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Enabling the rural poor
to overcome poverty

President's report

Proposed grant to the Republic of Burundi for the

Livestock Sector Rehabilitation Support Project

Executive Board — Ninetieth Session
Rome, 17-18 April 2007

For: **Approval**

Note to Executive Board Directors

This document is submitted for approval by the Executive Board.

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Recommendation for approval

The Executive Board is invited to approve the recommendation for the proposed grant to the Republic of Burundi for the Livestock Sector Rehabilitation Support Project, as contained in paragraph 35.

Map of the project area



Republic of Burundi

Livestock Sector Rehabilitation Support Project

Grant summary

Initiating institution:	IFAD
Recipient:	Republic of Burundi
Executing agency:	Ministry of Agriculture
Total project cost:	US\$17.81 million
Amount of IFAD grant:	SDR 9.30 million (equivalent to approximately US\$13.98 million)
Contribution of recipient:	US\$2.23 million
Contribution of beneficiaries:	US\$1.60 million
Appraising institution:	IFAD
Cooperating institution:	United Nations Office for Project Services

Proposed grant to the Republic of Burundi for the Livestock Sector Rehabilitation Support Project

I. The project

A. Main development opportunity addressed by the project

1. Despite a return to security in major parts of the country, Burundi remains one of the poorest countries in the world. Most of the population live in rural areas where poverty is estimated at about 70 per cent. Livestock are essential to the livelihoods of numerous poor households. Farm animals serve a number of purposes, providing food, cash income, and manure to preserve soil fertility and enhance productivity of staple crops. The livestock sector suffered enormous damage during the 12 years of civil war, and is only slowly recovering despite strong demand for animal products (meat, milk products and honey). A large part of the population does not have sufficient capital to acquire livestock. For those owning animals, productivity is very low because of the lack of access to technical and animal health services; inadequate infrastructure; shortage of forage; and low genetic potential. The proposed Livestock Sector Rehabilitation Support Project will provide direct support to around 100,000 poor rural households in terms of livestock recapitalization and management, and value adding to animal products. It will also promote the empowerment of community organizations and complement IFAD's ongoing programmes in Burundi (the Rural Recovery and Development Programme and the Transitional Programme of Post-Conflict Reconstruction).

B. Proposed financing

Terms and conditions

2. It is proposed that IFAD provide a grant to the Republic of Burundi in the amount of SDR 9.30 million (equivalent to approximately US\$13.98 million) to help finance the Livestock Sector Rehabilitation Support Project.

Relationship to the IFAD performance-based allocation system (PBAS)

3. The allocation defined for Burundi under the PBAS is: (i) US\$5.80 million for 2007; (ii) US\$6.39 million for 2008; and (iii) US\$7.02 million for 2009, or US\$19.22 million over the three-year PBAS cycle. This project is the only assistance to be provided within the current PBAS cycle and the grant size of approximately US\$13.98 million is within the 2007-2009 country allocation.

Country debt burden and absorptive capacity of the State

4. In 2006, IFAD provided Burundi with debt relief totalling SDR 11.7 million in net present value (NPV). Burundi's NPV of external debt-to-export ratio after assistance under the enhanced Debt Initiative for Heavily Indebted Poor Countries is projected to remain above the threshold over the period 2005-2013. In addition, the debt sustainability analysis indicates that adverse shocks would significantly affect the debt sustainability indicators. For these reasons Burundi is viewed as having a high risk of debt distress.¹ To date, IFAD's assistance totals about SDR 55.35 million in highly concessional loans for six investment projects. Burundi regularly services its loans and is expected to continue to do so.

Flow of funds

5. IFAD financing will be channelled through a special account at the central bank to be operated by the Ministry of Agriculture. From this account, funds will be disbursed to designated project accounts of implementing agencies based on the agreed annual workplans and budgets. Direct payment procedures will apply for contracts awarded under international and national competitive bidding.

¹ World Bank (2006): Burundi Joint Bank-Fund debt sustainability analysis.

Supervision arrangements

6. The IFAD grant will be administered by the United Nations Office for Project Services as IFAD's cooperating institution.

