President’s report

Proposed grant to the Republic of Rwanda for the

Kirehe Community-based Watershed Management Project
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 Rwanda for the Kirehe Community-based Watershed Management Project, as contained in paragraph 37.
Map of the project area

Rwanda
Kirehe Community-Based Watershed Management Project (KWAMP)
Republic of Rwanda

Kirehe Community-based Watershed Management Project

Grant summary

Initiating institution: IFAD
Recipient: Republic of Rwanda
Executing agency: Ministry of Agriculture and Animal Resources
Total project cost: US$49.3 million
Amount of IFAD grant: SDR 13.05 million (equivalent to approximately US$20.45 million)
Cofinancier(s): World Food Programme (WFP)
Private-sector partners
German Development Service (DED)
Amount of cofinancing: WFP: approximately US$8 million
Private sector: US$1.25 million
DED: US$0.51 million
Terms of cofinancing: Grants
Contribution of recipient: Central Government: US$7.59 million
District Government: US$1.96 million
Contribution of beneficiaries: US$3.12 million
Appraising institution: IFAD
Cooperating institution: Directly supervised by IFAD
Proposed grant to the Republic of Rwanda for the Kirehe Community-based Watershed Management Project

I. The project

A. Main development opportunity addressed by the project
   1. In the project area, a propitious agroecological environment exists for the intensification of agriculture within an environmentally sustainable integrated production system. In addition, supportive public policies through decentralized support structures and the emergence of private sector interest in agricultural trade will allow the market-led development of the intensification process. The project responds well to the needs of poor people living in this densely populated area threatened by serious soil erosion.

B. Proposed financing
   Terms and conditions
   2. It is proposed that IFAD provide a grant to the Republic of Rwanda in the amount of SDR 13.05 million (equivalent to approximately US$20.45 million), to help finance the Kirehe Community-based Watershed Management Project.

Relationship to the IFAD performance-based allocation system
   3. The allocation defined for 2007-2009 under the performance-based allocation system is currently US$20.41 million. An increase of the allocation expected in 2009 would be followed by a request to authorize an additional grant for the project.

Relationship to national sector-wide approaches or other joint funding instruments
   4. Rwanda intends to establish an agricultural sector-wide approach (SWAp) to harmonize and link its public interventions in the sector. With the support of IFAD, the preparatory process has recently started, involving analysis and consultations leading up to the signature of an agreement between development partners in the agricultural sector and the Government for SWAp implementation and, eventually, the establishment of joint systems. Once adequate fiduciary arrangements for financial management are in place, it is envisaged that the proposed project will become part of the upcoming SWAp initiative, provided that it is consistent with the IFAD Policy on Sector-wide Approaches for Agriculture and Rural Development.

Country debt burden and absorptive capacity of the State
   5. As a heavily indebted country, Rwanda became a major beneficiary under the Debt Initiative for Heavily Indebted Poor Countries (HIPC). Nonetheless, its nominal debt stock remained unsustainable. The World Bank, the African Development Bank and IFAD are now providing financial assistance to Rwanda in the form of grants under the Debt Sustainability Framework, within the HIPC Debt Initiative.

Flow of funds
   6. In accordance with IFAD procedures, grant funds will be channelled through a United States dollar special account opened by the Government to a central project account in local currency. Both accounts will be managed by the project coordination unit. A local currency project account, managed by the Kirehe district authorities, will also be opened.

Supervision arrangements
   7. The project will be supervised directly by IFAD. Supervision missions will be organized on a yearly basis, with the full participation of the Government and cofinanciers, and complemented by short follow-up missions six months later.
Exceptions to IFAD General Conditions for Agricultural Development Financing and operational policies

8. An amount of up to US$250,000 will be made available from the grant account under retroactive financing arrangements with respect to eligible expenditures incurred from 1 July 2008 to finance preparations for project implementation. This constitutes an exception to section 4.10 of the General Conditions.

Governance

9. The following planned measures are intended to enhance the governance aspects of the IFAD grant: (i) contracting in accordance with the IFAD Procurement Guidelines; (ii) performance-based contract management; and (iii) strengthening central and district-level capacities for financial management and accountability.

C. Target group and participation

Target group

10. The project will target about 48,000 households in all. Farmers with less than one hectare of land and landless households constitute the main target groups. Within these groups, woman-headed households will be specifically targeted. The project will be implemented in about 15 watersheds in the Kirehe District.

