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THE WORLD BANK OPERATIONS EVALUATION DEPARTMENT



# Community-Driven Development: Lessons from the Sahel

## An Analytical Review

Nalini Kumar

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Director-General, Operations Evaluation: Gregory K. Ingram  
Acting Director: Nils Fostvedt  
Manager: Alain Barbu  
Task Manager: Nalini Kumar

The author is a Senior Evaluation Officer in the OED Sector and Thematic Group (OEDST) of the World Bank. This paper is available upon request from OED.

2003  
The World Bank  
Washington, D.C.



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Contact:  
Operations Evaluation Department  
Partnerships & Knowledge Programs (OEDPK)  
email: [pgrasso@worldbank.org](mailto:pgrasso@worldbank.org)  
e-mail: [eline@worldbank.org](mailto:eline@worldbank.org)  
Telephone: 202-458-4497  
Facsimile: 202-522-3125  
<http://www.worldbank.org/oed>

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## Preface

During the 1990s the Bank began to increase its emphasis on community participation in development, and after the *World Development Report 2000/2001* highlighted the importance of participation to poverty reduction, the Bank intensified its support for community-driven development (CDD). According to data reported by the CDD Group Anchor in the Bank, CDD approaches received \$5.6 billion in new lending between fiscal 2000 and fiscal 2002. If investments in building an enabling environment for CDD activities are taken into account, the total lending rises to more than \$9.7 billion in that period. Furthermore, lending for CDD is projected to increase even further in the next few years. The tremendous increase in lending in support of CDD projects in recent years is the main justification for the current study.

Given the increased funding for such interventions, early feedback to the institution on the effectiveness of the Bank's strategic approach for CDD and the impact of Bank-supported CDD projects at the community level is desirable. However, evaluating these interventions involves a major methodological challenge: finding the right tools to evaluate a portfolio that is not only largely ongoing, but that has also evolved significantly over the years. Most of the current CDD projects have evolved from the Bank's experience with community-based development (CBD) projects. Given the complexity of the subject, as a first step, a desk review of CBD and CDD efforts in the Sahel region of West Africa was undertaken. This paper reports on that desk review.

Without the advantage of field research, the desk review had modest objectives: (a) to attempt to understand the concept of CDD and, using the experience of the Sahel, to identify the basic development objective behind a CDD approach; (b) to trace how the design of participatory projects supported by the Bank has evolved and why; and (c) to draw preliminary findings and identify issues for further analysis. The desk review lays the groundwork for a draft design paper for a CDD evaluation (currently scheduled for fiscal 2005). The findings of the desk review and the draft design paper will be discussed at a workshop of relevant stakeholders. Given the complexity of the subject, the workshop discussions are expected to have a significant influence on the final design of the evaluation. The draft design paper and the workshop will help firm up the methodology and evaluation questions. These will be used as an input into the approach paper for CODE, which will be prepared after the workshop. The evaluation will be launched only after the approach paper has been approved by CODE.



## Acknowledgments

This working paper has benefited from the work of several people. The task manager, Nalini Kumar, prepared the report. Research support was provided by George Garner Woodall. Patricia Laverley, Oliver Rajakaruna, and Akiko Sawamoto provided assistance with data analysis. William Hurlbut and Caroline McEuen edited the report and Soon-Won Pak provided administrative support. The working paper benefited considerably from the guidance of Alain Barbu, Soniya Carvalho, Victoria Elliott, Nils Fostvedt, Gregory Ingram, Uma Lele, Ridley Nelson, and Ron Parker. Discussions with Bank and OED colleagues provided valuable input. Special thanks are extended to Martha Ainsworth, Rema Balasundaram, Eusatacius Betubiza, Noel Chabeuf, Gershon Feder, Osvaldo Feinstein, Christopher Gerrard, Patrick Grasso, John Heath, Susanne Holste, Jane Hopkins, Abdelkrim Oka, Daniel Owen, Suzanne Piriou-Sall, Christophe Prevost, Daniel Sellen, Moctar Thiam, Josef Toledano, Richard Veerspyck, and Wendy Walker. A Bank-sponsored workshop on *Strengthening Operational Skills in Community-Driven Development* was held in Washington in April 2002. The workshop included field-level Bank staff and government participants from several West African countries. This review benefited considerably from discussions with several participants from Benin, Burkina Faso, Mali, and Niger.

Director-General, Operations Evaluation: Gregory K Ingram  
Director, Operations Evaluation Department (Acting): Nils Fostvedt  
Manager, Sector and Thematic Evaluation: Alain Barbu  
Task Manager: Nalini Kumar





## Summary

1. Participatory approaches to development have gained substantial support in the international community over the past quarter-century. During the 1990s, the World Bank also began to increase its emphasis on community participation in development and, after the *World Development Report 2000/2001* highlighted the importance of participation to poverty reduction, the Bank intensified its support for community-driven development (CDD). The tremendous increase in lending in support of CDD projects in recent years is the main justification for the current study. CDD projects had a combined portfolio of \$5.6 billion in new lending between fiscal 2000–02—more than \$9.7 billion if investments in building an enabling environment for CDD activities are taken into account. Lending for CDD is projected to increase even further in the next few years. Therefore, early feedback to the institution on the effectiveness of the Bank’s strategic approach for CDD and the impact of Bank-supported CDD interventions at the community level is desirable. The CDD approach puts communities in charge of their own development in order to harness their considerable potential and social capital to improve the livelihood of the people. Today, international donors see potential in the participatory approach to contribute significantly to the achievement of the Millennium Development Goals.

2. This desk review was undertaken to lay the groundwork for an OED evaluation of Bank-supported CDD efforts. There is a major methodological challenge present in evaluating the Bank’s CDD portfolio: finding the right tools to evaluate a portfolio that is not only largely ongoing but that has also evolved significantly over the years. Most of the current CDD projects have evolved from the Bank’s experience with community-based development (CBD) projects. Today, projects with higher levels of participation—that is, those that collaborate and empower or are substantially “driven” by the community—are understood to be CDD. They are distinguished from those that are considered to be CBD, where less control over decisions and resources is given, but which are nevertheless participatory. In the past, CBD was used as a broader term that covered all four levels of participation (information sharing, consultation, collaboration, and empowerment). Given the complexity of the subject, as a first step it was decided to undertake a limited desk review of the Bank’s assistance for participatory community development efforts in the 1990s in 10 countries in the Sahel region of West Africa. In the 10 sample countries, the focus of this review, combined lending for CBD/CDD projects is projected to increase from 21 percent of total lending in 1996 to 47 percent of total lending in fiscal 2003.

3. The desk study is based on a literature review, assessment of a sample of 32 projects, Quality Assurance Group (QAG) and OED reports and other documentation, and interviews with Bank staff. Using the experience of the Sahel, the desk review identified the basic development objective behind participatory approaches. It further traced the significant changes that have occurred in the Bank’s approach to community participation and in the design of CBD and CDD interventions. Five broad changes in the Bank’s approach are identified:

- A move along the participation continuum toward increased emphasis on empowerment and collaboration
- Increased emphasis on building a suitable enabling environment within the country for supporting participatory projects, along with devolving more control over project activities to the local level
- Increased emphasis on flexibility in implementation combined with more concern about knowing where resources are going (increased emphasis on M&E)
- More focused attempts to reach the poor
- A somewhat more definite and clearer long-term time horizon.

4. The report traces the reasons for these changes. It finds that the Bank’s approach to community participation and the design of CDD projects has been affected by the shift in the debate about participation in development toward empowerment and collaboration; by improvements in the Bank’s processes and approach to lending activities; and by the awareness in the international community of the need to do more—and quickly—to have an impact on poverty. However, the impact of these changes on the time and resources required for project preparation and implementation appears to be less well appreciated in the Bank. While all the changes have improved overall project design, they have also added complexity. This has made the task of project preparation more demanding, and implementation more challenging.

5. The desk review further extracts from this experience issues that are important in assessing the relevance, efficiency, efficacy, sustainability, and institutional development impact of the CDD approach and are worth exploring further in the main CDD evaluation.

6. **Issue I. The review of projects in the Sahel highlights the need for the Bank to take stock and allow lessons of experience to inform not only the design and implementation of new projects, but also the process of future engagement in participatory efforts. Is the design and implementation of CDD interventions in other Regions of the Bank sufficiently informed by lessons of experience?** The Bank has considerable experience in supporting participatory approaches. This stocktaking exercise should also allow the Bank to make a careful distinction between CBD and CDD approaches. On a wider scale, the donor community needs to bring its substantial experience with CDD throughout the world to countries that are just starting out. Country governments need to be able to make informed choices and adapt the process of participation to suit their country conditions right from the beginning, as mistakes can be difficult and expensive to correct.

7. **Issue II. The experience of the Sahel shows that though the Bank’s approach to community participation has benefited from several improvements, it has resulted in more complexity in project design. Have the Bank’s processes altered sufficiently to allow task managers to do justice to such complex operations?** The experience of the Sahel shows that each phase of a CDD approach—preparation, appraisal, implementation—is likely to be more time and resource intensive than in a traditional project. While in traditional infrastructure, agriculture, and education projects the design must be right upfront, and M&E indicators must be established to monitor compliance with that design, the CDD projects, with their emphasis on learning by doing, require a 180-degree change in approach: consensus on broad objectives but flexibility in design, with strong M&E to ensure feedback on progress and accountability. The Bank’s criteria for evaluating such programs may also need to change: currently, projects are monitored and assessed on their physical achievements rather than on the impact of the participatory process. In addition, there is currently no link between project-level M&E efforts and the wider effort being supported by the World Bank and other donors to build M&E capacity in African countries.

8. **Issue III. The Sahelian experience shows that the Bank’s time-bound project approach is not conducive to the learning by doing requirements of a CDD operation. Is this the experience of other Regions in the Bank?** In the Sahel the Adaptable Program Loan (APL), in its current form, is not effectively filling the gap because it has become too focused on disbursements and intermediate output targets. Low disbursement rates in the early years of implementation in several of the projects in the Sahel are considered a cause for concern, even in APLs and Learning and Innovation Loans (LILs). However, low disbursement in the early years of a CDD operation may actually be acceptable because of the necessity to ensure that the process has been suitably adapted to meet the specific requirements of a particular area. Further, the “triggers” for movement from one

phase to the next in an APL set definite intermediate output targets and exert undue pressure for rapid project implementation.

9. **Issue IV. The Bank’s support for CBD and CDD approaches in the Sahel has suffered from a lack of continuity and long-term commitment. Is this true in other Regions of the Bank? If so, what are the implications for the Bank’s overall strategy for support of CDD?** The Sahel experience shows that graduation from one approach to another (whether a change in program or financing mechanism) as “less favored” approaches are discarded and new ones are adopted can have serious consequences in CDD operations, which build expectations not only at various levels of government but also in the community.

10. **Issue V. In the Sahelian countries the design and implementation of Bank CDD projects may not be giving adequate attention to the sociological context. Does the experience of the other Regions support this finding?** With CDD it is necessary to give careful thought up front to the sociological details. The socioeconomic and political realities at the community level need to inform the design of the effort and set the pace for implementation. Currently, community-level realities, the complex web of relationships between actors and their varied interests, the implications of the existing hierarchy, and stratification of development interventions appear to get little attention in design and implementation.

11. **Issue VI. The desk review of projects in the Sahel shows that CDD projects may also not be giving adequate attention to issues that have an impact on the lives of the poorest. Is this the experience from other Regions also? What is the poverty impact of such projects?** The desk review of projects in the Sahel shows that there appears to be little awareness that efforts to empower the poor could work to their detriment in the long run because in a traditional village community the poor look to the village elite for support in times of need. Empowerment therefore has to be encouraged in a way that is not detrimental to the long-run, interests of the poor. Though greater support from anthropologists and sociologists can help, the design and implementation of CDD support programs needs to be informed by the latest findings of social exclusion theory and institutional economics.

12. **Issue VII. The experience of the Sahel shows that support for CDD makes coordination of the various efforts of international donors an even greater necessity than in the past. How are donor coordination issues being handled in other Regions?** In the Sahel several donors are present in each country, often in the same community, with different CDD strategies. The substantial confusion that this creates at the community level is a much more serious issue than the confusion at the government level. Now more than ever donors need to communicate a single message to the borrower—that through support for CDD, the donor community is providing support for an approach to development that ultimately has to become self-sustaining. The uncoordinated presence of multiple donors and the implications for sustainability are worrying. Today, when one donor project ends, the borrower and the community can turn to another for support. In a climate where resources do not appear to be a constraint, there is less incentive to make the best possible use of scarce money.



## Abbreviations and Acronyms

AfDB	African Development Bank	M&E	Monitoring and Evaluation
AGETIP	<i>Agence d'Exécution des Travaux d'Interet Public</i>	MAP	Multi-Country HIV/AIDS Program for Africa
APL	Adaptable Program Loan	NGO	Non-Governmental Organization
ARPP	Annual Review of Portfolio Performance	NRM	Natural Resource Management
CAP	Community Action Program	NRIP	National Rural Infrastructure Project
CAS	Country Assistance Strategy	O&M	Operation and Maintenance
CBD	Community-Based Development	OED	Operations Evaluations Department
CBRD	Community-Based Rural Development	PAD	Project Appraisal Document
CDD	Community-Driven Development	PAR	Project Appraisal Report
CDF	Comprehensive Development Framework	PDLG	Participatory Development Learning Group
CRD	<i>Communauté Rurale de Développement</i> (Rural Communities of Development)	PERAC	Public Expenditure Reform Adjustment Credit
CVGRN	<i>Comite Villageois de Gestion des Ressources Naturelles</i> (Village Natural Resources Management Village Committee)	PID	Project Information Document
DECRG	Development Economic Research Group	PILSA	<i>Projet d'Interventions Locales pour la Sécurité Alimentaire</i> (Community-Based Food Security)
FY	Fiscal Year	PNDRD	<i>Programme National de Développement Rural Décentralise</i> (National Program for Decentralized Rural Development)
GEF	Global Environmental Facility	PRSP	Poverty Reduction Strategy Paper
GDP	Gross Domestic Product	PSR	Project Status Report
GNP	Gross National Product	PSU	Project Service Unit
HIPC	Highly Indebted Program Country	PTI	Poverty-Targeted Intervention
HIV/AIDS	Human Immune Deficiency Virus/Acquired Immune Deficiency Syndrome	QAE	Quality at Entry
ICR	Implementation Completion Report	QAG	Quality Assurance Group
IDA	International Development Association	SAR	Staff Appraisal Report
LIF	Local Investment Fund	TSU	Technical Support Unit
LIL	Learning and Innovation Loans	UNDP	United Nations Development Program
LP	Learning Process	USAID	United States Agency for International Development
		WDR	World Development Report
		WRI	World Resources Institute



# 1. Introduction

1.1 The World Bank and other donors have been moving toward the use of participatory approaches in project lending for the past quarter-century, a shift in approach that came about largely because of the disappointing results of the centralized, top-down development that was common before the 1980s. In the 1990s, the Bank began in earnest to support projects that emphasized community-based development (CBD), but after the *2000/2001 World Development Report* linked empowerment with poverty reduction, the Bank intensified its support for community-driven development (CDD). Both CBD and CDD interventions use participatory approaches. (Box 1 describes the different levels of participation and the use of the CBD and CDD terminology.)

## GOAL AND SCOPE OF THE WORKING PAPER

1.2 This desk review has been undertaken to lay the groundwork for an OED evaluation of Bank-supported CDD efforts. The proposed evaluation will build on the findings of earlier OED work on participation, which assessed the Bank's progress in mainstreaming participation in its operations and the changes needed to make participation more relevant.

1.3 Evaluating the Bank's CDD interventions involves a major methodological challenge: finding the right tools to evaluate a portfolio that is not only largely ongoing, but that also has evolved significantly over the years. Most of the current CDD projects have evolved from the Bank's experience with CBD projects. Given the complexity of the subject, as a first step it was decided to undertake a limited desk review (the subject of this report) to examine the Bank's assistance for participatory community development efforts in the 1990s in 10 countries in the Sahel region of West Africa. The findings of the desk review and the draft design paper will be discussed at a workshop to be held in the spring of 2003 with relevant stakeholders from inside and outside the Bank before the launch of the evaluation.

1.4 The desk review develops an understanding of the concepts of CBD/CDD and identifies the general objectives of CBD/CDD projects, how their design has evolved and why. The report then extracts from this experience issues that are important to assessing the relevance, efficiency, efficacy, sustainability, and institutional development impact of the CDD approach. However, it stops short of drawing conclusions about the relevance, efficacy, efficiency, sustainability, and institutional development impact of the CDD approach, a task that will be undertaken in the CDD evaluation.

1.5 Lacking the advantage of field research, the desk review accepts as fact the evidence from the available literature that well thought out, correctly implemented CDD approaches can generate effective results for poverty reduction and overall human development because local needs and knowledge are effectively expressed. This assumption is also the bedrock on which the Bank has based its significantly increased lending for CDD efforts.

1.6 This review is confined to the Sahel region for several reasons: First, the region has a number of CBD and CDD projects that have been and are under implementation and, therefore, systematic study of these efforts will provide important lessons for the future. Second, most countries in the region have similar economic, social, and geographical conditions, making it easier for the review to focus on the relevant topic, i.e., the CBD/CDD approach supported by the Bank in those countries. Third, the Bank has intensified its support for CDD in its attempt to meet the challenge of poverty reduction, and the countries in the Sahel region are among the poorest in the world. Fourth, CBD/CDD projects have not been evaluated before, and a regional desk review will

help develop a better understanding of the concepts of participatory development and how the design of projects supported by the Bank has evolved over the years, before the launch of a full-fledged CDD evaluation (currently scheduled for fiscal 2005).

### **Box 1. Community, Community-Based Development, and Community-Driven Development**

Though it is not explicitly stated anywhere, three basic community characteristics are assumed in all Bank CBD and CDD interventions. First, the community is generally understood to mean a group of people who share broad development goals. Second, in the community, social behavior and relationships are governed by social norms that are expected to provide solidarity. Third, by extension, those who do not belong to that community are “excluded.” Since they either live in a particular area or share common interests (water users associations, herders, etc.) and are governed by a set of norms, the members of a community are in the best position to identify their most pressing needs and problems.

No clear distinction between CBD and CDD approaches exists either in the literature or in the Bank. In the mid-1990s the terms were used interchangeably. Again, though it is not stated anywhere, there is increasing consensus within the Bank that projects with higher levels of participation—those that give control over resources and decisions to communities (that is, those that collaborate and empower or are substantially “driven” by the community)—are now understood to be CDD and distinguished from CBD, which confers less control over decisions and resources but is nevertheless participatory. Bank experience shows that during the early years of experimentation with the participatory process, in the 1980s and early 1990s, lower levels of participation (information sharing and consultation) were more common. The latest CDD projects put greater emphasis on empowerment, as it is believed that when communities are in charge of their own development, the considerable potential and social capital at the grass-roots level can be harnessed to improve the livelihood of the people. The *World Development Report 2000/2001* defines empowerment as the strengthening of the capacity of poor people to affect decisions that have a bearing on their lives, and removing barriers that prevent them from engaging effectively in political, social, and economic activities. In the past, CBD was used as a broader term that covered all four levels of participation (information sharing, consultation, collaboration, and empowerment). In this respect, many CBD projects of the early 1990s, like the natural resource management projects in Benin, Burkina Faso, Mali, and Niger, also involved collaboration and empowerment of communities to develop and implement their land management plans (Annex H).

The database recently developed by the Bank’s CDD Anchor distinguishes between CDD and CBD, which they call participatory community development. However, the terms CBD and CDD continue to be used interchangeably. One of the most recent multi-sectoral CDD projects, in Burkina Faso, is called a “community-based rural development project,” though it clearly employs a higher order of participation. Bank staff working on these issues also say that the CDD approach involves more than higher-level participation: it explicitly attempts to link to national poverty reduction strategies to policy and institutional reform (especially decentralization reform), and coordination of the efforts of various Bank Networks and Regions.

## **METHODS AND ORGANIZATION OF THE DESK REVIEW**

1.7 Until very recently the Bank had no formal system of tracking CBD and CDD projects. Therefore, a major task for the desk review was to identify the portfolio of CBD and CDD interventions in the 10 countries of the Sahel. Data from both OED and Quality Assurance Group (QAG) were examined to assess the quality of the identified portfolio. From the universe of CBD/CDD projects a purposive sample of 32 projects was selected for detailed review. The sample included projects approved in different fiscal years, allowing the review to trace changes in project design over time, and especially after the articulation of the new vision for CDD in the Africa Region in December 2000. A review of Bank and non-Bank CBD and CDD literature—particularly literature focused on the Sahel region—was also carried out. All sections of this report draw on the findings from the literature review. Findings and important issues that emerged from the experience



of Bank projects in the countries of the Sahel were cross-checked and discussed with Bank staff members who were familiar with the projects.

1.8 The desk review examined both CBD and CDD projects. Several of the earlier Bank-supported CBD projects have closed, and a large number of the newly designed CDD initiatives are currently under implementation. Social funds, a subset of community-driven approaches, are not a specific focus of this review. In the 10 focus countries there have been only two social funds in recent years. Moreover, social funds have recently been assessed by a separate OED study. (Annex A provides details on the methods and tools used in the study.)

1.9 This report on the desk review is in five sections. Section 2 introduces the Sahel and the World Bank strategy for community-based efforts in the Africa Region. It then identifies the Bank-supported CBD and CDD initiatives in the Sahel. Section 3 uses OED and ARPP data to assess the overall quality of the CBD and CDD portfolio in the Sahel covering fiscal years 1988–02. On the basis of the sample of projects, Section 4 discusses the basic development reason behind the use of a participatory approach in the Bank and then traces the significant changes that have occurred in the Bank's approach to community participation. Section 5 makes a preliminary assessment of the Bank's approach to community participation. Finally, Section 6 identifies issues that arise from the desk assessment for further analysis.

## **2. Bank-Supported Initiatives in the Sahel**

### **THE SAHEL**

2.1 The 5,000-kilometer-long, 300-kilometer-wide Sahel (Arabic for the *shore of the desert*) region runs along the southern edge of the Sahara across Africa, from Mauritania and Senegal in the west to Ethiopia in the east. Burkina Faso, Chad, Gambia, Guinea Bissau, Mali, Mauritania, Niger, and Senegal fall within this zone. Though Benin and Guinea are not considered a part of the Sahel, they border it and are included in this review to cover some of the recent and innovative Bank-supported CDD interventions in these two West African countries.

2.2 The boundaries of the Sahel are often defined not by politics or geography, but in terms of mean annual rainfall. In the north, where the Sahel merges with the Sahara, annual rainfall averages about 200 millimeters. In the south, where it meets the Sudanian zone, the average rainfall is 600 to 700 millimeters (Leisinger and others 1995). The soils in the region are low in fertility, fragile, and prone to wind and water erosion. Desert or semi-desert conditions prevail throughout the region, which has battled persistent drought and food insecurity for decades. Few actual forests remain in the Sahel and tree cover has declined rapidly over the years. The countries in the Sahel are among the poorest in the world, with the worst social indicators and with population growth rates higher than the world average (see Annex C). The chief reason for the high population growth rates is the sharp decline in mortality rates and relatively stable birth rates, which are influenced by social and cultural factors. The rapidly rising population has put increasing pressure on the fragile natural resource base, and, along with recurring droughts, has contributed to the process of desertification in the region. Weak institutional and administrative capacity in transport, communication, and infrastructure has long hampered development efforts.

2.3 Between 60 and 90 percent of the region's economically active population is engaged in subsistence agriculture and animal production, both of which also significantly contribute to the countries' export revenues. Pastoralism is the dominant production activity in parts of the Sahel that

border the Sahara, where there are few large settlements and mobility is crucial for access to water and fodder. Only a small percentage of the total land area is suitable for agriculture. In Mali and Niger, for instance, only 11 and 5 percent, respectively, of total land can be brought under cultivation because of the large land area covered by the desert. Even under highly unreliable rainfall conditions, crop production in most countries continues to be largely rain-fed, and small family farms account for most of the agricultural output. The major increase in agricultural production over the years has been through extensive agriculture. With rising populations and with the limited amount of agricultural intensification, the cropped area has expanded and the fallow period that formed the basis of the traditional production system has been reduced—leading to overworked land and falling yields. Since 1961, the area under cultivation in Burkina Faso, Chad, Mali, and Niger has increased by more than 4 million hectares (Williams 1998). The most important food crops are drought-resistant cereals such as millet and sorghum, although roots and tubers contribute significantly to the diet. Cotton and groundnuts are the main cash crops.

2.4 The region's vulnerability to droughts gives natural resources such as trees, rangelands, and pastures particular importance. However, population pressure has increasingly brought large natural areas under cultivation. This has often created conflicts between agriculturists and pastoralists. Unclear tenurial arrangements,<sup>1</sup> the breakdown of customary laws and institutions that govern common property resource management, and limited opportunities for employment outside agriculture have increased land degradation and made it much more difficult to resolve such conflicts.

2.5 Living conditions in the rural areas of the Sahel have changed little in the past century. Traditional hierarchies and a complex set of relationships and obligations bind kinship groups and continue to determine the pattern of life in the Sahel. Women in the region, as in several other parts of the world, bear the major responsibility for housework and meeting the fuelwood and fodder requirements of the family. This already hard labor is made the worse by marginal desert conditions.<sup>2</sup>

2.6 Except for Gambia and Guinea Bissau, all the countries included in this review had a similar pre-independence history under French rule. The highly centralized, formal regime that was instituted in these countries under colonialism persisted in the first two decades after independence as most of these nations attempted to foster development through centralized political and administrative structures. The World Bank and other aid agencies provided considerable support for centralized approaches to development during this phase. In time, awareness of the limitations of these top-down development strategies led to increasing support for participatory approaches. In the early 1990s, after considerable periods of political unrest, most of the countries under review experienced a wave of democratization and economic liberalization, which set the stage for support of decentralization in governance and community participation in development. This shift in favor of decentralization and participation was part of a broader global shift favoring participatory approaches (Hammata No. 38, December 2000). Since the 1990s, several of these countries have taken steps to support decentralization of their administrative and political structures. The international community has also provided considerable support for the decentralization process and had a significant impact on shaping it.

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1. "The complexity of the tenure issue is reflected in the hierarchy of interlocking rights which may apply to a single piece of land. For example, land may be subject to the customary rights of the land chief, the rights of each indigenous lineage and its family groups and the rights of the incoming populations. Access to this land on a temporary basis may also be negotiated, such as where herders bring their animals to graze after the harvest"(Ouedraogo 1999).

2. "Depending on the season, a well may be as far as 10 km away, which means a hot and dusty 20 km trip every day just to fill a water container" (Leisinger and others 1995).

## CDD STRATEGY IN THE WORLD BANK'S AFRICA REGION

2.7 As the rest of the Bank, the Africa Region has been supporting community-based approaches to development for more than a decade, but in December 2000 it launched a new vision explicitly focused on empowerment. Annex D includes the key principles of community empowerment as articulated in the Africa Region vision paper. The starting point is giving communities resources, together with the authority to use those resources flexibly. This is expected to harness the considerable social capital available at the local level to achieve development. Recognizing that the process cannot depend forever on donor programs, the strategy aims to foster development of local governments. This vision emphasizes empowering poor communities; enabling the local government to provide support, coordination, and resources for community programs; enabling the local governments and communities to demand technical managerial support from sectoral agencies, nongovernmental organizations (NGOs), and the private sector; and strengthening the accountability of all actors to the local population.

2.8 Box 2 provides information on how the CDD Group Anchor<sup>3</sup> classifies CDD projects in the Bank, including the Sahel region.

### Box 2. CDD Classification in the World Bank

The CDD Group Anchor classifies CDD projects into four categories (shown below). With these, the universe of participatory approaches supported by the Bank covers six categories: the four kinds of CDD categories, CBD, and social funds. Social funds also allow communities to become actively involved in their own development. They support small projects—ranging from infrastructure and social services to training and micro-enterprise development—identified by communities and presented to the social fund for financing.

While the CDD Anchor would likely associate CDD only with empowerment, this review considers collaboration, where control over decisions and resources is shared with the community, also an aspect of CDD. The fourfold classification of CDD includes empowerment (box B) and collaboration (boxes C and D).

A	B	C	D
<p><b>Enabling Environment:</b> Policy and institutional reforms oriented toward increased control of decisions and resources by communities</p>	<p><b>Community Control and Management of Investment Funds:</b> Community groups make decisions on planning, implementation, operation and maintenance (O&amp;M), and manage investment funds</p>	<p><b>Community Control Without Direct Management of Investment Funds:</b> Community groups make decisions on planning, implementation, O&amp;M, without directly managing investment funds</p>	<p><b>Local Governments:</b> Democratically elected local governments make decisions on planning, implementation, O&amp;M in partnership with different community groups.</p>

## WORLD BANK CDD/CBD PROJECTS IN THE SAHEL REGION

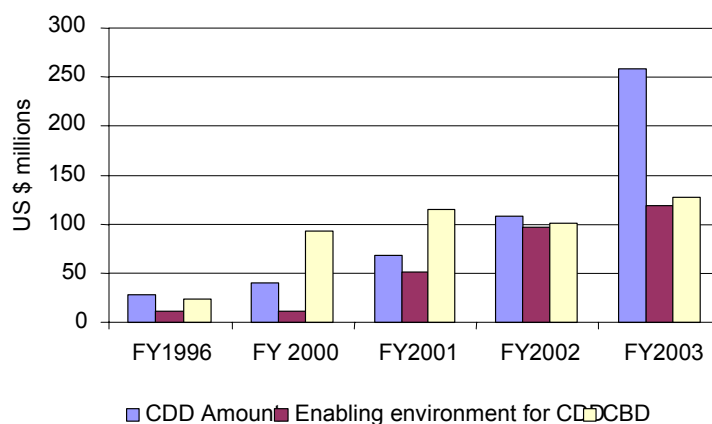
2.9 The Bank's lending database has no separate category for CBD/CDD projects. Only very recently has the Bank's newly established CDD Anchor begun to keep a record of CBD/CDD activities. With fiscal 1996 as a baseline, records are being maintained from fiscal 2000 forward. Although the Anchor has established criteria for identifying different kinds of CDD (box 2), the

3. A group within the Social Development Department charged with increasing the understanding of CDD and its role in poverty reduction; improving overall quality of lending programs using community-driven techniques; and finding ways to effectively scale-up community-driven activities in client countries.

identification of whether a project is CBD/CDD, the kind of CDD, and how much is the CBD/CDD component is left to the Region that originates the project.

2.10 The CDD database distinguishes between CBD and CDD activities and includes information on both. Often CBD and CDD operations are combined in a single project. For example, the Senegal National Rural Infrastructure Project (NRIP) includes a \$24.6 million CDD component and a \$9.7 million CBD component. Further, CDD or CBD activities are often components of otherwise traditional projects, as in the Mali Agricultural and Producer Organizations Project. According to this database, the 10 focus countries had 4 CBD/CDD projects approved in fiscal 1996, 9 in fiscal 2000, 7 in fiscal 2001, and 18 in fiscal 2002 (Annex E). Together, CBD/CDD lending (including investments for building an enabling environment for CDD) in the 10 countries is projected to increase from 21 percent of total lending in 1996 to 47 percent of total lending for fiscal 2003 (figure 2.1 and table 2.1).