Exception to IFAD General Conditions for Agricultural Development Financing and operational policies

7. No exceptions are foreseen. The procurement plan is to be finalized at grant negotiations.

Governance

8. A high standard of governance will be assured through competitive bidding for contracts and through transparent administrative and financial procedures. Formats for submitting financial statements, audits and progress reports will be agreed with IFAD and the cooperating institution before the first disbursement, and will be checked for compliance by supervision missions.

C. Target group and participation

Target group

9. The project will be intricately linked to IFAD's ongoing programmes by helping the rural households identified by these programmes to reconstruct their livelihoods through the project activities. The project intends to reach around 100,000 poor households among the 556,000 poor and vulnerable households in the project area. Priority will be given to vulnerable groups such as woman-headed households, unemployed young people and returnees with very limited land or livestock, or no assets whatsoever. Other activities will focus on poor farmers to assist them in improving livestock productivity and marketing. All these beneficiaries live below the poverty line.²

Targeting approach

10. Targeting will rely upon a well-established selection procedure based on the community-driven approach developed by the two ongoing programmes. It will fully comply with the IFAD Targeting Policy. Identification and selection will be undertaken by elected community committees at the village level, according to specific conditions.³ The process will be supervised by a local NGO and the Ministry of Agriculture.

Participation

11. Project beneficiaries will actively participate in selection, planning, implementation and evaluation of all project activities. Beneficiaries will have to satisfy eligibility criteria relevant to the proposed activities to ensure that they can meet the needs (for feed, shelter, etc.) of the livestock they wish to develop. Another form of participation will involve solidarity chains: these multiply the effect of the aid and enhance solidarity, as well as social reconstruction and reconciliation.

D. Development objectives

Key project objectives

12. The project aims to improve the livelihoods of the rural poor and restore their food security. It will: (i) raise livestock productivity while developing the downstream sector through increasing access to livestock processing technology, infrastructure and markets; (ii) facilitate the access of the poor and vulnerable to veterinary services and reinforce the sector in terms of sanitary risk management, prevention and protection; and (iii) strengthen the capacity of elected community committees responsible for local community development and introduce farmers' field school methodology to upgrade farmers' skills and promote participatory competitive research activities.

² Details of the general target group are given in table 1 of the appraisal report.

³ See annex 6 of the appraisal report.

Policy and institutional objectives

13. IFAD's two current operations will be complemented through the project's integrated sector approach: it will reinforce the livestock components of these programmes, integrating them into a sector approach and ensuring that they address the entire value chain. Communities will also be empowered under the project to manage their own development process and support dialogue to review the policy and legal framework for animal health and management.

IFAD policy and strategy alignment

14. The project builds on the programme-based assistance that IFAD has been providing to the rehabilitation and reconstruction of the agricultural sector and the rural economy in the transition from a crisis situation to a long-term development system. This will further strengthen the synergy among programmes and expand the impact on poverty reduction and food security in line with the IFAD Policy on Crisis Prevention and Recovery. The project is aligned with the Fund's strategic objectives of building human and social assets and developing productive assets and sustainable technology, in accordance with the IFAD Strategic Framework 2007-2010. Similarly, it fully supports the regional strategic objectives of promoting effective and equitable linkages between poor producers and market opportunities; and creating an improved system of managing knowledge, know-how, and the transfer of information and technology. In consistency with the objectives of the 2003 country strategic opportunities paper, the project aims to regenerate sustainable livelihoods for vulnerable rural households; support community-driven planning and implementation; encourage NGOs and the private sector; and support effective participation of women in a post-conflict reconstruction process.

E. Harmonization and alignment

Alignment with national priorities

15. The project is aligned with the Government's priorities as expressed in the second pillar of the poverty reduction strategy paper, which aims to "promote equitable and sustainable economical growth".

Harmonization with development partners

16. The project has been formulated in full consultation with partners involved in agricultural and rural development. IFAD's programme assistance to Burundi is closely coordinated with that of the World Bank in terms of approach and intervention areas to ensure a geographically equitable distribution of reconstruction assistance. The value chain approach of this project positions the Fund as a major stakeholder in the livestock sector. As such, the project has been designed to work closely with the support for the reconstruction and development of the agricultural sector provided by the World Bank, the European Union, the African Development Bank, Belgian cooperation and the Food and Agriculture Organization of the United Nations (FAO).