Targeting approach

11. In accordance with the IFAD Policy on Targeting, geographical targeting will be used to identify potential watersheds on the basis of agroecological and social conditions. Within the watersheds, vulnerability targeting will be applied in the community-based watershed planning process. The watershed-based local management committees will ensure that benefits reach the main target groups, and will work out special targeting arrangements for woman-headed households and households affected by HIV/AIDS.

Participation

12. The participating communities will drive local diagnostic and planning processes. Through the local management committees and community innovation centres, communities will be able to guide development processes, actively contract and manage capacity-building activities, and organize community competitions. In addition, local groups will manage small-scale irrigation schemes and the local component of the marketing activities.

D. Development objectives

Key project objectives

13. The overall objective is the development of sustainable and profitable small-scale commercial agriculture in Kirehe District. The operational instrument for poverty reduction will be the creation of sustainable incremental income from farming and related economic activities.

Policy and institutional objectives

14. The project aims to develop local institutions substantially by empowering farming communities to become local planning and implementation partners, and by creating a strong district administration that provides the key public services required for local economic development processes.

IFAD policy and strategy alignment

15. The project is harmonized with the IFAD Strategic Framework 2007-2010 by prioritizing access of the rural poor to land and water; agricultural technologies; functioning agricultural input and produce markets; and local policy and programming processes. It is also fully coherent with the agreed principles of engagement by: (i) focusing on rural economic development; (ii) including specific pro-poor targeting mechanisms; (iii) empowering local organizations through participation in decision-making and through innovative mechanisms for managing
project resources; (iv) integrating effective local learning mechanisms; (v) forging partnerships with local government, community-based institutions, development partners and the private sector; and (vi) promoting sustainability through sound environmental practices.

E. Harmonization and alignment

Alignment with national priorities

16. The project is fully consistent with and responds well to both the Strategic Plan for the Transformation of Agriculture and the Economic Development and Poverty Reduction Strategy. Given the participation of national stakeholders in the preparation of the country strategic opportunities programme, the project is also closely aligned to the country-specific strategic direction agreed between the Government and IFAD. Agricultural intensification, particularly when undertaken through irrigation and integrated livestock development, is a key priority for the Government in both general and sectoral terms.

Harmonization with development partners

17. The project was developed by the Country Programme Management Team in Rwanda in partnership with donors active in rural development. Through this process, synergies were formed with the World Bank-supported Rural Sector Support Project, and cofinancing was arranged with the World Food Programme (WFP) and the German Development Service.

18. The project will work in partnership with WFP through food-for-work environmental protection activities, which were successfully piloted under the ongoing Support Project for the Strategic Plan for the Transformation of Agriculture (PAPSTA). In addition, the project will draw on specialized technical assistance from the country office of the Food and Agriculture Organization of the United Nations (FAO), the establishment of which will be supported within the framework of the One United Nations Initiative. Moreover, by linking the project management to an existing project coordination unit, the proposed project directly supports the non-proliferation of separate management units, in line with the Paris Declaration on Aid Effectiveness.

F. Components and expenditure categories

Main components

19. The Kirehe Community-based Watershed Management Project has four components: (i) local institutional development (14 per cent of project base costs) to increase the capacity of government and community institutions first to support a rapid and sustained increase in profitable smallholder agriculture in the district and second to ensure effective water and land use management; (ii) agricultural intensification (64 per cent), providing the market-led investments in value chain development, crop and livestock intensification, irrigation development and soil and water conservation that are required to transform agriculture into a business for smallholders; (iii) feeder roads (17 per cent) (financed by the Government) to provide a fully functional road network that will allow trade to pick up in both agricultural inputs and produce; and (iv) project coordination (5 per cent), which will be undertaken by the existing unit that manages PAPSTA.

Expenditure categories

20. There are seven expenditure categories that — in order to facilitate financial management — correspond to the categories used for PAPSTA: (i) civil works; (ii) investment fund; (iii) vehicles, equipment and materials; (iv) training, technical assistance, studies and service contracts; (v) salaries and allowances; (vi) operation and maintenance; and (vii) unallocated.
G. Management, implementation responsibilities and partnerships

Key implementing partners

21. The key implementing partners will be (i) the Ministry of Agriculture and Animal Resources; (ii) the district authorities; (iii) the communities; and (iv) contracted service providers, including government agencies, NGOs, private firms and specialized United Nations agencies.

