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## **President's report**

# **Proposed grant to the Republic of Guinea-Bissau for the Rural Rehabilitation and Community Development Project**

Executive Board — Ninety-first Session  
Rome, 11-12 September 2007

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For: **Approval**

## **Note to Executive Board Directors**

This document is submitted for approval by the Executive Board.

To make the best use of time available at Executive Board sessions, Directors are invited to contact the following focal point with any technical questions about this document before the session:

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## **Recommendation for approval**

The Executive Board is invited to approve the recommendation for the proposed grant to the Republic of Guinea-Bissau for the Rural Rehabilitation and Community Development Project, as contained in paragraph 35.

# Map of the project area

## Guinea-Bissau

### Rural Rehabilitation and Community Development Project

Project area



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.

Map compiled by IFAD

## **Republic of Guinea-Bissau**

# **Rural Rehabilitation and Community Development Project**

### **Grant summary**

<b>Initiating institution:</b>	IFAD
<b>Recipient:</b>	Republic of Guinea-Bissau
<b>Executing agency:</b>	Ministry of Agriculture and Rural Development
<b>Total project cost:</b>	US\$5.6 million
<b>Amount of IFAD grant:</b>	SDR 3.1 million (equivalent to approximately US\$4.7 million)
<b>Contribution of recipient</b>	US\$0.8 million
<b>Contribution of beneficiaries:</b>	US\$0.092 million
<b>Appraising institution:</b>	IFAD
<b>Cooperating institution:</b>	Directly supervised by IFAD

# Proposed grant to the Republic of Guinea-Bissau for the Rural Rehabilitation and Community Development Project

## I. The project

### A. Main development opportunity addressed by the project

1. The proposed Rural Rehabilitation and Community Development Project demonstrates IFAD's deep commitment to alleviating rural poverty in one of the poorest countries in the world. Since independence, Guinea-Bissau has witnessed 30 years of political instability, several coups and one civil war (1998-1999). Despite the bloodless military coup in 2003 – which, in fact, helped restore constitutional legality – the political scenario has evolved positively since 1999, and shows encouraging signs that the new multi-party system has the capability to resolve political crises within a framework of democratic institutions. There is now an urgent need for support from the international community to help consolidate the new framework, and activate a long-overdue process of economic growth. The challenge is to build a pluralistic governance system, which effectively involves communities through new forms of partnership that link them to the public administration, NGOs and the private sector. In order to meet this challenge, and in line with the IFAD Policy for Crisis Prevention and Recovery, the proposed project will: (i) empower communities; (ii) support an active role for women in community organizations and in other local public governance institutions; and (iii) mobilize NGOs and civil society organizations to complement the public administration in providing services to rural communities.

### B. Proposed financing

#### Terms and conditions

2. It is proposed that IFAD provide a grant to the Republic of Guinea-Bissau in the amount of SDR 3.1 million (equivalent to approximately US\$4.7 million) to help finance the Rural Rehabilitation and Community Development Project.

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

3. The annual allocation defined under the PBAS for Guinea-Bissau is US\$4.936 million over the 2007-2009 PBAS cycle.

#### Country debt burden and absorptive capacity of the State

4. The two IFAD-funded projects implemented in Guinea-Bissau between 1983 and 1993 have performed poorly and fall below the regional average in terms of the time lapse between project approval and effectiveness, and the disbursement rate. Furthermore, the repeated arrears in repayment of the two loans resulted in the suspension of the portfolio for several years. In April 2001, IFAD's Executive Board approved Guinea-Bissau's participation in the Enhanced Debt Initiative for Heavily Indebted Poor Countries. On 26 August 2002, IFAD provided debt reduction to Guinea-Bissau for an amount totalling SDR 3,072,880. Under IFAD's debt sustainability framework, approved at the April 2007 session of the Executive Board, Guinea-Bissau's debt rating categorizes it as a "red light" country, making it eligible for 100 per cent grant financing of up to US\$4.936 million over the period 2007-2009.

#### Flow of funds

5. A special account, in euro, will be set up in Bissau. Upon grant effectiveness and the request of the recipient, IFAD will make a deposit corresponding to initial requirements. The account will be replenished in accordance with established IFAD procedures. A project account, in local currency, will be opened at a commercial bank that is acceptable to IFAD in Bissau and will be managed by the project coordination unit. The Government of Guinea-Bissau will deposit its contributions

into this account according to the agreed annual programme of work and budget. In the absence of a commercial bank in Buba, site of the project headquarters, the funds will be temporarily channelled through a specialized private operator (i.e. MoneyGram or Western Union).