F. Components and expenditure categories

Main components

17. The project has four components: (i) rehabilitation of livestock production and enhancement of product value; (ii) community-based animal health services and animal health surveillance and protection; (iii) capacity-building of communities and smallholder farmers; and (iv) project coordination.

Expenditure categories

18. Investments constitute about 83 per cent of base cost, and are as follows: (i) civil works (under 2 per cent of base costs); (ii) vehicles (8 per cent); (iii) other equipment; (48 per cent); (iv) training, contracted services (technical assistance) and studies (23 per cent); and (v) revolving fund (2 per cent). Recurrent costs consist of salaries and allowances (9 per cent) and operating expenses (8 per cent). The grant will be disbursed over six years.

G. Management, implementation responsibilities and partnerships

Key implementing partners

19. These include: (i) the Ministry of Agriculture; (ii) national or international NGOs in charge of the community planning process; and (iii) contracted private-sector service providers. FAO will assist in establishing the farmer field school (FFS) approach in the country.

Implementation responsibilities

20. Overall responsibility for project implementation will rest with the Ministry of Agriculture. Day-to-day coordination will be the responsibility of the project coordination unit (PCU), which will share key staff with the ongoing programmes at the central and provincial levels. The project will use the committees that have been set up by these programmes, i.e. the steering committee, which deals with policy; and the technical advisory committee, which deals with technical matters. Elected community committees will be entrusted with the planning, implementation and monitoring of project activities at the village level. Beyond that, implementation will be arranged mainly through contracting by the PCU of implementing partners on the basis of either binding memorandums of understanding with public-sector implementing partners or contracts with participating NGOs and private-sector implementing partners.⁴

Role of technical assistance

21. The project will draw on national and international expertise to undertake various studies and support the Government in the elaboration of the policy and strategy for the privatization of veterinary services. FAO will be contracted by the Government to develop the strategy and establish the FFS network.

Status of key implementation agreements

22. In addition to the grant agreement, the PCU will work with implementing partners either through binding memorandums of understanding with public-sector partners or through contracts with participating NGOs and private-sector parties. A subsidiary agreement between FAO and the Government will be signed with respect to FFS activities.

Key financing partners and amounts committed

23. The total project cost is US\$17.81 million. IFAD's contribution will be US\$13.98 million (78.5 per cent of total cost), the Government will contribute US\$2.23 million (12.5 per cent) and the beneficiaries will contribute US\$1.6 million (9 per cent).

H. Benefits and economic and financial justification

Main categories of benefits generated

24. The project will improve the income, food security and nutrition of about 100,000 vulnerable and poor households – about 17 per cent of them woman-headed – through enhancement of livestock productivity, accessibility to community-based veterinarian services, and processing and marketing facilities for fodder, milk and honey. Depending on the type of household and activity being practised, household

⁴ See annex 9 of the appraisal report.

income will show an annual increase of between US\$40 to US\$370. About 6,000 farmers (of which 60 per cent will be women) will benefit from the FFS activities. The project will support the reconstruction of the social fabric and community solidarity using livestock kick-start packages, which will be distributed through solidarity chains.

Economic and financial viability

25. About 12 indicative enterprise models were examined at appraisal and showed potential to increase farm income significantly. The overall economic rate of return is satisfactory, at around 20 per cent. The sensitivity analysis indicates that the project will remain economically viable under foreseeable adverse conditions.⁵

I. Knowledge management, innovation and scaling up

Knowledge management arrangements

26. Key features of the project include the use of participatory monitoring and evaluation, and the conducting of studies to support the elaboration of key policies and strategies for livestock management. The findings will be reviewed at village, provincial and national workshops held annually through the community development committees, FFSs and extension services. Notably, the project will use a steering committee and a technical advisory committee set up by the other two IFAD programmes.

Development innovations that the project will promote

27. Innovative features of the project include: (i) establishment of networks of community animal health workers to carry out specific public health activities such as epidemiologic surveillance, data collection and vaccination campaigns; (ii) introduction of the FFS approach; and (iii) allocations for competitive research.

Scaling-up approach

28. The community-based development system pioneered by the two ongoing programmes and the proposed project, along with participatory monitoring and evaluation, the FFS approach and the network of community animal health workers established by the project, will all be replicated nationally once they have been fully tested by the project.