**Figure 2.1. CDD and CBD Lending Has Grown Since 1996**



Source: CDD Anchor database.

**Table 2.1. CBD, CDD, and Total Lending in the 10 Sample Countries (US\$ millions)**

FY	CDD amount (including enabling environment)	Enabling environment for CDD (in \$ millions)	Community control and management of investment funds	Community control without direct management of investment funds	Decisionmaking by participatory local governments	CBD	Total CBD/CDD/enabling environment	Total lending	Total CBD/CDD/enabling environment as % of total lending in 10 countries
1996	27	12.8	11	16	0	23.3	63.1	297.4	21.2
2000	39.6	11.9	8	31.6	0	92.4	143.9	622.6	23.1
2001	68.3	51.1	5	63.3	0	115.8	235.2	667.6	35.2
2002	107.9	97.7	65.1	42.8	0	101.1	306.7	922	33.3
2003	258.8	119.5	113	185	23	127.8	506.1	1076	47.03
<b>Total</b>	<b>793.8</b>	<b>293</b> (36.9%)*	<b>164.1</b> (20.67%)*	<b>338.7</b> (42.7%)*	<b>23</b> (2.89%)*	<b>460.4</b>	<b>1254.2</b>	<b>3585.6</b>	<b>35.00</b>

Note: \* as a percentage of total CDD.

Source: CDD Anchor databases.

2.11 In terms of the breakdown by type of CDD activities (box 2), over the five years for which information is available, community control without direct management of investment funds (or collaboration) continues to be the largest CDD type. Enabling environment for CDD is next, and community control and management of investment funds follows. The amount of resources devoted to this last type increases significantly only in fiscal 2002 and 2003.

2.12 The CDD Anchor has not attempted to go back and identify CBD/CDD initiatives in the 1990s. For the 10 countries under study, this review identified a universe of 139 projects approved during the period fiscal 1988–01, of which 92 are active and 47 are closed.

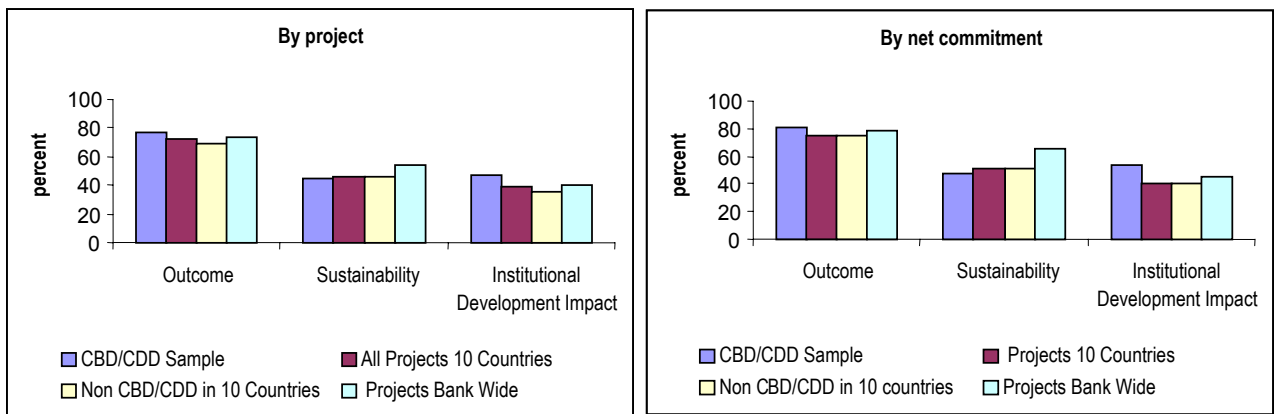
2.13 CBD/CDD projects are found in many sectors. In the universe of 139 identified projects, the agriculture sector had the most projects (29), followed by health (28), education (22), social protection (15), urban development (14), environment (9), water supply and sanitation (6), and transport (5). There were a few projects also in energy, public sector management, and private sector development. Only 2 of the 139 identified projects were social fund projects (one of these, in Benin, is included in OED’s sample of 32 projects). In the late 1980s and 1990s the Bank also provided support for Agence d’Exécution des Travaux d’Interet Public (AGETIP) projects (none of which are included in OED’s sample of 32 projects).<sup>4</sup> A list of the 139 projects, along with sector details, is in Annex F. The current review was not able to categorize the identified projects into separate CBD and CDD categories, largely because such a distinction between projects was not present in the past and several recent projects have both CBD and CDD components.

### 3. Performance of the Bank-Supported Portfolio in the Sahel

3.1 The review used OED data to examine how the 47 closed CBD/CDD projects in the 10 countries performed in comparison with projects at 3 levels: (a) all projects approved between fiscal 1988 and year-end 2001 in the 10 countries; (b) all non-CBD/CDD projects in the 10 countries approved in the same period; (c) and all projects Bankwide also approved in the same period. QAG data was used to assess the performance of the 92 active CBD/CDD projects in the 10 countries.

3.2 The OED data shows that outcome and institutional development impact of CBD/CDD projects in the 10 countries has been better than that of all closed projects in the 10 countries, all closed non-CBD/CDD projects in the 10 countries, and all projects Bankwide (figure 3.1). A previous OED report (reproduced in Annex G) drew similar conclusions about the performance of community-based and community-driven projects in comparison with all Bank projects. As in the previous OED review, the sustainability of the CDD projects is less likely when compared with sustainability of all closed projects in the 10 countries, all closed non-CBD/CDD projects in the 10 countries, and all projects Bankwide.

**Figure 3.1. Closed Projects, FY 1988–end-2001 (July 1997–December 2001)**



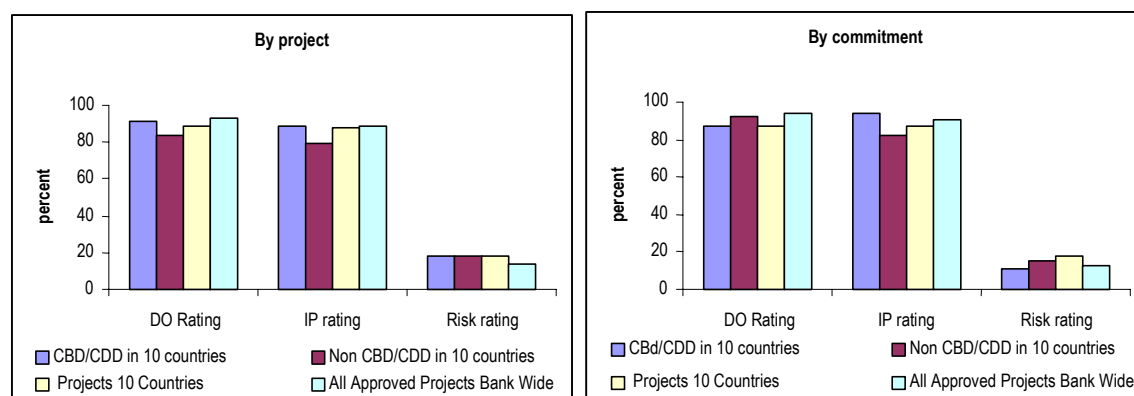
Source: OED data.

4. AGETIP are a special type of social fund. For details and differences see World Bank 1997b.

3.3 Will recent changes in procedures, design, and implementation—covered in the next section of this report—have a positive impact on improving the performance of the more recent projects? Will the importance given to empowerment in a CDD approach improve sustainability? Based on limited ARPP data, the early indicators do not show a significant difference in the performance of CBD/CDD projects in comparison with other projects in the 10 countries or Bankwide. According to (ARPP) data (for the 92 active CBD/CDD projects in the 10 countries), *by project*, all Bank development objective (DO), implementation progress (IP), and risk ratings are better than the CBD/CDD projects. However, the CBD/CDD projects have better performance than all projects and the non-CBD/CDD projects in the 10 countries. The CBD/CDD projects are as risky as the non-CBD/CDD projects in those countries. *By commitment*, however, the non-CBD/CDD projects and all the Bank projects have a better DO rating than the CBD/CDD projects, though the IP rating and the risk ratings of the CBD/CDD projects are better than all three categories.

3.4 Quality Assurance Group (QAG) Quality at Entry Assessments are available for four of the ongoing projects in the sample. Two of them are rated marginally satisfactory and two are rated satisfactory. Both assessments for the marginally satisfactory projects express concern about the likelihood of achieving the stated development objective of institutional development impact. Further, both assessments rate sustainability as unlikely. The assessments also express concern about the partnership arrangements with other donors and the adequacy of sector and country knowledge underpinning the projects. For one project that is rated satisfactory the assessment cites serious concerns about project readiness for implementation. For the other satisfactory project the assessment finds project quality less than satisfactory with respect to financial and institutional analysis and related conditionality and capacity of the implementing agency to implement.

**Figure 3.2. Active Projects, FY 1988–end-2001(July 1997–December 2001)**



Source: ARPP QAG

## 4. Evolution of the Bank's Approach: The Case of West Africa

4.1 This section analyzes in depth the available evidence on the experience with CBD/CDD projects in West Africa. For this analysis a sample of 32 projects was selected from the 10 countries across several sectors: agriculture, health, education, environment, social protection, water supply, and multi-sector projects. In addition, the selected projects were approved in different fiscal years, thus allowing the review to trace the evolution of CBD/CDD design. Some of the projects in the sample are closed (10), though most are active (22). Several of the active projects, such as the

Mauritania Rain-fed Natural Resource Management, are in their last year of implementation.<sup>5</sup> There are seven Adaptable Program Loans/Credits (APLs) and one Learning and Innovation Loan/Credit (LIL) in the sample. This section draws on the experience of the sample projects to discuss the basic development reason behind the use of a participatory approach in the Bank. It then notes the significant changes that have occurred in the Bank's approach to community participation and in the design of CBD/CDD projects and suggests possible factors behind these changes.

## **DEVELOPMENT OBJECTIVES BEHIND A PARTICIPATORY APPROACH**

4.2 In all of the CBD/CDD projects in the sample, community participation is seen as a means to achieve a particular end—whether it is to enable communities to better manage their socioeconomic environment, to help improve food security and nutrition standards in an area, to improve access to basic social services, or to reverse the process of natural resource degradation—with the ultimate goal of reducing urban or rural poverty and promoting sustainable development.

4.3 The underlying expectation is that putting communities in charge or actively engaging them in their own development will harness the social capital of the community to improve livelihoods. In the Household Energy project in Chad, for instance, where the key objective is to provide an economic and sustainable supply of household energy, stakeholder consultations and participation are expected to create capacity to develop a village-based natural resource management system, develop local capacity to monitor and control wood product flows, and improve efficiency of household fuel use. In the Village Community Support Program in Guinea, community participation is expected to strengthen local governance in rural areas and promote social and economic empowerment of the local population to promote long-term development. By completion, local communities and their representative local governments are expected to have developed the capacity to plan and manage their own infrastructure and service needs, as well as the ability to mobilize and use transparently the resources necessary to finance their establishment and maintenance.

4.4 With this logic, there are likely to be at least two main differences between CDD and traditional non-CDD operations. The first is the difference in the means used to achieve the end. This can be explained with a simple example. A traditional non-CDD project would typically seek to provide a sustainable and economic supply of energy for households by developing a village-based natural resource system through the central or regional government, which would set targets to be met by the local governments through contractors or hired labor. A CDD operation would involve local communities in the identification of those local targets and the means to achieve them. This would lead to the second major difference. Because a CDD operation promotes local consultation and participation, it is likely to help harness local social capital to ensure that the current investments made in the natural resource system in the community are maintained, and future development needs are also locally handled (albeit often with technical and financial support from outside the community). Hence, a CDD operation is likely to put in place elements of sustainability. Given this expectation, the finding (in para. 3.2) that CDD projects have been rated lower on sustainability than non-CDD projects is incongruous.

4.5 As already noted in paragraph 2.10, however, not all the projects in the sample are pure CBD/CDD projects. Several, such as the Burkina Faso HIV/AIDS project, are largely traditional projects with small CBD/CDD components. This project, for example, is part of the Bank-supported Multi-Country HIV/AIDS Program for Africa. The Senegal Pilot Female Literacy Project (fiscal

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5. Other examples are the Niger Natural Resource Management Project, Senegal Pilot Female Literacy Project, Gambia Third Education Project, and the Guinea-Bissau Basic Education Project.

1996) and the Guinea-Bissau Basic Education Support Project (fiscal 1997) are other examples of projects with small CBD components. The activities supported by the Sahel sample projects are generally of two kinds: those aimed at capacity building and those that support basic infrastructure development and similar investments. This broad categorization holds even for some of the earliest projects in the sample, although the emphasis may vary. Annex M categorizes each of the projects in the sample by kind of activity. Support for capacity building, in most cases, is both at the local (often village) level and at the central government level. Which level receives greater support depends on the nature of the project. In projects such as the Guinea Village Community Support Program and the Burkina Faso Community-Based Rural Development, capacity building at the local level is the more important component. In the HIV/AIDS projects, however, support to line ministries and the center for coordination and monitoring receives comparatively greater emphasis. Support for basic infrastructure or other investments usually involves the financing of village infrastructure, or micro-projects for income-generating activities.

#### **CHANGES IN THE BANK'S APPROACH TO COMMUNITY PARTICIPATION**

4.6 The review of projects found that the approach to community participation has evolved over time. This has affected the design of participatory projects. Five broad changes in the Bank's approach were identified by the project review:

- A move along the participation continuum toward increased emphasis on empowerment and collaboration
- Increased emphasis on building a suitable enabling environment within the country for supporting participatory projects, along with devolving more control over project activities to the local level
- Increased emphasis on flexibility in implementation, combined with more concern about knowing where resources are going (increased emphasis on monitoring and evaluation)
- More focused attempts to reach the poor
- A somewhat more definite and clearer long-term time horizon.

4.7 These changes are in keeping with the claim of supporters of the CDD approach that CDD involves much more than a move along the participation continuum (see box 1). There are three possible reasons (discussed further in the next section) as to why the changes have occurred. First, the Bank's approach to community participation has been affected by the shift in the debate about participation in development toward empowerment and collaboration. However, it is difficult to assess the contribution that the Bank has made to the debate itself: how far it has taken the lead or has followed. Second, the design of CBD/CDD projects in the Bank has been influenced by improvements in the Bank's processes and approach to lending activities. Third, the approach to community participation has been influenced by the awareness in the international community of the need to do more, and quickly, to have an impact on poverty.

4.8 What is less well appreciated, however, is the impact of these changes on the time and resources required for project preparation and implementation. While the changes have improved overall project design, they have also added complexity to the design. This has made the task of project preparation more demanding, and implementation more challenging.



## Increased Emphasis on Empowerment and Collaboration

4.9 It is possible to trace two kinds of changes in the Bank's approach to community participation: a move toward higher levels of participation in Bank projects, and greater flexibility in implementation and design of projects, which follows from the idea of *learning by doing* (discussed below in para. 4.12). Given the vision of community as understood in Bank projects (see box 1), a move toward higher levels of participation (or a move along the participation continuum) is understood to mean a move away from donor organizations and government representatives "informing" or "consulting" with members of the community on what they see as the community's main needs, but then contracting out to plan and build the infrastructure or facility. Instead, with "empowerment," the communities themselves identify and prioritize their needs and take responsibility for implementation.

4.10 During the early years of experimentation with the participatory process, in the early 1990s, lower levels of participation (information and consultation) were more common in Bank projects than higher levels. This has reversed in the most recent CDD projects, which emphasize empowerment. An OED review of participation confirm that most of the increase since 1996 has been in collaboration and empowerment, the highest levels of participation (OED 2001).

4.11 ***Multi-sectoral Approach.*** Though CBD/CDD can be supported through either single sector or multi-sector operations, in keeping with the emphasis on collaboration and empowerment, several of the most recent Bank projects in the sample have adopted a multi-sectoral approach that gives communities more choice in the selection of investments that meet their priority needs. The Niger Community Action Program (CAP) (fiscal 2003), for example, allows communities to choose from investments in natural resource management (NRM); production of crops, fish, or livestock; water and sanitation; education and health; or rural infrastructure. This approach gives these projects a measure of flexibility, allowing a view of development in terms of rural or urban "space." Some sectoral operations also have this kind of flexibility, though often confined to a limited number of subsectors. For example, the Mali National Rural Infrastructure Project (NRIP), while labeled as an agriculture project, provides support across several subsectors in the rural "space": irrigation, transport infrastructure, and water supply and sanitation. The merits and drawbacks of the multi-sectoral approach are discussed in Section 5.

4.12 ***Flexibility and Learning by Doing.*** The literature on CDD emphasizes the importance of a flexible, learning-by-doing approach. The learning-by-doing concept was developed from the learning process approach presented by Korten (1980) in which learning first-hand about the needs of the community in a particular area and developing effective ways of meeting them through shared knowledge, teamwork, and resources are the critical elements of implementation.<sup>6</sup>

4.13 Two aspects of flexibility are relevant to Bank project design and implementation. First, there is the flexibility to allow communities in each project area to identify their own needs and

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6. From his review of the five rural development programs in Asia, Korten (1980) built the learning process approach. According to him, "These five programs were not designed and implemented—rather they emerged out of a learning process in which villagers and program personnel shared their knowledge and resources to create a program which achieved a fit between needs and capacities of the beneficiaries and those of the outsiders who were providing the assistance. Leadership and teamwork, rather than blueprints, were the key elements. Often the individuals who emerged as the central figures were involved at the very initial stage in this village experience. Learning at first hand the nature of beneficiary needs and what was required to address them effectively. As progress was made in dealing with the problem of fit between beneficiary and program, attention was given either to building a supporting organization around the requirements of the program, or to adapting the capabilities of an existing organization to fit those requirements. Both program and organization emerged out of a learning process in which research and action were integrally linked."

ways to address them so that they have the choice to use resources the way they want. This is the idea that has been supported through multi-sector operations such as those in Niger (discussed above). Second, there is overall flexibility in approach to allow changes in project design according to changing circumstances—the basic idea behind the use of APLs. The LILs, such as the Borgou Pilot, also allow experimentation through pilots that can be extended later to a wider area if the approach is considered successful. The Guinea Village Support Program, the Mauritania Integrated Development Project for Irrigated Agriculture, and the Senegal National Rural Infrastructure Project are all three-phase APLs that commit the Bank to long-term institutional reform. With the APL approach, implementation can be adjusted as lessons are learned during each phase so that project activities respond to the changing aspirations of the population and the changing context of the country. While most of the natural resource management projects of the early 1990s were meant to be first phases of long-term (often 20-year) programs, an instrument such as the APL, which defines definite long-term commitment to a development objective, was not available then.

### **Improvements in the Bank's Processes and Approach to Lending**

4.14 The CBD/CDD projects have also benefited from improvements in the Bank's processes and approach to project lending. Over time, project implementation experience pointed to several shortcomings—among them, weaknesses in monitoring and evaluation, in coordination among both donors and among units of the Bank, in client services, and in ensuring that a country has a supportive legal, policy, and institutional environment. Several changes in processes and project preparation have followed and have had a positive impact on the design and implementation of CBD/CDD projects.

4.15 ***Monitoring and Evaluation.*** Several steps have been taken to strengthen project-level monitoring and evaluation (M&E) in projects. Since 1996, performance and monitoring indicators have been mandatory for all Bank projects. A review of recent projects in the sample found that all of them included a hierarchy of objectives and key performance indicators. The Bankwide CDD Anchor and the Africa Region are both undertaking broad initiatives to improve the use of M&E as a management tool for improving the quality of CDD programs. The CDD Group is in the early stages of developing two types of indicators: CDD enabling environment indicators and project-level indicators.

4.16 CBD/CDD projects present a particular challenge for M&E because they give communities greater control over resources. This requires adequate mechanisms to ensure accountability and transparency. Two recent assessments done by OED (for the Niger Agricultural Services Project, 1992, and the Burkina Faso Environmental Management Project, 1991) note significant weaknesses in M&E in both of these early projects. The completion report for the Niger Agricultural Service Project notes the lack of attention given to serious M&E issues during these early years. Supervision mission reports for the Senegal Sustainable and Participatory Energy Project (1997) also note management concerns about the level and quality of feedback on project activities.

4.17 Recent CDD projects have made special efforts to overcome M&E shortcomings and some, such as the Niger CAP (fiscal 2003), are attempting to institute community-based M&E and poverty mapping. In the Niger project, the poverty mapping exercise is to be used to provide a baseline and a monitoring tool for the CAP and the PRSP and to enhance local capacity to manage and analyze development progress. Though steps have been taken to improve M&E in project design, it remains to be seen whether actual monitoring and M&E reporting is adequate and timely. The experience of the Sahel region shows that most project-level M&E systems, even when they are well designed, continue to be plagued with systemic problems, such as delays in data collection, data entry, and report preparation; this limits the usefulness of the system for making timely mid-course corrections. Section 5 notes some other M&E-related concerns in project design and implementation.

4.18 ***Process and Institutional Improvements—Improving Coordination and Client Services.***

Several Bank process and institutional improvements have had an impact on the design of CBD/CDD projects. Among them are improvements in coordination among country-level Bank activities, in the donor coordination process, and in the way the Bank operates and provides client services, including decentralization to the field.

4.19 In the early 1990s, the Bank's country operations did not attempt to link all lending in a country to an integrated, results-oriented development framework. A country might have projects active in several sectors simultaneously, but with no clear strategic link to an explicit long-term national goal. The 1999 introduction of the Comprehensive Development Framework (CDF) and Poverty Reduction Strategy Papers (PRSPs) shifted the focus of country work toward nationally owned and led development and poverty reduction strategies, within which the Bank and other partners are to define their support. All 10 countries under review have either a PRSP or an interim PRSP, and the Bank's Country Assistance Strategies (CASs) and CAS updates are being timed to follow the PRSPs. This has also helped to provide a national strategic perspective to CBD and CDD efforts as in Burkina Faso and Guinea. In the rural sector in Burkina Faso, the government has a long-term vision to build participatory and representative local governments and institutions that plan and manage their own development programs and mobilize the necessary resources through increased local revenues and government fiscal transfers. The Bank's main instrument is a community-based rural development APL that is to support Burkina Faso's National Program for Decentralized Rural Development (PNDRD). The PNDRD is intended to reach all rural communities and implement a harmonized and decentralized rural development framework with multi-donor funding. In Guinea, the Village Community Support Program is meant to be ushering in a new decentralized, community-driven approach and serves as a pilot for development of the country's future assistance strategy, which is to continue to focus on strengthening local governments and communities. The CBD/CDD efforts themselves are being given a national focus and shape through National Community Action Programs (CAPs).<sup>7</sup>

4.20 The Bank and the government are also more aware of the importance of building a supportive policy, legal, and institutional environment within the country and of the implications that environment has for successful implementation of any project, CDD or otherwise. The enabling environment in the country for decentralization and participatory development is a crucial concern for CDD projects. Though 9 of the 10 countries in the review have been moving toward decentralization and participatory approaches to development, progress has varied. Benin, Burkina Faso, Gambia, Guinea, Mali, Mauritania, Niger, and Senegal all have declared policies of political decentralization and are attempting to devolve decisionmaking authority over local matters to the local people. Decentralization in Chad is still in an embryonic stage. Guinea Bissau has been facing uncertain political conditions and its commitment to decentralization is unclear. The Decentralization Law passed in 1998 in Burkina Faso formally recognizes local indigenous institutions as the basis of rural development and allows groups of villages to federate and request *Commune Rurale* or district status. In Mali, decentralization is now a constitutional obligation. Mali currently has 701 urban and rural communes, and priority setting and resource allocation are increasingly expected to take place at the local level.

4.21 Some of the more recent Bank projects emphasize the importance of the enabling environment within the country. For example, the appraisal document for the Mauritania Integrated

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7. "Through CAPs, resources are to be allocated to poor communities, which will be encouraged to design and implement their own development initiatives. The CAP aims to integrate the several diverse initiatives that are currently ongoing in these countries into an internally consistent national program of urban and rural poverty reduction on learning by doing, institutional reform, and resource transfer. The main objective is to move from fragmented approaches and lending instruments to one national Community Action Program for urban and rural poverty reduction" (World Bank 1999b).

Development Project for Irrigated Agriculture notes that before the program begins it is necessary to strengthen and maintain an enabling policy environment in the areas of tariffs, transportation services, land tenure, and rural finance. Guinea's Village Support Project was also designed around this ideal where, on one hand, the project financed village infrastructure and other investments, and, on the other, worked to build local and national capacity to oversee such projects in the future. Chad's Local Development Project, like several other more recent projects, includes a decentralization component that is meant to support improvement in the enabling environment.

4.22 Donor coordination is a major challenge in the 10 countries examined. All have received significant inflows of international assistance from a variety of bilateral and multilateral donors, especially since the drought that affected the region in the 1970s. Eighty percent of the total external financing to the Sahel is in the form of grants. Aid has contributed significantly to building infrastructure, improving facilities for health and education, and introducing improved technologies for agriculture in the region. It has also provided a high percentage of public investment—between 75 and 95 percent of Sahelian budgets are financed by external funds (Naudet 2000).

4.23 The problems that arise from a lack of donor coordination are now well known, and the international community has tried to overcome them by setting up a variety of aid coordination mechanisms. A procedure of coordination at the regional, sub-regional, and country levels has emerged. In Africa, for instance, at the regional and sub-regional levels, the Special Program of Assistance for Africa (SPA) and *Club du Sahel* have become important.<sup>8</sup> At the country level the World Bank-initiated CDF, launched in February 1999, and the United Nations Development Assistance Framework (UNDAF), which began in 1997, aim to “put the government in the driver's seat” so that the efforts of all donors can be coordinated and used to the country's maximum advantage.

4.24 One of the outcomes of the Bank's Strategic Compact and Renewal program was decentralization, which moved staff to field offices or provided for the recruitment of staff in field offices, which has allowed the Bank to better respond to the client's needs and responsibilities. Despite the improved process and institutional changes, however, the review of projects in the Sahel finds several remaining weaknesses that are likely to have a negative impact on the implementation and outcome of CDD projects. These weaknesses are discussed in Section 5.

4.25 ***Improvement in Procurement Procedures.*** The Bank has also tried to introduce flexibility in procedures that apply to CDD efforts. In the past seven years, Bank procurement policy and procedures have been adapted to meet the implementation requirements of community-based approaches and now permit the use of local technology, labor, and materials. Procedures can also be adapted to community capacity. Community-based procurement procedures are now being used in several projects, as they were in the Niger NRM Project (fiscal 1996) following the recommendation of the project's mid-term review in February 2000. In the Niger CAP (fiscal 2003), the development plans funded through the decentralized investment fund are to be implemented by the communities through committees, which are expected to exercise choice over sources of technical assistance, technology type, and investment design. Local government and sector specialists may give input, guidance, and training, but they may not interfere in implementation. In the Borgou Pilot project,

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8. The *Special Program for Africa (SPA)*, now renamed the Strategic Partnership with Africa, was launched in 1987 and has provided a framework for donor cooperation with African countries. SPA is an informal association chaired by the World Bank that coordinates resources and works toward improving donor policies for greater aid effectiveness. The program also reviews ways of improving donor assistance to the region in the context of PRSPs and the CDF. The *Club du Sahel* encourages OECD countries to support the development efforts of West African countries and is working toward promoting reform of cooperation and coordination measures with the objective of increasing aid effectiveness in the region.

where procurement responsibility has been shifted to the community, a large percentage of subproject work reportedly has been contracted out to local firms, thus generating substantial local employment. A major challenge with community-based procurement is to keep it simple and include appropriate mechanisms to track community contributions and their timely delivery, and be able to handle a large number of subprojects scattered over a wide geographic area with poor communication facilities.

### **The Need to Have Greater Impact on Poverty**

4.26 Notwithstanding the progress of the past quarter century, poverty remains a global problem of huge proportions. About 2.8 billion of the world's 6 billion people live on less than \$2 a day (World Bank 2001d). In September 2000, the international community recommitted itself to focus on sustainable development through poverty eradication by setting the Millennium Development Goals (MDGs).

4.27 Within CDD interventions, two particular steps are favored to address poverty. *First* is to improve poverty targeting. Most CDD interventions are part of the program of targeted interventions (PTI).<sup>9</sup> The Niger NRM Project, the Borgou Pilot and Food Security projects in Benin, the Rain-fed NRM Project in Mauritania, the CAP in Niger, and the Village Support Program in Guinea are examples.<sup>10</sup> While the PTI mechanism is not new and has been around since 1992, several of the most recent projects have more systematically articulated the need to be socially inclusive and have taken clear steps to reach identifiable vulnerable groups within communities. This was probably not happening in earlier projects. Thus, for example, the Niger CAP's preparation phase included an exercise in poverty mapping to allow for improved poverty targeting. Mali's Grassroots Initiative to Fight Hunger Project (fiscal 1998) and National Rural Infrastructure Project (fiscal 2000) have selected beneficiary communities according to studies and methods developed to identify the poorest villages in the country. Though relevant poverty data are not available in Chad, the Chad Local Development Program (fiscal 2003) is proposing to launch a household budget survey so that a poverty map is available before Phase 2. Until then, it is proposed to do targeting on the basis of a social assessment carried out during project preparation.

4.28 Supporters of the CDD approach believe that giving choice to the communities, along with a PTI approach, is likely to ensure that a CDD intervention will be responsive to the needs of the community, and the poor among them. They believe that while the PTI-labeled projects would *broadly target* the poorest areas in the country, identified through poverty mapping and similar exercises, the participatory process would ensure that interests and priorities of all segments—especially the poorest—are manifest in community priorities. Insofar as community choice favors subprojects for the extension of basic services, the poor are expected to benefit especially since, in most cases, the rich already have access to these services through their ability to pay for them; this is thought to be particularly true of water supply, schools, and health facilities. However, some researchers are concerned that rural roads that are currently being supported through several of the CDD projects do not actually serve the needs of the poorest. Transport sector specialists note that

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9. In fiscal 1992, the Bank developed and began to track the program of targeted interventions (PTI) to provide a measure of targeted poverty lending. A project is included in the PTI if it has a specific mechanism for targeting the poor or if the proportion of poor people among its beneficiaries is significantly larger than the proportion of the poor in the total population.

10. In some cases where the projects are not specifically PTIs they are expected to improve the living conditions of poor households through their contribution to sustainable village-level natural resource management (NRM) and, consequently, rural incomes, as in the Chad Household Energy project. The Benin and Burkina Faso HIV/AIDS projects are also not PTIs, since everyone in the country is assumed to be at risk. The projects are expected to expand access nationwide to prevention, care, and treatment with emphasis on vulnerable groups such as women and youth.

rural roads often do not appropriately address the accessibility and mobility needs of the rural poor, who rarely need to travel outside the village and often cannot afford motorized transport services.<sup>11</sup> Further, the emphasis on broader representation of previously under-represented groups, such as women, youth, and migrants in recent projects, is expected to provide them with a voice in local affairs. In the Borgou pilot, women, youth, and Fulani herders are to be given special attention in technical training programs. Rules and procedures are to be adapted to promote their participation, and participatory techniques that can help facilitate their involvement are to be included.