### **Supervision arrangements**

6. The project will be directly supervised by IFAD.

### **Exceptions to IFAD General Conditions for Agricultural Development Financing and operational policies**

7. Funds will be temporarily channelled through a specialized private operator (i.e. MoneyGram or Western Union) to the project headquarters in Buba (as discussed in paragraph 5). A procurement plan for the first 18 months has been developed according to IFAD's procurement policy and guidelines.

### **Governance**

8. Standards of governance will be enhanced by open competition in the public, private and non-profit sectors for implementation contracts.

## **C. Target group and participation**

### **Target group**

9. The target group consists of almost 70 per cent of the population of the Quinara and Tombali regions, amounting to 13,000 rural poor households, or 100,000 persons, of which 26,000 are women and 6,500 are youths.

### **Targeting approach**

10. In accordance with the IFAD Policy on Targeting, the project will use geographic targeting, direct targeting, and also self-targeting measures to identify the target group. In particular, it will target households with less than 5 hectares of land.<sup>1</sup> This group will subsequently undergo three further levels of targeting on the basis of: vulnerability (women, young men and large households); area (limited natural resources and difficult access); and self-targeting mechanisms within the communities.

### **Participation**

11. Project activities are built around the initiatives and innovations proposed by the target group members themselves. The project will help finance the rural infrastructure investments that the target group has selected and will support effective and sustainable management by the target group of this infrastructure. The local initiative fund will provide financial support to target group members willing to form partnerships for developing, building on and disseminating initiatives and innovations for local rural development. As regards project management, target group members will be part of the project steering committee, together with Government representatives and service-provider/NGO representatives.

## **D. Development objectives**

### **Key project objectives**

12. The overall objective is to reduce rural poverty by improving the incomes and living conditions of the target group, particularly through the valorization of natural resources and their sustainable management. The specific aim is to enable target group members to become major players in building the social fabric of their communities and to strengthen their capacity to establish their priority goals and then develop economic and social initiatives to realize them.

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<sup>1</sup> Land laws in Guinea-Bissau use this limit to differentiate between family agriculture (<5 hectares) and commercial agriculture (>5 hectares).



### **Policy and institutional objectives**

13. The key focus of the project is on building the rural institutions of and for the target group. The project aims to build a pluralistic local governance system, which will involve the community through new and effective forms of partnership, and which will link the rural poor of Quinara and Tombali regions to local public administration, NGOs and the private sector.

### **IFAD policy and strategy alignment**

14. The project is fully in line with the IFAD Policy on Crisis Prevention and Recovery, the IFAD Strategic Framework 2007-2010 and the IFAD gender action plan. It reflects the emphasis placed by the 2003 country strategic opportunities paper on enhancing food production and promoting income-generating activities for peace-building.

## **E. Harmonization and alignment**

### **Alignment with national priorities**

15. The project is intended to help the Government operationalize its National Poverty Reduction Strategy and Multi-year Action Plan 2006-2008. Overall, the project responds to the need for support from the international community to help consolidate the country's post-conflict recovery and lay the foundation for long-term economic and social development. The National Poverty Reduction Strategy marks a welcome change with respect to previous policy documents inasmuch as it highlights the importance of adopting a participative approach to development and of integrating gender as a core issue.

### **Harmonization with development partners**

16. The donor round table of 7-8 November 2006 highlighted both the need for donors to return to Guinea-Bissau and the interest of donors in doing so, conditions permitting. Partnerships at the moment are embryonic, but can be strengthened once activities on the ground prove to be successful. In the meantime, IFAD has worked on developing linkages with development partners such as the African Development Bank, which is about to initiate a similar project in the country's northern regions, and the World Food Programme, which is interested in providing food-for-work assistance in connection with the project's road rehabilitation works.

## **F. Components and expenditure categories**

### **Main components**

17. The project is structured around four components: (i) rehabilitation of infrastructure and basic social services; (ii) capacity-building of grass-roots organizations; (iii) reactivation and development of the rural economy; and (iv) project management.

### **Expenditure categories**

18. The project cost tables have seven expenditure categories: (i) civil works (34.4 per cent); (ii) equipment and material (14.4 per cent); (iii) studies and training (17.4 per cent); (iv) international technical assistance (8.4 per cent); (v) local initiatives fund (2.5 per cent); (vi) salaries (8.2 per cent); and (vii) operating costs (14.5 per cent).