J. Main risks

Main risks and mitigation measures

29. **Security.** Any new outbreak of hostilities could delay implementation. The project will therefore be flexible, inclusive of the general population and community-driven. **Community-driven development.** The risk exists of conflict between newly elected local institutions and community development committees established under the Rural Recovery and Development Programme. This will be mitigated by the promulgation of a ministerial ordinance within communal law integrating the community development committees with the local institutions. **Transboundary epidemics (such as avian flu)** are a risk but this will be mitigated by better animal health services and epidemiological surveillance. Livestock activities will also be carried out in strict compliance with sanitary measures, which may entail quarantine for animals and the issuance of sanitary certificates. In order to protect livestock enterprises and livelihoods, the project intends to set up a vaccine emergency fund and a livestock insurance scheme.

Environmental classification

30. Pursuant to IFAD's environmental assessment procedures, the project has been classified as a Category B operation in that it is not likely to have any significant negative environmental impact. In fact, by encouraging the intensification of livestock production through zero-grazing, cut-and-carry fodder; improved herd

⁵ Details of the financial analysis are included in the main text of the appraisal report.

husbandry, with culling of unproductive animals; and increased production of manure and application on crops, the project is likely to have a positive environmental effect.

K. Sustainability

31. The project will be implemented within the existing decentralized administration (inclusive of community development committees) and will entail full community participation. Beneficiary households will assume responsibility for the operation and maintenance of productive assets. The experience of the Rural Recovery and Development Programme and other closed projects has shown that beneficiaries can effectively carry out these functions when properly organized and trained. Similarly, the institutional arrangements will involve full beneficiary participation and include cost-sharing mechanisms to minimize recurrent costs and ensure sustainability.

II. Legal instruments and authority

32. A project grant agreement between the Republic of Burundi and IFAD constitutes the legal instrument for extending the proposed grant to the recipient. The important assurances included in the negotiated agreement are attached as an annex.
33. The Republic of Burundi is empowered under its laws to receive financing from IFAD.
34. I am satisfied that the proposed grant will comply with the Agreement Establishing IFAD.

III. Recommendation

35. I recommend that the Executive Board approve the proposed grant in terms of the following resolution:

RESOLVED: that the Fund shall provide a grant to the Republic of Burundi in various currencies in an amount equivalent to nine million three hundred thousand special drawing rights (SDR 9,300,000) and upon such terms and conditions as shall be substantially in accordance with the terms and conditions presented herein.

Lennart Båge
President

Important assurances included in the negotiated project grant agreement

(Negotiations concluded on 21 March 2007)

Pest management practices

1. The Government will comply with the International Code of Conduct on the Distribution and Use of Pesticides and ensure that pesticides procured under the project do not include any pesticides classified as extremely hazardous or highly hazardous by the World Health Organization.

Legislation on community animal-health agents

2. The Government undertakes to promulgate, within the two years following the effective date of the grant agreement, a law defining the mandate and competencies of the community animal-health agents vis-à-vis other public and private services, promoting their acknowledgement and installation.

Manuals

3. The Government undertakes to submit, for approval by IFAD, the project's implementation manual and administrative and financial procedures manual within the six months following effectiveness.

Monitoring and evaluation

4. **Approach.** The project will integrate IFAD's Results and Impact Management System (RIMS) into its monitoring and evaluation (M&E) system. Nevertheless, other, project-specific indicators should also be taken into account in implementing the project M&E system. In accordance with IFAD's programme approach, the project M&E system will form part of a process to be conducted in conjunction with the Transitional Programme of Post-conflict Reconstruction (PTRPC) and the Rural Recovery and Development Programme (PRDMR). It will be implemented under the responsibility of the project M&E officer, who will receive support from officers of the provincial structures of PRDMR and PTRPC and from agents of the provincial agriculture directorates assigned to M&E of IFAD-financed projects.
5. **Internal monitoring and evaluation.** The M&E system will allow for strategic and operational steering of the project. While seeking to avoid a proliferation of indicators, it should yield the necessary and pertinent information so that project interventions can be adjusted during implementation. In particular, the system will monitor the implementation of activities, performance, outcomes and impact, giving special attention to evaluation of the project's impact on women by means of disaggregated gender data and specific surveys. The internal M&E system will be a permanent feature and should be viewed as a management tool. The M&E officer will prepare periodic summary reviews of RIMS indicators and forward them to IFAD by the end of January each year.
6. Public and private service providers will report on their activities to the M&E officer and the PCU through reports/dashboards prepared under the responsibility of the M&E officer. All contracts and agreements with such service providers are to specify the nature of the indicators and the frequency with which they are to be tracked.
7. **Participatory evaluation.** As a complement to internal M&E, the M&E system will include evaluation of project interventions by beneficiaries and implementation partners. The PCU will organize annual provincial workshops on participatory M&E, conducted jointly with the other IFAD-financed projects.

