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Enabling poor rural people  
to overcome poverty

## **President's report**

### **Proposed grant to the Democratic Republic of the Congo for the**

### **Integrated Agricultural Rehabilitation Programme in Maniema Province**

Executive Board — Ninety-fifth Session  
Rome, 15-17 December 2008

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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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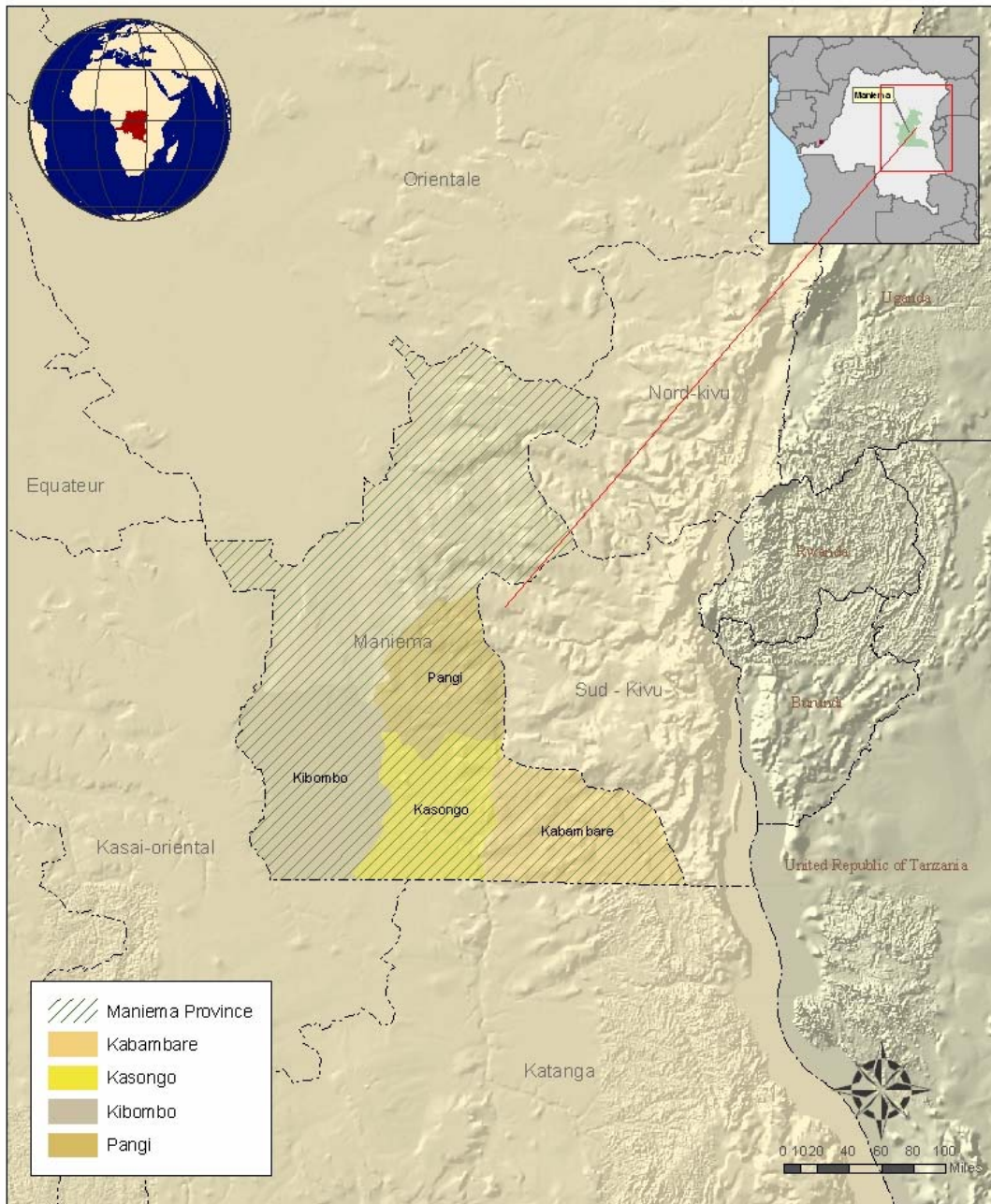
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## **Recommendation for approval**

The Executive Board is invited to approve the recommendation for the proposed grant to the Democratic Republic of the Congo for the Integrated Rural Rehabilitation Programme in Maniema Province, as contained in paragraph 35.