Implementation responsibilities

22. Initially, overall oversight of the project will be added to the responsibilities of the existing National Steering Committee of PAPSTA, while oversight of district activities will be entrusted to a district steering committee. Project coordination responsibilities will be taken on by the coordination unit of PAPSTA, while the management of most district-based activities will be entrusted to the district authorities.

Role of technical assistance

23. The project will provide significant technical assistance to boost the capacities of communities and district authorities to plan and manage local development processes, and to support selected central government entities (Ministry of Agriculture and Animal Resources agencies: Rwanda Agriculture Development Authority, Rwanda Animal Resources Development Authority, Rwanda Horticulture Development Authority and Institute of Agronomy Research) and farmers’ organizations. In particular, technical assistance is foreseen for the support to watershed management planning, water user associations, land tenure security activities, value chain development, soil and water conservation, and engineering for irrigation and road works.

Status of key implementation agreements

24. Further to the IFAD grant agreement, the project coordination unit and the district authorities will operate on the basis of agreed annual workplans and budgets. This will entail engaging the services of implementation partners – under results-based service contracts, for example – as agreed by IFAD.

Key financing partners and amounts committed

25. The total Kirehe Community-based Watershed Management Project cost is US$49.3 million over seven years. The sources of financing are the proposed IFAD grant (41 per cent), WFP (17 per cent), the German Development Service (1 per cent), the beneficiaries (6 per cent), the private sector (3 per cent), central Government (15 per cent) and district government (4 per cent).

H. Benefits and economic and financial justification

Main categories of benefits generated

26. The main benefits include: appropriate local development solutions made possible by active local participation; better land tenure security; improved input supply and conditions for marketing produce in value chains; effective storage and processing services; the intensification and diversification of profitable agricultural production; improved access to agricultural knowledge, technology and information; greater livestock production and off-take; improved and stabilized soil fertility; and reduced commercial transaction costs through better road access.

Economic and financial viability

27. A financial analysis of a number of income-generating activities promoted by the project showed a significant increase in gross and net returns and high benefit/cost ratios. The economic analysis projected an internal economic rate of return of 16.8 per cent for the project.
I. **Knowledge management, innovation and scaling up**

**Knowledge management arrangements**

28. The project will set up community innovation centres and local management structures for district and sectoral planning, watershed planning and shared agricultural water use. These initiatives are meant to establish permanent institutions and reinforce them as needed. They also aim to involve local stakeholders in monitoring and evaluation and the management of community capacity-building funds to empower communities to acquire, keep and use local knowledge.

**Development innovations that the project will promote**

29. The key innovations will be (i) the fusion of commercialized and intensified agriculture with an approach based on sound and sustainable resource management; (ii) integrated management arrangements that assign substantial planning and financial management responsibility to the district and – through the community capacity-building fund – also to the communities; and (iii) the introduction of hillside irrigation and household biogas technology.

**Scaling-up approach**

30. Within the project, approaches tested elsewhere will be scaled up. These include watershed-based planning and implementation, the promotion of land tenure security, marshland irrigation, animal solidarity chains (revolving livestock scheme) and the soil and water conservation approach of *embocagement* (hedging). Furthermore, through its watershed-based approach, the project approach is to support a variety of individual initiatives, thus it holds the potential for replication in other parts of Rwanda.

J. **Main risks**

**Main risks and mitigation measures**

31. The Kirehe Community-based Watershed Management Project faces four main risks: (i) the decentralization process may not move ahead steadily; (ii) the Government might delay adoption of the principles of integrated water resource management and of subsidiarity in basin/sub-basin planning; (iii) adoption of an intensive production system for hillside irrigation may fail to produce the expected results; and (iv) private partners with the qualifications, rural business interests and integrity necessary for effective value chain development may not be available. The planned mitigation measures include, in addition to ensuring disbursements and conditions of effectiveness, seeking government important assurances at the grant negotiations regarding the transfer of resources to the district; the establishment of a support unit for water user associations within government; the provision of experienced technical advisors to support the introduction of hillside irrigation; and combined efforts by the Government, the service provider and IFAD to attract private investors to the targeted value chains.

**Environmental classification**

32. Pursuant to IFAD’s environmental assessment procedures, the Kirehe Community-based Watershed Management Project has been classified as a Category B operation in that it is not likely to have any significant negative environmental impact.