## **G. Management, implementation responsibilities and partnerships**

### **Key implementing partners**

19. The project will work through calls for proposals. The selected NGOs, public sector partners and target group members will establish contractual relations with the project. Partners will be committed to undertaking contracts in conformity with the project's strategy and implementation approach.

### **Implementation responsibilities**

20. The Government agency responsible for project implementation is the Ministry of Agriculture and Rural Development. Three project implementation organs are envisaged: the project steering committee, the project orientation forum, and the

project coordination unit. The project steering committee will have overall responsibility for project implementation, and will approve the annual workplan and budget and the monitoring and evaluation reports. The committee will include: senior representatives of the central and regional Ministry of Agriculture and Rural Development, representatives of the regional Government administration, representatives of the target population (half of these women) and representatives of the NGOs/service providers contracted to carry out the field work. The project orientation forum will be an advisory body and think tank, which will concentrate on analysis and on monitoring and evaluation of project performance, and make relevant recommendations. The forum will be open to all the partners involved in project implementation, and to other parties interested in learning and exchanging experiences.

#### **Role of technical assistance**

21. International technical assistance will be required for at least the first two years of project implementation in order to strengthen overall project management, and also administrative/financial management, and monitoring and evaluation.

#### **Status of key implementation agreements**

22. Implementation responsibilities will be specified in each annual programme of work and budget.

#### **Key financing partners and amounts committed**

23. The total project cost amounts to about US\$5.6 million. The principal sources of financing are IFAD (84 per cent), the Government of Guinea-Bissau (14 per cent) and the project beneficiaries (2 per cent).

### **H. Benefits and economic and financial justification**

#### **Main categories of benefits generated**

24. The project will result in: (i) the growth and diversification of agricultural production as a result of the development of a significant number of agricultural microprojects, better use of inputs, and an improvement in the terms of trade for producers; (ii) increased access by the target group to a minimum of essential social services; (iii) strengthened social capital and increased negotiating power at local government level for the target group; and (iv) a strengthened role for women, thanks to their participation in all project-supported initiatives. Building a new environment of trust and harmony in civil society, and also between the public administration and civil society in rural areas, is one of the most important outcomes expected of the project.

#### **Economic and financial viability**

25. Given the demand-driven nature of the planned interventions, it is not possible to quantify the expected economic benefits at this stage.

### **I. Knowledge management, innovation and scaling up**

#### **Knowledge management arrangements**

26. The lessons learned from direct supervision will feed into IFAD's learning notes and thematic groups and will then be channelled through the regional FIDAFRIQUE network. Exchanges are envisioned between similar projects (such as the Rural Poverty Alleviation Programme in Cape Verde), by both project staff and target group members.

#### **Development innovations that the project will promote**

27. The highly participatory and local development-oriented approach of the project, and its open and flexible structure are highly innovative for Guinea-Bissau, particularly because this will enable the target group to fully realize their capability to undertake rural development initiatives. The use of the "call for proposals" methodology for the competitive selection of service providers – which has been tested by donors such as the European Union – is an innovation for IFAD.

### **Scaling-up approach**

28. Scaling up of activities is envisaged in three stages. In the **short-term horizon (project years 1-2)**, a number of rehabilitation activities will seek to address the most serious bottlenecks currently constraining livelihoods while working on strengthening the organizations of the rural poor. In the **medium-term horizon (project duration)**, specific activities will have the dual objectives of: (i) reducing poverty through increased rural incomes; and (ii) laying the groundwork for the development of a network of local, community-based organizations while keeping a long-term vision in mind. In the **long-term horizon (future IFAD interventions)**, the enabling environment created through the Rural Rehabilitation and Community Development Project will be further enhanced to support initiatives by the community-based organizations set up by the target population.

## **J. Main risks**

### **Main risks and mitigation measures**

29. The highest risks singled out by the project are the weakness of the State and the possible instability of the country's political institutions. The design of the project seeks to minimize the eventual impact of these risks, in an effort to lay the foundation to begin building an efficient public administration. The short life of the project (four years) permits a return to operations in Guinea-Bissau and the testing of new approaches, with the possibility of an exit opportunity should the political situation become unsustainable.