# Map of the programme area

**Democratic Republic of Congo**  
**Programme Intervention 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

## **Democratic Republic of the Congo**

### **Integrated Rural Rehabilitation Programme in Maniema Province**

#### **Grant summary**

<b>Initiating institution:</b>	IFAD
<b>Recipient:</b>	Democratic Republic of the Congo
<b>Executing agency:</b>	Ministry of Agriculture
<b>Total programme cost:</b>	US\$39.02 million
<b>Amount of IFAD grant:</b>	SDR 15.7 million (equivalent to approximately US\$23.33 million)
<b>Cofinancier(s):</b>	OPEC Fund for International Development
<b>Amount of cofinancing:</b>	US\$10.2 million
<b>Terms of cofinancing:</b>	Highly Concessional
<b>Contribution of recipient:</b>	US\$5.51 million
<b>Appraising institution:</b>	IFAD
<b>Cooperating institution:</b>	United Nations Office for Project Services

# **Proposed grant to the Democratic Republic of the Congo for the Integrated Rural Rehabilitation Programme in Maniema Province**

## **I. The programme**

### **A. Main development opportunity addressed by the programme**

1. Maniema Province was severely damaged by war during the period 1996 to 2003, and the effects – in terms of human lives lost, plundering and sexual abuse of women – have had serious consequences for the local population. The province suffers from chronic food shortages, very low incomes and little access to basic social services due to: (i) the decline in agriculture, livestock and fish production; (ii) deteriorated roads, bridges and social infrastructure; and (iii) weak organizational and intervention capacity among the population. In support of the country's engagement in a peace process to rebuild the nation, IFAD's objective is to rehabilitate agricultural production, open up access to markets and improve incomes and well-being by enhancing access to water and health care in the most vulnerable areas of the province.

### **B. Proposed financing**

#### **Terms and conditions**

2. It is proposed that IFAD provide a grant to the Democratic Republic of the Congo in the amount of SDR 15.7 million (equivalent to approximately US\$23.33 million) to help finance the Integrated Rural Rehabilitation Programme in Maniema Province.

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

3. The allocation defined for the Democratic Republic of the Congo under the PBAS is US\$32.58 million over the 2007-2009 allocation cycle. The programme will be implemented over a nine-year period.

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

4. The two IFAD-funded programmes in the country are not the Fund's best performing operations and fall below the regional average for delays between Executive Board approval and programme effectiveness. In order to reduce these delays and facilitate the fulfillment of conditions precedent to effectiveness, the Government of the Democratic Republic of the Congo has agreed to prefinance start-up activities, up to the amount of US\$200,000, immediately after approval by IFAD's Executive Board. Once the programme becomes effective, eligible expenses will be reimbursed from the grant funds. In December 2003, IFAD's Executive Board approved the country's participation in the enhanced Heavily Indebted Poor Countries Debt Initiative. Under IFAD's Debt Sustainability Framework, the Democratic Republic of the Congo is considered a "red" country, making it eligible for 100 per cent grant financing.

#### **Flow of funds**

5. A special account will be opened in Kinshasa to guarantee fluidity in transfers of funds. After entry into effectiveness and upon the programme's request, IFAD will make an initial deposit into the special account, which will be replenished according to IFAD procedures. A project account, denominated in United States dollars and operated by the programme management unit will be opened at a commercial bank, acceptable to IFAD, in Kindu. The Government of the Democratic Republic of the Congo will deposit its contributions into this account according to a pre-established annual schedule.

**Supervision arrangements**

6. For reasons of economies of scale, the programme will be supervised by the United Nations Office for Project Services, which also supervises the other ongoing programmes in the country, the Agricultural Revival Programme in Equateur Province and the Agricultural Rehabilitation Programme in Oriental Province. The Field Presence Officer, the Ministry of Agriculture and international consultants will contribute to the technical supervision of the programme.

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

7. No exceptions are foreseen.

**Governance**

8. The following planned measures are intended to enhance the governance aspects of the IFAD grant: (i) strict application of the IFAD Policy on Preventing Fraud and Corruption in its Activities and Operations; (ii) pre-selection of service providers; and (iii) rigorous and transparent financial and administrative procedures. Presentation of financial statements and all other required reports will be negotiated with IFAD, and conformity of the reports will be verified during supervision missions. Annual financial statements will be verified by the auditors designated by the Auditor General.