4.29 In the Sahel region, the issue of whether the poorest are being left behind is critical not only because of the high level of poverty, but also because of past evidence that aid has not had a significant impact on poverty. While the steps taken so far to reach the poor are positive contributions, this review notes several reasons in Section 5 why benefits from community-based interventions may actually miss the poorest.

4.30 The *second* step, the idea of quickly *scaling up* a small CDD intervention, is receiving significant attention in Bank projects. Beginning small is expected to ensure that the right process is identified. Then a successful local venture is to be replicated on a larger scale with the intention of making a quick, visible impact on poverty. It is important to note here that the literature distinguishes between “scaling up,” or bringing equitable and lasting benefits to more people over a wider geographical area more quickly, and “scale out,” or replication on the same scale at different locations (Lovell, Mandondo, and Moriarty 2000).<sup>12</sup> In the context of CDD, scaling up in the Bank is generally interpreted to mean replication at the same level at different locations, synonymous with “scaling out.” However, the concept continues to be interpreted differently among Bank staff. An internal review meeting for the Niger National CAP questioned how economies of scale could be achieved in scaling up. In this case, the understanding appears to be that it means to do more with less (see also para. 5.29). While acknowledging the importance and relevance of scaling up to poverty alleviation, this review considers it crucial to examine whether it is efficient to replicate pilot ventures before advocating scaling up (see paras. 5.28-5.29). Experience from several parts of the world shows that small pilots that work well often do so because of unreplicably high costs, which means that it is not easy to scale them up (see also Section 5).

## 5. The Bank’s CDD Efforts: An Assessment

5.1 Working with the sample of projects discussed in Section 3, this section makes a preliminary assessment of the Bank’s approach to community participation. In so doing, it raises issues of importance to assessing the relevance, efficiency, efficacy, sustainability, and institutional development impact of the CDD approach, though it stops short of drawing conclusions on the five OED criteria, a task that will be carried out by OED’s CDD evaluation. Even so, this section provides considerable insight regarding why the active CBD/CDD projects may not be doing much better than other Bank projects, as shown by the ARPP data (para. 3.3). Advocates may prefer to cite OED data as it shows that the outcome of closed CBD/CDD projects is significantly better than non-CBD/CDD projects, and argue that ongoing CBD/CDD projects will perform similarly well, and that future projects will perform even better given recent improvements made in process and procedures

11. Presentation on Rural Transport and Rural Infrastructure Policies, CDD Learning Event, April 2002.

12. In the Bank, this distinction is expressed in different kinds of APLs—horizontal and vertical. In a horizontal APL, objectives, components, and basic institutional arrangements do not change from one phase to another, and the program covers larger geographic areas while learning from the experience of the earlier phases. In a vertical APL, deepening of activities takes place within the same sector program; hence, objectives and components may change. The hybrid APL is one in which some components have the features of a horizontal APL, and others the features of a vertical APL.

(discussed in Section 4). However, as also noted in Section 4, the recent design changes have added complexity to projects, which is likely to make the task of implementation much more challenging. Moreover, because the design of projects has changed considerably, it is fallacious to pre-judge the outcome of the ongoing projects based on the performance of the closed projects. Also, the same OED data that showed the outcome of the closed projects to be better than the non-CBD/CDD projects also showed their sustainability to be significantly lower than non-CBD/CDD Bank projects.

## **CDD AND DECENTRALIZATION**

5.2 Paras 2.7-2.8 and Annex D note the main features of the Africa Region's strategy for CDD—support in client countries for a mutually reinforcing process of community empowerment and development of local governments. This strategy assumes consistency between a CDD approach and decentralization. Eleven of the 32 projects in the sample included decentralization among their objectives, and of those 11, only 2 had been launched before 1998. This increased emphasis on decentralization in recent years is in keeping with the Africa Region's strategy for CDD. It is beyond the scope of this paper to discuss the merits of decentralization versus centralization, but this review will consider whether the design and implementation of CDD projects actually supports the process of decentralization in client countries or undermines it.

5.3 Most CDD projects have sought to promote decentralization through measures that promote changes in legislation or specific capacity-building efforts. For example, the Guinea Village Support Program (fiscal 1999) is providing for streamlining and harmonizing of the legal and regulatory framework, particularly as it relates to the district, CRD, and prefectures. The Burkina Faso Community-Based Rural Development Project (CBRD) (fiscal 2001) is supporting the emergence of rural municipalities. To this end, the project is providing training to newly elected officials, complementing the investment resources available at the local level with resources from the local investment fund, and providing support to provinces to strengthen their coordination and planning role. However, several of the projects also rely considerably on NGOs or firms with a proven record for helping identify community needs and activities to meet those needs. It is not clear from the desk review how far the support to these institutions during the lifetime of the project substitutes for actually building local government capacity—a subject that will be explored further by the CDD evaluation.

5.4 In some cases, projects are designed with direct linkages to an ongoing decentralization process in the country, but others are designed to contribute to decentralization that has not yet begun. In Niger, the CAP (fiscal 2003) aims at supporting Niger's emerging process of decentralization by giving communities the responsibility and resources for local development and by providing newly emerging local governments with the means and administrative capacity to support communities. In Chad, on the other hand, the Local Development Project (fiscal 2003) is to assist the government in designing and implementing a decentralized and participatory financing mechanism, which would eventually contribute to the country's decentralization agenda. Project documents reveal that the Chad project was to “jump-start” decentralization in the country. Where this happens, it is necessary to exercise caution that a time-bound Bank project does not “push” the implementation of decentralization beyond the institutional capacity of the country and eventually undermine the effort rather than promote it. Even where the Bank is supporting an ongoing process there has been concern. In Niger, some Bank documents acknowledge that decentralization may strain the country's already sparse human capacity, particularly in fiduciary control, beyond its limits. The very idea of a Bank project “pushing” decentralization appears contradictory to the demand-driven nature of a CDD approach. However, it is a different issue when the borrower requests support for the decentralization process in the country and uses a Bank project to promote it. While this approach may be demand-driven (by the government), it is crucial for the Bank to

emphasize that the whole effort should not strain the institutional capacity within the country. This is where the Bank can bring important lessons of experience from different countries to the borrower.

5.5 Further, Bank staff and management may not have thoroughly considered the conflicting messages the Bank can send to the borrower when it supports projects that are expected to result in similar poverty alleviation outcomes, but are carried out under different institutional arrangements. For example, in Benin and Senegal, the Bank supports both a CDD project and a social fund. One is strengthening local governments to enable them to provide support to communities, while the other is setting up an autonomous agency to work outside the government structure to empower communities.

5.6 While social funds have provided valuable experience in reorienting development agencies toward participatory approaches in the past, this review notes the importance of re-examining the logic of having both a social fund project and a CDD project in the same country at the same time. Faguet (2002) argues that with a decentralized government, the primary role of a social fund changes and it should try and find what priorities have been identified and offer to cofinance those that fall within its mandate, while injecting a measure of technical expertise in the design. However, a recent internal Bank review shows that though its implementation progress is reported to be satisfactory, the Benin social fund may not have adapted to meet this situation. Supporters of the social fund approach reason that most of these countries are in early stages of decentralization and, until the local governments are in place, the social fund can be an important mechanism for empowering communities and developing basic infrastructure. However, does it send the right message to the local government institutions when the Bank supports both approaches? Are the designs of social funds being suitably adapted to ensure that they compliment the overall CDD effort?

## **MULTI-SECTORAL APPROACH**

5.7 The recent emphasis on a multi-sectoral approach, while adding substantial complexity to a Bank operation, presumably has two advantages over a purely sectoral focus. First, it offers a holistic response to the multi-dimensional nature of poverty in rural or urban space. Second, simultaneous investment in *social* and *productive* sectors can ensure long-term sustainability, because village-level capacity to support social investments ultimately depends on increased capacity for revenue generation at the local level. In the Sahel region, a multi-sectoral approach would also allow for adequate attention to the area's fragile natural resource base, the sustainable management of which is crucial to the survival of the people of the region. On the face of it, then, the multi-sectoral approach should be an answer to meeting the sustainability concerns with CBD/CDD projects.

5.8 A desk review of multi-sector project documents reveals that project designs allow for communities to make choices, but not enough seems to be done to develop community capacity to make *informed* choices—that is, the capacity to select priority investments on the basis of an understanding of the importance of the balance between investments that are social, those that are productive, and those that maintain the natural resource base. Without such capacity, social and immediate needs tend to receive priority. Some project documents even recognize that short-term community priorities will receive the most attention. A GEF document for the Niger CAP notes that, given their extreme poverty, many Nigerian communities would be very likely to choose investments that improve their short-term food security and income rather than investments in sustainable resource management. Therefore, although projects might allow for natural resource management and agriculture improvement activities, when communities are given limited resources and asked to prioritize, those without access to services such as schools or reliable sources of water will favor those investments over productive investments. In several Sahelian countries, education, health, and water supply facilities are deplorable. In Chad, for instance, there are 750 inhabitants per clean water point,



whereas national standards recommend a maximum of 300 to 500. The rate of school enrollment in rural areas is about 26.4 percent, mainly for lack of schools .

5.9 Project documents, such as those for the Niger CAP, indicate that communities have been selecting both social and income-generating investments, but even here long-term goals of ecosystem management were receiving less-than-adequate attention. In Senegal, the NRIP is supporting income-generating activities involving water service, but it is not clear that these activities are mindful of the scarcity of the country's water resources.<sup>13</sup> The current approach may increase short-term benefits and incomes, but at the expense of long-run sustainability.

5.10 Well-informed, dedicated facilitators can play an important role in helping communities think about long-term sustainability, but often such support is in short supply, as acknowledged by project documents for the Benin Community-Based Food Security (CBFS) Project, which note that the project used NGOs in targeting assistance to local communities and facilitating participation, but more than half of the NGOs had to be suspended for a while because of their unacceptable performance. To have meaning for long-term sustainable development, empowerment should help communities understand the importance of keeping the long-term sustainability issues in perspective when making choices. While some may see this as a top-down strategy, it can be argued that making informed choices is demand-driven, but with a difference—it makes sustainability an essential part of the process of making choices. It is also an important lesson of experience that the Bank can bring to its clients.

5.11 The fieldwork for the CDD evaluation will investigate the extent to which the CDD approach results in a balance between productive and social investments and examine the implications for sustainability. However, the donor support program has to be designed to build capacity in the community to use limited donor resources as a catalyst for their future long-term development in a way that provides “assisted self-reliance.” In other words, it must build local capacity to initiate and manage activities that produce benefits rather than direct results themselves (Uphoff 1988). It is worth noting that a client survey of Senegal in 2000 rated the Bank as relatively ineffective in establishing the conditions for long-term sustainability.<sup>14</sup>

5.12 While allowing for greater choice may be a plus in a multi-sectoral operation, interviews with sector specialists in the Sahel region showed their concern about operations that span several subsectors. One concern was that such operations might actually lose out on the sectoral focus. Doubts were raised about the capacity of the World Bank to implement such operations, as the institution is organized sectorally. The sectoral focus issue is increasingly being addressed in the Sahel by assigning co-task managers from different sectors to design and manage multi-sector projects. But how can this arrangement ensure that the importance of the sectors whose staff are not among the task managers is not diluted? Which two sectors would be selected to lead the project, particularly since the communities are allowed to prioritize and it is therefore impossible to know in advance which sectors will have the higher priorities? Some sector specialists also note that allocating an average amount per micro-project, currently the accepted approach in a multi-sector operation, may not give adequate attention to the needs of a particular sector operation. For example, the amount may not be adequate for drilling a deep-bore well in a community where water is a priority but the water table is extremely low. Another concern is that when a single operation covers more than four or five subsectors, it may not be possible to do justice to the policy and legal issues

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13. One mission found high demand both for additional access to water and for improved quality of service where villages already had access. There was also strong interest in developing income-generating activities involving water services such as paying for water use, manual pumps, open wells, and conversion of old systems.

14. *Operational Quality and Knowledge Services 2001*. Senegal Client Survey 2000 Final Report Africa Region. March. <http://afr.worldbank.org/sn/updates/cls.html>

affecting each of them. Cost effectiveness is also a concern. When a remote community decides, from a menu of options, that they need a bore well in the village, is it cost effective to hire the services of a company in the capital city hundreds of miles away to come in and dig just one well? Partly to deal with this issue, some of the multi-sectoral projects restrict the menu of choices, as the Mali NRIP has done. But even that may not fully address the issue. The field data collected as a part of the CDD evaluation will help analyze whether the benefits from a multi-sectoral operation outweigh the costs of administering a more complex project.

5.13 Finding the right ministerial “home” for a multi-sectoral project is also a concern, as government ministries are usually organized sectorally, and assigning primary responsibility for implementation to one ministry may limit the contribution of other ministries. Bank staff interviewed for this study acknowledge the importance of giving more attention to sector-specific issues in current multi-sectoral operations. However, the time required to design and prepare such operations is rarely acknowledged in project timetables. Preparation of a complex multi-sector operation is likely to be a much more time-consuming exercise than a traditional single-sector project. Time is needed not only to ensure coordination across sectors within the Bank, but also for consultation and to ensure buy-in from different ministries in the government. In addition, it is necessary to ensure that sector-level investments proposed in individual communities fit with the provincial and national priorities in that sector.

## COMMUNITY PARTICIPATION

5.14 Insofar as CDD empowers the communities, it helps build their capacity to further their own development. But is the process of engaging communities in Bank-supported CDD projects truly contributing to their empowerment? Are the poorest actually benefiting from Bank CDD interventions? The fieldwork for the CDD evaluation will seek to answer these questions, but this section begins to explore the issues involved.

5.15 The basic approach to community participation in Bank projects is to involve community members in project activities by setting up committees and groups. Village chiefs and rural councils are often the starting point for initiating “participation” because donor representatives are largely dependent on government officials or NGOs to take them to the villages. Donors also tend to rely on project facilitators, who themselves often have a vested interest in how the project is implemented. As researchers note, this can result in misreporting and choosing communities that are easy to work with rather than those truly in need. Moreover, the village chief may not be the ideal village representative, especially if the interest of a project is to “empower” the vulnerable (Ribot 1996). Bank projects, designed as they are to cover many villages or communities in a particular period, have little time or resources to devote to “discovering” the informal institutions within particular communities. As a result, when a project is implemented in an area, committees or groups are set up to meet project requirements. Often donor or NGO efforts establish new village structures to implement project activities (Gueye 1999). However, as Cleaver (1999) notes, these structures are rarely successful in overcoming exclusion:

The mere setting up of formal organizations (like committees) and the specification of their membership does not necessarily overcome exclusion, subordination or vulnerability. It does not because the wider structural factors which shape such conditions and relations are often left untouched. Codifying the rights of the vulnerable must surely involve far more wide reaching measures than the requirement that they sit on committees, or individually speak at meetings?

5.16 In CDD projects, the free flow of information is expected to ensure against the capture of project benefits by vested interests. But free-flowing information can do little where marginalized

and vulnerable groups are content with not making themselves heard or not challenging established norms in the context of a Bank project because they may have to turn to the elite and traditional leaders for support and help in times of need. Where this happens, representing marginalized and vulnerable groups in community forums may not provide for their active participation or empowerment. Therefore, Bank projects need to find ways to engage the poorest and the most vulnerable where socioeconomic and political environments do not favor their “empowerment.” In this the Bank can learn much from the experience of NGOs that have worked with the poorest.

5.17 Further, project documents and sector work show that, despite increased emphasis on conducting social and beneficiary assessments, the documents do not yet reflect the information on heterogeneity, informal institutions, and power relations in a community (Annex B), and the impact that they have on development interventions. The development literature now gives more attention to the way communities actually function and to the implications of hierarchy and stratification for empowerment. With CDD there is clear support in the Bank for the idea of empowerment and more awareness of the hierarchy and differences that exist in the community, as seen in some Bank sector work (World Bank 1996b, 1997b). Very recently, the Bank identified a framework for empowerment (World Bank 2002a). Though appraisal documents and supervision reports refer to empowerment of communities and marginalized individuals and recognize the importance of developing the capacity of the rural population, as in the Burkina Faso CBRD, and of strengthening collective decisionmaking abilities, as in the Benin Borgou Pilot, they do not recognize the implications of hierarchy and stratification in the communities served or the implications empowerment holds for changing the status quo or generating conflict. In Burkina Faso and Niger, studies of local-level institutions have been carried out (Donnelly-Roark, Ouedraogo, and Ye 2000 for Burkina Faso). The Niger local-level institutions study is very recent (May 2000), and conversations with Bank staff reveal that it is likely to significantly influence the implementation of the Niger CAP. However, the claim that local institutions are accountable to the poor is itself contentious, especially when communities are not homogenous and asset distribution is unequal, as Galasso and Ravallion (2001) note:

*When it is public spending on a private (excludable) good targeted to the poor and there is no self-targeting mechanism to assure that only the poor want to participate, there is ample scope for program capture by the nonpoor.*

And again:

*The more unequal the initial distribution of assets, the better positioned the nonpoor will be to capture the benefits of external efforts to help the poor.*

Some internal Bank reviews have also voiced similar doubts.

5.18 There appears to be a possible disconnect between what is now known about community dynamics and how this knowledge affects project design. One possible reason appears in a World Bank (1997b) document that notes that in CDD, the focus is on groups in a community that come together to take action and not on the community, which may be riddled with differences and conflicts.<sup>15</sup> By this logic, the starting point for a Bank interaction is when a group has already come together—that is, a Bank project supports initiatives that have already begun as successful

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15. “Communities are not homogenous entities; great differences exist within most communities, in power and interest, and by wealth, gender, and ethnicity. Formal village institutions may or may not represent the priorities of the poor and other marginal or vulnerable groups. Groups that receive resources from the outside are often “hijacked” by elites unless there are mechanisms in place for representation, transparency, and accountability. In the case of community driven initiatives, the focus is on groups in a community that come together to take action” (World Bank 1997b).

experiments. If this is true, the Bank should not try to introduce CDD approaches in areas where local-level efforts to promote CDD are not in place. Fieldwork done for the CDD evaluation will help identify how much and how effectively project implementation recognizes and makes allowances for the impact of hierarchy and stratification in communities in Bank CDD interventions.

5.19 The second aspect that is considered here is whether the benefits from a CDD intervention actually go to the poorest. A recent survey sponsored by the Bank in 18 villages that were part of the Mali Natural Resource Management Project shows that in some cases their condition may have actually worsened with a CDD intervention. The survey shows that where household revenue increased because of the project, the poor benefited the least. The bulk of the revenue increase went to the middle-income and the higher-income groups. The only group that experienced a decrease in household revenue was the poorest group.

5.20 Success with promoting true empowerment and ensuring that the poor are equal participants in the process would have two implications for project design and implementation. *First*, adequate attention needs to be given to the heterogeneous nature of the community, power relations, and the role of informal institutions. This would mean greater attention to sector work as a part of project preparation. *Second*, it would mean devoting more time during project preparation to understanding the basic economic and social structure, the multiple interests and actors in a community and how they are able to influence decisionmaking through formal and informal institutions, and the possible impact of outsider interactions. Analysts warn that if CDD efforts are not adapted to meet these challenges, they may achieve few results in the long run.<sup>16</sup>

#### **EFFICIENCY OF RESOURCE USE IN SUPPORTING CDD**

5.21 Does the CDD approach makes economic sense—do the benefits outweigh the costs? There are two aspects to this issue: what kind of information is available to determine whether resources are being used efficiently, and is the CDD approach as it is commonly practiced financially replicable? The issue of financial replicability is discussed later in the section on scaling up.

5.22 A major concern with vesting choice and control over resources in the communities is to ensure that resources are used efficiently. Most CBD/CDD projects do not incorporate rates of return; therefore, it is difficult to assess the efficiency of resource use.<sup>17</sup> Of the 32 projects, formal appraisal documents were available for 30. Two projects had draft appraisal reports only. Twenty of these, more than 66 percent, did not include a rate of return calculation. Three reasons are commonly given for the lack of rate of return calculations. First, because the communities select their investments during implementation, the type and composition of the investments cannot be determined up front, and it is therefore not possible to do an ex-ante cost-benefit analysis. Second, because CBD/CDD emphasizes building community ownership and capacity, investments such as upgrading schools may be justified on other than economic grounds and may have significant non-

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16. “The current interest in ‘social capital’ and support to local institutions will fail unless the inherent flexibility, dynamism and fluidity of these social forms is fully recognized. Some participants questioned whether certain international donors had yet been able to take on board a truly participatory approach to supporting complex local institutions and were monitoring their support thorough ‘process’ indicators” (Batterbury 1998).

“Unless careful thought is given to this process, it is possible that in a few years time the reputation of participation generally, as well as its application on a larger scale, will have suffered serious damage” (Gueye 1999).

17. This concern was also brought out by OED’s Social Fund study. “Nevertheless, the lack of attention given under social fund projects to conducting ex-ante and ex-post economic analysis of a sample of subproject investments is worrisome. At the same time, there is no assurance that at the relevant level (usually the community or local government) an adequate process is in place for identifying and comparing benefits of alternative investments”(World Bank 2002c, p. 17).

quantifiable benefits. Third, many of the activities supported by the projects are micro-projects that do not generate revenue. Activities such as natural resource management, institutional strengthening, and those that address food security and nutrition issues cannot be easily quantified. Given these limitations, where cost-benefit analysis is carried out it is often illustrative, as in the Mauritania Integrated Development Project. In some other cases only quantifiable benefits are included in the analysis, as in the Senegal Support to Producers' Organizations and Agricultural Services Project. As can be seen from Annex J, where an ERR was calculated, it was well above the 10 percent mark. In the Senegal Participatory Energy Project, an ERR of 37.3 percent was calculated on the basis of a simplified economic analysis that adopts a time horizon of 20 years. These ERRs are quite favorable and suggest that these investments are fully justifiable and efficient. However, nothing can be said about the reliability of the data used. Nor is it possible in some cases to judge the rigor of the analysis on the basis of the information contained in the project documents.

5.23 Where no cost-benefit analysis is done for the whole project, information and empirical evidence on economic returns on individual technologies used is sometimes included in project documents, as in the Benin Natural Resources Management Project. For others, such as the Niger Natural Resource Management Project, the documents attempt to assess the attractiveness of individual investments from the farmers' point of view on the basis of sample locations using varying agro-ecological characteristics. In still others, the project documents try to work out acceptable levels of investment per capita, cost ceilings per hectare investments, and the like. Some of the more recent projects, such as the Senegal NRIP, commit to carry out appropriate ex-post cost-benefit analysis after Phase 1 of the APL. An ex-post rate of return may be less difficult to carry out than an ex-ante one, and should be attempted by the project team. However, in the absence of an ex-ante rate of return calculation, it is crucial that M&E pick up information on how efficiently the resources are being used. Currently, some supervision missions (notably for the Guinea Village Support Program) have picked up information on resource use that is not promising. More impact data are needed to make a conclusive judgment on efficiency of resource use.

## SCALING UP

5.24 The new vision document for the Africa Region notes that community empowerment can be scaled up quite rapidly. However, based on interviews conducted for this study, Bank staff working in the Sahel region have divergent views on scaling up CDD. Some believe that because CDD is built on learning by doing, it should be quickly spread to as many communities in a country as possible. According to this group, once the initial one or two years have been spent getting the process and the procedures right, capacity is built while "doing," and only when communities actually have access to resources do they have a chance to experiment and learn. This group is in total agreement with the objectives of some of the more recent projects, such as the Guinea Village Communities Support Program, which aims to cover 70 Rural Communities of Development (CRDs) in the first phase, and then reach the 203 remaining CRDs in the country in the second phase. Others believe that quick scaling up is like trying to run without learning to walk. They say it is necessary to go slowly at first, to build organizational capacity within communities and ensure that the technical support from outside the community is available. Adequate capacity to facilitate the CDD process at the community level through NGOs, extension agents, or other de-concentrated public agents is also important. Only then should the Bank think of scaling up. According to this view, a CDD approach cannot prescribe a "right" time for scaling up—it will vary according to the local circumstances and the country's state of readiness. This view is more in keeping with the evidence in the literature, where some successful experiences show that several years can separate the birth of an idea and the scaling up:

*It took ten years for the Anand dairy cooperatives in India to get organized and to operate effectively in the first and second districts where they were started in Gujarat*

*state. A third district took four years, and the fourth, fifth and sixth districts took two years each. Between 1949 and 1970, although progress was slow, the pace was accelerating. Having devised appropriate means for meshing technology and organization through experience, Operation Flood over the next twenty years covered most of the major "milksheds" of India with cooperative marketing and technical support opportunities. [Uphoff, Eastman, and Krishna 1998].*

5.25 The usual objection to the learning approach is that it is too slow, but Uphoff and colleagues (1998) argue that "this perception comes mostly from a linear way of thinking about schedules, expecting to accomplish equal amounts of work during each time period, rather than having a logistic (S-shaped) curve in mind. With [the learning process], one is willing to begin slowly, gain knowledge and experience, and build up a cadre of capable and dedicated personnel, with the expectation that at some point a critical mass will be achieved and work can be accelerated productively." If the latter view is the more realistic, then it makes little sense to preconceive the scaling up of a project, as some of the Sahel region projects do. The idea of scaling up appears in most of the new projects (post-1999) even before the implementation of the first phase. In one of the sample projects it was recommended that the number of phases be reduced from four to three, and the number of communities covered be increased in the first phase, before there had been any experience with project implementation.

5.26 In some earlier projects, such as the Mali NRM project, the decision was made on an ad hoc basis. Such an approach pressures project management to produce results so that replication can be done quickly.<sup>18</sup> Risk of failure is increased unnecessarily where Bank projects attempt to scale up to cover whole countries in only three to four years when concerns have been expressed about covering large numbers of villages even in the first phase of projects, as in some quality assessments of the CBRD project in Burkina Faso.

5.27 As seen earlier, designing and implementing sustainable CDD requires more than just developing the capacity within the community to organize, come together, identify genuine needs, and implement subprojects in support of those needs. It is also necessary to build capacity to provide technical support and advisory services as required by the community. Several projects depend on NGOs for support with participatory diagnosis and the preparation of participatory local development plans. In some countries, lack of efficient NGOs can be a constraint, as is the experience of the Benin Community-Based Food Security Project. The Mauritania Rain-fed Natural Resource Management Project supervisor's report notes that the shortage of efficient field staff was a constraint in project implementation. Consensus building and interaction between actors with diverse backgrounds also requires time. More than anything else, scaling up quickly assumes that communities are more or less homogenous. In reality, the complex web of relationships between actors and their varied interests requires that the CDD intervention in each community be tailored to its particular needs.<sup>19</sup>

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18. In the Borgou pilot, the Technical Support Unit (TSU) was designed to play a supportive role and the communities were to take the lead. But one mission notes that the unit's technicians had visited village communities and helped prepare 79 micro-projects for submission. This is not in line with the PAD's implementation strategies of TSU teams assisting community efforts after the submission of micro-projects for funding. Is the role of the TSU advisory, as envisioned in the PAD, or are TSU support units helping guide the process from the start, including the creation of Community Development Committees?

19. "Until quite recently, the application of participatory methods was limited to the village or inter-village level. Behind this lay the idea that the participatory process, which depends on in-depth self analysis and continuous interaction between the individuals and institutions involved, could only work effectively when practiced on a physically and socially manageable scale, i.e. restricted to one or a few local communities. Nowadays, most major natural resource management projects have opted for participatory approaches on a wider scale. But, how can participatory methods be applied in this way? The truth is that many agencies are venturing into terra incognita, combining multiple objectives with as yet untried organizational approaches" (Gueye 1999).

5.28 How much it costs per person to implement a CDD operation is also relevant when making a decision about the operation's replicability. Annex I estimates the expected cost per unit (per village/ hectare/ commune) for CDD efforts in various Bank projects and outlines a process of arriving at those costs. It is obvious that the unit costs vary widely between projects for no apparent reason. For some projects this study was able to make rough estimates of per-person cost, which also vary considerably. The evidence suggests that the per-person costs of a Bank-supported operation range from US\$8.89 in the Benin Borgou Pilot to US\$35.75 for the Mali National Rural Infrastructure Project. There are several intermediate cases. The Guinea Village Support Project, for a total IDA cost of US\$99 million over three phases, is expected to benefit more than 4 million people. This works out to a cost of US\$23.69 per person. The Burkina Faso Community-Based Rural Development Project, for a total IDA cost of US\$166 million (over three phases), is expected to benefit more than 12 million people. This works out to a cost of US\$18.89 per person. In estimating per-person costs it needs to be noted that the initial participation exercises tend to be fairly expensive—the cost of making contact, establishing mechanisms, and such (Bass, Dalal-Clayton, and Pretty 1995). As Annex I shows, the per-person cost also varies depending on population estimate and population growth. It is worth noting that there are also differences in unit costs among various cofinanciers, as acknowledged by supervision reports of the Senegal Pilot Female Literacy Project.

5.29 When scaling up, small differences in unit cost can add up to significant numbers. While it can be argued that the total cost and total IDA investment actually involves much more than village-level investment—institutional and policy reform, the cost of setting up the investment fund, and training at the various levels of government—the ultimate objective of all these is to promote village-level empowerment. Therefore, it would not be wrong to include these costs toward per-person, per-village, per-hectare, or per-commune cost of the project. By this logic, once the right policy and institutional framework are in place, the government's officials are trained, and the NGO capacity is built, the cost should decline substantially. Hence, there should be some reduction in costs as scaling up progresses, provided the procedures and the enabling environment are in place. It is not clear whether these are the economies of scale that are implied in the discussion of the internal review meeting of the Niger CAP (para. 4.30). Even with a declining per unit cost the crucial issue is whether the projects are helping put in place mechanisms of sustainability as discussed in para. 5.10.

5.30 It is also not clear that either the Bank or the borrowers in the Sahel region have the capacity to monitor compliance with safeguards were CDD to be scaled up quickly. The effective application of Bank safeguard policies to numerous subprojects scattered over a wide geographical area can be a problem. "Pushing" implementation too fast may also seriously jeopardize long-term benefits, as noted by an internal Bank quality assessment for the Senegal Agricultural Services and Producer Organizations Project. This concern has also been voiced by a similar quality assessment of the Burkina Faso CBRD Project and by researchers outside the Bank.<sup>20</sup>

5.31 Despite the high costs, some interventions might need to be scaled up quickly. For example, some of the more recent HIV/AIDS projects are working with communities to develop local responses to the epidemic. Even so, the quick response needed for the AIDS epidemic should not be mixed with initiation of a CDD approach, nor should the need to scale up an HIV/AIDS initiative be used as an excuse to "push" a CDD effort. Where the community is already empowered and is undertaking many other development initiatives, an HIV/AIDS program can use community capacity to further the AIDS agenda. In villages where such capacity does not exist, implementation of an HIV/AIDS plan would

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20. "The matter of time is important. Progress need not be slow, but it should not be rushed. Putting a nominal organization in place does not accomplish much unless the process that it seeks to institutionalize acquires a vitality of its own" (Uphoff, Eastman, and Krishna 1998).

simply require a central directive that would involve local communities in a national disaster strategy. Participation by communities, however, does not necessarily make the initiative CDD. In Benin and Burkina Faso, under the Multi-country HIV/AIDS Program for Africa (MAP), the scaling up of existing HIV/AIDS initiatives involves the replication of activities involving preventive services and provision of care. In the context of the HIV/AIDS epidemic the challenge is to replicate prevention, care, and treatment efforts on a larger scale to curb the epidemic. The projects focus is on reinforcing and extending the capacity needed by key actors in civil society and the public sector to stabilize and ultimately reduce the rate of HIV/AIDS transmission, and to minimize the impact of the epidemics. It is clear that the fight against HIV/AIDS requires central leadership.