K. **Sustainability**

33. The project will lead to sustainable local institutions, intensified sustainable agricultural practices and ongoing commercial relationships with rural producers.
II. Legal instruments and authority

34. A grant agreement between the Republic of Rwanda and IFAD will constitute the legal instrument for extending the proposed grant to the recipient. Important assurances included in the negotiated Kirehe Community-Based Watershed Management Project grant agreement are attached as an annex.

35. The Republic of Rwanda is empowered under its laws to receive financing from IFAD.

36. I am satisfied that the proposed grant will comply with the Agreement Establishing IFAD.

III. Recommendation

37. 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 Rwanda in various currencies in an amount equivalent to thirteen million and fifty thousand special drawing rights (SDR 13,050,000) 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 3 September 2008)

**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.

**Monitoring and evaluation**
2. (a) **Monitoring and evaluation (M&E) system.** The M&E system implemented
   under the project will be in line with the system used by the agriculture sector
   and the Ministry of Finance and Economic Planning. It will track the project’s
   performance, its impact on the living conditions of smallholders, and the impact
   of institutional strengthening on developing the agricultural sector and building
   capacity within the structures concerned. Responsibility for project M&E will lie
   with the M&E officer in the coordination unit of the Support Project for the
   Strategic Plan for the Transformation of Agriculture (PAPSTA), which serves this
   project also, and with external reviewers. The M&E system will be based on: (i)
   baseline and impact studies, and surveys on the innovative aspects of the
   project; (ii) ongoing internal monitoring; (iii) periodic external and internal
   evaluations; and (iv) supervision missions conducted by IFAD and the
   ministries concerned.

   (b) **Internal monitoring.** Internal monitoring will provide information to project
   management. Specifically, it will involve monitoring the project operations
   foreseen in the annual workplan and budget and ensuring that the expected
   results have been achieved.

   (c) **Internal and external evaluation.** The evaluation will measure (i) the
   impact of the project on beneficiaries and the extent to which it has reached its
   objectives; (ii) the relevance of the approaches and strategies adopted;
   (iii) the participation of beneficiaries, and especially of vulnerable groups, at
   different stages of project implementation; and (iv) the effectiveness of
   coordination and monitoring mechanisms.

**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 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**
5. Key project officers, including the coordinator in the field, irrigation engineer,
   accountant and accounting assistant, will be recruited by national or international
   competition published in the national press. Candidates will be reviewed by a
   committee chaired by the project coordinator and recruited on the basis of
   renewable two-year contracts that may not, under any circumstances, exceed the
   duration of the project. Decisions on recruitment and any decision to terminate a
   contract will be made in agreement with IFAD. The key project officers will be
subject to annual performance evaluations conducted as stipulated in the project implementation manual. Their contracts may be terminated based on the results of such evaluations. The Government will encourage women to apply for technical positions in connection with the project and will favour the recruitment of women for positions of responsibility. The management of all personnel will be conducted in accordance with currently prevailing government procedures.

**Financing of feeder roads**

6. The Government undertakes to finance the feeder roads component on the terms set forth in the project design report.

**Salaries and benefits**

7. Beginning in project year five, the Government will fund the salaries and benefits of the additional staff for the district, community innovation centres and the support unit for water users’ associations to be set up by the Ministry of Agriculture and Animal Resources, as well as operation and maintenance of activities by additional district staff and community innovation centres.

**Creation of water users’ associations**

8. The Government undertakes to place draft legislation before the national Parliament for approval calling for the creation and formalization of water users’ associations, as of project year two.

**Master plan**

9. The Government undertakes to present to IFAD for approval, during the first 12 months of the project, a master plan for water and watershed development.

**Fraud and corruption**

10. 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**

11. 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.

(c) The implementation manual, 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 the provisions of the grant agreement.

(f) The recommendations made in the context of the midterm review and/or supervision missions have not been implemented by the specified deadlines to the satisfaction of IFAD.
Suspension in the event of non-compliance of audit requirement by the Government

12. 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 period set forth in the grant agreement.

Conditions precedent to withdrawal

13. (a) No withdrawal will be made until such time as:

(i) The implementation manual prepared by the Ministry of Agriculture and Animal Resources (the lead project agency) has been adopted by the national steering committee of PAPSTA and the project, and approved by IFAD.

(ii) A draft for the first annual workplan and budget, including a procurement plan for the first 18 months, has been submitted to IFAD.

(iii) A study identifying the first five watersheds in the Kirehe District has been prepared by the Government and accepted by IFAD.