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

9. The main target groups are: (i) small rural producers – amounting to approximately 8,000 households – unable to profit from the province's agricultural potential (including Pygmies who live off hunting and gathering and Bantu households that use rudimentary tools to cultivate tiny plots); (ii) small breeders who make use of some land using slash-and-burn techniques, and who lack farming equipment (15,000 households); (iii) 7,500 households headed by women (including victims of sexual violence); (iv) 8,000 households headed by young people, demobilized soldiers; and (v) marginalized groups (3,700 households) including street children, victims of social conflict, internally displaced people, abandoned people, and people living with a disability or HIV/AIDS.

**Targeting approach**

10. In line with the IFAD Policy on Targeting, the approach adopted by the proposed programme includes: (i) geographic targeting; (ii) positive discrimination and social self-targeting; and (iii) technical self-targeting. Geographic targeting will be supported by vulnerability mapping and the use of technical criteria such as access to agricultural services. This method will enable the programme to reach isolated communities, such as Pygmy and Bantu households and small producers who do not benefit from the services offered by the Government or NGOs. Facilitators will encourage positive discrimination towards IFAD target groups, especially to ensure the inclusion of women. Social self-targeting will focus on participatory diagnostics: women and marginalized groups will participate in the drafting of local development plans and in the steering committees and apex bodies governing them. This activity will be made possible by preparatory capacity-building in areas such as planning and negotiating. Technical and financial self-targeting will be undertaken through the elaboration of income-generating microprojects. These will be financed by a local development fund, which in turn will ensure that women and other groups are involved in the activities financed.

**Participation**

11. Programme implementation will rely on a strategy that involves the various social and socio-professional groups – farmers' organizations, local elected representatives, women, young people and socially marginalized groups – in the planning, implementation and evaluation/supervision of activities. The programme will take



account of the priorities of its beneficiaries by (i) organizing participatory planning workshops led by the people concerned and facilitated by technical service providers; (ii) presenting microprojects to the local development fund; and (iii) implementing microprojects. The local population will help build and maintain infrastructure using labour-intensive (HIMO) methods under the guidance of public technical services. NGOs, the private sector and public services will be called upon as the main service providers to ensure the development of local capacity and expertise.

## **D. Development objectives**

### **Key programme objectives**

12. The programme's objective is to contribute to the reduction of poverty and food insecurity and to improve the living conditions of communities in Maniema Province. More specifically, the programme focuses on: (i) increasing the incomes of communities by reviving agricultural production, increasing breeding and fishing activities, and improving access to markets; and (ii) enhancing access to health care and drinking water.

### **Policy and institutional objectives**

13. As the country is emerging from a conflict situation, the key focus of the programme in institutional terms is to reinforce not only the local population's capacity, but also that of technical staff in the ministries involved in the programme. This will ensure the development of capacity at all levels, enhance the sustainability of the programme and increase the possibilities for scaling up once the programme is closed.

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

14. The programme is fully in line with the IFAD Policy on Crisis Prevention and Recovery, the regional poverty reduction strategy and the IFAD Strategic Framework 2007-2010. Its objectives also tie in with those of the 2003 country strategic opportunities paper, i.e. enhanced food production and food security, capacity-building for farmers' organizations and improved access to basic social services.

## **E. Harmonization and alignment**

### **Alignment with national priorities**

15. The programme respects national priorities as set in the national strategy for poverty reduction, which is built around five pillars: (i) promotion of good governance and peace consolidation; (ii) consolidation of macroeconomic stability and economic growth; (iii) improvement in access to health care and drinking water; (iv) the fight against HIV/AIDS; and (v) support to the community. In addition, the programme is in line with the priorities set at the agriculture round table held in March 2004 and the medium-term national investment plan for the implementation of the New Partnership for Africa's Development, adopted in 2005.

### **Harmonization with development partners**

16. The programme is fully consistent with the agreement to ensure minimum cooperation among donors in the Democratic Republic of the Congo for a smooth transition and the rehabilitation of the region following the wars. The key areas of this agreement include the promotion of peace and conflict-solving, post-crisis rehabilitation, health, the fight against sexually transmitted diseases and HIV/AIDS, education, urban infrastructure, natural resource management, food security, rural infrastructure and assistance to marginalized groups.