## ENABLING ENVIRONMENT

5.32 Though the enabling environment in support of CDD within the country is important, so too is the right supportive environment for task managers at the Bank and between donors. Several Bank documents recognize the importance of the enabling environment within the country and the problems that arise with lack of donor coordination. However, few project documents ever touch upon the supportive environment within the Bank for task managers to implement CDD. The Bank's approach to community-based development has evolved significantly. There is increasing realization within the institution and the larger donor community that a CDD strategy has to be seen not as implementation of a series of projects, but as an approach to development. Yet the experience of the Sahel shows that the Bank continues to support CDD efforts in the borrower countries through designing and implementing time-bound projects. The task manager of a CDD operation is often faced with trying to do justice to a CDD operation—which may require much more time for understanding community-level realities and mobilizing communities—yet deadlines over which the task manager has little control drive implementation. This often compromises participatory efforts. With the project approach, the emphasis shifts to meeting disbursement commitments and input-output targets rather than allowing the pace of project design and implementation to match the pace of learning by doing. Though the Bank has begun using APLs and LILs to support CDD efforts, their flexibility remains limited, as the instruments appear to have been overtaken by the necessity of adherence to strict project norms.

5.33 Substantial progress appears to have been achieved in building a policy, legal, and institutional environment within the country. Yet several shortcomings remain. In some of the countries in the Sahel, despite broad agreement on decentralization and appropriate national legislation, institutional capacity to implement reform remains fragile. Weak planning, lack of resources and skills below the national level, reluctance of the center to actually let go, absence of clear policies in support of local resource allocation decisions, and corruption have hindered progress. Given these shortcomings, it is disconcerting that several Bank-supported projects, at least in the initial years, focus on simultaneously helping build the enabling environment and implementing investment activities that assume the existence of the enabling environment. In the Guinea Village Support Program a major objective of the component for Support to Local Development is to build capacity in CRDs for decentralization, presumably because this capacity is weak or does not exist. At the same time, however, the Local Investment Fund component notes that the CRDs will be responsible for implementing community infrastructure subprojects. The CRDs are also to manage the process for identifying and contracting service providers, according to the project's appraisal document. This shows an unclear appreciation of the distinction between capacity and capability.<sup>21</sup> It is implicitly assumed that because the process involves learning by doing, at least

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21. "Capability refers to the knowledge, skills and attitudes of the individuals, separately or as a group, and their competence to undertake the responsibilities assigned to them....Capacity, on the other hand, refers the overall ability of the individual or group to actually perform the responsibilities. It depends not only on the capabilities of the people but also on the overall size of the tasks, the resources which are needed to perform them, and the framework within which they are



the initial group of subprojects at the community level can be implemented while the policy and legal environment, and the decentralized capacity at the local government level to plan, implement, operate, and maintain are still being worked out. However, capacity—which also depends on the external environment—can be a challenge, as is clear from the project implementation files.<sup>22</sup> Moreover, the complexity that this gives to the Bank operation may negatively influence project implementation, especially when close supervision from the Bank may be constrained by inadequate resources for supervision, as in the Mauritania Integrated Development Project for Irrigated Agriculture (MIDPIA). The issue is further complicated because in many parts of Africa, the “modern” decentralized local institutions may also be undergoing a crisis of legitimacy.<sup>23</sup>

5.34 A very large number of multilateral and bilateral donors work in the Sahel, but despite recent improvements in the process (see para. 4.23), donor coordination in dealing with decentralization, CDD, and other issues continues to be limited. Although most donors and international NGOs appear to endorse community participation as a strategy, there is less agreement on implementation plans, procedures, and M&E requirements. The result is inefficient use of available resources and, as acknowledged in the literature, a considerable coordination burden on the limited institutional capacity of the countries.<sup>24</sup> Project documents for the Senegal National Rural Infrastructure Project reveal that in a single sector, such as water supply, there could be as many as a dozen actors working at the same time, each with different procedures and different implementation requirements. In the Senegal Long-Term Water Sector Project, nine donors other than the Bank are providing support, yet the appraisal document does not discuss how their activities will be coordinated. The implications for sustainability are worrying. When one donor project ends, the borrower and the community can turn to another for support. In a climate where resources do not appear as a constraint, there is less incentive to make the best possible use of scarce money.

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discharged. It is possible to imagine an organization which has a capable staff, yet which does not have the capacity to perform its functions because it is grossly understaffed or because the policy framework does not allow satisfactory performance” (Franks 1999).

22. The project documents note some deficiencies that require attention, among them: an absence of political debate that involves all actors; reluctance toward decentralization on the part of the regional administration; and a long period when the State was disinterested in decentralization, which gave some partners the impression that decentralization was no longer a government priority.

23. “While Africa’s ‘modern’ institutions at the national and local levels imitate organizational principles and values of governance derived from globalism, these attempts run parallel to indigenous arrangements of governance which foster place-based consciousness of how human interactions and adaptations are organized for livelihood activities.... The consequence of this anomaly is a profound crisis of legitimacy and credibility of rural leadership essential for mobilizing and organizing rural labor for sustained livelihood activities” (Anani 1999).

“By transferring powers from central to local authorities, decentralization changes local power dynamics. For example, in Mali many decisions that central governments had simply neglected have been the default jurisdiction of local ‘traditional’ authorities and are now being ‘decentralized’ to local government. Local populations and nonstate authorities perceive this shift to be a government takeover of their territorial rights” (Ribot 2001a).

24. “The lack of coordination places a heavy administrative burden on recipient countries. In a typical African country, 600 projects translate into 2,400 quarterly reports a year submitted to different overseeing entities and more than 1,000 annual missions to apprise, monitor, and evaluate. Each mission meets with key officials and also asks the governments to comment on its reports” (Van de Walle and Johnston 1996).

“Lack of coordination weakens local administrative capacity. With their high salaries they attract the best government staff. When these transfers are numerous or public administration is fragile it can weaken the country’s institutional capacity” (Club du Sahel 2000). On the basis of their experience with aid issues in Mali, Carlsson, Somoekae, and van de Walle (1997) note, “Donors themselves frequently fail to coordinate their efforts, with the result that at times different donors decide to support the same projects. Attempts to avoid such uncoordinated efforts have been made (mainly by UNDP and the World Bank), but so far cross-donor coordination remains limited. Bilateral donors seldom seek to coordinate their activities. Furthermore, bilateral donors tend to seek individual aid dialogues with Mali.”

5.35 Apart from the sustainability concern, the substantial confusion that the presence of multiple donors creates at the community level is a much more serious issue than the confusion at the government level. While it may be comparatively easy to explain to government officials that the donors have differing requirements, it is very difficult to explain this to a largely illiterate village population to whom it really does not matter whether the visitors to their village are from the World Bank, Australia, Canada, Japan, or Switzerland. There is indication that the Bank, a relative newcomer to the field of community participation in comparison with some bilaterals, is making attempts to coordinate with other actors, but the effort is not always timely or sufficient.

5.36 In a multi-donor, multi-agenda environment it is not easy for any single donor to push for coordination, especially when donor representatives at the country level are financially dependent on and controlled by their head offices. One option that has been increasingly favored is to allow the central governments to take the lead in coordination—but they often lack the capacity to coordinate effectively. An alternative, the program approach, ostensibly makes it easier for governments to manage aid, but critics argue that the program approach requires more, not less, local capacity as there is still a need to build good projects, but at the same time it demands additional capacity for framing sectoral policies and putting together projects in integrated programs (Berg 1997). With decentralization and community participation, there is also an issue of how much of the coordination should take place within the central government, and how much at the local level. But if capacity at the central government level is an issue, capacity to coordinate at the local government level is an even bigger one.

#### **FLEXIBILITY AND LEARNING BY DOING**

5.37 Though the Bank has tried to introduce flexibility in its approach for CDD, how much can the Bank modify its procedures and still retain accountability for resources disbursed? Conversations with task managers and evidence from project documents show that, at the implementation level, the Bank is being very flexible in adapting its procurement and disbursement procedures. Still, APLs and LILs provide only limited flexibility for overall implementation because both require that program and project objectives and components and the design of successive phases be defined up front. In addition, the triggers to move from one phase to another in an APL put sufficient pressure for rapid project implementation. In several APLs in the Sahel region, for example, among the triggers for movement from the first to the second phase are some that emphasize a certain percentage of micro-projects being completed, or a definite distance of roads constructed, or a defined percentage of communities covered. (See Annex L for examples.) This contrasts with a true learning process approach (as presented in Korten 1980), which requires only a consensus on reasonable objectives and general strategies up front. In this approach, the objectives themselves should not be clearly articulated, as even the understanding of objectives is likely to change as time passes and circumstances change, making any detailed plan of action obsolete (Uphoff 1998). The blueprint of Bank project design has been criticized:

*Nothing is wrong with projects as purposeful initiatives to bring about economic and social change. Rather, it is the predilection of donor and government agencies to design and implement detailed interventions in a “blueprint” mode that is at fault. Such a rigid plan constraints them from making appropriate modifications and adaptations as the work proceeds and as more is learned about the task and the task environment. We also find dubious the concept of a terminal date for a project. To be successful, change has to be continuous, sustained and locally grounded. Sporadic bursts of effort seldom produce results that survive” [Krishna, Uphoff, and Esman 1997].*

5.38 How can a large institution such as the Bank, which is implementing hundreds of projects at a time, actually comply with a learning process approach? If lines of accountability are moved downward, how can the Bank ensure that the money it provides is being used effectively and efficiently? The experience of the Sahel shows that although several task managers have begun responding to the requirement, there is not yet an understanding of the need for this flexibility in all parts of the Bank. A task manager, in being responsive to the learning process approach, may leave the Operational Manual uncovered to accommodate aspects of community choice as they emerge. However, this was judged as a project shortcoming in an internal Bank quality assessment of the Burkina Faso CBRD.

5.39 Rapid disbursement continues to be a criterion for judging success, and there is substantial pressure on the project team to ensure that disbursements are on time, as is obvious from the supervision reports of the Senegal Water Sector and the Mauritania Urban Infrastructure and Pilot Projects. Pressure for disbursement has, in the past, often led to compromise on the quality of community participation (World Bank 1997b).<sup>25</sup> It is not enough, then, to be flexible in procurement and contracting, more flexibility is also needed in project design and implementation and in disbursement expectations. An APL that uses a CDD approach could do better by not having stringent triggers built in for each phase: learning by doing should inform the design of each phase in turn.

5.40 However, such flexibility will need to be accompanied with appropriate M&E designed to monitor and track the use of small amounts of money distributed over a large geographical area. Bank projects are currently trying to deal with this challenge by designing a system that can monitor resource (money) and investment use for the intended purpose. For example, if the community expresses a desire to construct a school, is it actually built and is it being used for imparting education and not, for example, as a storehouse for food grains? However, the experience of the Sahel shows that few project-related M&E efforts appear to go beyond this to actually track the level and quality of empowerment promoted through the use of Bank resources. The reporting quality of project supervision reports for projects in the Sahel is also variable, and the reports do not provide adequate qualitative feedback from field visits. An internal supervision quality assessment (fiscal 2000) notes that line managers do not recognize PSRs as a useful management tool for project supervision and, consequently, the reports have deteriorated into a bureaucratic exercise in form completion. According to Bank staff interviewed for this study, more importance is given to meeting time deadlines for completing PSRs than to the quality of information they contain.

5.41 The experience of the most recent projects in the sample shows that most monitoring indicators still say more about quantitative input and output achievements (such as days of training provided, number of villages covered, and the like) than about qualitative progress toward meeting objectives. Moreover, the connection between project objectives and indicators often is unclear, as in the Borgou Pilot and the Mali NRIP. The basic objective of the Borgou Pilot was to improve the capacity of rural women and village communities to manage their socioeconomic environment through sustainable development activities. The key performance indicator is described as “rural communities’ access to production and social services increased and quality of life indicators significantly improved.” It is not clear how this indicator measures the capacity of the communities to better manage their socioeconomic environment through sustainable development activities, though admittedly this would be difficult to measure. It is also not clear how it measures improvement in the capacity of women, which is often determined by social and cultural factors. At most the indicator would measure improved access for communities and improvement in their quality of life. Similarly, in the Mali NRIP, the basic objective of the program that the project

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25. “Community participation is easily compromised by sectoral targeting and by pressures for quick disbursement and construction” (World Bank 1997b).

supports was to improve the well-being of the population through adequate rural infrastructure (irrigation, transport, sanitation, and potable water), sustainably developed and managed. The indicators would measure increase in community access to these services, but shed little light on whether they were sustainably developed and managed. In both cases, tracking of efforts to see whether they are sustainable should have included monitoring of groundwater levels, soil fertility, and a variety of other indicators, which has not been done.

5.42 Neither is M&E able to pick up process-related shortcomings, information that is crucial to the success of the CDD approach. Though the quality of community participation in decisionmaking and resource allocation is difficult to monitor, if no provision is made to do so, it is likely to be neglected as project teams become preoccupied with achieving progress on targets that are being monitored. Community-based M&E, which often relies on qualitative rather than quantitative indicators, has potential for monitoring the quality of the participatory process. While there is evidence that self-monitoring by the community is being used to monitor resource use and for checking on subprojects constructed, it does not yet appear to be used for monitoring the quality of the participation process.

5.43 The desk review of projects from the Sahel shows that project-level M&E offers little information on whether the benefits from a CDD program are going to the poor as, in most cases, indicators do little to track the benefits going to this group. Most project indicators measure improved access for the community but do not monitor whether the benefits went to the poorest.<sup>26</sup> Though geographic targeting of a poor area—as is often done in PTI interventions—may help to get some benefits to the poorest, unless specific indicators are included to measure improvement in their lives, reaching them is inadequate as a guiding principle of project implementation. Supporters will argue that when roads improve, and access to schools and water increases for a poor community, it may not necessarily be right to focus project implementation on only the poorest. There are also the less poor, whose condition is still deplorable. Though it may not be ideal for the project to focus on only the poorest, M&E in a project should be able to show whether there has been any improvement in their lives. Currently, M&E provides little information on the quality of the participatory process and the benefits going to the poorest and, hence, is able to provide little information that is relevant for making mid-course corrections that could increase benefit flows to them. (See Annex L for detailed project component indicators for three recent projects.) On the contrary, because it emphasizes quantitative achievements, M&E may sometimes give an exaggerated picture of progress that builds the pressure to scale up. An ideal M&E system for CDD should be able to do four things:

- Tell whether adequate qualitative and quantitative progress is being made toward meeting the project objectives.
- Tell whether the Bank resources are being used effectively and efficiently.
- Give some indication of whether progress is being made in reaching the poorest.
- If the first three are not happening, it should provide information for mid-course corrections.

There is still a long way to go before project M&E can claim to fill this role.

5.44 Another important concern is that project-related M&E procedures contribute little to systematically building evaluation capacity in the country. Most project-related M&E effort comes to an end when projects close. Moreover, borrowers find most of these procedures too complex and

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26. Admittedly, CAS-related indicators that measure incidence of poverty can be found, but it is not clear how these will be used to monitor project-level impact.

expensive.<sup>27</sup> Further, there is currently no link between project-level M&E efforts and the wider effort being supported by the World Bank and other donors to build M&E capacity in African countries.<sup>28</sup>

5.45 Some of the most recent projects are two- or three-phase APLs. Most of these incorporate a set of conditions, called “triggers,” that must be met before the project can continue to the next phase. While including triggers or indicators to launch a second phase is a positive move, this review has concerns about how these triggers will function in practice. For example, the PAD for the Guinea Village Community Support Project notes that Phase 1 has nine different triggers. Presumably *all* trigger requirements must be satisfied before passing to the next phase. Some of these triggers are the responsibility of communities and the Project Service Unit (PSU), such as “60 percent of approved micro-projects have been successfully completed,” and “70 percent of participating CRDs have received the planned training.” The completion of others relies on external factors, such as “key policies on decentralization and fiscal transfers are adopted by the National Assembly and are being implemented,” or “local elections have been held in a fair and free manner.” What if the external triggers are not implemented? Will the second phase not go forward? It may make sense to identify the triggers that—if not fulfilled—would determine that the project could not proceed beyond the first phase or would require substantial modification in project design.

#### ADEQUATE TIME COMMITMENT

5.46 Learning by doing should, in the long run, promote capacity building, but that presumes a sustained and adequate commitment. However, Bank support of CBD and CDD approaches in the Sahel has suffered from a lack of continuity and long-term commitment. The Niger Small Rural Development Operations Project is an example. It was to be the first phase of a program of support for small rural operations, and was eventually to be replicated on a national scale, but the credit closed in June 1998 and a recent OED assessment notes that there has been significant erosion of benefits as there has been no follow-on project.

5.47 The NRM projects (the *gestion des terroir* projects) in Benin, Burkina Faso, Mali, and Niger (see Annex H for information on the *gestion des terroir* approach) are another example. These too were to be first phases of long-term national programs. However, as they close (or are closing), there is little indication that a second phase is coming. The Burkina Faso Environmental Management Project closed in December 1998 and there is no second phase. The ongoing CBRD Project in Burkina Faso has drawn on lessons from the Environmental Management Project, but is not a follow-on project. The Niger NRM Project is ongoing and no second phase is planned. Though the multi-sectoral Niger CAP (2003) incorporates NRM activities (possibly through earmarked support) and is also expected to build on the work of the Small Rural Operations Project, the core focus of the two projects is likely to be “de-emphasized” in a multi-sectoral operation.

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27. “Issues in monitoring and evaluation evoked a lot of interest at the Forum. Many participants complained that existing procedures for M&E were too complex. Niger and Burkina Faso made presentations on the subject pointing out that it should be cheap and simple. Work could be contracted out to universities and other organization that already have expertise in collecting relevant data.” Report from CDD Forum for Francophone countries in Senegal April 17-21st 2000 in which 59 CDD practitioners from seven countries (Benin, Burkina Faso, Cameroon, Guinea, Madagascar, Niger and Senegal) had participated.

28. In September 2000, a workshop was held in Johannesburg to promote demand for and supply of M&E in Sub-Saharan Africa. At this workshop, representatives from various donor agencies, including the World Bank, AfDB, USAID, AusAID, and the Netherlands, committed themselves to helping strengthen national evaluation associations and networks, and addressing the training gaps in M&E (World Bank 2001c).

5.48 Project supervision reports have voiced concern about this issue. For example, reports for the Mali NRM Project note that the Bank's long-term commitment in 1992 was equivalent to the commitments made today under APLs, and should be honored in priority, given the success of the first phase and the importance assigned to CBD/CDD. But decisions to support a second phase are beyond the control of an individual task manager. The Borgou Region Pilot Rural Support Project, a LIL, which has reportedly succeeded in testing new operational approaches to CDD, closed in June 2002. But now in Benin the Bank has moved away to support the Public Expenditure Reform Adjustment Credit (PERAC), and all financial flows from the Bank are to be available through the government's annual negotiation of programmatic budgets for the various sectors. It is difficult to tell at this stage how this change will affect the implementation of the CDD program in the country.

5.49 The graduation from one approach to another (whether a change in program or financing mechanism) as "less favored" approaches are discarded and new ones are adopted can have much more serious implications for a CDD operation. The negative sustainability implications from dropping support for a long-term program after only a short first phase are well known and acknowledged in past OED assessments. First, the achievements of the first phase can be lost, as elements of sustainability are often not built in a short first phase. Second, it can send negative, demoralizing, and confusing signals to the borrower, and especially to communities, which can have serious doubts about donor commitment to their welfare. If projects close without substantial achievements, will they weaken the resolve of a community to organize and work toward their goals in the future, because of the perceived "failure" in the past? In Borgou in Benin, there is reported to be tremendous concern among rural communities about lack of follow-on of the pilot phase. Third, a serious concern is the impact on borrower development strategies. International interest and support often results in borrowers' incorporating successful elements of a widely supported approach in their national programs, as several governments have done with the *gestion des terroirs* approach.<sup>29</sup> Then, when donors begin to back away from an approach, the borrower may find it difficult to support its own national program, especially during the early years when considerable support for training and capacity building is required. Fourth, it can lower the perceived value of Bank statements in appraisal reports professing commitment to a follow-on phase. Fifth, it can lower other donor commitment for coordination as it conveys a lack of deep commitment on the part of the Bank to the whole process.

#### CLEAR LONG-TERM VISION

5.50 The Bank's strategy to promote community empowerment and decentralization recognizes that there cannot be permanent dependence on outside resources, and that the CDD effort in a country has to be embedded in a permanent institutional structure provided by local governments. The CDD Sourcebook for the Africa Region (World Bank n.d.) discusses the final stage in country support when local revenue generation increases and dependence on donors diminishes. The Bank support has to be provided, right from the beginning, in a way that it helps build capacity and incentives for self-management.

5.51 In West Africa, though it is clear that an aid-free future is probably years, even decades, off, donor support needs to be provided in the framework of a long-term—but time-bound and phased—vision. This would allow the project implementation team to build toward a long-term goal. Many of

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29. The *gestion des terroir* approach was adopted by the Ministry of Environment and Water in Burkina Faso for the management of the 10 most important forest and wildlife reserves in the southern part of the country. The Ministry of Rural Development and Environment in Mali has used it to develop a National Forest Policy. Most National Environmental Actions Plans in the region are being developed on the basis of that approach (World Bank 1998a).

the current APLs are 12-year programs, yet they do not even mention an exit strategy. Such a vision is lacking not only in the Bank but also in the borrower, as noted by an internal Bank quality assessment of the Niger CAP. It would be fair to acknowledge that the Burkina Faso CBRD Project does mention that the third phase would consolidate gains and build an exit strategy. Such a strategy should outline the phases of Bank support: small to begin with, increasing in amount as operations are scaled up, but then small again as the nature of the Bank support changes and communities gradually take over.

5.52 With a long-term view, a discussion of sustainability would be an essential element of project design. Currently, however, in several projects the vision of sustainability is one of continued availability of donor resources. One of the factors that favor sustainability was identified by the ICR for the Benin Community-Based Food Security Project as NGOs and foreign development agency appreciation of the activities under the project that would likely ensure a flow of funds for the programs in the future. No country-level exit strategy is ever mentioned.

## 6. Issues and Questions for Further Analysis

6.1 The experience of the Sahel points to several issues that are worth exploring further in the main CDD evaluation.

6.2 **Issue I. The review of projects in the Sahel highlights the need for the Bank to take stock and allow lessons of experience to inform not only the design and implementation of new projects but also the process of future engagement in participatory efforts. Is the design and implementation of CDD interventions in other Regions of the Bank sufficiently informed by lessons of experience?** The Bank has considerable experience in supporting participatory approaches. This stocktaking exercise should also allow the Bank to make a careful distinction between CBD and CDD approaches. On a wider scale, the donor community needs to bring its substantial experience with CDD throughout the world to countries that are just starting out. Country governments need to be able to make informed choices and adapt the process of participation to suit their country conditions right from the beginning, as mistakes can be difficult and expensive to correct.

6.3 **Issue II. The experience of the Sahel shows that though the Bank's approach to community participation has benefited from several improvements, it has resulted in more complexity in project design. Have the Bank's processes altered sufficiently to allow task managers to do justice to such complex operations?** The experience of the Sahel shows that each phase of a CDD approach—preparation, appraisal, implementation—is likely to be more time and resource intensive than in a traditional project. While in traditional infrastructure, agriculture, and education projects the design must be right up front, and M&E indicators must be established to monitor compliance with that design, the CDD projects, with their emphasis on learning by doing, require a 180-degree change in approach: consensus on broad objectives but flexibility in design, with strong M&E to ensure feedback on progress and accountability. The Bank's criteria for evaluating such programs may also need to change: currently, projects are monitored and assessed on their physical achievements rather than on the impact of the participatory process. In addition, there is currently no link between project-level M&E efforts and the wider effort being supported by the World Bank and other donors to build M&E capacity in African countries.

6.4 **Issue III. The Sahelian experience shows that the Bank's time-bound project approach is not conducive to the learning-by-doing requirements of a CDD operation. Is this the experience of other Regions in the Bank?** In the Sahel the APL, in its current form, is not effectively filling the gap because it has become too focused on disbursements and intermediate output targets. Low disbursement rates in the early years of implementation in several of the projects

in the Sahel are considered a cause for concern, even in APLs and LILs. However, low disbursement in the early years of a CDD operation may actually be acceptable because of the necessity to ensure that the process has been suitably adapted to meet the specific requirements of a particular area. Further, the triggers for movement from one phase to the next in an APL set definite intermediate output targets and exert undue pressure for rapid project implementation.

**6.5 Issue IV. The Bank's support for CBD and CDD approaches in the Sahel has suffered from a lack of continuity and long-term commitment. Is this true in other Regions of the Bank? If so, what are the implications for the Bank's overall strategy for support of CDD?** The Sahel experience shows that graduation from one approach to another (whether a change in program or financing mechanism) as "less favored" approaches are discarded and new ones are adopted can have serious consequences in CDD operations, which build expectations not only at various levels of government but also in the community.

**6.6 Issue V. In the Sahelian countries the design and implementation of Bank CDD projects may not be giving adequate attention to the sociological context. Does the experience of the other Regions support this finding?** With CDD it is necessary to give careful thought up front to the sociological details. The socioeconomic and political realities at the community level need to inform the design of the effort and set the pace for implementation. Currently, community-level realities, the complex web of relationships among actors and their varied interests, the implications of the existing hierarchy, and stratification for development interventions appear to get little attention in design and implementation.

**6.7 Issue VI. The desk review of projects in the Sahel shows that CDD projects may also not be giving adequate attention to issues that have an impact on the lives of the poorest. Is this the experience of other Regions also? What is the poverty impact of such projects?** The desk review of projects in the Sahel shows that there appears to be little awareness that efforts to empower the poor could work to their detriment in the long run, because in a traditional village community the poor look to the village elite for support in times of need. Therefore, empowerment has to be encouraged in a way that is not detrimental to the long-run interests of the poor. Though greater support from anthropologists and sociologists can help, the design and implementation of CDD support programs needs to be informed by the latest findings of social exclusion theory and institutional economics.

**6.8 Issue VII. The experience of the Sahel shows that support for CDD makes coordination of the various efforts of international donors an even greater necessity than in the past. How are donor coordination issues being handled in other Regions?** In the Sahel several donors are present in each country, often in the same community, with different CDD strategies. The substantial confusion that this creates at the community level is a much more serious issue than the confusion at the government level. Now more than ever, donors need to communicate a single message to the borrower that through support for CDD, the donor community is providing support for an approach to development that ultimately has to become self-sustaining. The uncoordinated presence of multiple donors and the implications for sustainability are worrying. Today, when one donor project ends, the borrower and the community can turn to another for support. In a climate where resources do not appear to be a constraint, there is less incentive to make the best possible use of scarce money.



## Annex A. Methodology for the Desk Review and List of Projects in the Selected Sample

### I. Tools and Methods for the Desk Review

The tools used for the desk review were as follows:

- *Identification of CBD/CDD projects:* Until very recently the Bank had no formal system of tracking CBD and CDD projects. Therefore, the desk review conducted a word search on a textbase of appraisal documents (Project Appraisal Documents, or PADs, and Staff Appraisal Reports, or SARs) for projects in 10 countries of West Africa: Benin, Burkina Faso, Chad, Gambia, Guinea, Guinea Bissau, Mali, Mauritania, Niger, and Senegal. This helped identify the universe of CBD/CDD projects for the study during the period FY 1988 and Dec. 2001. The methodology for the word search is detailed in section II of this Annex.
- *OED and ARPP data:* Both data sets were examined to assess the quality of the identified portfolio.
- *Sample of CBD/CDD projects:* A purposive sample of 32 projects from the 10 countries (see section III of this Annex for a list of the projects in the sample) was selected for detailed review. The sample includes projects from fiscal years 1988 through 2003. The sample was selected not only from among the 139 projects identified as the universe but also included projects from the second half of fiscal 2002, and 2003, some of which were just becoming effective as the review was being completed. Though including projects approved overtime made it impracticable to say how many projects in the sample contributed to a particular issue under discussion in the desk study, it allowed the review to trace the changes in the design of projects overtime and especially after the articulation of the new vision for CDD in the Africa region in December 2000.
- *Review of project documents:* For the 32 projects in the sample the review examined appraisal documents (PADs and SARs), Project Status Reports (PSRs), Aides Memoire, Implementation Completion Reports (ICRs), and Operational Manuals (where available).
- *Lessons from OED assessments:* Four of the closed projects in the sample were the subject of OED project performance assessments in fiscal 2002. The findings of these assessments informed the current study.
- *Quality Assurance Group (QAG) reports:* Relevant Quality at Entry, Quality of Supervision, and Quality Enhancement Reviews were also examined.
- *Literature Review:*  
A review of Bank and non-Bank CBD and CDD literature, particularly literature focused on the Sahel region, was carried out. The documents reviewed are listed at the end of the report. Care was taken to include studies, research reports, and reviews undertaken by organizations such as the Overseas Development Institute (ODI), OECD, and USAID; international research institutes such as the International Food Policy Research Institute (IFPRI); and various universities. Where available, research reports and publications by organizations that have done work in the Sahel region, including the Club du Sahel and the International Institute for Environment and Development Program, were also reviewed. This review could not locate any complete outside evaluation or rigorous impact analysis of the CBD/CDD program supported by the Bank or other donors in client countries, though there are numerous

studies by Bank researchers.<sup>30</sup> OED previously has reviewed other community-based development efforts, such as the dairy development program in India, the Aga Khan Rural Support Program in Pakistan, and the joint forest management and user group management efforts in India and Nepal (Candler and Kumar 1998; OED 1986, 1990, 1996, 2002; Kumar and others 2000; Kumar 2002).. OED work on participation explored the extent to which participation had been mainstreamed in Bank operations and the changes needed to make it more relevant (OED 2001). Other than these specific studies, OED has not done a systematic evaluation of all Bank-supported CDD approaches in recent years.

The literature review found no studies or reviews of community-based programs that compared community-based and traditional supply-driven approaches. Though several descriptive and analytical case studies document the experience of communities with participation, none have used convincing counter-factual-based evaluation methodologies. Most studies and reports that exist on CBD/CDD concentrate on particular aspects of community-based development: the nature of the community, social and cultural factors affecting community-based development, the effects and importance of social capital, participation and development, participation techniques, aspects of CDD targeting and effectiveness, conflict resolution, and issues of elite capture are some of themes found in the literature.