Insurance of project personnel

8. The Government will insure project personnel against health and accident risks to the extent consistent with customary practice in the country.

Use of project vehicles and other equipment

9. The Government will ensure that:
 - (a) all vehicles and other equipment transferred or procured under the project are dedicated solely to the Project use and its implementation;
 - (b) the types of vehicles and other equipment transferred or procured under the project are appropriate to the needs of the project.

Recruitment

10. Project staff will be recruited through a specialized human resources firm under national calls for offers published in the national press. Staff will be recruited on the basis of one-year, renewable contracts that will exclude all forms of discrimination and may in no case exceed the project duration. The recruitment of key project staff – namely, the coordinator, the administrative and financial officer, the livestock officer, the M&E officer – and any decision to terminate their contracts will be done in agreement with IFAD. Project staff will be subject to performance evaluations under modalities to be defined in the administrative and financial procedures manual, and their contracts may be terminated on the basis of the findings of those evaluations. Management of staff will be subject to procedures in force within the Government's territory. The Government will encourage women to apply for technical positions under the project and, all skills being equal, will give preference to women in the project's various positions of responsibility.

Fraud and corruption

11. The Government will promptly bring to the attention of IFAD any allegations or concerns of fraud and/or corruption in relation to the implementation of the project of which it has knowledge or becomes aware.

Suspension by IFAD

12. IFAD may suspend, in whole or in part, the right of the Government to request withdrawals from the grant account if:
 - (a) the grant agreement has not become effective by the stipulated date or such other date as may be set for such purpose;
 - (b) the counterpart funds are not available under conditions satisfactory to IFAD;
 - (c) the manuals, or any provision thereof, or the annual workplans and budgets or the respective procurement plan has been suspended, rescinded in whole or in part, waived or otherwise modified without the prior consent of IFAD, and IFAD has determined that such event has had, or is likely to have, a material adverse effect on the project;
 - (d) IFAD has given notice to the Government that credible allegations of corrupt or fraudulent practices in connection with the project have come to the attention of IFAD, and the Government has failed to take timely and appropriate action to address the matters to the satisfaction of IFAD;
 - (e) procurement has not been or is not being carried out in accordance with IFAD's procurement guidelines.

Suspension in the event of non-compliance of audit requirement by the Government

13. IFAD will suspend the right of the Government to request withdrawals from the grant account if it has not received the audit reports within the six months following the six-month period set forth in the grant agreement.

Conditions precedent to withdrawal

14. No withdrawal will be made until such time as:
- (a) the grant advance account and the project account have been opened;
 - (b) the local currency equivalent of US\$100,000, corresponding to the Government's counterpart contribution, has been deposited in the project account;
 - (c) the first annual workplan and budget and procurement plan have been approved.

Conditions precedent to effectiveness

15. The grant agreement will become effective upon the fulfilment of the following conditions precedent:
- (a) the grant agreement has been signed by a duly empowered representative of each of the parties;
 - (b) the Government has delivered to IFAD a favourable legal opinion, acceptable in form and substance, issued by the authority having competence within the territory of the Government;
 - (c) the legislation on the organization and operation of the communal and village-level committees for community development has been issued by the Ministry of the Interior and Public Security of the Government;
 - (d) a request to amend the PTRPC and PRDMMR loan agreements has been submitted to IFAD with a view to reflecting the provisions of the aforementioned legislation;
 - (e) a joint steering committee and a joint technical committee are officially in place for the PRDMMR, PTRPC and the project, in accordance with procedures in force within the Government's territory;
 - (f) the key project officers – namely, the coordinator, the administrative and financial officer, the livestock officer and the M&E officer – have been recruited.