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

### **Main components**

17. The programme has four components: (i) rehabilitation of infrastructure and rural feeder roads; (ii) revival of agriculture and fishing, (iii) improvement of access to health care and drinking water; and (iv) programme management.

**Expenditure categories**

18. There are ten expenditure categories: (i) infrastructure and engineering works, 30.7 per cent; (ii) transportation, 2.3 per cent; (iii) equipment and materials, 6.9 per cent; (iv) service providers, 10.2 per cent; (v) technical assistance, 2.2 per cent; (vi) training, 12.3 per cent; (vii) studies and surveys, 16 per cent; (viii) local development fund, 8.7 per cent; (ix) salaries and indemnities, 6.1 per cent; and (x) recurrent costs, 4.10 per cent.

**G. Management, implementation responsibilities and partnerships****Key implementing partners**

19. The key implementing partners will be the Ministry of Agriculture; service providers (NGOs and private-sector); farmers' organizations; local elected governments; grass-roots organizations; and public services with expertise in agriculture, rural feeder roads, health care, education and research.

**Implementation responsibilities**

20. An administratively autonomous programme management unit will be fully responsible for the implementation of the programme and the proper use of programme funds. The unit will subcontract service providers from NGOs, public services and the private sector in the necessary areas.

**Role of technical assistance**

21. The programme will benefit from technical assistance in financial management and accounting, monitoring and evaluation systems, vulnerability mapping, seed multiplication, socio-economic and gender analysis, and research and development.

**Status of key implementation agreements**

22. Implementation agreements will be specified each year in the annual workplan and budget.

**Key financing partners and amounts committed**

23. The total programme cost is US\$39.02 million over nine years. The sources of financing are an IFAD grant (59.8 per cent), a loan from the OPEC Fund for International Development (26.1 per cent) and a government contribution (14.1 per cent).

**H. Benefits and economic and financial justification****Main categories of benefits generated**

24. The main economic benefits of the programme will be (i) increased agricultural and fisheries production; (ii) improved access to health care, drinking water and toilets; (iii) increased incomes and diversified livelihoods through processing and conservation; (iv) reduction of transaction costs as a result of better infrastructure and capacity-building for producers; and (v) natural resource management and biodiversity conservation.

**Economic and financial viability**

25. The economic internal rate of return of the programme is 16.9 per cent, a satisfactory and robust rate when considering the multiple non-quantifiable benefits of the programme.

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

26. The annual wrap-up meetings organized in each basin will provide opportunities for the exchange of information and dialogue among the programme's various stakeholders. Supervision will allow the programme to become more effective and draw lessons that can be shared during implementation. Communication and exchange among programme management units and representatives of the target groups at both the national and the regional level will be encouraged. Finally, the

mid-term review will allow the lessons learned and impact achieved during implementation to be capitalized upon.

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

27. The programme will introduce important innovations in development, namely:
- (i) participatory planning in the elaboration of local development plans;
  - (ii) development of local expertise (public and private) through capacity-building, ensuring the scaling up of programme activities; (iii) establishment of a local development fund to finance microprojects in areas identified as suitable by the community; and (iv) the integration of young people into the transportation of agricultural products.

#### **Scaling-up approach**

28. In the initial three-year phase of the programme, preliminary priority activities will be undertaken, as defined in the detailed phasing of the programme. This will be a pilot phase for the innovations being tested. These activities will be evaluated and those showing good results will be scaled up during the next phase of the programme with the objective of increasing agricultural production, value added in transportation and access to agricultural product markets.

### **J. Main risks**

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

29. The programme faces three major risks: (i) deterioration of the security situation and an increase in tension and political conflict. In mitigation, the programme will support the reintegration of ex-soldiers by providing them with capacity-building and promoting suitable income-generating microprojects for them through the local development fund; (ii) weakness of civil society due to the effects of war will be addressed by implementing a support programme for grass-roots organizations, public services and private NGOs at the initial stages of implementation; and (iii) the persistence of administrative corruption, which could halt or at least slow down the revival of marketing, will be mitigated by the careful selection of service providers before programme effectiveness, and by the use of anti-corruption information campaigns for local administrations, community leaders, heads of farmers' organizations and others, which will favour the emergence of a strong civil society that will bring such issues to the attention of the authorities.

#### **Environmental classification**

30. Pursuant to IFAD's environmental assessment procedures, the programme has been classified as a Category B operation in that it is not likely to have any significant negative environmental impact.