There is considerable evidence in case studies that well-designed, clearly thought through CDD efforts can lead to significant improvement in the lives of the poor. Several World Bank documents also note that participation can improve the quality and sustainability of projects and strengthen ownership and commitment (World Bank 1997b), and OED itself has reviewed the progress of some successful community based efforts, as noted above. Korten (1980) describes five Asian successes that have engaged rural people in their own advancement. Two companion volumes, *Reasons for Hope* (Krishna, Uphoff, and Esman 1997) and *Reasons for Success* (Uphoff, Esman, and Krishna 1998), offer lessons of experience from Africa, Asia, and Latin America, where several community-based initiatives over the past several decades have helped improve the lives of millions of rural households. The Sahel region of West Africa, the focus of this study, is home to the Six S network, which has supported thousands of village groups.<sup>31</sup> Research papers and reviews by several research institutes and universities also document the experience of various countries in West Africa with community participation.

*Interviews with Bank staff:* Findings and important issues that emerged from the experience of Bank projects in the countries of the Sahel were cross-checked and discussed with Bank staff members who were familiar with the projects.

## II. Identifying the Universe of CBD/CDD Projects in the Sahel Region

1. The projects were selected on the basis of an electronic search on a textbase of appraisal documents. The aim was to identify projects with references to a set of predetermined “primary CDD terms”: community, community-directed development; community-driven development; community-led development; community-based projects; community participation; community involvement;

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30. An exception to this seems to be several impact studies done on social funds, but social funds were not a part of this study.

31. The Six S network (Se Servir de la Saison Seche en Savane et au Sahel “Making Use of the Dry Season in the Savannah and the Sahel”), founded in 1977, is a multinational organization for rural development that provides support for the self-help efforts of thousands of voluntary village groups organized into unions across West Africa. Six S cooperates with groups that exist in villages and seeks to strengthen local capacity by filling the gaps—with complementary resources and skills—that local residents encounter as they take on village-level development by themselves ( Krishna and others 1997).

community organizations; community mobilization; social funds; decentralization; empowerment; and grassroots organization. SARs and PADs issued between January 1, 1988 and December 31, 2001, that included references to these concepts for the 10 focus countries (i.e., Benin, Burkina Faso, Chad, Gambia, Guinea, Guinea Bissau, Mali, Mauritania, Niger, and Senegal) were to be identified. A similar exercise was carried out for projects containing “secondary CDD terms”: social protection; social insurance; social security; social investment; social development; social capital; social inclusion; budget devolution; deconcentration; welfare reforms; slum upgrading; marginalization; subsidiarity principle; rural finance; categorical grants; NGOs; policy reform; legal reform; enabling environment; and rural access. PADs and SARs which only included “secondary terms” without references to the “primary terms” were eliminated from the sample. The final list included 139 projects of which 92 were still active and 47 were closed. There were 294 projects in the non-CDD group, of which 155 were ongoing and 138 were closed. For the years for which information was available from the CDD Anchor, i.e., 1996, 2000, 2001, 2002 and 2003, the projects identified by OED were cross checked against those noted by the Anchor. The OED sample included all the projects identified by the Anchor plus a few more. These additional projects were verified to be CBD/CDD through a review of project documents.

### **Data Analysis**

2. The subsets of the active and closed CDD projects were then compared against the aggregate active and closed projects at the country and regional levels. For the active CDD projects, the sample was compared against the non-CDD projects under implementation in the 10 countries. Selected indicators were: achievement of development objectives (DO rating), implementation progress (IP) and projects at-risk [QAG].

3. A similar analysis was also undertaken for the closed CDD projects. The sample of closed CDD projects was compared against the non-CDD projects in each of the 10 countries. OED’s outcome, sustainability, institutional development impact and Bank and Borrower performance ratings were used to judge project performance. The active and closed projects were compared at both the country and regional levels over the same time period, January 1, 1988 to December 31, 2001.

### III. Project Sample

Country	Project Name	FY	Closing and Project Status	Sector	Task Manager	IBRD/IDA Amount (US\$ M)	Total Project
Niger	Small Rural Development Operations	1988	Closed (Audit)	Agriculture	Sidi Jammeh	9.30	18.00
Burkina Faso	Environmental Management	1991	Closed (audit)	Environment	Emmanuel Nikiema	20.4	
Mali	2 <sup>nd</sup> Health, Population and Rural Water Supply	1991	Closed	Health, Nutrition & Population	Anwar Bach Baouab	26.60	61.40
Benin	Management of Natural Resources	1992	Closed (Audit)	Environment	N. Ahouissoussi	14.1	
Mali	Natural Resource Management	1992	Closed	Environment	Abdelkarim Oka	20.40	32.10
Niger	Agricultural Services	1992	Closed	Agriculture	Prudencio Yves Coffi	18.00	19.80
Burkina Faso	Food Security	1993	Closed	Agriculture	Y. Nikiem	7.50	12.80
Benin	Community Based Food Security (PILSA)	1994	Closed	Agriculture	N. Ahouissoussi	9.70	19.10
Mauritania	Urban Infrastructure and Pilot Decentralization	1996	Closed	Urban Development	Inal Abdelghani	14.00	24.00
Niger	Natural Resource Management (NRMP)	1996	Active	Environment	Noel Chabeuf	26.70	42.70
Senegal	Pilot Female Literacy	1996	Active	Education	Rosemary Bellew	12.6	29.90
Guinea Bissau	Primary Education	1997	Active	Education	Carmen E. Perez-Castaño	14.30	18.80
Mauritania	Rain-fed Natural Resource Management	1997	Active	Agriculture	Abdelkarim Oka	18.00	25.90
Senegal	Sustainable Participatory Energy Management	1997	Active	Environment	Boris Enrique Utria	5.20	19.90
Benin	Borgou Pilot RSP	1998	Closed	Agricultural	Noel Chabeuf	4.00	5.00
Benin	Social Fund	1998	Active	Social Protection	John Elder	16.70	20.60
Burkina Faso	National Agricultural Services II	1998	Active	Agriculture	Turto Turtiainen	87.20	100.00
Chad	Household Energy	1998	Active	Electric Power and Energy	Michael Layec	5.28	6.31
Mali	Grassroots Initiative to Fight Hunger and Poverty	1998	Active	Social Protection	Abdelkarim Oka	21.50	23.00
Gambia	3 <sup>rd</sup> Education Sector	1999	Active	Education	Rosemary Bellew	20.00	51.30
Guinea	Village Community Support (VCSP)	1999	Active	Multi-Sector	Suzanne Piriou-Sall	22.00	38.70
Senegal	Support to Producers' Organizations and Agricultural Services	1999	Active	Agriculture	Marie-Helene Collion & Leopold Sarr	27.40	47.10
Mali	National Rural Infrastructure (NRIP)	2000	Active	Agriculture	E. Betubiza	115.10	139.30
Mauritania	Integrated Development	2000	Active	Agriculture	Abdelkarim Oka	38.10	46.00
Senegal	National Rural Infrastructure (NRIP)	2000	Active	Multi-sector	Thiam Moctar	28.50	42.90

Burkina Faso	Community Based Rural Development (CBRD)	2001	Active	Multi-Sector	J. Hopkins & Emanuel Nikiema	66.70	114.85
Niger	Water Sector	2001	Active	Water Supply & Sanitation	Matar Fall	48.00	79.40
Senegal	Long Term Water Sector	2001	Active	Water Supply & Sanitation	Matar Fall	125.00	270.76
Benin	HIV/AIDS Multisector Project	2002	Active	HIV/AIDS	Nicolas Ahouissoussi	23.00	25.43
Burkina Faso	HIV/AIDS Disaster Response	2002	Active	HIV/AIDS	Miriam Schneidman	26.30	34.50
Chad	Local Development Project	2003	Active	Multisector	Francois Rantrua	45	55.00
Niger	Community Action Program (CAP)	2003	Active	Multi-Sector	Daniel Sellen	30.00	38.00
<b>Total</b>						<b>929.58</b>	<b>1462.55</b>

## Annex B. Nkayi District Formal and Informal Systems

*Source:* Frances Cleaver 1998

**“The formal system:** In Nkayi District, western Zimbabwe, water is supposedly managed at community level through formal waterpoint committees usually made up of three women (representing users) and one man (representing ‘authority’). The committee is technically a subcommittee of the village development committee, and is part of a tiered maintenance system involving structures at ward and district levels. The system is based on the concept of establishing one committee for each waterpoint, representing the users of that point, and great emphasis is placed in training on encouraging a sense of ‘ownership’ for the waterpoint. Training also emphasizes the requirement that committee members are elected, that meetings are held regularly, and that proper minutes are taken. The committee is expected to undertake routine preventive and minor corrective maintenance, and to guide the community in agreeing rules or byelaws relating to the waterpoint. Models of such by-laws are given at training sessions. This formal management system is based on the assumption that people will use and manage one water source only, and that there is a need to restrict irresponsible use of the water source. But research in Nkayi District has uncovered local practices of water use and decisionmaking that are contrary to the formal system as manifested through committee structures.

**Local principles:** Many local principles of water use and management are not explicit rules or regulations but rather customs and conventions, or what people suggest is the ‘right way of doing things’. These often predate (by many decades!) the establishment of waterpoint, committees.

*Open access and the use of multiple water sources:* People prefer to maintain access to a number of different water sources over a wide area, not just to the local one that they ‘own’. This is partly because certain sources are preferred for particular purposes. It is also for ‘insurance’ reasons, because if one source dries up, breaks down, or access to it is restricted, the users want to be sure of being able to draw water elsewhere. The Nkayi people believe strongly that everyone should have access to water sources to secure at least the minimum necessary for survival. But such universal access becomes increasingly disputed during dry months. As water sources diminish, some users (often committee members) try to conserve the remaining supplies by restricting access to community members in the immediate vicinity and to those who have participated in implementation. Such action is reinforced in many cases by ‘ownership’ messages introduced by project mobilization and implementation activities.

*Scarcity, conventions:* People in Nkayi use very small quantities of water for domestic purposes (estimated at a maximum of 8 to 10 liters per person per day in the dry season - a desirable amount would be 15 to 20 l/p/d). Even when water is relatively plentiful (for example, at a fast-flowing borehole), people do not increase the amount they use substantially. There are two likely reasons for this: first, the deeply rooted fear of drought and the perception of water as a scarce resource means that people habitually employ practices which are water conserving. Secondly, water-use is partly determined by who and how many in the family can collect water -those households with lots of small children and only one adult to carry water use relatively small quantities.

*Water-use preferences:* The Nkayi men and women have markedly different priorities where water use is concerned - men want to ensure that they can water their cattle, whilst women are more preoccupied with having enough water for drinking, washing, and cleaning.

*Ownership equals access? :* As people use multiple water sources over a wide area, the administrative boundaries through which water is managed are not necessarily appropriate. The waterpoint committees are largely established on the basis of village boundaries and are ineffective in area wide resource management, as they have no remit outside their own restricted area. This is the case even if

people of that community depend on 'external' sources of water (a distant borehole or a dam) for their livelihoods. Attempts to introduce greater 'ownership' of new water supplies may result in restricting access. It is generally the poorer households and families living on the outskirts that suffer from such restricted access. So, under such ownership policies, improved management of the waterpoint can on occasion be achieved at the expense of equity. People's preferences regarding different sources of water are complex and their choice of waterpoint not attributable to single factors such as cleanliness or time. Additionally, people do not generally use water sources irresponsibly as their proper use is defined by custom and practice. Project mobilization needs to take account of such complexities and to recognize local cultures of water use.

*Decisionmaking:* Committees are not necessarily the Nkayi villagers' preferred way of conducting local business. In fact, most decisions of importance (such as restricting access to the water source, or rationing the amount of water available, or deciding to make cash contributions for maintenance), are made at 'meetings of the people' nominally held under the auspices of the village development committee. A number of decisionmaking principles are apparent at community level. The villagers believe that everyone potentially affected by a decision should be present when it is made; therefore meetings of all available adults in the community are held to discuss issues of water-resource management (and other related issues, such as grazing). Wherever possible the use and regulation of local resources is conducted both through informal decisionmaking and through adhering to custom and practice. Meetings are only held when a problem arises and action taken only when absolutely necessary. Many of the resource use management and decision making arrangements are strongly influenced by the desire to avoid conflict between neighbors."

## Annex C. Comparative Socioeconomic Indicators

	HDI Rank 1995 out of 174 countries	HDI Rank 2001 Out of 162 Countries	GDP Per Capita (PPP* US\$) 1992	GDP Per Capita (PPP* US\$) 1999	Adult Literacy Rate 1992	Adult Literacy Rate 1999	Life Expectancy 1992	Life Expectancy 1999	Infant Mortality Rate 1992 (per 1000 live births)	Infant Mortality Rate 1999 (per 1000 live births)	Estimated Population 1992 (millions)	Estimated Population 1999 (millions)	Annual Population Growth Rate 1975-1999
Benin	155	147	\$1,630	\$933	32.9%	39%	47.6	53.6	86	99	4.9	9.2	2.90%
Burkina Faso	169	159	\$810	\$965	17.4%	23%	47.4	46.1	130	106	9.5	11.2	2.50%
Chad	162	155	\$760	\$850	44.9%	41%	47.5	45.5	122	118	5.8	7.6	2.60%
Gambia	161	149	\$1,260	\$1,580	35.6%	35.7%	45	49.5	132	61	1	1.3	3.50%
Guinea- Guinea	168	150	\$592	\$1,934	33.0%	35%	44.5	47.1	134	115	6.1	8	2.80%
Bissau	163	156	\$820	\$678	51.7%	37.7%	43.5	44.5	140	128	1	1.2	2.60%
Mali	172	153	\$550	\$753	27.2%	39.8%	46	51.2	159	143	9.8	11	2.40%
Mauritania	150	139	\$1,650	\$1,609	36.2%	41.6%	51.5	51.1	101	120	2.1	2.6	2.60%
Niger	174	161	\$820	\$753	12.4%	15.3%	46.5	44.8	124	162	8.3	10.5	3.20%
Senegal	152	145	\$1,750	\$1,419	30.5%	36.4%	49.3	52.9	68	68	7.7	9.2	2.70%
Sub- Saharan Africa (Average)			\$1,346	\$1,640	54.9%	59.6%	50.8	48.8	97	107			
All Developing Countries			\$2,591	\$3,530	68.3%	72.9%	61.5	64.5	70	61			
World			\$5,410	\$6,980	76.0%	..	62.8	66.7	..	56			

Source: HDI, GDP, Adult Literacy, Life Expectancy, Estimated Population, Annual Population Growth Rates taken from UNDP Human Development Reports 1995, 2001.

\* PPP (Purchasing Power Parity) A rate of exchange that accounts for price differences across countries, allowing international comparisons for real output and incomes. At the PPP US\$ rate, PPP US\$1 has the same purchasing power in the domestic economy as \$1 has in the United States (UNDP).



## **Annex D. Key Principles of Community Empowerment as Articulated in the Africa Region Vision Paper**

1. The CDD program empowers communities by giving them untied funds which allow them to choose their own priorities and implement their own programs.
2. Where no decentralization or local funds exist, start small and grow gradually, so experiments that fail will not be costly.
3. The aim should be to cover communities across entire countries in a relatively short time.
4. Development must be participatory and demand driven. To provide voice to the voiceless, it should have safeguards against social exclusion and elite capture.
5. Devolution to communities and local governments implies that the direction of accountability should be downward to local people, not only upward to central governments and donors.
6. Basic skills garnered through learning by doing must be upgraded steadily with outside support. Local governments and communities must be able to get technical and managerial support on demand.
7. Development has too often been viewed as mainly about physical investment or hardware. CDD emphasizes institutional change and the software of development—empowering and sensitizing people, enhancing transparency changing attitudes.
8. Decentralization should be based on the principle of subsidiarity. That is responsibility for tasks should be devolved to the lowest level of government that can deal effectively with them. Each level should perform tasks according to its comparative advantage.
9. Even after decentralization, many tasks involving scale economies and externalities will remain with higher levels of government. Decentralization should not pit local governments against central governments or sectoral programs. It should be a joint venture of different levels of government.
10. Decentralization must give local governments a predictable, transparent share of revenue (including foreign aid). This will make them financially viable.
11. To promote local “ownership,” communities and local governments must contribute to project costs and operation and maintenance costs, apart from helping with design, implementation, maintenance and monitoring.
12. Targeted schemes should be designed by donors and central governments for objectives which may not be given priority by communities (reaching the poor and the minorities, avoiding environmental damage, combating AIDS).

*Source: Community Driven Development in the Africa Region: From Vision to Practice A Technical Sourcebook (World Bank n.d.).*

## Annex E. CDD Anchor Classification

Country	Name of Project / AAA	Task Manager	IBRD/IDA Amount (US\$ m)	Enabling environment (policy & institutional reforms oriented towards CDD) 2/	Decision making by participatory elected local governments 3/	CDD Type (US\$m) 1/				Participatory Community Development (NOT CDD)
						Community Control and Management of Investment Funds 4/		Community Control without direct Management of Invest. Funds 5/		
						Primary Source of Support to Communities (US\$m)				
Elected local government	Other agency (NGO, private sector, central fund, govt. agency)	Elected local government	Other agency (NGO, private sector, central fund, govt. agency)							
<b>FY96 (Baseline)</b>										
Guinea	Agricultural Services	Piriou-Sall Suzanne	30.0	1.0	0.0	0.0	0.0	0.0	0.0	0.0
Mauritania	Infrastructure & Pilot Dec.	Inal Abdelghani	14.0	11.5	0.0	0.0	0.0	0.0	14.0	15.0
Niger	Natural Resource Management	Chabeuf Noel Rene	26.7	0.3	0.0	0.0	11.0	0.0	2.0	2.3
Senegal	Pilot Female Literacy	Diawara Alassane	12.6	0.0	0.0	0.0	0.0	0.0	0.0	6.0
<b>FY00</b>										
Benin	Labor Force Development Project	Ndao Makha	5.0	0.0	0.0	0.0	0.0	0.0	0.0	2.0
Chad	Health Sector Support Project	Lioy Michele L.	41.5	0.0	0.0	0.0	0.0	0.0	0.0	10.0
Guinea	Capacity Building for Service Delivery	Chizungu Rudy R.	19.0	0.0	0.0	0.0	0.0	0.0	0.0	7.0
Mali	Improving Learning in Primary Schools	Prouty Robert S.	3.8	0.0	0.0	0.0	0.0	0.0	0.0	1.2
Mali	Rural Infrastructure	Betubiza Eustacius N.	115.1	0.0	0.0	0.0	0.0	0.0	0.0	50.0
Mauritania	Cultural Heritage	Mazurelle Jean	5.0	0.0	0.0	0.0	0.0	0.0	0.0	2.0
Niger	Agro-pastoral Export Promotion	Salifou Mahaman	10.4	0.0	0.0	0.0	8.0	0.0	5.0	9.5
Senegal	National Rural Infrastructure Project	Thiam Moctar	28.5	9.9	0.0	0.0	0.0	12.3	12.3	9.7
Senegal	Quality Education For All Program	English Linda K.	50.0	2.0	0.0	0.0	0.0	0.0	2.0	1.0
<b>FY01</b>										
Burkina Faso	Community-Based Rural Dev.	Hopkins Jane C.	67.7	16.6	0.0	0.0	0.0	30.0	8.5	46.9
Burkina Faso	Ouagadougou Water Supply	Ouayoro Eustache	70.0	0.0	0.0	0.0	0.0	0.0	0.0	20.0
Gambia, The	HIV/AIDS Rapid Response Project	May John F.	15.0	8.2	0.0	0.0	0.0	4.1	8.2	5.3
Mali	Education Sector Expenditure	Prouty Robert S.	45.0	0.0	0.0	0.0	0.0	0.0	0.0	15.0
Niger	Water Sector Project	Fall Matar	48.0	6.0	0.0	0.0	0.0	0.0	0.0	6.5
Senegal	Long Term Water Sector Project	Verspyck Richard	125.0	20.3	0.0	0.0	0.0	0.0	7.5	14.1
Senegal	Social Development Fund Program	Diawara Alassane	30.0	0.0	0.0	5.0	0.0	0.0	5.0	8.0
			400.70	51.1	0.0	5.0	0.0	34.1	29.2	115.8
<b>FY02</b>										
Benin	Cotton Sector Reform Program	Badiane Ousmane	18.0	4.7	0.0	0.0	0.0	0.0	0.0	4.7
Benin	HIV/AIDS Multi Sector	Ahouissoussi Nicolas	23.0	10.0	0.0	0.0	0.0	0.0	4.0	8.0
Burkina Faso	HIV/AIDS Disaster Response	Schneidman Miriam	22.0	0.0	0.0	0.0	5.1	0.0	0.0	0.0
Burkina Faso	Competitiveness & Enterprise Dev.	Nankobogo Francois	25.0	8.0	0.0	0.0	0.0	0.0	5.0	0.0
Burkina Faso	Urban Environment Supplemental	Ouayoro Eustache	37.0	1.5	0.0	0.0	0.0	0.0	0.0	0.0
Chad	Education Reform	Ezzine Mourad	30.0	2.0	0.0	0.0	5.3	0.0	0.0	2.0
Guinea	Education for All	Maiga-Toure Aminata	70.0	0.0	0.0	0.0	15.0	0.0	0.0	15.0
Guinea	SAC IV	Larbi Ezzeddine	50.0	50.0	0.0	0.0	0.0	0.0	0.0	0.0
Guinea	Third Water Supply (Supplemental)	Badjo Yao	25.0	0.0	0.0	0.0	0.0	0.0	12.0	0.0
Guinea	Guinea Rural Energy	Bouzaher Noureddine	5.0	0.0	0.0	0.0	0.0	0.0	0.0	1.2
Mali	Agricultural & Producer Orgs.	Moreau Daniel	43.5	13.0	0.0	5.8	2.4	2.4	4.4	9.5

Mali	Household Energy and Universal Access	Floor Willem M.	59.0	0.0	0.0	0.0	0.0	0.0	0.0	10.0
Mauritania	Education Sector Development	Ezzine Mourad	49.2	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Mauritania	Urban Development Program	Inal Abdelghani	70.0	0.0	0.0	0.0	0.0	0.0	6.0	16.7
Niger	HIV/AIDS Prevention and Care	Vaillancourt Denise	15.0	8.0	0.0	0.0	3.5	0.0	0.5	0.0
Niger	Private Irrigation Promotion	Sellen Daniel M.	39.0	0.0	0.0	0.0	18.0	0.0	0.0	24.0
Senegal	HIV/AIDS Prevention	Bach-Baouab Anwar	30.0	0.5	0.0	0.0	10.0	0.0	3.5	0.0
Senegal	Nutrition Enhancement Program	Rokx Claudia	40.5	0.0	0.0	0.0	0.0	0.0	5.0	10.0
<b>FY03</b>										
Benin	Power VII	Said R. Mikhail	35.0	15.0	0.0	0.0	0.0	0.0	0.0	0.0
Chad	Agric.Services and Producer Org.	Seck Ousmane	45.0	19.0	0.0	0.0	0.0	0.0	42.0	0.0
Chad	Local Development (PRODEL)	Rantrua Francois	45.0	10.0	0.0	0.0	30.0	30.0	0.0	47.0
Chad	Local Development Project (PROSE)	Ousmane Seck	45.0	22.0	0.0	5.0	0.0	12.0	30.0	10.8
Gambia, The	Community-Driven Rural Services Support	Ouedraogo Ismael	10.0	0.0	0.0	0.0	0.0	0.0	5.0	0.0
Guinea	HIV/AIDS Global Mitigation Support	Marek Tonia	30.0	5.0	0.0	0.0	9.0	0.0	0.0	0.0
Guinea	Mining Communities Development	Hendriks Heinz	7.0	3.5	1.0	1.0	1.0	0.0	0.0	2.0
Guinea-Bissau	HIV/AIDS Global Mitigation Support	Fauliau Christian	8.0	2.0	0.0	4.0	7.0	6.0	2.0	0.0
Guinea-Bissau	Water/Energy	Badjo Yao	20.0	0.0	0.0	0.0	0.0	0.0	0.0	10.0
Mali	Community-Based Rural Dev.	Oka Abdelkrim	50.0	3.0	10.0	5.0	5.0	5.0	20.0	34.0
Mali	Strengthen Decentral. Service Delivery	Heidenhof Guenter	8.0	0.0	4.0	0.0	0.0	0.0	0.0	0.0
Niger	Community Action Program	Sellen Daniel M.	30.0	5.0	8.0	8.0	0.0	8.0	0.0	14.0
Niger	Education APL	Radji Rachidi B.	30.0	0.0	0.0	0.0	0.0	0.0	0.0	10.0
Senegal	Public Service Reform & Capacity Building	Atomate Armand E.	35.0	5.0	0.0	0.0	0.0	0.0	0.0	0.0
Senegal	Electricity Project	Mikhail Said R.	50.0	30.0	0.0	0.0	0.0	0.0	25.0	0.0

## Annex F. List of 139 Projects and Sectoral Details

Project Description	Country	Sector Group	LIL	Approval Date	Orig Closing Date	IBRD/IDA Amt
Second Small Rural Operations Project	Senegal	Agriculture	SIL	3/21/1989	6/30/1998	16.1
Human Resources Development Project : Population and Health	Senegal	Hlth, Nutn & Popultrn	SIL	5/30/1991	12/31/1995	35
Public Works and Employment Project	Senegal	Social Protection	SIL	12/14/1989	10/31/1992	20
Second Public Works and Employment Project	Senegal	Social Protection	SIL	5/21/1992	6/30/1996	39
Municipal and Housing Development Project	Senegal	Urban Development	SIM	3/15/1988	3/31/1995	46
Second Agricultural Research Project	Senegal	Agriculture	SIL	3/22/1990	12/31/1995	18.5
Second Human Resources Development Project (Education 5)	Senegal	Education	SIL	3/18/1993	6/30/1999	40
Community Nutrition Project	Senegal	Hlth, Nutn & Popultrn	SIL	5/16/1995	6/30/2000	18.2
Pilot Female Literacy Project	Senegal	Education	SIL	6/4/1996	2/28/2003	12.6
HIV/AIDS Prevention and Control Project	Senegal	Hlth, Nutn & Popultrn	APL	N/A	N/A	
Urban Development and Decentralization Program Project	Senegal	Urban Development	SIL	11/20/1997	6/30/2003	75
Long-Term Water Sector Project	Senegal	Water Supply & Santrn	SIL	3/6/2001	12/31/2007	125
Social Development Fund Project	Senegal	Social Protection	APL	12/20/2000	12/31/2004	30
Sustainable and Participatory Energy Management Project	Senegal	Environment	SIL	6/12/1997	12/31/2004	5.2
Agricultural Export Promotion Project	Senegal	Agriculture	SIL	12/9/1997	12/31/2002	8
National Rural Infrastructure Project	Senegal	Multisector	APL	1/27/2000	6/30/2005	28.5
Distance Learning Project (LIL)	Senegal	Education	LIL	6/29/2000	4/30/2004	2.1
Agricultural Services and Producer Organizations Project	Senegal	Agriculture	APL	5/20/1999	6/30/2003	27.4
Second Transport Sector Project	Senegal	Transportation	SIL	3/30/1999	6/30/2005	90
Integrated Health Sector Development Program Project	Senegal	Hlth, Nutn & Popultrn	SIL	9/4/1997	6/30/2003	50
Endemic Disease Control Project	Senegal	Hlth, Nutn & Popultrn	SIL	5/8/1997	12/31/2002	14.9
Quality Education for All Project	Senegal	Education	APL	4/11/2000	12/31/2003	50
National Agricultural Research Project	Niger	Agriculture	SIL	4/10/1990	12/31/1995	19.9
Population Project	Niger	Hlth, Nutn & Popultrn	SIL	4/30/1992	6/30/1997	17.6
Agricultural Services Project	Niger	Agriculture	SIL	4/21/1992	6/30/1998	18
Small Rural Operations Project	Niger	Agriculture	SIL	3/29/1988	6/30/1996	9.3
Public Works and Employment Project	Niger	Social Protection	SIL	2/19/1991	12/31/1994	20
Pilot Private Irrigation Promotion Project	Niger	Agriculture	SIL	4/18/1995	6/30/2000	6.8
Natural Resource Management Project	Niger	Environment	SIL	12/14/1995	3/31/2002	26.7
Transport Infrastructure Rehabilitation Project	Niger	Transportation	SIL	12/18/1997	1/31/2003	28
Urban Infrastructure Rehabilitation Project	Niger	Urban Development	SIL	5/29/1997	12/31/2001	20
Water Sector Project	Niger	Water Supply & Santrn	SIL	37014	39082	48
Health Sector Development Program Project	Niger	Hlth, Nutn & Popultrn	SIL	9/5/1996	6/30/2002	40
Agro-Pastoral Export Promotion Project	Niger	Agriculture	SIL	6/1/2000	10/31/2005	10.4
Agricultural Services Project	Mauritania	Agriculture	SIL	3/8/1994	12/31/2000	18.2
Health and Population Project	Mauritania	Hlth, Nutn & Popultrn	SIL	11/19/1991	8/30/1998	15.7
Construction Capacity and Employment Project	Mauritania	Social Protection	SIL	2/2/1993	12/31/1997	12
Technical Education and Vocational Training Support Project	Mauritania	Social Protection	SIL	6/22/1993	6/30/1998	12.5
Capacity Building Project for the Development of the Private Sector	Mauritania	Private Sector Devel	TAL	5/23/1995	12/31/1999	7.2
Urban Infrastructure and Pilot Decentralization Project	Mauritania	Transportation	SIL	3/26/1996	12/31/2000	14
Global Distance Learning Center Project	Mauritania	Education	LIL	37216	38748	3.3
General Education Project	Mauritania	Social Protection	TAL	4/18/1995	6/30/2001	35
Rain-fed Natural Resource Management Project	Mauritania	Agriculture	SIL	6/17/1997	3/31/2003	18
Health Sector Investment Project	Mauritania	Hlth, Nutn & Popultrn	SIL	3/31/1998	6/30/2003	24
Integrated Development Project for Irrigated Agriculture	Mauritania	Agriculture	APL	7/8/1999	12/31/2002	38.1
Nutrition, Food Security, and Social Mobilization Project	Mauritania	Hlth, Nutn & Popultrn	LIL	3/15/1999	10/31/2003	4.9