### **Environmental classification**

30. Pursuant to IFAD's environmental assessment, the project has been classified as a Category B operation in that it is unlikely to have any significant negative environmental impact. In fact, the project may well have a positive impact as a result of the planned natural resources management activities and the linkages that will be established with the World Conservation Union.

## **K. Sustainability**

31. In the medium-term, Guinea-Bissau will continue to need support from the international donor community. The activities supported by the proposed project will not create dependency with regard to either the Government or the target group. In fact, the project will broaden the scope for the target group to make use and derive benefits from the new opportunities that are opening up. It will also enhance the resilience of the target group to potential crises.

## **II. Legal instruments and authority**

32. A project grant agreement between the Republic of Guinea-Bissau and IFAD will constitute the legal instrument for extending the proposed grant to the recipient. Important assurances included in the negotiated project grant agreement are attached as an annex.
33. The Republic of Guinea-Bissau 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 Guinea-Bissau in various currencies in an amount equivalent to three million one hundred thousand special drawing rights (SDR 3,100,000) 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 31 July 2007)

### **Pest management practices**

1. The Government of the Republic of Guinea-Bissau 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.

### **Monitoring and evaluation**

2. The project's monitoring and evaluation (M&E) system will constitute a management and strategic orientation tool for all project stakeholders. The system will be expected to produce the necessary information at all levels and should incorporate IFAD's Results and Impact Management System (RIMS) indicators. A specific unit, established within the project coordination unit (PCU), will be responsible for leading and operationalizing the monitoring and evaluation system. Priority will be given to rehabilitation and capacity-building activities, and the establishment and fine-tuning of the local initiative fund mechanism during the first half of the project. This will allow for attention to be focused on innovative activities during the second half, and for more extensive use to be made of the local initiative fund mechanism; capacity-building efforts will also be continued throughout the second half of the project. An in-depth mid-term review, involving all project partners, will be undertaken during the course of the project.

### **Insurance of project personnel**

3. 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**

4. 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 of project personnel**

5. Recruitment of project staff will be undertaken on a competitive basis through national calls for applications published in the national press and will be on the basis of two-year, renewable contracts that may in no case exceed the duration of the project. The recruitment of key project staff – namely, the coordinator, the administrative and financial officer, the technical and extension officer, the M&E officer, the M&E operator, the accountant and short-term surveyors – and any decision to terminate their contracts will be undertaken in agreement with IFAD. Project staff will be subject to performance evaluations under modalities to be defined in the administrative, accounting 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 will give preference to women in the project's various positions of responsibility.

**Fraud and corruption**

6. 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.

**Suspension by IFAD**

7. IFAD may suspend, in whole or in part, the right of the Government to request withdrawals from the grant account upon occurrence of any of the following events:
  - (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 events have had, or are 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**

8. 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**

9. No withdrawal will be made until such time as:
  - (a) A draft version of each manual prepared by the Ministry of Agriculture and Rural Development (the lead project agency) has been submitted to IFAD for its non-objection.
  - (b) A draft for the first annual workplan and budget, including a procurement plan for the first 18 months, has been submitted to IFAD.

**Conditions precedent to effectiveness**

10. The grant agreement will become effective upon the fulfilment of the following conditions precedent:
  - (a) 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.
  - (b) The grant agreement has been signed by a duly empowered representative of each of the parties.
  - (c) The PCU has been established by decree of the lead project agency; the project coordinator, the technical and extension officer, the financial and administrative officer, and the M&E officer have been selected by the lead project agency and approved by IFAD in conformity with the conditions set forth in paragraph 5, above.
  - (d) The special account and the project account have been opened.
  - (e) The CFA franc equivalent of US\$10,000, corresponding to the Government's counterpart contribution, has been deposited in the project account.

## **Key reference documents**

### **Country reference documents**

National poverty reduction strategy paper and action plan 2006-2008

### **IFAD reference documents**

IFAD Strategic Framework;

IFAD Policy on conflict prevention and recovery

Guinea-Bissau COSOP;

Project design document and Key files;

IFAD Learning notes (targeting, gender, community development funds, etc.)