### **K. Sustainability**

31. The sustainability of the programme lies in the strengthened capacity of institutional stakeholders who will have acquired the necessary knowledge and experience to replicate and scale up programme initiatives. The programme will give priority to the capacity-building of local groups in organizing and planning their activities, contacting service providers, evaluating the quality of services received and developing their own initiatives to improve living conditions and manage the rural and socio-economic infrastructure made available by the programme. Finally, the programme will ensure the economic integration of ex-soldiers and women who have been victims of sexual abuse to enable them to rebuild their self-esteem.

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

32. A programme grant agreement between the Democratic Republic of the Congo and IFAD will constitute the legal instrument for extending the proposed grant to the recipient. Important assurances included in the negotiated programme grant agreement are attached as an annex.

33. The Democratic Republic of the Congo 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 Democratic Republic of the Congo in various currencies in an amount equivalent to fifteen million seven hundred thousand special drawing rights (SDR 15,700,000) and upon such terms and conditions as shall be substantially in accordance with the terms and conditions presented to the Executive Board herein.

Lennart Båge  
President

## **Important assurances included in the negotiated programme grant agreement**

(Negotiations concluded on 11 November 2008)

### **Pest management practices**

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

### **Monitoring and evaluation**

2. The programme monitoring and evaluation (M&E) system pursues three objectives:
  - (a) Provide major stakeholders at each level, as well as support structures (State services and programme coordination unit), provincial and central governments and IFAD, with the information and analysis needed for programme steering. The M&E will make it possible to detect problems in a timely way, capitalize on successes and lessons learned, and facilitate decision-making, in order to improve programme performance;
  - (b) Provide the Ministry of Agriculture (lead programme agency) with information on progress made under the programme in order to measure its contribution to implementation of the poverty reduction and growth strategy paper and facilitate harmonization and synergies with other projects; and
  - (c) Provide IFAD with information on the achievement of the programme objectives and on the monitoring of results and impact indicators within the framework of IFAD's results and impact management system.

The M&E will make it possible to measure achievements on logical framework indicators; assess the relevance of the implementation strategy; evaluate performance on activities by stakeholders and service providers; estimate the programme's impact on living conditions among farming families and the most vulnerable groups, including women and young people; and identify successes and best practices in order to contribute to developing national policies on rural poverty reduction.

### **Insurance of programme personnel**

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

### **Use of programme vehicles and other equipment**

4. The Government will ensure that:
  - (a) All vehicles and other equipment transferred or acquired under the programme are used exclusively for the programme and its implementation;
  - (b) The kinds of vehicles and other equipment transferred or acquired under the programme correspond to the programme needs.

### **Recruitment**

5. Programme staff will be recruited under national calls for offers published in the national press. Staff will be recruited on the basis of two-year, renewable contracts that may in no case exceed the project duration. The recruitment of key programme staff – namely, the coordinator, the administrative and financial officer, the accountant, the officers supporting additional competencies respectively in agricultural development, monitoring and evaluation, and the local development

fund – and any decision to terminate their contracts will be done in agreement with IFAD. Programme staff will be subject to performance evaluations under modalities to be defined in the 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 programme and, all skills being equal, will give preference to women in the programme'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 programme of which it has knowledge or becomes aware.

#### **Suspension by IFAD**

7. 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 programme 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 grant agreement.

#### **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 first version of the procedures manual has been submitted to IFAD;
  - (b) A draft of the first annual work plan and budget, including a draft 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 project coordinating unit and the steering committee have been created by the lead programme agency;

- (d) The project coordinator and the financial and administrative officer have been recruited, and the remaining staff of the programme management unit have been selected by the lead programme agency and approved by IFAD;
- (e) The special account and the programme account have been opened and the Government has made an initial deposit into the programme account of an amount in Congolese francs equivalent to US\$25,000, in respect of the Government's counterpart funding.