Urban Development Program Project	Mauritania	Urban Development	APL	10/25/2001	12/31/2006	70
Education Sector Development Program Project	Mauritania	Education	APL	10/25/2001	5/31/2006	49.2
Cultural Heritage Project	Mauritania	Environment	LIL	6/30/2000	12/31/2003	5
Mauritania & Senegal - Regional Hydropower Development Project	Mali/Senegal/ Mauritania	Electric Pwr & Engy.	SIL	6/26/1997	6/30/2002	10.5
Second Health, Population and Rural Water Supply Project	Mali	Hlth, Nutn & Popultr	SIL	3/19/1991	12/31/1997	26.6
Natural Resource Management Project	Mali	Environment	SIL	5/26/1992	6/30/1998	20.4
Grassroots Initiatives to Fight Hunger and Poverty	Mali	Social Protection	SIL	4/7/1998	1/31/2004	21.5
Agricultural Services and Producer Organizations Program Project (Phase I)	Mali	Agriculture	APL	37236	38717	43.5
Pilot Private Irrigation Promotion Project	Mali	Agriculture	SIL	5/30/1997	6/30/2002	4.2
Vocational Education and Training Consolidation Project	Mali	Social Protection	SIL	3/14/1996	12/31/2001	13.4
Financial Sector Development Project	Mali	Finance	SIL	6/27/2000	4/30/2006	21
Urban Development and Decentralization Project	Mali	Urban Development	SIL	12/13/1996	12/31/2003	80
Agricultural Trading and Processing Promotion Pilot Project	Mali	Agriculture	SIL	6/1/1995	3/31/2001	6
Education Sector Expenditure Program Project	Mali	Education	APL	12/20/2000	12/31/2004	45
Health Sector Development Program Project	Mali	Hlth, Nutn & Popultr	SIL	12/17/1998	6/30/2004	40
National Rural Infrastructure Program Project	Mali	Agriculture	APL	6/27/2000	12/31/2005	115.1
Improving Learning in Primary Schools Project	Mali	Education	LIL	1/21/2000	6/30/2003	3.8
Social Sector Project	Guinea-Bissau	Hlth, Nutn & Popultr	SIL	2/23/1993	12/31/1997	8.8
Transport and Urban Infrastructure Project	Guinea-Bissau	Urban Development	SIL	6/22/1995	6/30/2000	22
Basic Education Support Project	Guinea-Bissau	Education	SIL	6/10/1997	3/31/2002	14.3
National Health Development Program Project	Guinea-Bissau	Hlth, Nutn & Popultr	SIL	11/25/1997	12/31/2003	11.7
Second Urban Project	Guinea	Urban Development	SIL	3/27/1990	12/31/1995	57
National Agricultural Research and Extension Project	Guinea	Agriculture	SIM	9/15/1988	12/31/1994	18.4
National Agricultural Services Project	Guinea	Agriculture	SIL	34935	35171	35
Second Economic Management Support Project	Guinea	Public Sector Mgmt.	TAL	11/8/1988	6/30/1994	14.5
Socioeconomic Development Support Project	Guinea	Social Protection	TAL	3/28/1989	12/31/1994	9
Health and Nutrition Sector Project	Guinea	Hlth, Nutn & Popultr	SIL	3/1/1994	6/30/2001	24.6
Microfinance Capacity-Building Project	Guinea	Finance	LIL	6/25/1998	12/31/2002	5
Pre-Service Teacher Education Project	Guinea	Education	LIL	7/15/1998	3/31/2002	4.1
National Agricultural Export Promotion Project	Guinea	Agriculture	SIL	7/2/1992	12/31/1999	20.8
Third Urban Development Project	Guinea	Urban Development	APL	4/20/1999	12/31/2002	18
Equity and School Improvement Project	Guinea	Education	SIL	5/9/1995	6/30/2001	42.5
Population and Reproductive Health Project	Guinea	Hlth, Nutn & Popultr	APL	12/1/1998	12/31/2003	11.3
Capacity Building for Service Delivery Project	Guinea	Public Sector Mgmt.	APL	12/21/1999	6/30/2004	19
Education for All Program (Phase I) Project	Guinea	Education	APL	37096	38717	70
Village Communities Support Program (Phase I) Project	Guinea	Agriculture	APL	2/23/1999	6/30/2004	22
Third Water Supply and Sanitation Project	Guinea	Water Supply & Santr	SIL	4/17/1997	12/31/2002	25
Agricultural Services Project	Gambia, The	Agriculture	SIL	1/12/1993	6/30/1999	12.3
Education Sector Project	Gambia, The	Education	SIL	5/24/1990	6/30/1997	14.6
Women in Development Project	Gambia, The	Social Protection	TAL	5/24/1990	12/31/1996	7
Public Works and Capacity Building Project	Gambia, The	Social Protection	SIL	12/14/1993	6/30/1997	11
Capacity Building For Environmental Management Technical Assistance Project	Gambia, The	Environment	SIL	4/12/1994	12/31/1997	2.6
Third Education Sector Program Project	Gambia, The	Education	APL	9/10/1998	4/30/2003	20
HIV/AIDs Rapid Response Project	Gambia, The	Hlth, Nutn & Popultr	APL	1/16/2001	12/31/2005	15
Participatory Health, Population, and Nutrition Project	Gambia, The	Hlth, Nutn & Popultr	SIL	3/31/1998	12/31/2003	18
Poverty Alleviation and Capacity Building Project	Gambia, The	Urban Development	SIL	3/16/1999	12/31/2003	15
Social Development Action Project	Chad	Hlth, Nutn & Popultr	SIL	6/14/1990	6/30/1996	13.4
Education Rehabilitation Project	Chad	Education	SIL	8/2/1988	12/31/1994	22

Public Works and Capacity Building Project	Chad	Social Protection	SIL	5/19/1994	6/30/1999	17.4
Basic Education Project (Education 5)	Chad	Education	SIL	5/25/1993	6/30/1999	19.3
Population and AIDS Control Project	Chad	Hlth, Nutn & Popultn	SIL	3/23/1995	6/30/2001	20.4
Health and Safe Motherhood Project	Chad	Hlth, Nutn & Popultn	SIL	6/14/1994	6/30/2000	18.5
Household Energy Project	Chad	Electric Pwr & Engy.	SIL	6/2/1998	6/30/2003	5.3
Petroleum Sector Management Capacity-Building Project	Chad	Oil & Gas	SIL	6/6/2000	12/31/2005	23.7
Management of the Petroleum Economy Project	Chad	Public Sector Mgmt.	SIL	1/27/2000	6/30/2005	17.5
Second Population and AIDS Project	Chad	Hlth, Nutn & Popultn	SIL	7/12/2001	9/30/2006	24.6
Health Sector Support Project	Chad	Hlth, Nutn & Popultn	SIL	4/27/2000	12/31/2005	41.5
Second Urban Project	Burkina Faso	Urban Development	SIM	10/24/1989	6/30/1996	22.2
Fourth Education Project	Burkina Faso	Education	SIL	5/21/1991	6/30/1998	24
Public Works and Employment Project	Burkina Faso	Social Protection	SIL	6/27/1991	6/30/1995	20
Food Security and Nutrition Project	Burkina Faso	Agriculture	SIL	7/9/1992	6/30/1999	7.5
Environmental Management Project	Burkina Faso	Environment	SIL	4/25/1991	12/31/1998	16.5
Public Institutional Development Project	Burkina Faso	Public Sector Mgmt.	TAL	6/4/1992	3/31/1997	15
Health and Nutrition Project (PDSN)	Burkina Faso	Hlth, Nutn & Popultn	SIL	3/31/1994	12/31/1999	29.2
Population and AIDS Control Project	Burkina Faso	Hlth, Nutn & Popultn	SIL	5/31/1994	6/30/2000	26.3
Basic Education Sector Project	Burkina Faso	Education	SIL	37278	39082	32.6
Mining Sector Capacity Building and Environmental Management Project	Burkina Faso	Mining	SIL	6/30/1997	12/31/2002	21.4
Second National Agricultural Services Development Project	Burkina Faso	Agriculture	SIL	7/1/1997	12/31/2001	41.3
Urban Environment Project	Burkina Faso	Urban Development	SIL	5/23/1995	3/31/2001	37
Post-Primary Education Project	Burkina Faso	Education	SIL	12/24/1996	6/30/2002	26
Ouagadougou Water Supply Project	Burkina Faso	Water Supply & Santrn	SIL	3/20/2001	12/31/2007	70
Community-Based Rural Development Project	Burkina Faso	Agriculture	APL	11/30/2000	6/30/2006	66.7
Pilot Private Irrigation Development Project	Burkina Faso	Agriculture	TAL	1/12/1999	12/31/2003	5.2
HIV/AIDS Disaster Response Project	Burkina Faso	Hlth, Nutn & Popultn	APL	7/6/2001	12/31/2005	22
Telecommunications Project	Benin	Telecommunications	SIM	11/8/1988	12/31/1993	16
Community Based Food Security Project	Benin	Agriculture	SIL	4/12/1994	12/31/1999	9.7
Rural Water Supply and Sanitation Project	Benin	Water Supply & Santrn	SIM	6/7/1994	12/31/1997	9.8
Natural Resources Management Project	Benin	Environment	SIL	3/24/1992	12/31/1997	14.1
Urban Rehabilitation and Management Project	Benin	Urban Development	SIL	2/18/1992	12/31/1997	22.8
Rural Savings and Loan Rehabilitation Project	Benin	Agriculture	SIL	1/30/1990	12/31/1995	2.5
Education Development (Third Education) Project	Benin	Education	SIL	5/17/1994	2/29/2000	18.1
Environmental Management Project	Benin	Environment	SIL	5/2/1995	12/31/1999	8
Transport Sector Investment Program Project	Benin	Transportation	SIL	10/31/1996	12/31/2001	40
First Decentralized City Management Project	Benin	Urban Development	APL	6/3/1999	6/30/2003	25.5
Borgou Region Pilot Rural Support Project	Benin	Agriculture	LIL	6/16/1998	0/0/0000	4
Distance Learning Project (LIL)	Benin	Education	LIL	2/18/2000	0/0/0000	1.8
Multi-Sectoral HIV/AIDS Project	Benin	Hlth, Nutn & Popultn	APL	37260	38975	23
Health and Population Project	Benin	Hlth, Nutn & Popultn	SIL	5/30/1995	6/30/2001	27.8
Social Fund Project	Benin	Social Protection	SIL	5/19/1998	12/31/2003	16.7
National Parks Conservation and Management Program Project	Benin	Environment	SIL	36615	38717	
Private Sector Development Project	Benin	Private Sector Devel	SIL	11/30/1999	12/31/2004	30.4
Labor Force Development Project	Benin	Education	LIL	6/9/2000	6/30/2004	5
Cotton Sector Reform Project	Benin	Agriculture	SIM	37278	38898	18

1. The Agriculture projects cover a range of subsectors: extension, research, irrigation and drainage, credit, agency reform. Some of the latest initiatives like the Village Community Support Program in Guinea and the Borgou Region Pilot Rural Support Project in Benin are more multi-

sectoral in rural space rather than being purely agriculture projects.<sup>32</sup> However, in the lending database they continue to be classified as agriculture projects, which is misleading.<sup>33</sup> The popularity of the participatory approach to development has led to design of community-based components even in those sectors where traditionally Bank projects have supported little participation. For example, the Senegal Agriculture Services and Producer Organization Project seeks to make agriculture research and extension responsive to the needs of producers while at the same time developing their organizational and technical capacity to formulate their demands.

2. Social Protection projects have also been implemented in the Sahel region, with a primary focus on the building and maintenance of infrastructure, and the creation of temporary jobs to support labor markets. However only two projects are categorized as Social Fund though there were some AGETIP projects in the late 1980s and early 1990s in Senegal. These were labeled as social protection. All tend to implicate local communities in the management and maintenance of the projects to some degree. Most transport projects involve an effort to improve the government's capacity to manage and implement improvements and construction of road works in their countries. In addition, focus is given to developing the private sector of these countries to better implicate them in the completion of road work projects. In more recent projects, efforts have been made to increase the involvement of local communities as well. Several of the Health, Nutrition and Population sector projects are first and second generation HIV/AIDS projects. Some of the first generation AIDS projects are actually health projects with an HIV/AIDS component. In Africa the Bank has recently launched a multi-country HIV/AIDS program for Africa (MAP) approved in September 2000 to accelerate and build capacity in both civil society and the public sector to deal with the HIV/AIDS epidemic. Some of the later projects in West Africa a part of the MAP initiative. However the CDD component in these projects is small (as in the case of the Burkina Faso HIV AIDS Disaster Response and Benin HIV/AIDS multi sector projects). The vast majority of the **education** projects focused primarily on primary education, with a few secondary and tertiary educations projects as well. The primary education projects focused on the construction and renovation of primary level schools, as well as the promotion of gender-balanced enrollment. Some vocational and distance learning projects, which include support for modernizing educational facilities are also included.<sup>34</sup>

3. The majority of the **urban** projects involve the building or improvement of urban infrastructures, including roads, septic systems, waste removal systems, seaports and airports. Employment markets are also expected to benefit from the job creation that such projects would bring. Local government capacity building to manage and maintain these infrastructures are also a focus. The **Water supply and Sanitation projects** focus on improving health by increasing access to safe and affordable water and sanitation in both rural and urban areas. An increase in private sector participation is also a goal of the projects, as is capacity building activities aimed at increasing the chances of successful community management and maintenance of the project, contributing to the chances for sustainability.

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32. While seeking to strengthen local governance in rural Guinea the Guinea Village Community Support Program is to also help finance basic social infrastructure such as education, health, drinking water and sanitation facilities and village access roads. One component of the Borgou Pilot similarly is to support community based local development through the financing of priority village infrastructure (storage facilities, bottom lands, rural roads and tracks, water points, wells etc.), promotion of natural resource management technologies and extension adaptive research and technical support for the target beneficiary groups.

33. However, the appraisal document for the Guinea project on the other hand classifies it as a multi-sectoral project.

34. For example, the Distance Learning Project in Senegal is expected to strengthen Senegalese public, private and community organizations by providing wider access to a greater range of training for the leaders and staff of these organizations. However, development and maintenance of a modern distance learning center is the primary focus of the project.

4. Several of the Environment projects deal with natural resource management: known as the 'gestion des terriors' projects in West Africa or the Community Based Natural Resource Management projects of the English speaking world. See Annex J for details on the gestion des terriors approach. Given the desert or semi desert conditions that prevail in this region and the low level of rainfall that is unevenly distributed and highly variable management of natural resources is crucial to the region.



## Annex G. Lessons on Community-Driven Development

### Operations Evaluation Department, 08/01/2000

#### Context

These lessons emerged from a request received from the President and senior management (of the World Bank) for guidance on reforming community-driven development programs in the Bank's borrower countries. It is based on a review of project evaluations conducted by OED over a ten-year period, (FY 1988 to FY1999). Existing literature on the subject and other relevant areas were reviewed for an assessment of the effectiveness of these programs.

The 1996 World Bank Participation Sourcebook notes that community organizations work best when:

- groups (or communities) address a felt need and have a common interest i.e., they are more likely to mobilize themselves and work with support agencies to change their situation than if the problem was applied to only a few members; · the benefits to the individuals within the communities outweigh the costs of their participation in the project;
- there is clear understanding of the benefits and desired changes to be derived from the project;
- the groups (or communities) have the capacity, leadership, knowledge and skills needed to manage the tasks for implementing the project;
- groups (or communities) are capable of making and enforcing their own rules and regulations; and
- an inclusive decisionmaking process exists from the project design phase and throughout the project life (by the local people within the various communities), so as to contribute to increasing the likelihood of project sustainability (World Bank 1996a, p. 156).

Bearing this conceptual framework of these programs in mind, a detailed analysis of some of these projects were reviewed and the findings and lessons learned from the analysis of the projects are given below.

#### Findings

Forty-eight projects were reviewed in preparing the analysis for the briefing to the President. Of these projects, 21 were Social Funds projects, 9 were Slum Upgrading and 18 were identified as Other Community-driven projects. The Other community-driven projects entailed those projects with a component which aimed at community participation or involvement. The Other Community-driven projects identified were spread among various sectors: 6 of the projects were Health, Nutrition and Population projects, 5 were Rural Development, 4 were on Education, 2 on Water and Sanitation, and 1 on Environment. Real disbursements for the projects totaled \$1.8 billion, of which \$598 million were for Social Funds, \$719 million for other community-driven projects, and \$526 million was for the slum upgrading projects. Table 1, provided below, shows the percentage ratings of the projects reviewed. It also shows the respective rating comparison in relation to all Bank projects (*see below*).

**Table 1. Comparison of Community-driven projects with all Bank projects closing FY1988 through FY1999 (in percentages)**

<i>Project types</i>	<i>No. of projects</i>	<i>Satisfactory Outcomes</i>	<i>Likely Sustainable</i>	<i>Substantial Institutional Development Impact</i>
Social Funds	21	90	33	57
Slum Upgrading	9	78	30	22
Other Community-driven projects	18	74	41	41
All Community-driven projects	48	81	35	40
All Bank projects	2,667	76	47	30

Source: Databases of Operations Evaluation Department and Social Protection Unit.

OED rated the outcome of 76 percent of *all* projects completed for the period as satisfactory, but rated the satisfactory outcome of all the community-driven projects reviewed at 81 percent, indicating that community-driven projects were better performing.

With respect to institutional development impact, 40 percent of all community driven development projects reviewed were rated as substantial, outperforming all Bank projects by 10 percentage points.

However, in terms of the likelihood of project sustainability, only 35 percent of the community driven projects were rated as likely to provide sustainable benefit streams (in comparison to all Bank projects which was calculated at 47 percent). This finding on the low likelihood of sustainability for these projects raised a concern for sustainability in the future design and implementation of community-driven projects.

### Lessons

The main lessons of experience which emerged from the projects reviewed were as follows:

- successful community-driven projects have included those with a decentralized financial management system in which there was a *high level of local participation*;
- successful community-driven projects have been those in which *funds were locally generated* to cover the ongoing operational costs of the project; and
- *sound performance monitoring and evaluation systems* were developed and utilized throughout the lives of those projects which were highly successful.

### Sources:

Evaluation Reports Database, Operations Evaluation Department, World Bank.  
 Performance Ratings Database, Operations Evaluation Department, World Bank.  
 Social Protection Database, Human Development Network, World Bank.

### Suggested readings:

*The World Bank Participation Source Book*, World Bank, Washington D.C, February, 1996.

For more information on this subject or to receive information on other Operations Evaluation Department products, please contact the Operations Evaluation Department at: [eline@worldbank.org](mailto:eline@worldbank.org),

Tel: (202) 458-4497, Partnerships and Knowledge Programs, World Bank Group, 1818 H Street, Rm. H3-304, Washington, DC 20433 or visit our website at: <http://www.worldbank.org/oed/>

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## Annex H. Community-Based Land Management or Gestion des Terroirs Approach

1. A *terroir* is a physical area of land regularly used by a community for its subsistence. This community, whether a part of one village or a group of villages, is bound together by common interests in the agricultural, forest, pastoral, wild game and fish resources of the territory. The *terroir* approach gives responsibility for management of these natural resources in the *terroir* to the local communities. The aim is to create the conditions for the use of natural resources that are sustainable, environment-friendly, socially and economically appropriate. The approach requires that communities come together and prepare a 'Terroir Management Plan' for the natural resources in the area. Since it deals with a range of natural resources, the plan needs to be long term and include land-use rules governing access to and exploitation of common assets such as pasture, forests, and water. Specific land improvement investments are made mainly on common lands but may also be made on individual holdings. A key principle of this approach is tailoring interventions to the local context as each area of land has its own characteristics and dynamics. A blue print approach cannot work. In addition, the communities need to have an interest in implementing the plan. Hence the need for the plan to be designed by the community. However, the local government plays a crucial role in providing technical assistance and guidance. NGOs can also play a major role in helping communities come together to develop such plans. Secure land tenure rights and clear legislation governing the use of resources are crucial to the success of the approach.

2. During the 1990s the Bank has provided support for the *terroir* approach in several countries in the region: Burkina Faso, Benin, Mali and Niger. Bank projects were designed to be first phases of long-term 20-year programs. Besides supporting the development of *Terroir* Management Plans in a defined area these projects were also meant to help strengthen national level institutions associated with natural resource management. In *Niger* the Natural Resource Management Project was the first five year time slice of a long term community based natural resources management program for the country with the goal of slowing down, stopping and ultimately reversing the process of land and natural resource degradation in the country. The *Mali* Natural Resource Management Project was to be the first time slice of long term national plan to provide necessary support to village communities to enable them to establish implement and manage village management plans covering the natural resources in their communities. The *Benin* Natural Resource Management Project was to test in representative zones, a model for rural development that would promote more sustainable and responsible management of renewable natural resources by organized rural communities. Most first phase projects are now complete and have helped associated groups and communities acquire effective skills and develop local institutions to implement ecologically sustainable land and natural resource management plans. Some of these projects have closed and in most cases, the second phase has not followed, nor is it planned.

## Annex I. Total Cost Per Village/CRD/per Hectare

Project Name	FY	Total Cost	Total IDA	Number of Beneficiaries Covered by Project	Total Cost/Beneficiary	Total IDA / Community
<b>Benin Borgou Pilot Project (Option 1)</b>	1998	Total Cost	Total IDA	Number of Villages	Total Cost/Village	Total IDA Cost/Village
Phase 1 (LIL)		\$5,000,000	\$4,000,000	259	\$19,305.02	\$15,444.02
<b>Benin Borgou Pilot Project (Option 2)</b>	1998	Total Cost	Total IDA	Number of People	Total Cost/Person	Total IDA Cost/Person
Phase 1 (LIL)		\$5,000,000	\$4,000,000	450,000	\$11.11	\$8.89

<b>Guinea Village Community Support Program (Option 1)</b>	1999	Total Cost	Total IDA	Number of CRDs	Total Cost/CRD	Total IDA Cost/CRD
Phase 1		\$38,700,000	\$22,000,000	100	\$387,000.00	\$220,000.00
Phase 2		\$70,000,000	\$35,000,000	303	\$231,023.10	\$115,511.55
Phase 3		\$88,000,000	\$42,000,000	*	\$290,429.04	\$138,613.86
Total		\$196,700,000	\$99,000,000	303	\$649,174.92	\$326,732.67
<b>Guinea Village Community Support Program (Option 2)</b>	1999	Total Cost	Total IDA	Number of People (based on estimates of CRD population given in PAD)	Total Cost/Person	Total IDA Cost/Person
Phase 1		\$38,700,000	\$22,000,000	1,379,300	\$28.06	\$15.95
Phase 2		\$70,000,000	\$35,000,000	4,179,279	\$16.75	\$8.37
Phase 3		\$88,000,000	\$42,000,000	4,179,279	\$21.06	\$10.05
Total		\$196,700,000	\$99,000,000	4,179,279	\$47.07	\$23.69
<b>Guinea Village Community Support Program (Option 2.1) Adjusted for population growth</b>	1999	Total Cost	Total IDA	Number of People	Total Cost/Person	Total IDA Cost/Person
Phase 1		\$38,700,000	\$22,000,000	1,379,300	\$28.06	\$15.95
Phase 2		\$70,000,000	\$35,000,000	4,613,923	\$15.17	\$7.59
Phase 3		\$88,000,000	\$42,000,000	5,483,211	\$16.05	\$7.66
Total		\$196,700,000	\$99,000,000	5,483,211	\$35.87	\$18.06
<b>Guinea Village Community Support Program (Option 3)</b>	1999	Total Cost	Total IDA	Number of People (based on Country at a Glance Statistics)	Total Cost/Person	Total IDA Cost/Person
Phase 1		\$38,700,000	\$22,000,000	1,587,000	\$24.39	\$13.86
Phase 2		\$70,000,000	\$35,000,000	4,761,000	\$14.70	\$7.35
Phase 3		\$88,000,000	\$42,000,000	4,761,000	\$18.48	\$8.82
Total		\$196,700,000	\$99,000,000	4,761,000	\$41.31	\$20.79

Guinea Village Community Support Program (Option 3.1) Adjusted for population growth	1999	Total Cost	Total IDA	Number of People	Total Cost/Person	Total IDA Cost/Person
Phase 1		\$38,700,000	\$22,000,000	2,479,400	\$15.61	\$8.87
Phase 2		\$70,000,000	\$35,000,000	5,751,288	\$12.17	\$6.09
Phase 3		\$88,000,000	\$42,000,000	6,246,432	\$14.09	\$6.72
Total		\$196,700,000	\$99,000,000	6,246,432	\$31.49	\$15.85

Mauritania Integrated Development Project for Irrigated Agriculture	2000	Total Cost	Total IDA	Number of Hectare	Total Cost/Hectare	Total IDA Cost/Hectare
Phase 1		\$46,000,000	\$38,100,000	3100 ha	\$14,838.71	\$12,290.32
Phase 2		\$45,000,000	\$35,000,000	7800 ha	\$5,769.23	\$4,487.18
Phase 3		\$45,000,000	\$28,900,000	(5200 ha possible)	\$5,769.23	\$3,705.13
Total		\$136,000,000	\$102,000,000	7800-13000	\$17,435.90	\$13,076.92
*Possible Extension in Phase 3		\$45,000,000	\$28,900,000	(5200 ha possible for total of 13,000)	\$3,461.54	\$2,223.08
*Total Possible should Phase 3 Extension take place		\$136,000,000	\$102,000,000	(13000 possible assuming Phase 3 extension)	\$10,461.54	\$7,846.15

Burkina Faso Community-Based Rural Development Project (Option 1)	2001	Total Cost	Total IDA	Number of Villages	Total Cost/Village	Total IDA Cost/Village
Phase 1		\$114,850,000	\$66,700,000	5,000	\$22,970.00	\$13,340.00
Phase 2		\$200,000,000	\$50,000,000	8,000	\$25,000.00	\$6,250.00
Phase 3		\$200,000,000	\$50,000,000	maintenance	\$25,000.00	\$6,250.00
Total		\$514,850,000	\$166,000,000	8,000	\$64,356.25	\$20,750.00
Burkina Faso Community-Based Rural Development Project (Option 2)	2001	Total Cost	Total IDA	Number of People (based on Country at a Glance Statistics)	Total Cost/Person	Total IDA Cost/Person
Phase 1		\$114,850,000	\$66,700,000	5,550,625	\$20.69	\$12.02
Phase 2		\$200,000,000	\$50,000,000	8,881,000	\$22.52	\$5.63
Phase 3		\$200,000,000	\$50,000,000	8,881,000	\$22.52	\$5.63
Total		\$514,850,000	\$166,000,000	8,881,000	\$57.97	\$18.69
Burkina Faso Community-Based Rural Development Project (Option 2.1) Adjusted for population growth	2001	Total Cost	Total IDA	Number of People (based on Country at a Glance Statistics)	Total Cost/Person	Total IDA Cost/Person
Phase 1		\$114,850,000	\$66,700,000	5,550,625	\$20.69	\$12.02
Phase 2		\$200,000,000	\$50,000,000	11,012,440	\$18.16	\$4.54
Phase 3		\$200,000,000	\$50,000,000	12,078,160	\$16.56	\$4.14
Total		\$514,850,000	\$166,000,000	12,078,160	\$42.63	\$13.74

<b>Senegal National Rural Infrastructure Project (Option 1)</b>	2000	Total Cost	Total IDA	Number of CRs	Total Cost/CR	Total IDA Cost/CR
Phase 1		\$42,900,000	\$28,500,000	90	\$476,666.67	\$316,666.67
Phase 2		\$83,000,000	\$49,800,000	320	\$259,375.00	\$155,625.00
Phase 3		\$113,000,000	\$73,400,000	maintenance	\$353,125.00	\$229,375.00
Total		\$238,900,000	\$151,700,000	320	\$746,562.50	\$474,062.50
<b>Senegal National Rural Infrastructure Project (Option 2)</b>	2000	Total Cost	Total IDA	Number of People (based on population of CR as listed in PAD)	Total Cost/Person	Total IDA Cost/Person
Phase 1		\$42,900,000	\$28,500,000	1,350,000	\$31.78	\$21.11
Phase 2		\$83,000,000	\$49,800,000	4,800,000	\$17.29	\$10.38
Phase 3		\$113,000,000	\$73,400,000	4,800,000	\$23.54	\$15.29
Total		\$238,900,000	\$151,700,000	4,800,000	\$49.77	\$31.60
<b>Senegal National Rural Infrastructure Project (Option 2.1) Adjusted for population growth</b>	2000	Total Cost	Total IDA	Number of People	Total Cost/Person	Total IDA Cost/Person
Phase 1		\$42,900,000	\$28,500,000	1,350,000	\$31.78	\$21.11
Phase 2		\$83,000,000	\$49,800,000	5,836,800	\$14.22	\$8.53
Phase 3		\$113,000,000	\$73,400,000	6,355,200	\$17.78	\$11.55
Total		\$238,900,000	\$151,700,000	6,355,200	\$37.59	\$23.87

<b>Niger CAP Project (Option 1)</b>	2003	Total Cost	Total IDA	Number of People (based on Country at a Glance Statistics)	Total Cost/Person	Total IDA Cost/Person
Phase 1		\$38,000,000	\$30,000,000	1,500,000	\$25.33	\$20.00
Phase 2		\$52,000,000	\$40,000,000	3,412,800	\$15.24	\$11.72
Phase 3		\$66,000,000	\$50,000,000	5,199,200	\$12.69	\$9.62
Phase 4		\$80,000,000	\$60,000,000	8,532,000	\$9.38	\$7.03
Total		\$236,000,000	\$180,000,000	8,532,000	\$27.66	\$21.10
<b>Niger CAP Project (Option 1.1) Adjusted for population growth</b>	2003	Total Cost	Total IDA	Number of People	Total Cost/Person	Total IDA Cost/Person
Phase 1		\$38,000,000	\$30,000,000	1,500,000	\$25.33	\$20.00
Phase 2		\$52,000,000	\$40,000,000	4,573,152	\$11.37	\$8.75
Phase 3		\$66,000,000	\$50,000,000	7,431,372	\$8.88	\$6.73
Phase 4		\$80,000,000	\$60,000,000	11,432,880	\$7.00	\$5.25
Total		\$236,000,000	\$180,000,000	11,432,880	\$20.64	\$15.74

Mali National Rural Infrastructure Project	2000	Total Cost	Total IDA	Number of People (based on Country at a Glance Statistics)	Total Cost/Person	Total IDA Cost/Person
Phase 1		\$139,300,000	\$115,100,000	7,416,000	\$18.78	\$15.52
Phase 2		\$180,000,000	\$150,000,000	7,416,000	\$24.27	\$20.23
Total		\$319,300,000	\$265,100,000	7,416,000	\$43.06	\$35.75

### Process for arriving at Cost per Village/CRD/Hectare/Person

**A Note on Total Costs:** Total Costs and Total IDA costs per CRD/CD/Village/Hectare/Person are based on the Total Project costs, divided by the total number of units which the project intends to cover. In some cases, this can seem to be confusing as the total cost per unit are far greater than in the earlier phases of the project. This is due in large part to the compounding of investment made on some groups. For example, in the Guinea Village Community Support Project, Option 4, The total IDA cost per person in Phase 1 is US\$13.86, Phase 2 cost per person is US\$7.35, and Phase 3 cost per person is US\$8.82. The total cost per person is US\$20.79, but the total cost is not an average of the three phases, but rather a simple division of total costs by the total number of people served, in this case over 4.7 million. However, some people will have participated in the project from the beginning of Phase 1, whereas others only became involved in the project during Phase 2. Phase 3 is a maintenance period, in which we can assume all persons involved in the first two phases will continue to benefit. In this light, it can be assumed that the beneficiaries of the first Phase will have benefited more from the project, at least in terms of investment, than beneficiaries in Phase 2, as the beneficiaries who were involved in Phase 1 will have had US\$30.03 worth of investment by the end of, while Phase 2 participants will have had US\$16.17 worth of investment. The overall project cost of US\$196.7 million divided by the total population, however, indicate an overall per person cost of US\$20.79. This method of calculation will be used for all total project costs per unit in this annex, though does not account for the compounding of investment that may be experienced by certain beneficiaries.

