autonomie de gestion administrative et financière. Outre la tenue des comptes du projet, l'UGP sera chargée de: (a) la mise en place d'un système comptable et de gestion des fonds du projet, b) la préparation des prévisions de dépenses rentrant dans le cadre des PTBA; c) la mobilisation des fonds de contrepartie; d) l'enregistrement comptable des opérations financières du projet, e) la préparation des états financiers annuels, et la tenue à jour de toute la documentation de gestion financière et comptable du projet; et f) la programmation des audits annuels, la transmission des rapports d'audits au Gouvernement et au FIDA, et la mise en œuvre des recommandations y incluses.

10. En ce qui concerne les contrats avec les prestataires de service, l'UGP sera responsable pour la programmation, la coordination, la gestion des contrats, le contrôle de qualité et le suivi de la mise en œuvre.

11. L'unité de gestion sera constituée d'une équipe de six professionnels recrutés sur appel de candidature nationale, structurée comme suit:

- 1 coordonnateur national, responsable de l'équipe. Il aura la responsabilité de la gestion et de la coordination du programme. A ce titre, il sera le conseiller technique du Fonds de Réalisation et d'Entretien des Infrastructures. Ce cadre devra être de profil agronome ou agro-économiste, avec au moins 15 ans d'expérience, dont au moins 5 ans d'expérience en matière de gestion des projets de développement.
- 1 responsable administratif et financier, de profil comptable – gestionnaire, avec au moins 10 ans d'expérience, dont au moins 5 ans en matière de tenue de la gestion administrative et financière des organismes de développement.
- 1 responsable de la composante 'recapitalisation et relance de l'économie agricole'. Ce professionnel, sera de profil agro-économiste, avec une compétence avérée dans le domaine de la gestion des filières agricoles, et plus spécialement de la commercialisation des produits. Il assurera les fonctions de conseiller technique du réseau des organisations des producteurs agricoles et du réseau des organisations pêcheurs dans le territoire de Bumba. Il assurera le compagnonnage de la gestion de l'apex (niveau 3 – fédération) et du fonctionnement général de ces organisations.
- 1 responsable de la composante 'recapitalisation et relance de l'économie halieutique'. Ce professionnel sera de profil spécialiste en pêche, avec une compétence avérée dans le domaine de la gestion des filières des produits halieutiques. Il assurera les fonctions de conseiller technique du réseau des organisations des pêcheurs à Mbandaka. Il assurera le compagnonnage de la gestion de l'apex et du fonctionnement général de cette organisation. Il assistera le spécialiste en filière agricole à Bumba pour assurer les mêmes fonctions auprès du réseau des organisations des pêcheurs.

APPENDIX IV

- 1 responsable de la composante ‘réhabilitation et amélioration des services sociaux de base, de profil sociologue ou socio-anthropologue. Ce spécialiste assurera plus spécifiquement la mise en œuvre des sous-composantes santé, éducation, et hydraulique. Il assurera les fonctions des conseiller techniques du réseau des organisations socio-communautaires de base. Il assurera particulièrement le compagnonnage du fonctionnement des deux zones sanitaires de Bumba.
 - 1 responsable de l’Unité Technique de Gestion des Infrastructures (UGTI), de profil ingénieur en génie rural, avec au moins 10 ans d’expérience en gestion de brigades d’entretien de réalisation, entretien, contrôle des pistes de desserte agricole. Ce cadre sera responsable de la gestion de l’UGTI, et fournira un appui technique à l’organe de gestion du FOREIN.
12. L’UGP disposera d’une équipe multidisciplinaire de 13 assistants techniques (AT) de niveau A1, constituée comme suit:
- 8 AT en gestion des organisations des bénéficiaires, dont 1 pour la ville de Bumba, 1 dans chacun des 6 secteurs de Bumba, et 1 à Mbandaka. Ces AT – gestion seront de profil économie-sociologie rurale. Ils accompagneront le processus de structuration et capacitation des organisations des bénéficiaires de niveaux 1 (base de la pyramide) et 2 (unions), dont ils assureront le compagnonnage de la gestion.
 - 3 AT agronomes, basés à Yandombo, Yandongi et Monzamboli. Ces AT – agronomes fourniront un appui technique au réseau des organisations des producteurs agricoles.
 - 2 AT spécialistes en pêche, basés à Bumba et Mbandaka. Ces AT – pêche fourniront un appui technique au réseau des organisations professionnelles des pêcheurs.
13. Outre le responsable, l’UTGI disposera d’un chauffeur pour la nivelieuse et de 3 chauffeurs de camions bennes. Il est prévu que le Gouvernement affecte un ingénieur à l’UGTI.
14. En fonction des besoins évalués, l’équipe de l’UGP sera appuyée par des opérateurs (publics ou privés) spécialisés en agriculture, pêche, élevage, commercialisation, gestion. L’UGP sera dotée du personnel d’appui et de l’équipement logistique, nécessaires.
15. Durant la première année, un programme de formation du personnel de l’UGP sera prévu dans les domaines suivants: (i) compagnonnage et apprentissage en exercice; (ii) circuits techniques, administratifs et financiers et tenue de la gestion comptable des organisations des bénéficiaires; (ii) suivi-évaluation et auto-évaluation.
16. **Antenne à Mbandaka.** L’équipe à Mbandaka comprendra le responsable du volet ‘relance de l’économie halieutique’, qui sera également le chef d’antenne, 1 AT en gestion des organisations des bénéficiaires, et 1 AT – pêche. Le responsable de la composante supervisera également les activités de relance de l’économie halieutique à Bumba, en collaboration avec le responsable de la composante relance de l’économie agricole.
17. **Bureau de liaison.** Le bureau de liaison à Kinshasa sera financé par le PRAPE, ainsi que par les autres projets en RDC. Le personnel comprendra un administrateur avec un secrétaire et un chauffeur.