Key reference documents

Country reference documents

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Logical framework

Objective hierarchy	Key performance indicators and targets	Monitoring mechanisms and information sources	Assumptions and risks
Goal			
Contribute to the regeneration of rural livelihoods and restore food security, especially amongst Burundi's rural poor and vulnerable people.	<ul style="list-style-type: none"> • Number of household having improved the number of assets owned (productive assets) (data disaggregated by gender of member and hh head) • % of reduction in children < 5 years malnourished (data disaggregated by gender) • Nr of beneficiaries – Nr of hhs .declaring having improve their food security 	Baseline midterm and completion surveys including: ongoing IFAD's operation; Project's thematic surveys; ME of PRSP implementation; National surveys on poverty	Overall security situation remains stable and improves Real price of staple food does not increase sharply
Purpose of components			
1. Production capacities and marketing Improve among rural poor livestock production and productivity and market's opportunities.	<ul style="list-style-type: none"> • Increase in Nr of poor hhs growing animals and % of those headed by a women/young • % of increase in livestock and food crops productivity/production • Nr of marketing/processing infrastructure and nr of employment created 	Baseline study and participatory evaluation; Project impact surveys; Public services and partners Reports	Security situation is improving
2. Animal health and sanitary protection Improve access of poor households to basic animal health services and improve animal health prevention and protection	<ul style="list-style-type: none"> • Nr. of farmers reporting using Community Animal Health Worker (CAHW) • Nr. of farmers reporting an improved animal health • % of reduction in incidence of major animal diseases and of human alimentary infections 	Same than above	Public services accept the presence of CAHW Occurrence of new animal diseases
3. Local community and farmers' capacity building Improve capacity of local community and decentralized public services in CDD and reinforce self-training capacities of poor farmers	<ul style="list-style-type: none"> • Nr. of village/hill meeting and % of women' participation • Nr of community development plan prepared • Nr of Farmer Field Schools (FFS) created • Nr of farmer declaring having adopted new technologies through FFS. • Nr of Competitive Research Activities completed 	Same than above	Resilience of local public services to FFS approach Resilience of newly elected local entities to associate existing local community entities
Output by component			
Output 1. Production capacities and marketing 1. Planting material for improved forage are available 2. Feeding practices are better balanced/optimized 3. Improved capacity for rearing animals' production 4. Improved Policy dialogue 5. Improv. animal genetic resources mangmt/marktg 6. 26 000 poor hhs rearing short cycle animals 7. 14 schools practising the solidarity chain concept 8. Improved availability of animal feeding's inputs 9. Improve marketing of milk and honey	<ul style="list-style-type: none"> • Nr of additional Ha of planting material for forage and annual production • Nr of training completed and nr of beneficiaries (by gender) • Nr of rearing animals' producers (by gender), nr. animals produced/year • The Livestock policy development is promulgated • Nr of Artificial insemination and % of success • Nr of hhs having received "livestock recapitalisation kits" and % headed by woman • Nr of schools rearing animals to introduce in solidarity chains • Nr of collecting/processing/marketing units created for milk and honey 	Project monitoring and evaluation reports and Project reports Decentralised public services and Project's partners Reports Participatory evaluation reports Technical document prepared	Occurrence of animal diseases Resilience to implement national policy promulgated
Output 2. Animal health sanitary protection 1. Basic health services available to poor farmer 2. Improved animal health protection/prevention and crisis preparedness 3. Improve policy dialogue in animal health	<ul style="list-style-type: none"> • A National policy for animal health and services promulgated • Nr. practising of CAHW and Nr of contracts signed with GoB • Nr of vaccination awareness campaign and nr of women trained in small vaccination • Existence of Livestock insurance and vaccination fund 	Same than above	Same than above + Resilience of public services to accept CAHW
Output 3. LC and farmers' capacity building 1. CDD approach continue to be implemented 2. practices LC capacities are reinforced 3. FFS and Competitive Research approaches are introduced in Burundi	<ul style="list-style-type: none"> • Nr of community development plan prepared • Nr of FFS created and Nr of beneficiaries (by gender) • Nr of Competitive Research activities completed • Nr of participatory M&E workshops organised 	Same than above	Resilience of local staff to adopt the new approaches

N