**Benin Borgou Pilot Project: Option 1** is based on the Borgou Pilot project of Benin's PAD, which set an original goal of intervening in 250 of the 500 estimated villages in the Borgou region. Recent Project Status Reports indicate that 259 villages have benefited from the project's work, and that number was used to divide the project's overall budget of US\$5 million, including IDA's portion of US\$4 million. This brings the total cost per village to US\$19,305. **Option 2** is based on the statement in the PAD that says the total population of the area concerned by the pilot amounts to 450,000 people. Given the short duration of the project, no adjustment was made for population growth.

**Guinea Village Community Support Project: Option 1** estimated costs for this project based on the number of CRDs (Communautes Rurales de Developpement – clusters of villages by region) that are scheduled to be served by the project. CRDs are the most basic unit with which the project expects to work. The first phase anticipates serving 100 CRDs, and then expanding to reach the rest of the 303 CRDs in the country. Given these goals, the project should expect to spend US\$387,000/CRD in Phase 1, US\$231,000/CRD in Phase 2, US\$290,429/CRD in Phase 3 (maintenance period), and overall, the project will spend an estimated US\$649,175/CRD. **Option 2** attempts to arrive at per person costs for the project. According to an Aide Memoire dated February 2002, the estimated average population of a CRD is 13,793. Using this number, we arrive at a per person cost of the Guinea VCSP project. This calculation is reasonable, given that 31% of the 6.9 million people of Guinea live in urban areas. (The figure of 4,179,279 is based on 13,793 people per CRD, as opposed to 31% of 6.9 million being 4,761,000. The difference between the two calculations is 581,721). **Option 2.1** takes the CRD population estimates from Option 2 and adjusts them for population growth



throughout the duration of the project. Given that the total rural population in this estimate is 4,179,279 (based on 303 CRDs with an average population of 13,793), and the growth rate in Guinea is 2.6% according to the Country at a Glance data, then the rural population can be expected to increase by 108,661 people per year. After twelve years of the project, the population should have increased by around 1,303,932 for a total population of 5,483,211. **Option 3** represents still another method of determining per person costs of the project, based on (i) the total rural population of 4,761,000 (based on 31% of 6.9 million total population) and, (ii) an estimation that Phase 1 will serve roughly a third of this total population. Thus a third of 4,761,000 is 1,587,000. **Option 3.1** takes the figures reached in Option 3, and adjusts them based on an estimate of population growth throughout the 12 years of the project. Guinea's Country at a Glance data lists a population growth rate of 2.6%. Using this figure, an estimation of the population increase throughout the three phases puts population growth at 123,786 people per year, for a total population increase of 1,485,432. This brings the total rural population to 6,246,432 by the end of Phase 3. Note that each phase's population is based on projected population at the *end* of each phase, and that this assumes a constant rate of population growth throughout the course of the project (doesn't account for possible migration, effects of AIDS, etc.). This applies to similar calculations in other projects as well.

**Mauritania Integrated Development Project for Irrigated Agriculture:** This project's costs were estimated based on the number of hectares that were projected to be covered throughout the various stages of the project, as this was the measure used by the PAD. Since it can be assumed that land mass is static, no further estimations were done to account for growth, though this could be a factor in the number of beneficiaries that might be served by this project. Phase 1 sought to rehabilitate 3,000 ha of irrigation areas, and build 100 ha of new irrigation schemes. Phase 2 plans to expand to an additional 4,000 ha of rehabilitated irrigation area, as well as add 700 ha of new irrigation schemes. Phase 3 is designed as a consolidation period, with the possibility of extending the scope of the project by another 4,000 ha of rehabilitated irrigation area and 1,200 ha of new irrigation schemes. This brings the total hectares served under the project to 7,800-13,000 ha, depending on the possible extension during Phase 3. Total costs per hectare are based on the conservative estimate of 7,800 ha rather than 13,000. (This contingency, and its effect on the total project costs are estimated separately and are indicated by \*)

**Burkina Faso Community-Based Rural Development Project:** **Option 1** is an estimation based on the number of villages expected to be served by the project. Phase 1 hopes to directly or indirectly cover 5000 (of which 2000 are marked as directly funded by IDA) of Burkina Faso's 8000 rural villages, and then expand to the rest of them by the end of the second Phase. Phase 3 is a consolidation period. **Option 2** attempts to arrive at a per person cost, based on an estimate of the average number of people living in rural villages in Burkina Faso, divided by total number of villages. The PAD gives no estimation of average population per village, but by taking the total rural population of Burkina Faso and dividing it by 8000 (the number of villages in the country, according to the PAD), an approximate number can be reached. Annex 10 of the PAD lists the percentage of the population living in urban areas as 17%. Given the total population figure of 10.7 million, it can be assumed that 8,881,000 people live in rural areas. If the PAD's figure on the number of villages being 8000 is correct, then it can be assumed that the average population of a village is about 1,110 people. **Option 2.1** takes the assumptions of Option 2, and adjusts the figures to account for population growth that may be expected during the life cycle of the project. Given the annual population growth of 2.4%, it can be assumed that the rural population will grow by 213,144 (8,881,000 X 2.4%) people per year. This means that the rural population of Burkina Faso will rise from 8,881,000 million to 12,078,160 by the end of the fifteen year project, assuming the rate of population growth remains constant (doesn't account for possible migration, effects of AIDS, etc.).

**Senegal National Rural Infrastructure Project:** **Option 1** is a calculation of project costs per CR (Commune Rurale – Clusters of villages by region). Phase 1 will attempt to cover 90 CRs. Phase 2

will extend to the rest of the 320 total CRs in Senegal, allowing Phase 3 for consolidation. **Option 2** attempts to arrive at a per person cost, based on the average population of 15,000 per CR, according to the PAD. This estimate projects that the project will serve 4.8 million people, which is reasonable considering that 45% of the population of Senegal live in urban areas (45% of Senegal's population of 9 million is 4,050,000). **Option 2.1** takes these figures and attempts to adjust them for increases in population that should be expected in Senegal during the life of the project. Given that the population growth per year is 2.7% in Senegal, the rural population can be expected to grow by 129,600 per year, making the total rural population in Senegal 6,355,200 by the end of the project.

**Niger CAP Project: Option 1** is a calculation based on the initial goal for Phase 1 of serving 1.5 million people, which according to the PAD accounts for between 15%-20% of Niger's population. Given the information listed in the Niger Country "at a Glance" statistics, the total rural population of 8,532,000 million people was used to measure the per person project costs over the next three phases (Given that 21% of the 10.8 million people of Niger live in urban areas = 8,532,000). For example, 40% of 8,532,000 was used to attain the per person cost of Phase 2, 65% of 8,532,000 people was used to attain the per person cost of Phase 3, and 100% of 8,532,000 people was used to attain the per person cost of Phase 4. **Option 1.1** estimates were made to account for the expected increase in the population of Niger, based on the current growth rate of 3.4% per year, as listed in the PAD. Therefore, instead of Niger's total rural population of 8,532,000 people served by the project, 11,432,880 people can be estimated if the current growth rate of 3.4% is assumed and maintained for the duration of the project cycle. This indicates an increase in the population of 290,088 people per year.

**Mali National Rural Infrastructure Project:** Unfortunately, an estimation of the costs per village/person/etc. is not easily feasible with the information given by the project's PAD. However, an rough attempt can be made to estimate costs per person based on the total rural population of Mali. Page 68 of the PAD states that, "The program's purpose is to reduce poverty and improve the livelihood of the rural population by accelerating the provision, and enhancing the sustainability, of basic rural infrastructure, particularly in irrigation for increased agricultural production, feeder roads for increased access to markets and social services, and clean rural water supply and sanitation for better health." If one were to assume, based on this statement that the project looks to serve the *entire* rural population of Mali, we can arrive at a per person cost by estimating the rural population of Mali (10.3 million total population minus 28% urban dwellers). The rural population is thus 7,416,000 people, from which a per person estimate can be made. Unfortunately, the assumption that the project intends to serve the entire population of Mali is not accurate, as the PAD mentions the project's intention to target certain specific regions of Mali (Mopti, Gao, Tombouctou, etc.). As it is not possible from this desk review to arrive at an accurate estimate of the populations of each targeted region of Mali, the estimated per person costs are useful for gauging the overall country impact of a project that seeks to assist certain regions.

## Annex J. Rate of Return Calculations

<i>Country</i>	<i>Project Name</i>	<i>FY</i>	<i>Closing and project status</i>	<i>Economic Assessment</i>
Niger	Small Rural Development Operations	1988	Closed	<b>Cost-Benefit Done:</b> According to the <b>PAD</b> , "No attempt has been made to measure the main project benefits stated in para 7.01 [Refers to institutional development component]. Economic rates of return have been calculated for two prototype models. Summary Results of Economic Rate of Return Calculations: bottomland development 22%; pump irrigation 30%" At the <b>ICR</b> stage, efficiency for the bottomland model was reported to be 19% (versus the 22% at appraisal). The <b>PAR</b> also notes that the calculations in the <b>PAD</b> assumed that the SROs would be operational for 25 years, which was unlikely to be the case.
Mali	Second Health, Population and Rural Water Supply	1991	Closed	<b>No Cost-Benefit done:</b> The words, "Economic Analysis", "Cost-Benefit", and "Rate of Return" were not found in the <b>SAR</b>
Burkina Faso	Environmental Management	1991	Closed	<b>No Cost-Benefit done: PAD:</b> "Economic Rate of Return: n.a." The words, "Cost-Benefit", and "Rate of Return" were not found in the <b>ICR</b> , though the report notes that the project appraisal report did not include an economic analysis, and thus the project did not collect data for such an analysis. On this grounds it notes that it is not possible to calculate the rate of economic return for the project overall or of the microprojects. The <b>PAR</b> notes that the breakdown of the costs reporting does not allow calculating cost effectiveness for each component of the project. It cites a survey carried out by the project M&E unit in 1998 to measure project impact using four indicators (living conditions, local capacity development, status of natural resources, and the institutional environment). The survey concluded that for each of these indicators, beneficiaries felt there was a positive change of between 10 to 35 percent as a result of the project. The <b>PAR</b> itself was not able to confirm these results or to look at the details of the survey.
Mali	Natural Resource Management	1992	Closed	<b>No Cost-Benefit done: PAD:</b> "Economic Rate of Return: Not applicable" <b>ICR</b> also notes that net present value/economic rate of return are not applicable.
Benin	Management of Natural Resources	1992	Closed	<b>No Cost-Benefit done:</b> The <b>PAD</b> states, "Internal Rate of Return: not applicable. . . The nature of this project's approach and its long term reach make the formal quantification of benefits risky. Cost-benefit analysis is constrained by lack of time series on natural resources degradation and its impact on productivity, household economics and labor allocation. Empirical evidence and information available from Burkina Faso, Mali, Nigeria and Benin show that there are sufficient successful technologies available and relevant for improved natural resources management at household level. Many technologies show attractive economic returns--rock bund techniques achieve rate of return of 30% in Burkina Faso and 64% in Nigeria with crop yield gains ranging from 15% to 130%."
Niger	Agricultural Services	1992	Closed	<b>No Cost-Benefit done: PAD:</b> "Economic Rate of Return: Not applicable." The words, "Economic Analysis", "Cost-Benefit", and "Rate of Return" were not found in the <b>ICR</b> . "The <b>PAR</b> was not available at time of desk review.
Burkina Faso	Food Security	1993	Closed	<b>No Cost-Benefit done:</b> The words, "Economic Analysis", "Cost-Benefit", and "Rate of Return" were not found in the <b>SAR</b> . No economic rate of return was calculated after the project closed.
Benin	Community Based Food Security	1994 9/30/2000	Closed	<b>No Cost-Benefit done: PAD</b> states, "Internal Rate of Return: Not applicable" <b>ICR</b> states that, "The project was designed primarily to address problems caused by food insecurity, poverty, malnutrition, gender inequalities, and the need for capacity building and institutional improvements. Although many of the interventions were through revenue-creating micro-projects, others were not, and as a whole the project did not lend itself to a reliable economic analysis at appraisal. Correspondingly, no economic analysis was attempted at the completion of the project."
Mauritania	Infrastructure & Pilot Decentralization.	1996		<b>No Cost-Benefit done: PAD:</b> "(i) economic subprojects which would have an economic rate of return (ERR) of at least 12 percent and the net present value (NPV) is expected to reach a minimum of US\$1.2 million; average actual ERRs, under the ongoing CCEP, have been 31 percent for roads, 42 percent for protection against sand encroachment, 25 percent for drainage works, 17 percent for public buildings; (ii) social subprojects (approximately US\$8 million) for which ERR would not be calculated for each operation but which would meet sectoral priority criteria for sectoral projects that have an average ERR above 10 percent; (iii) revenue earning projects (approximately US\$4 million), which would have a minimum financial rate of return of 15 percent"

Niger	Natural Resource Management	1996	Active	<b>No Cost-Benefit done: PAD:</b> "No overall rate of return was estimated for the project as a whole because (i) the scope of the project includes a considerable institution strengthening component for which a stream of benefits is difficult to quantify; and (ii) the participatory nature of the project renders it impossible to determine the precise mix of activities farmers will adopt and the overall rate of adoption. In order to assess the attractiveness of individual investments and packages of investments from the farmers' point of view, a financial analysis of the packages of the investments promoted by the project was undertaken in three sample locations in districts with varying agro-ecological characteristics. The results indicate that the proposed packages had financial rates of return between 16% and 35%."
Senegal	Pilot Female Literacy	1996	Active	<b>No Cost-Benefit done:</b> "The words, Cost-Benefit" and "Economic Analysis" do not appear in the SAR. "Rate of Return" appears once, but in reference to social rate of return of literacy programs in general, not for the project."
Guinea Bissau	Primary Education	1997	Active	<b>No Cost-Benefit done:</b> There was a 'cost effectiveness' done. <b>PAD:</b> "The economic analysis used consists of comparing the cost effectiveness of two scenarios: "with-project" and "without project". Cost-benefit analysis was not used due to the lack of relevant data on earnings and education levels; it was assumed that the returns to primary education were of the same magnitude as for Sub-Saharan Africa in general, and higher than for other levels of education."
Mauritania	Rain-fed Natural Resource Management	1997	Active	<b>No Cost-Benefit done: PAD:</b> "The project is based on a participatory approach which allows beneficiaries to select the priority actions to be retained under the Community Investment Program (PIC), provided certain selection criteria are adhered to. It is therefore difficult, if not impossible, to quantify beforehand the type, size and frequency of investments of choice which makes it impractical to estimate a rate of return for the project as a whole. However, it is possible to design rural community models of the communities that are likely to be found under the project; to make assumptions on their priority needs; to identify certain investments that would respond to these priorities; to ascertain that these investments would fall within the limits of the selection criteria; and to calculate a return on these investments. Using this approach, it is possible to estimate a rate of return on the overall investment "package" for each model. . . The cost-benefit tables below show that the internal rates of return for the three [hypothetical] investments are: 13% for water supply combined with pasture improvement; 20% for anti-erosion works, and 11% for contour bunds. Labor costs in all these calculations have been included. The overall return on the investment package is 12%."
Senegal	Sustainable Participatory Energy Management	1997	Active	<b>Cost-Benefit Done:</b> Economic Rate of Return: 37.3%: <b>PAD:</b> "In the absence of a clear methodological consensus (Bank or elsewhere), a simplified economic analysis methodology was developed for the evaluation of the proposed project. The methodology and evaluation results are presented in detail in Annex 8. . . The 20-year horizon evaluation of the project resulted in an Economic Rate of Return (ERR) of 37.35% and a net present value (NPV) at 12 percent discount rate of US \$ 34,235 million. According to these economic evaluation results, the proposed project would be a fully justifiable and competitive developmental investment for Senegal."
Mali	Grass Root Hunger Poverty	1998	Active	<b>No Cost-Benefit done: PAD:</b> "La méthode la plus appropriée et la plus utilisée pour l'analyses des sous-projets est celle qui repose sur le taux de rentabilité interne (TRI) des projets. Cette rentabilité économique, lorsqu'elle est mesurable, doit être le critère financier fondamental pour le choix des opérations à proposer. Lorsqu'il est impossible de la mesurer, d'autres indicateurs peuvent permettre de faciliter le choix (les critères sociaux ou socio-économiques). [The most appropriate and most common method for the analysis of subprojects is that which is based on a project's internal rate of return. This economic return, in so far as it is able to be measured, must be the fundamental financial criteria for the choice of operations. If it is impossible to measure this, other indicators can facilitate this choice (social criteria or socioeconomic)]"
Benin	Borgou Pilot RSP	1998	Active	<b>No Cost-Benefit done: PAD:</b> "Because of the experimental nature of the project an economic, financial and fiscal analysis was not attempted. However, it is important to note that: (i) local decisionmaking implies that investments are relevant and returns optimized; (ii) rationing of funds implies that only priority investments will be undertaken; (iii) active participation in extension activities will improve the efficiency of existing services; and (iv) a few investments would be of a social nature and therefore would not readily lend themselves to a detailed economic and financial analysis. The nature, scope and amounts destined to investment will only be determined by communities based on their priorities as the project evolves. These priorities are expected to shift from one village to the next and there is no pre-set or standardized menu of investments."

Benin	Social Fund	1998	Active	<b>No Cost-Benefit done:</b> There was a "Cost Effectiveness Analysis" done. <b>PAD:</b> "In view of the uncertainties surrounding the precise nature, location and timing of the SIF activities/projects, conventional economic analysis is of limited use. Instead, a comprehensive monitoring and evaluation framework has been developed during the preparation and the pilot phases of the project (see Annex 8), to maximize cost-effectiveness of AGeFIB operations and insure optimal results on the ground. AGeFIB staff has been sensitized to the need for systematic application of this framework."
Chad	Household Energy	1998	Active	<b>Cost-Benefit Done: PAD:</b> "Detailed analysis was carried out based on satellite data and a model to project the state of the resource base in the with and the without case was developed. Both the RMP and DSMP project components are economically very sound, with ERRs' of 25.1 percent and 75.1 percent, respectively. These ERRs' are quite favorable even though conservative assumptions were used for analysis. Using a discount rate of 12 percent and an evaluation period of 20 years, the RMP has a Net Present Value (NPV) of US\$ 5.3 million and the DSMP has a NPV of \$6.1 million. The ERR for the project as a whole amounts to 34.4 percent."
Burkina Faso	National Agricultural Services Phase 2	1998	Active	<b>Cost-Benefit Done: PAD:</b> "Economic rate of return and net present value. Based on the foregoing assumptions, the economic rate of return calculated for NASDP II is estimated at 39 percent with a net present value (NPV) of CFAF 58 billions at an opportunity cost of investment capital (OCIR) of 12 percent."
The Gambia	Third Education Sector Project	1999	Active	<b>No Cost-Benefit done: PAD:</b> Using data available from household surveys and education statistics, the Government has estimated a private and social rate of return to primary and secondary education. The social rate of return is estimated at about 34%, 12% and 16% for individuals with some basic, secondary and (formal) vocational and technical education, respectively. Private rates of return are estimated at 37%, 13% and 24% respectively, suggesting that subsidies could be reduced for vocational and technical education. Savings due to double-shift and multigrade teaching are expected to average about 40 million dalasi/year or a 19% reduction in Government recurrent expenditure relative to what it would be without the program. Due to this plus a lower repetition and drop rate, the cost of the basic education is estimated to be about 7% lower than it would be if repetition and drop out rates continued at their current levels.
Guinea	Village Community Support Program	1999	Active	<b>No Cost-Benefit done: PAD:</b> "The proposed project is largely oriented toward capacity building, community-initiated rural infrastructure subprojects, and rural roads. It does not lend itself to detailed ex-ante cost-benefit analysis and rate of return calculations. Although the major types of community-based rural infrastructure subprojects are known (essentially health and school facilities, drinking water, and village access roads), the beneficiaries will determine the scope and mix of the investments. Since the beneficiary communities will select the subprojects that respond to their highest priorities and contribute to their financing, the subprojects are expected to be highly beneficial to community members and have a positive net social and economic return. For the rural road component, only high priority and spot maintenance activities have been selected. This will have a very large pay-off by removing critical bottlenecks. Experience from similar Bank supported projects in other regions indicates that demand driven projects of this type, involving beneficiary contributions, are highly cost-efficient. Communities have a vested interest in achieving the best quality-price ratio and will seek to maximize cost savings and ensure accountability. Furthermore, because communities are actively involved in prioritization, implementation, operation and maintenance, it can be assumed that the subprojects they select will be economically viable."
Senegal	Support to Producers' Organizations and Agricultural Services Project	1999	Active	<b>Cost-Benefit Done: PAD:</b> "Cost-Benefit Analysis: NPV=FCFA 12 billions at an OCIR of 12%; ERR= 19%. The economic rate of return for the program is estimated at 19%, a conservative estimate given the fact that some benefits could not be quantified, in particular the positive impact on environment due to the focus of the research and extension programs on soil and water management techniques, forestry and agroforestry techniques and the pilot community range management program. Additional benefits in the fishery and agroprocessing subsectors could not be quantified either due to lack of data. In addition, indirect benefits derived from the positive impact of agricultural production increase on upstream and down stream activities and on the rural economy as a whole were not quantified. Project profitability appears extremely sensitive to target average yields and net margins (switching values respectively of -5% and -9%) and somewhat sensitive to prices of outputs (switching value of -18%) and adoption rate (switching value of -29%). However, because many benefits could not be taken into account in the analysis, the NPV is probably considerably higher and less sensitive to these parameters."

Mauritania	Integrated Development Project	2000	Active	<b>Cost-Benefit Done: PAD:</b> "Cost-benefit analysis has been undertaken for the infrastructure components dealing with rehabilitated and newly created schemes under Phase I, the plan being to develop 3,100 ha during this first phase. Only tangible, direct and measurable benefits have been taken into account, but other indirect benefits will help contribute to the Project's economic return. Since investments are carried out on demand, the sites and scope of activities are not known beforehand. The analysis is therefore illustrative, and will be repeated during implementation for each request to ensure that the Project supports only financially and economically viable operations. Thirteen farm models were considered. Cost-Benefit Analysis of Schemes: NPV= US\$6.4 million; ERR = 28.5 percent (1 \$US = 205 UM, US\$ million, base year: 1999)"
Mali	Rural Infrastructure	2000	Active	<b>Cost-Benefit Done for 2 of 3 components. PAD:</b> "Irrigation Component: Cost-benefit Summary: (NPV = US\$ 8.7 million; ERR = 18.2%). The overall economic rate of return is estimated at 18.2 percent, with the individual rates of return ranging from 14.0 percent for Koumouna to 27.2 percent for M'Bewani. The economic rates of return for small-scale irrigation perimeters range from 15.5 percent at Gao to 18.3 percent at Tombouctou. Rural Transport Infrastructure Component: Only quantifiable benefits were attributed to the entire road investment costs in the analysis, which understates the return on the investment as very substantial hard-to-quantify benefits are expected to accrue from the investment (e.g. access to social services). For each road, the analysis assumes a planning horizon of 20 years, an opportunity cost of capital of 12 percent, a demand elasticity for passenger transportation of 1, and a demand elasticity of merchandise transportation of 1 [ERR estimated between 12.1% and 14.9%]. The Rural Water Supply and Sanitation Component's costs are easily measurable, the health benefits associated with clean drinking water are difficult to quantify and cost. Consequently, this component was only subjected to a cost effectively test, whereby the least costly way of delivering the desired service was opted for by the project."
Senegal	National Rural Infrastructure Project	2000	Active	<b>No Cost-Benefit done: PAD:</b> "The demand-driven and adaptable nature of this program does not lend itself to standard cost-benefit or least-cost analysis, particularly in the first phase which focuses on the provision of social services. However, the economic rationale of the Project remains strong and it is possible to demonstrate that (a) the NRIP will generate substantial economic benefits; and (b) compared with alternative approaches, the NRIP improve cost-efficiency and sustainability."
Burkina Faso	Community Based Rural Development	2001	Active	<b>No Cost-Benefit done: PAD:</b> "Because of the demand-driven, dispersed and flexible nature of its activities, the Project doesn't lend itself to the standard quantitative cost-benefit or least-cost analysis. The ex-ante economic analysis is therefore couched largely in qualitative terms. However, the economic rationale of the Project remains strong and it is possible to demonstrate that (a) the Project will generate substantial economic benefits; and (b) compared with alternative approaches, the approach adopted by the Project improves the cost-efficiency and sustainability of the investments and activities undertaken. For an APL operation such as the PNDRD, detailed economic analysis is required for the first phase. Operations in the first phase of the PNDRD, however, are largely directed towards institutional strengthening and provision of basic infrastructure via demand-driven community funds. They do not lend themselves to quantitative ex-ante cost-benefit and rate of return calculations. Instead, a qualitative analysis is required to discuss the economic rationale for undertaking the operation and its benefits and costs."
Senegal	Long Term Water Sector Project	2001	Active	<b>Cost-Benefit Done: PAD:</b> "Cost-benefit NPV=US\$542 million; ERR = 32 %. The economic analysis of the project is based on simulating a with and without scenario and estimating the costs and benefits deriving from each of the project components. The analysis estimates the real value of the costs and benefits produced by the project while taking into account (i) the price consumers are willing to pay for water (as expressed in the WTP study); (ii) the improvements in O&M costs under the project; and (iii) the value of health benefits arising from the expansion and improvement of the system. Detailed calculations and explanations are in Annex 4. The analysis is constructed separately for each of the main physical components and aggregated. The tables below correspond to the aggregated version. A risk analysis was performed on the NPV and the IRR of the project, using Monte-Carlo simulations."
Niger	Water Sector	2001	Active	<b>Cost-Benefit Done: PAD:</b> "Cost-benefit NPV--US\$6.2 million; ERR = 15 %. The economic analysis of the project measures incremental improvements in the water sector by examining the costs and benefits required to generate them. The economic analysis demonstrates that the overall objectives of the project, improving water distribution efficiency and increasing access to clean water supply and sanitation services, will be achieved through the investment program executed simultaneously to the privatization of SNE."

Benin	HIV/AIDS Multisector	2002		<b>No Cost-Benefit done: PAD:</b> "An economic analysis of the impact of HIV/AIDS and a cost-benefit analysis of the Multi-sectoral HIV/AIDS project prepared under the Multi-Country AIDS Program was discussed in Annex 5 of the Project Appraisal Document of the Multi-Country AIDS Program for the Africa Region. In addition to this economic analysis it may be mentioned that the proposed project will benefit the population of Benin in numerous ways: * It will directly benefit highly vulnerable groups such as commercial sex workers, men and women in uniform, truckers, university students, who will be able to protect themselves as well as their partners thanks to accessible and affordable means of prevention. * It will also highly benefit pregnant women and young people, by enhancing reproductive health education and raising access to prevention and treatments of sexually transmitted infections. * It will benefit Benin society overall by reducing the risk of acquiring HIV of the general population, beyond these vulnerable groups and avoiding or reducing new infections among adults. * It will contribute to decreasing the HIV infection rates of children, and contributing to increase life expectancy. * It will reduce the impoverishing impact of AIDS on households by reducing the loss of income due to illness and deaths of breadwinners as well as by providing affordable care and transfers. * Communities' capacities will be strengthened and empowerment structures supported and reinforced. * The social capital of Benin will be protected by supporting solidarity mechanisms and care to orphans."
Burkina Faso	HIV/AIDS Disaster Response	2002	Active	<b>No Cost-Benefit done: PAD:</b> "The "Economic Analysis of HIV/AIDS" contained in the Project Appraisal Document for the Multi-Country HIV/AIDS Program (MAP) for the Africa Region (Document No. IDA/R2000-155 discussed on September 12, 2000) provides the overall economic justification for the Burkina HIV/AIDS Disaster Response Project."
Chad	Local Development Project	2003	Active	<b>No PAD available: Draft PAD</b>
Niger	Community Action Program	2003	Active	<b>No PAD available: Draft PAD,</b> "This type of project does not easily lend itself to economic evaluation for various reasons. First, benefits of the capacity-building components (support to communities and local governance) cannot easily be quantified in monetary terms. Second, the investment component cannot be known ex ante, since it is demand-driven and defined in the course of the project. Third, many of the benefits from anticipated investments (such as in natural resource management, education, health, etc.) similarly defy quantification. However, cost-benefit analysis was undertaken for a sample of income-generating activities that will likely be among community priorities."