C. Modalités et responsabilités de mise en œuvre du programme

18. **Information et sensibilisation de la population au démarrage** – Dès le démarrage des activités sur le terrain, le programme organisera des séances d’information et de sensibilisation. L’approche ci-dessus présentée sera largement expliquée, afin d’éviter l’attentisme et la pression de la multitude de groupuscules et autres associations écrans.

APPENDIX IV

19. **Responsabilisation des bénéficiaires** – Au-delà de la simple participation, le PRAPE responsabilisera les populations bénéficiaires, à travers leurs organisations (présentées dans l'annexe 3 à ce rapport), dans le choix des priorités, la planification, la réalisation et la gestion des actions à mettre en œuvre, à diverses échelles.

20. **Mécanismes décisionnels** – Les mécanismes décisionnels devant régir le fonctionnement des organisations des producteurs agricoles, des organisations des pêcheurs, et des organisations socio-communautaires de base, seront précisés par des procédures opérationnelles élaborées une fois les différentes organisations en place.

21. La technique de compagnonnage et d'apprentissage en exercice permettra alors aux organisations concernées de maîtriser progressivement ces processus.

22. **Formation** – Outre le compagnonnage, la formation constitue un élément important de la capacitation des organisations des bénéficiaires. Suivant les compétences requises, l'action de formation sera réalisée soit par des opérateurs spécialisés, soit par les membres de l'équipe de programme, soit par des ressources humaines internes au milieu (enseignants, jeunes diplômés, leaders paysans) ou externes (expertise nationale ou même internationale). Les opérateurs de formation interviendront de manière ponctuelle pour les actions de formation, d'évaluation et de recyclage. Il s'agit surtout des ONG nationales et des services publics qui formeront les formateurs locaux et l'équipe technique du programme.

23. **Formation des formateurs** – Pour les formations qui se répètent assez régulièrement dans le temps, on fera recours à la formule de la formation des formateurs dans l'action. Les techniciens de l'équipe multidisciplinaire de l'UGP, et éventuellement les opérateurs appelés à appuyer des OP, participeront aux premières sessions de formation animées par un opérateur spécialisé et ensuite ils animeront eux-mêmes ces sessions.

24. Pour l'**alphabétisation fonctionnelle**, la proposition consiste à utiliser des modules existants, à s'appuyer sur les ressources humaines présentes au village et à réaliser des formations en cascade. Les alphabétiseurs (deux par groupement) seront formés par un opérateur spécialisé en année un, et formeront à leur tour les alphabétiseurs-relais (10 par groupement) choisis au niveau des villages au cours des années un à quatre du programme. Les alphabétiseurs-relais travailleront dans 270 villages avec les membres des organisations des bénéficiaires. Ils seront dotés de matériel pédagogique.

Organigramme

Organisation du PRAPE