Prerequisites for gender sensitive design

Administrative procedures on environmental assessment

Procurement manual

RIMS

### **Other miscellaneous reference documents**

FIDAFRIQUE website : CDD decision tools

# Logical framework

	<i>Narrative summary</i>	<i>Verifiable indicators</i>	<i>Means of verification</i>	<i>Assumptions/risks</i>
<b>Goal</b>	The incomes and livelihoods of the 13,000 poorest families of the Quinara and Tombali regions are improved whilst reinforcing: (i) the strategic role of women; and (ii) the sound management of natural resources.	1/ Fixed assets owned by target group households (total and by gender: women and young couples) 2/ Prevalence of child malnutrition 3/ Number of target group members participating in and benefiting from project supported activities (by gender) 4/ Number of women assuming leadership positions in non-women specific instances or organizations 5/ Community based natural resources management schemes (number, coverage, quality)	Social and economic statistics. Periodical surveys. Data bases on : rural organizations, innovations/initiatives, related partnerships. Project reports and self-evaluations, satellite images, prices and markets.	The main risk remains political instability which has prevented the country from concretizing the reforms decided during the periods of relative social calm, provoked an economic regression, and has rendered the State incapable of carrying out its most central functions or to deliver the minimum basic services. <i>To limit its exposure to risk, the PRRDC has been conceived as a regional project which banks on the rehabilitation/development of a social and economic network starting from the grassroots and local levels, using and building local NGO and rural organizations capacities, as well as progressive reintroduction of the State on the basis of: (i) a strict re-centering of the administration's functions on its supervisory tasks, (ii) the promotion of a sound and balanced local democracy.</i> The dependency upon of the cashew nut market which can provoke a major economic crisis in the country and in the project area. <i>The project will promote more diversified and sustainable farming systems and the improvement of the terms of trade.</i>
<b>Specific Objective</b>	The target group (in particular women and youth) express socialize and implement their initiatives linking with other stakeholders towards the construction of a local development partnership (economic and social).	1/ Number, type and impact of initiatives (succeeded and failed, by target group component) 2/ List of local development stakeholders which have entered partnerships with target group members. 3/ Prices, market access, frequency and cost of transportation, etc.		
<b>Outputs</b>	A/ The target groups implement economic initiatives in partnerships with other stakeholders (civil society, state, private)	In addition to the above 1/ quantitative indicators specific to each activity 2/ performance of partners involved	Reports, self and project staff M&E by activity.	Delays in implementation of road and capacity building components may limit the opportunities and the feasibility and impact of initiatives. <i>The demand driven and flexible procedures defined for channeling project resources (FIDL and calls to proposals) will allow to manage such risk.</i>
<b>Outputs</b>	B/ Rural Infrastructure and basic services are rehabilitated and rendered sustainable.	In addition to the above 1/ Physical achievements (quantity, cost, quality, time) for rural tracks, water points and others. 2/ Maintenance and sustainability of roads and water points, water table levels, salinity, bacteriological contamination.	Public data bases on roads, water points, others. Statistics and surveys on use and impact	Very limited capacity and resources of state institutions. <i>The component has been designed to limit as most as possible the pressure on public budget and staff.</i>
<b>Outputs</b>	C/ Rural organizations (RAO) of the target groups become essential local development and regional stakeholders	(All below disaggregated by gender and youth) 1/ Number, typology, relevance, representativity, quality and sustainability of (i) the RAO that have emerged and (ii) the delivered services. 2/ Human resources and established partnerships. 4/ Quality of participation and contribution from the local actors (including NGO and project staff). 5/ Quality of use of the local initiatives fund (LIF), and disbursement rate.	Analysis of RAO institutional set-up and work programs. List of partners. Analytical diagrams of RAO's partnerships. Reports on the RAO's activities.	Temptation from some NGO to replace the rural populations in order to solve the problems or to be more efficient. On the one hand, possible reluctance of other NGOs to give-up their power to the rural populations, and on the other hand particular reluctance to let the rural populations get in touch directly with other actors. <i>Awareness of these problems within the local NGOs.</i> <i>Existence in the area of a certain number of cases to be taken as an example in favour of the approach promoted by the PRRDC.</i>
<b>Outputs</b>	D/ Project management is efficient and effective. The responsibilities are gradually transferred to the RAOs, local partnerships emerge and are reinforced	1/ Disbursement rate (at different levels: donors, programme management unit to RAO and operators, etc.). 2/ Timeliness of availability of funds for activities and in the special account 3/ Anomalies or imperfections highlighted by the audits 3/ Number of contracts signed and carried out 4/ Participation of beneficiaries and other stakeholders in M&E and planning	Project documents, audits and bank statements.	Human resources of the programme management unit insufficient in terms of: (i) participatory approach; (ii) local development; and (iii) administrative and financial management. <i>2 permanent long term technical assistants are envisioned.</i>