(iv) The baseline study has been approved by IFAD.

(b) No withdrawal will be made for expenses in respect of the value chain development fund until such time as a subsidiary agreement has been signed.

Conditions precedent to effectiveness

14. 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 coordinator in the field and irrigation engineer have been recruited.

(d) The special account and the central project operating account have been opened.
Key reference documents

Country reference documents
Country Programme Evaluation Report
Economic Development and Poverty Reduction Strategy (EDPRS)
Plan stratégique pour la transformation de l'agriculture (PSTA)

IFAD reference documents
Rwanda KWAMP - Project Design Report
Rwanda COSOP 2007
Country Portfolio of Loans and Grants

Other miscellaneous reference documents
SWAP road map
### Logical framework

#### Summary

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<th>Goal</th>
<th>Performance questions and target indicators</th>
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| **Reduction in rural poverty in Kirehe District.** | - Evolution of RIMS basic socio-economic impact indicators (MDG)  
- Rate of reduction in the prevalence of extreme poverty (MDG).  
- Number of HHs that have improved food security (RIMS).  
- 253,000 individuals receiving project services, by gender (RIMS). | - Economic and social stability.  
- Decentralization policy  
- MINAGRI's gender strategy approved.  
- GoR determined to combat poverty. |

#### Component purposes

| Development of sustainable profitable small-scale commercial agriculture in Kirehe District. | - Increased level of marketed production of crops, livestock products.  
- Operation and maintenance of affordable irrigation facilities.  
- Steady improvement in the natural resource base in Watersheds | - MTEF allocates share to agriculture  
- Effective implementation of PSTA.  
- Implement the National Land policy. |

#### Expected outputs

1. **Strong public and private local institutions with effective planning and management capacity in the natural resource sector.**

| Permanent institutions supporting profitable smallholder agriculture in Kirehe:  
- Decentralized structures.  
- Community focal points for the promotion of economic activities.  
- Farmer organizations. | - Local Government cadres capable of supplying crucial "public good" services to economic operators  
- Access to technical advice, training and support on production, marketing issues for farmers and livestock keepers  
- Single enterprise (cooperatives) focused on service provision to members.  
- Farmers’ interests represented in District planning, KWAMP support activities. | - Devolution of power will be funded.  
- Dynamism of decentralization process maintained.  
- Human/financial resources available.  
- Conducive environment for community participation. |

2. **Increased efficiency in agricultural and livestock production with a positive effect on the natural resource base.**

| Increase in volume and profitability of trade in agricultural and livestock products:  
- Direct action to link farmers to markets | - Evidence of change in practices of farmers’ organizations  
- Preparedness of market operators to prefinance producers  
- Marked increase in real demand for and number of intermediaries interested in agricultural output of Kirehe. | - Strategies for service supply, development of commodity subsectors exist.  
- Lucrative/accessible markets identified. |

| Crop and livestock production intensified:  
- Use of biogas to reduce consumption of fuelwood. | - Sustainable farming systems making optimum use of limited resources.  
- Maximum use of waste and by-products  
- Behaviour driven increasingly by real market signals. | - Conductive environment is created for the development of economic functions of local FOs and private-sector involvement. |

| Farmland brought under irrigation:  
- Substantial improvement in the reliability of crops.  
- shift to more profitable crops  
- cooperate to form enterprises efficient. | - Full utilization of the irrigated command area. (2000 ha)  
- The introduction of second crops where the water supply permits.  
- Farmers shifting to higher value crops once confident with irrigated agronomy. | - Intensive rice-cultivation system succeeds  
- Appropriate irrigation with yield-enhancing inputs found  
- Proper funding levels for District’s annual and period maintenance programme. |

3. **Physical access to markets**

| Restoration / establishment of year-round road links between producers and markets:  
- Reduction in transport costs for agriculture  
- Reduced losses in marketed commodities | - Commercial traffic counts go up on the 190 km improved roads  
- Farmers’ enterprise selections reflect increased confidence in marketing prospects. | - GoR adopts principles of integrated water resources management. |

| Proper maintenance of feeder roads in Kirehe:  
- Avoidance of deterioration of restored road links.  
- Regular employment opportunities for communities. | - 100 % of rehabilitated road maintained every year by the district  
- Communities display a strong sense of ownership in their local roads.  
- Equal access for women and men to the periodic road maintenance employment opportunities. | - Proper funding levels for District’s annual and period maintenance programme. |