## **Key reference documents**

### **Country reference documents**

Poverty reduction strategy paper

### **IFAD reference documents**

Project design document (PDD) and key files

COSOP

Administrative Procedures on Environmental Assessment

## Logical framework

	Narrative summary	Verifiable indicators	Means of verification	Assumptions/risks
Goal	The incomes, the living conditions and food security of communities in the Maniema Province are improved.	1) fixed assets owned by target group households (by gender and age ) 2) prevalence of child malnutrition 3) number of target group members benefiting from project supported activities(by gender)	<ul style="list-style-type: none"> <li>Baseline survey on poverty</li> <li>Surveys on evolution of food security and nutritional status in project area</li> </ul>	<ul style="list-style-type: none"> <li>Peace and stability will continue to prevail in the province</li> <li>Local governments will eliminate obstacles and harassment to the free circulation and trading of agricultural products (crops, livestock, fish)</li> <li>Significantly enhanced security on rural roads will stimulate trade and movements of people and goods</li> </ul>
Specific Objectives	The target groups (in particular women and youth) express and implement their initiatives in improving agricultural production and getting better access to markets, health services and drinking water	1) number, type and impact of initiatives (by target group and by component) 2) % of agricultural production improvement 3) % of population with improved access to drinking water and health care services 4) price, market access , cost of transportation	<ul style="list-style-type: none"> <li>-Periodic impact studies</li> <li>EDS surveys (Enquetes démographiques santé)</li> <li>Evaluations (mid-term, project end)</li> <li>Relevant national statistics</li> </ul>	<ul style="list-style-type: none"> <li>Local governments and elected representatives promote access by vulnerable groups to resources</li> <li>-Security of movements of people and goods is assured</li> <li>Local populations and other actors are willing to engage in the participatory approach</li> </ul>
Outputs	Rural roads and marketing infrastructure are in place and transport conditions are improved	1) Km of rural roads rehabilitated or built 2) Length (linear metres) of crossing structures rehabilitated or built (by type of structure) 3) Km of roads and linear metres of crossing structures maintained/repaired per year 4) No. of infrastructures installed (e.g. market halls, storage/conservation facilities, slaughter-yards)	<ul style="list-style-type: none"> <li>Reports by service providers (PRAB)</li> <li>PDLs</li> <li>M&amp;E reports by project management</li> <li>supervision reports</li> </ul>	<ul style="list-style-type: none"> <li>Local PRABs are able and willing to adopt a participatory approach to improving local communications</li> <li>Local populations and other actors are willing to engage in the participatory approach</li> <li>-Central government will contribute both financially and through strengthened decentralized and central services</li> </ul>
Outputs	A sustainable system for producing and distributing improved seeds is established and improved agricultural production practices promoted	1) No. of seed multipliers trained 2) Quantities of R2 seeds produced/distributed 3) Quantities of fish-fry produced/distributed 4) No. of quality animals distributed	<ul style="list-style-type: none"> <li>Reports by PRABs</li> <li>Project supervision reports</li> <li>Project M&amp;E reports</li> <li>Reports by the Kisamba Centre</li> </ul>	<ul style="list-style-type: none"> <li>Service providers exist in areas that are able and willing to adopt a participatory approach to the delivery of training, advisory services to agriculture, etc.</li> <li>Recommended practices are cost effective and outputs find ready markets</li> <li>Recommended practices are cost effective and outputs find ready markets</li> </ul>
Outputs	Communities access to basic health care services and drinking water improved	1) Number and type of facilities built or rehabilitated/equipped and maintained (health, education, water) 2) Health indicators (morbidity and mortalities, life expectancy, malnutrition, vaccination rates etc.) 3) No. of AEP plans formulated 4) No. of committee members trained(by type of infrastructure)	<ul style="list-style-type: none"> <li>Reports by PRABs</li> <li>Project supervision reports</li> <li>Periodic surveys on the impact of PIRAM on communities</li> </ul>	<ul style="list-style-type: none"> <li>All implementing partners will participate in information and awareness-building.</li> </ul>
Outputs	Project management is efficient and effective.  Monitoring and evaluation of project supported activities, including impact assessment, is cost effective	1) Disbursement rate 2) Contracting/supervision of services providers (PRABs) 3) Functional M&E system in place for project as a whole with effective participation of communities. 4) Timely availability of funds for activities in the field	<ul style="list-style-type: none"> <li>Periodic progress and financial reports Project</li> <li>Supervision reports</li> <li>Annual audits</li> <li>Mid-term Review</li> <li>Completion reports</li> <li>Final Evaluation Report</li> </ul>	<ul style="list-style-type: none"> <li>-Resources (human, physical, material) for UGP and branch offices will be rapidly mobilized</li> <li>-Staff of UGP, PRABs and other partners will be selected on the basis of merit and experience and following the recommended procedures</li> <li>-Ministries and other stakeholder institutions are willing to cooperate closely.</li> </ul>