Annex K. Donor Cofinancing for CDD Projects

Project	Total Costs (US\$ millions)	Total IDA Co-financing (US\$ millions)	Borrower/Co-financing %	Other	IFAD	CIDA	GTZ	Govt of Switz.	DANIDA	WFP	Govt of Denmark	Govt of Norway	SDA	EDF	Govt of Germany	USAID	FAC	SONES	CFD	AGCD	EB	BADEA	ADB	AFD	KfW	UNDP	BOAD	GEF	OCCE	
Benin Boregou	5.00	4.00	0.78	0.22					4.90	0.10																				
Benin Food Security	19.10	8.70	0.60	0.90	2.30																					0.60			2.30	
Benin HIV/AIDS Malteser	25.43	23.00	2.43												5.10															
Benin Natural Resources Management	24.40	14.10	2.30																											
Benin Social Fund	20.60	16.70	3.90																											
Burkina Faso 2nd National Agricultural Resources	100.00	87.20	12.80																											
Burkina Faso Community Based Rural Development (Phase 1 of APL)	114.85	66.70	14.30	9.15	1.50						4.20	9.00																		
Burkina Faso Environmental Management	25.20	16.50	1.80	6.90																										
Burkina Faso Food Security	12.80	7.90	1.50							1.10					2.70															
Burkina Faso HIV/AIDS Disaster Response	34.30	28.30	2.20								3.00	3.00																		
Chad Fossil Fuel Energy	6.31	5.26	1.03																											
Chad Livestock	12.00	11.00	1.00																											
Chad Livestock Sector (Phase 1 of APL)	31.30	30.00	0.90	22.20									3.50																	
Comoros Basic Primary Education	13.80	14.30	1.00																											
Comoros Village Support Program (Phase 1 of APL)	32.70	22.00	4.00	12.70																										
Madagascar National Rural Infrastructure (Phase 1 of APL)	193.30	115.10	17.40	4.70							2.10																			
Madagascar Crossroads Initiative to Fight Hunger	23.00	21.50	1.50												1.20															
Madagascar Natural Resource Management	32.10	20.40	1.00												6.20															
Madagascar 2nd Health Population & Rural Water Supply	61.40	26.60	1.70	2.60											12.30															
Mali Urban Infrastructure and Pilot Decentralization	24.00	14.00	3.60	6.40																										
Mali National Rural Infrastructure (Phase 1 of APL)	46.00	38.10	3.70	3.70	0.50																									
Mali National Rural Infrastructure (Phase 1 of APL)	25.50	18.00	0.40	7.50																										
Niger Agricultural Services	19.60	18.00	1.80																											
Niger Community Action	39.00	30.00	2.00																											4.00
Niger Natural Resources Management	42.70	26.70	1.10	8.20																										
Niger Small Rural Operations	19.00	15.30	0.90	7.80																										
Niger Water Sector Project	79.40	48.00	9.95	4.30																				7.00					10.15	
Senegal Agricultural Services & Producers Organizations (Phase 1 of APL)	47.10	27.40	13.50	0.20	6.00																									
Senegal Long Term Water	270.76	725.00	24.80	19.60																										
Senegal National Rural Infrastructure (Phase 1 of APL)	43.90	28.50	4.30	2.60	7.50																									
Senegal Pilot Finance Agency	25.90	10.10	1.40	4.40																										
Senegal Sustainable Participatory Energy Management	19.90	6.20	1.20																											
Senegal Water Sector	267.00	103.00		20.90																										

IFAD = International Fund for Agricultural Development  
 IDA = International Development Bank  
 CIDA=Canadian International Development Agency  
 GTZ=German Technical Cooperation Agency  
 DANIDA=Danish Cooperation Agency  
 WFP=World Food Project  
 SIDA=Swedish International Development Cooperation Agency  
 EDF=European Development Fund  
 USAID=United States Agency for International Development  
 FAC=Fonds d'Aide et de Coopération/French Bilateral Aid Agency  
 SONES=National Water Company of Senegal  
 CFD=French Development Bank  
 AGCD=General Agency for Cooperation & Development - Belgium  
 EIB=European Investment Bank  
 BADEA=Arab Bank for Economic Development in Africa  
 ADB=Asian Development Bank  
 AFD=Agence Française de Développement  
 KfW=Kreditanstalt für Wiederaufbau  
 UNDP=United Nations Development Fund  
 BOAD=West African Development Bank  
 GEF=Global Environmental Facility  
 OCCE=Classe centrale de coopération Economique (France)



## Annex L. Monitoring Indicators

### Burkina Faso Community-Based Rural Development Project

Project Components	Key Performance Indicators
(1) Local capacity (organizational, managerial, financial, and technical) improved	<ul style="list-style-type: none"> <li># of beneficiary villages with at least 75% of their annual investment plan satisfactorily completed (quantity and quality)</li> <li># of representative and participatory CVGT/CIVGT established, trained and satisfactorily functioning</li> <li># and type of beneficiaries having received literacy training</li> </ul>
(2) Local investments realized and sustainability managed	<p>(2) Local Investment Fund</p> <ul style="list-style-type: none"> <li>75% of local investments realized are technically sound and cost effectively produced</li> </ul>
<p>(3) Institutional Capacity built at provincial and national levels for decentralized rural development</p> <ul style="list-style-type: none"> <li>Provincial coordination committees established and/or revitalized</li> <li>Capacity of service providers strengthened</li> <li>A functioning communication &amp; knowledge sharing network between local, provincial and national level established</li> </ul>	<p>(3) Institutional capacity building</p> <ul style="list-style-type: none"> <li># of representative and participatory provincial coordination committees established, trained and functioning</li> <li># of service providers trained and "in-demand"</li> <li>At least 75% of the villages covered by the project have received sound capacity building support</li> <li># of national thematic working groups functioning effectively to build and share knowledge on approaches to decentralized rural development</li> <li>% of stakeholders (NGOs, donors, CCTP, CVGT, ministries) satisfied with the quality and accessibility of information services provided/managed by the project</li> </ul>
<p>(4) Land tenure pilot study</p> <ul style="list-style-type: none"> <li>A practical methodological guide (toolbox) for securing land tenure developed</li> <li>A functioning forum established for building knowledge and sharing experiences on approaches to tenure security</li> <li>A national strategy/action plan for land tenure security drafted</li> <li></li> </ul>	<p>(4) Land tenure pilot operation</p> <ul style="list-style-type: none"> <li>Heightened awareness of the constraints and possible solutions to tenure security at the provincial and national levels</li> <li>% of stakeholders within pilot zones with a perception of increased tenure security</li> </ul>
<p>(5) Administration, monitoring, and coordination of project</p> <ul style="list-style-type: none"> <li>The administrative capacity to manage a national coverage, 'faire-faire' program</li> <li>A functioning information system effectively used for project management and monitoring purposes</li> </ul>	<p>(5) Project management and monitoring</p> <ul style="list-style-type: none"> <li>Decrease in the time lag between CVGT contract and disbursement of annual investment fund</li> <li># of service provider contracts satisfactorily completed within the given time and budget frame</li> <li>Decrease in the ratio of administrative costs to local investment</li> </ul>

### Guinea Village Support Project

	Key Performance Indicators
Project Components Project Outputs: A. Local Investment Fund Village Investment Fund and Innovation Support Fund set-up and operating	<ol style="list-style-type: none"> <li>1. Contractual Agreements signed with 70 CRDs</li> <li>2. CRDs successfully raise the 20% local community contribution (including labor, material and funds) for micro projects</li> <li>3. Funds are passed in transparent and timely manner to the local level, and from local level to contractors, for approved community activities</li> <li>4. CRDs successfully complete micro-projects funded under their PIA</li> <li>5. Maintenance fund, equivalent to 1% of the value of completed micro-projects, established in 70 CRDs</li> </ol>
B. Support to local development processes 1. Overall policy, legal, fiscal, and institutional frameworks strengthened to enable decentralization	<ol style="list-style-type: none"> <li>6. Review of decentralization's legal and regulatory texts compiled by mid-term, and changes promulgated before end of project</li> <li>7. New system for fiscal transfers, and local tax collection and utilization is tested</li> <li>8. Laws, decrees, other texts on decentralization translated into local languages, distributed and explained to prefectures and CRDs</li> </ol>
2. Capacity of key ministries, government institutions, and regional authorities improved to support decentralization	<ol style="list-style-type: none"> <li>9. Training to strengthen capacity of national, regional and decentralized services is provided based on continuous skill-gap analysis</li> <li>10. Decentralization Forum established and functioning effectively</li> <li>11. DNGR maintenance unit restructured and MID agencies responsible for decentralization rationalized</li> <li>12. Quality and timely provision of support by decentralized services, prefectures, and CRDs for local development are improved</li> </ol>
3. Capacity of CRDs, local institutions, and communities strengthened to identify, plan, implement, evaluate, and maintain basic infrastructure and services	<ol style="list-style-type: none"> <li>13. Training to strengthen local capacity provided, based on continuous skill-gap analysis</li> <li>14. Community Forums convene regularly, and maintain transparent records of their deliberations</li> <li>15. Participating CRDs prepare diagnostics and PIAs in participatory manner</li> <li>16. Participatory tools for PDL designed/tested</li> </ol>
C. Maintenance and Rehabilitation of Rural Roads Environment-friendly rural roads renovation and maintenance program being executed locally	<ol style="list-style-type: none"> <li>17. Maintenance strategy formulated and implemented</li> <li>18. Contractors will rehabilitate 90 kms. They will also spot-improve 150 kms and maintain 500 kms of priority feeder roads per year</li> <li>19. Locally-selected maintenance committees (CVEP) are operational in participating communities</li> <li>20. Environmental mitigation plan designed</li> </ol>
D. Program Management, Monitoring and Evaluation	?

### Mali National Rural Infrastructure Program

Output from each component	Output Indicators
<p><b>1. Irrigation Component</b></p> <p>1.1 Functional cost recovery mechanisms for large scale</p> <p>1.2 Development/rehabilitation of irrigated land (large and small scale)</p> <p>1.3 Knowledge base available and used for strategic technical, environmental and social planning, policy making and monitoring</p> <p>1.4 Capacities built for different types of stakeholders involved in irrigation development</p>	<p>1.1.1 Systems and Procedures put in place by 2002</p> <p>1.1.2 Pilot Perimeter completed by end 2003</p> <p>1.1.3 First repayments made by end 2004</p> <p>1.2 9,300 ha rehabilitated/developed by 2005 (8,300 at ON, and 1000 ha in Mopti, Gao, and Tombouctou)</p> <p>1.3 List of themes for which there is accessible, significant, and reliable data used by managers</p> <p>1.4 List of theme and number of people trained per theme and effectively using their enhanced capacities</p>
<p><b>2. Rural Transport</b></p> <p>2.1 Road maintenance fund established and operational</p> <p>2.2 Feeder roads rehabilitated</p> <p>2.3 Rural transport strategy defined and enacted</p> <p>2.4 Knowledge base available and used for strategic technical, environmental and social planning, policy making and monitoring</p> <p>2.5 Capacities built for different type of stakeholders involved in the rural transport component</p>	<p>2.1.1 Fund Fully operational by Jan 2001</p> <p>2.1.2 Xxxxxx FCFAF mobilized by 2005</p> <p>2.2 462.3 km of roads rehabilitated</p> <p>2.3.1 Law and application decrees on new classification and redistribution of transport infrastructure enacted</p> <p>2.3.2 Law on National rural transport strategy enacted</p> <p>2.4 List of themes for which exist accessible, significant, and reliable data used by managers</p> <p>2.5 List of theme and number of people trained per theme and effectively using their enhanced capacities</p> <p>2.6 Socio-Environmental performance of DNTP</p>
<p><b>3. Rural Water and Sanitation</b></p> <p>3.1 Water and Sanitation infrastructure</p> <p>3.2 Strengthened capacities of communes, private sector and NGOs to implement and sustain water and sanitation programs</p> <p>3.3 Knowledge base available and used for strategic technical, environmental and social planning, policy making and monitoring</p>	<p>3.1.1 Number of water supply facilities constructed in eligible communities in a demand-responsive manner</p> <p>3.1.2 Number of institutions and schools provided with improved sanitation infrastructure</p> <p>3.2 Number of communes, partner organizations, artisans and contractors, and suppliers participating in the project, trained per theme, and operational</p> <p>3.3.1 List of themes for which exist accessible, significant, and reliable data used by lead agency and all stakeholders</p> <p>3.3.2 List of theme and number of people trained per theme and effectively using their enhanced capabilities to support project implementation</p> <p>3.4 Socio-Environmental performance of AGETIER</p>
<p><b>4. Agetier</b></p> <p>4.1 Strengthened capacities of local private sector to successfully bid for contracts (technical ability, possession of necessary equipment, working capital.)</p> <p>4.2 Viable AGETIER</p>	<p>4.1.1 Number of local consultants and construction companies trained</p> <p>4.1.2 % of contractors meeting schedules and remaining within contract budgets</p> <p>4.2.1 Financial performance of AGETIER</p> <p>4.2.2 Cost-efficiency of the contracting process</p>

AGETIER Agency for Rural Works and Equipment (*Agence d'Execution de Travaux d'Infrastructures et d'Equipements Ruraux*)

CCTP *Cadre de concertation technique provincial* (Provincial Technical Coordination Committee)

CFAF Western Africa Franc (*Franc de la Communauté Financière Africaine*)

CIVGT *Commission Inter- Villageoise de Gestion de Terroir* (Inter-Village Land Management Committee)

CRD *Communaute Rurale de Developpement*

CVGT *Commission Villageoise de Gestion de Terroir* (Village Land Management Committee)

DNTP National Directorate for Public Works (*Direction Nationale des Travaux Publics*)

PDL (LDP) Local Development Plan

PIA (AIP) Annual Investment Plan

## Annex M. Categorization of Components and Supporting Activities

Note: This is a categorization of what the PADs/SARs listed as project components.

<i>Defined Activities</i>	<i>Classification of Components According to Activities</i>
<b>Benin Borgou Region Pilot Rural Support Project</b>	
Capacity Building: Local Govt. & Village	*Capacity building in rural villages of the Borgou to be done through: (i) rural animation and consolidation of the village-based participatory diagnosis approach; (ii) adult and functional literacy for women, members of village committees and farmers organizations; and (iii) technical training for various groups of producers with an inclusive emphasis on women, youths and Fulani herders, who to date, have not benefited from training programs. This would be done to facilitate decentralization and empowerment of rural communities through a transfer of responsibilities and the advent of new procedures. * Participatory Management. Technical Support and Monitoring to be supported through the financing of training in basic planning and management processes for the target village groups; the establishment of simple procurement and financing mechanisms to be managed by the beneficiary groups; the establishment of simple (self assessment) monitoring by the beneficiaries coupled with a focused monitoring and evaluation mechanism to assess and either mainstream or drop results from the pilot; and the provision of decentralized technical support for the target beneficiary groups.
Capacity Building: Central Govt. & Public Sector	Capacity building in rural villages of the Borgou to be done through: (i) rural animation and consolidation of the village-based participatory diagnosis approach; (ii) adult and functional literacy for women, members of village committees and farmers organizations; and (iii) technical training for various groups of producers with an inclusive emphasis on women, youths and Fulani herders, who to date, have not benefited from training programs. This would be done to facilitate decentralization and empowerment of rural communities through a transfer of responsibilities and the advent of new procedures.
Finance Basic Infrastructure, Services, & Other Investments	Community-based local development to be supported through the financing of: (i) priority village infrastructure (storage facilities, bottom-lands, rural roads and tracks, water points, wells, social infrastructure, etc.); (ii) promotion of natural resource management technologies; and (iii) extension/ adaptive research, and technical support to farmers organizations/producer groups.
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	Technical training for various groups of producers with an inclusive emphasis on women, youths and Fulani herders, who to date, have not benefited from training programs.
Poverty Alleviation: Income Generation & Employment Opportunities	
<b>Benin Community Based Food Security</b>	
Capacity Building: Local Govt. & Village	institution building, including preparation of a national nutrition policy, strengthening of the food security planning and monitoring capacity, updating the data base on vulnerable populations and information systems; and coordination of field activities including project management, monitoring and evaluation, technical and administrative support, and training.
Capacity Building: Central Govt. & Public Sector	institution building, including preparation of a national nutrition policy, strengthening of the food security planning and monitoring capacity, updating the data base on vulnerable populations and information systems; and coordination of field activities including project management, monitoring and evaluation, technical and administrative support, and training.
Finance Basic Infrastructure, Services, & Other Investments	micro-projects and local community support for development initiatives and income generating activities including small agricultural projects and livestock raising techniques, food processing and marketing, storage and food conservation facilities and improvement of small infrastructures
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	nutrition activities through local nutrition community agents supported by NGOs for the improvement of the nutritional status of women and children in the target populations and realization of a Beneficiary Assessment
Poverty Alleviation: Income Generation & Employment Opportunities	NGO activities include support to income generating activities. micro-projects and local community support for development initiatives and income generating activities including small agricultural projects and livestock raising techniques, food processing and marketing, storage and food conservation facilities and improvement of small infrastructures;
<b>Benin Multi-Sectoral HIV/AIDS Project</b>	

<b>Defined Activities</b>	<b>Classification of Components According to Activities</b>
Capacity Building: Local Govt. & Village	Support to the response of civil society component of the Project will subcontract technical assistance and financial support for three broad types of activities: (1) the social mobilization, training and Subprojects preparation; (2) the execution of the community Subprojects by the communities themselves; and (3) the execution of community-based HIV/AIDS preventive and provision of care activities by private sector organizations, NGOs and other civil society organizations.
Capacity Building: Central Govt. & Public Sector	Support to the response of the public sector component provides for follow-up support for two categories of public sector activities: (1) to non-health sector line Ministries and public and private institutions at the national level to build their capacity to elaborate and execute short- and medium-term HIV/AIDS Action Plans, and (2) to the Ministry of Health, to contribute to the expansion of the coverage and improvement of the efficacy of its program of activities to prevent the spread of HIV/AIDS.
Finance Basic Infrastructure, Services, & Other Investments	Support to the response of civil society component of the Project will subcontract technical assistance and financial support for three broad types of activities: (1) the social mobilization, training and Subprojects preparation; (2) the execution of the community Subprojects by the communities themselves; and (3) the execution of community-based HIV/AIDS preventive and provision of care activities by private sector organizations, NGOs and other civil society organizations.
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	It will directly benefit highly vulnerable groups such as commercial sex workers, men and women in uniform, truckers, university students, who will be able to protect themselves as well as their partners thanks to accessible and affordable means of prevention. By the completion of the Project, percentage of households with a chronically ill adult (aged 15-49 years) who have in the last twelve months received external help in caring for the patient or replacing lost income, to have increased by at least 20 percent in reference to the baseline study. (Care and Support)
Poverty Alleviation: Income Generation & Employment Opportunities	
<b>Benin Natural Resource Management</b>	
Capacity Building: Local Govt. & Village	site-specific field activities of three types: (i) management of three gazetted forests; (ii) watershed development at four pilot sites including land tenure operations and research-development activities; and (iii) wildlife management at two pilot sites on the border of the national parks and hunting areas.
Capacity Building: Central Govt. & Public Sector	institution-building activities, which are national in scope
Finance Basic Infrastructure, Services, & Other Investments	Participatory management operations would be possible only where villages exist on the periphery, and forestry activities would be limited to authorized sustainable uses within pre-agreed management plans. For each forest, the management plan should clearly identify the areas to be protected in full, and buffer zones where a rational management system can be established with a sharing of revenue between the Government and the local communities or forestry groups. That revenue could be generated from several sources: thinnings, selective cuttings for biological improvement, fuelwood, charcoal, honey, meat from hunting, fishing, hay, karite nut butter, fruits and other products of gathering, as well as the fees paid by users outside the community (grazing, hunting and other). Protection and replantation works would also provide an income to employed workers. Regulations would specify how revenues would be distributed, as well as the conditions governing the agricultural activities coupled with replanting methods in the buffer zone. A revenue sharing formula for each management plan to ensure farmer participation would be agreed between the government and the communities.
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	
Poverty Alleviation: Income Generation & Employment Opportunities	Participatory management operations would be possible only where villages exist on the periphery, and forestry activities would be limited to authorized sustainable uses within pre-agreed management plans. For each forest, the management plan should clearly identify the areas to be protected in full, and buffer zones where a rational management system can be established with a sharing of revenue between the Government and the local communities or forestry groups. That revenue could be generated from several sources: thinnings, selective cuttings for biological improvement, fuelwood, charcoal, honey, meat from hunting, fishing, hay, karite nut butter, fruits and other products of gathering, as well as the fees paid by users outside the community (grazing, hunting and other). Protection and replantation works would also provide an income to employed workers. Regulations would specify how revenues would be distributed, as well as the conditions governing the agricultural activities coupled with replanting methods in the buffer zone. A revenue sharing formula for each management plan to ensure farmer participation would be agreed between the government and the communities.

<b>Defined Activities</b>	<b>Classification of Components According to Activities</b>
<b>Benin Social Fund</b>	
Capacity Building: Local Govt. & Village	Capacity building and social capital development, primarily at the grass-root and the intermediary level (NGOs), through a variety of means (e.g., information, training and short-term technical assistance) to equip beneficiaries with organizational, managerial and strategic skills.
Capacity Building: Central Govt. & Public Sector	Institutional strengthening of AGeFIB: Operating expenditures for project implementation, management and supervision.
Finance Basic Infrastructure, Services, & Other Investments	Financing of small socioeconomic infrastructure (e.g., rehabilitation or extension of elementary schools and health centers, installation of water points, construction of latrines, repair of bridges, markets, etc.).
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	It is expected that the project will have substantial social benefits as it has been designed to target those groups who have been identified as the most vulnerable, particularly women. It is recognized, however, that actually reaching these groups may be difficult because of the causes of their vulnerability: low levels of literacy, distance to services/markets, poor infrastructure, lack of information, cultural barriers, etc. Project outreach and subproject procedures were established to alleviate these problems and maximize access to project benefits by the poorest groups.
Poverty Alleviation: Income Generation & Employment Opportunities	Support to income-generating activities in low-income groups by facilitating access to formal financial intermediation and by providing assistance to informal financial intermediaries, especially those reaching out to women, in the form of institution building grants and matching grants.
<b>Burkina Faso 2nd National Agricultural Resources</b>	
Capacity Building: Local Govt. & Village	<i>Pilot programs: (a) Promotion of farmer organizations:</i> On a pilot basis the project would help national, regional and local farmer organizations gain professional and financial strength so that they can provide services to smallholders and take part in adaptive research, and, potentially, become able to transfer technologies and know-how to their members. Also, on pilot basis, the project would finance: <i>(b) a program for small rural infrastructures</i> to study the processes and feasibility of financing village-level operations intended for communal usage; and
Capacity Building: Central Govt. & Public Sector	<i>Agricultural research:</i> Ongoing priority research programs would continue to be supported by the project. In line with the national Agricultural Research Strategic Plan, the project would pay greater attention to promising new fields of research such as vegetable and food production, forestry, post-harvest technology and appropriate mechanization. Animal health and pastoralist promotion: the project would help promote privatization of the animal health subsector, improve the remaining public sector services and contribute to enhanced development and distribution information to trans-humant pastoral producers; <i>Restructuring of agricultural services:</i> In line with the Agriculture SECAL II appraised in June 1996, the project would carry out relevant supporting measures, including possibly setting up a temporary unit in charge of restructuring, carry out detailed studies for the reorganization of AGRI-RA, and provide training for both redundant and remaining staff.
Finance Basic Infrastructure, Services, & Other Investments	<i>Pilot programs: (a) Promotion of farmer organizations:</i> On a pilot basis the project would help national, regional and local farmer organizations gain professional and financial strength so that they can provide services to smallholders and take part in adaptive research, and, potentially, become able to transfer technologies and know-how to their members. Also, on pilot basis, the project would finance: <i>(b) a program for small rural infrastructures</i> to study the processes and feasibility of financing village-level operations intended for communal usage; and
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	<i>Agricultural extension (rain-fed and irrigated crops, livestock natural resource management):</i> The project would help consolidate and expand the national system of extension and adaptive research and incorporate gender-specific and literacy programs to support the effectiveness of the extension program
Poverty Alleviation: Income Generation & Employment Opportunities	<i>Agricultural extension (rain-fed and irrigated crops, livestock natural resource management):</i> The project would help consolidate and expand the national system of extension and adaptive research and incorporate gender-specific and literacy programs to support the effectiveness of the extension program
<b>Burkina Faso Community Based Rural Development (Phase 1 of APL)</b>	

<b>Defined Activities</b>	<b>Classification of Components According to Activities</b>
Capacity Building: Local Govt. & Village	Phase I of the Community-Based Rural Development Project (CBRDP). Phase I will initiate the process, develop the capacity of rural inhabitants to manage their own development in a sustainable, equitable and productive manner, and facilitate the emergence of rural municipalities (communes rurales). To that effect, it will couple capacity building activities and a demand-driven local investment fund to enable communities to learn by doing. The CBRDP will also make a significant contribution to the debate over rural municipal institutions, the transfer of responsibilities to rural municipalities, fiscal decentralization, and participatory and decentralized management of village and municipal assets. Phase 2 (2006-2010) will build upon and expand the achievements of Phase I and allow the Program to reach national coverage. One of the greatest challenges during this phase will be to build rural municipalities that are truly participatory and accountable to their population. During this second phase, the CBRDP will be part of a harmonized PNDRD that will reach all villages, either individually or grouped together in rural municipalities. Phase 3 will consolidate what has been achieved and prepare an exit strategy; Land Tenure Security Pilot Operation
Capacity Building: Central Govt. & Public Sector	Institutional Capacity Building (including support and advisory services): The Project will support the CND and the DGCL in their effort to design and implement decentralized and participatory rural development, and to gradually establish representative and accountable rural municipalities. The proposed program will include a pilot to test the social, economic, fiscal and institutional viability of about 15 rural municipalities, as well as applied research, studies, training and equipment for the DGCL and the CND. Land Tenure Security Pilot Operation; Support the implementation of the country's decentralization framework.
Finance Basic Infrastructure, Services, & Other Investments	*productive investments with a clear public-goods element for groups of individuals within or across villages (e.g., bottomland development that has spill-over effect to the community as a whole, soil and water management investments of a structural nature, ...) *socioeconomic public service/infrastructure investments at the individual village or community level (e.g., small roadwork, water supply, school, ...); * socioeconomic public service/infrastructure investments at the multi-village or province level (e.g., larger schools, micro-finance institution outpost, health posts, HIV/AIDS prevention and mitigation activities, inter-village roads, market, ...).
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	Targeting to the rural poor will be achieved indirectly through: (a) the kinds of projects financed under LIF (e.g., small, inexpensive projects for improvement of village roads, water supply, school classrooms); (b) participatory processes at community level designed to ensure that the views and priorities of all segments of the rural population are represented in the selection of investments to be funded under LIF; and (c) the choice of labor intensive methods for subproject implementation that will result in employment generation for the poor. The M&E system will place due emphasis on assessing the impact of the Project on marginalized groups (e.g., women, youth, pastoralists) and on insuring that their views are represented in the participatory planning process. Lessons will be drawn from IFAD's experience in targeting these groups.
Poverty Alleviation: Income Generation & Employment Opportunities	The strategy for accelerating broad-based, equitable growth and increasing the employment and income generating potential of the poor relies heavily on improving the competitiveness and sustainability of the crop and livestock sectors. This is to be achieved by addressing overall policy and institutional issues such as liberalization of the transport sector and reform of the public sector, as well as sector specific natural resource, production and marketing constraints. The Program will have a direct impact on rural incomes through productive investments, such as the development of bottom lands, and an indirect impact through the spillover or stimulative effect of such investments on the local economy. Increased productivity resulting from soil fertility interventions and increased access to markets will also lead to increased incomes. Food security will be enhanced as a result of income increases, and also due to the construction of cereal banks and feeder roads. Clean water will lessen the impact of water borne diseases. Village health interventions will extend the outreach of the district level health centers, in all aspects of preventive health, including HIV/AIDS (the prevalence of HIV/AIDS is between 6 and 10 percent among pregnant women). Village schools built in response to public demand will lead to increased child enrollment. Contracting local artisans and small-scale entrepreneurs will generate local employment opportunities.
<b>Burkina Faso Environmental Management</b>	
Capacity Building: Local Govt. & Village	(a) identification, design and implementation of Terroir Management Plans in three provinces in different agro-ecological zones of the country; (b) design and implementation of combined management plans for protected forests and the surrounding community terroirs in two provinces; (c) technical support for existing natural resources management operations in 18 provinces
Capacity Building: Central Govt. & Public Sector	(d) establishment of national environmental and project impact monitoring systems (e) human resources development;(f) management and studies.
Finance Basic Infrastructure, Services, & Other Investments	(a) identification, design and implementation of Terroir Management Plans in three provinces in different agro-ecological zones of the country; (b) design and implementation of combined management plans for protected forests and the surrounding community terroirs in two provinces; (c) technical support for existing natural resources management operations in 18 provinces

<b>Defined Activities</b>	<b>Classification of Components According to Activities</b>
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	
Poverty Alleviation: Income Generation & Employment Opportunities	
<b>Burkina Faso Food Security</b>	
Capacity Building: Local Govt. & Village	(e) carrying out a nutrition Information, Education, and Communication (IEC) campaign to bring about a behavioral change in child weaning and feeding practices. The target audience will be women beneficiaries of the income earning and income generating activities.
Capacity Building: Central Govt. & Public Sector	(a) assisting Government to establish an institutional focal point within the Ministry of Agriculture and Livestock (the Permanent Secretariat of the CNCPC) for food security management; (b) establishing an integrated Early Warning Systems (EWS), and improving the data gathering and analysis capacity of the Ministry of Agriculture and Livestock (MOAL) which is essential for reducing the real time for Emergency Preparedness (EP)
Finance Basic Infrastructure, Services, & Other Investments	(e) carrying out a nutrition Information, Education, and Communication (IEC) campaign to bring about a behavioral change in child weaning and feeding practices. The target audience will be women beneficiaries of the income earning and income generating activities.
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	(d) providing an independent source of income to women--essential for improved nutritional status of children--by financing income generating activities directed predominantly at women
Poverty Alleviation: Income Generation & Employment Opportunities	providing income-earning opportunities in the most drought-prone provinces during the dry season and period of low labor demand. A part of the existing WFP--supported food-for-work program, complemented by cash-for-work, will be redirected and focused on poor households in drought-prone provinces
<b>Burkina Faso HIV/AIDS Disaster Response</b>	
Capacity Building: Local Govt. & Village	* <i>Provincial Activities:</i> This sub-component would provide assistance to provincial authorities to: (i) plan and coordinate HIV/AIDS activities, (ii) screen, approve and monitor community subprojects, and (iii) build up capacities of communities and associations to carry out subprojects. These activities would be carried out through: the provision of technical assistance and capacity building activities, training financing of community subprojects in an effort to empower local communities to better cope with the HIV/AIDS epidemic. Subprojects would include: (a) awareness, advocacy, peer education and condom promotion; (b) home-based care and support for those infected and affected by the disease; (c) care of orphans; and (d) income-generating activities to assist affected families and to empower women economically.
Capacity Building: Central Govt. & Public Sector	Line Ministry Work Programs This component would provide support to line ministries to prepare and execute annual work programs. Coordination, Monitoring and Evaluation This component would support: * Monitoring and evaluation, to set up and institutionalize a comprehensive monitoring and evaluation system for the national program; this would include, inter alia, support for the next Demographic and Health Survey (2004/05); a bi-annual Behavioral Surveillance Survey to monitor behavioral change among targeted groups; updating of a national baseline of HIV and STI incidence rates; and replication of the mapping of high transmission areas. The activity of serosurveillance was well performed in 2000 and serums were stocked while awaiting reagents to be analyzed. A workshop on second generation epidemiological monitoring as well as a follow-up/evaluation of the National Program to Fight AIDS and STs took place in Bobo-Dioulasso, November 7-9, 2000. The behavioral monitoring together with the biological monitoring will allow for a better explanation of the evolution of the AIDS pandemic in Burkina Faso and will enable the adjustment of strategies in the fight against AIDS.



<b>Defined Activities</b>	<b>Classification of Components According to Activities</b>
Finance Basic Infrastructure, Services, & Other Investments	* Provincial Activities: This sub-component would provide assistance to provincial authorities to: (i) plan and coordinate HIV/AIDS activities, (ii) screen, approve and monitor community subprojects, and (iii) build up capacities of communities and associations to carry out subprojects. These activities would be carried out through: the provision of technical assistance and capacity building activities, training financing of community subprojects in an effort to empower local communities to better cope with the HIV/AIDS epidemic. Subprojects would include: (a) awareness, advocacy, peer education and condom promotion; (b) home-based care and support for those infected and affected by the disease; (c) care of orphans; and (d) income-generating activities to assist affected families and to empower women economically. * Community Subprojects: This sub-component would support the financing of community subprojects in an effort to empower local communities to better cope with the HIV/AIDS epidemic. Subprojects would include: (a) awareness, advocacy, peer education and condom promotion; (b) home-based care and support for those infected and affected by the disease; (c) care of orphans; and (d) income-generating activities to assist affected families and to empower women economically. Communities have a strong comparative advantage in carrying out the bulk of these types of activities, particularly (b)-(d).
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	Targeted Interventions The third component aims to support interventions targeted to vulnerable groups (e.g., youth, women of reproductive age, commercial sex workers, prisoners, truck drivers, migrant workers), which are critical in curbing the pandemic.
Poverty Alleviation: Income Generation & Employment Opportunities	Increase employment and income generating activities for the poor. income-generating activities to assist affected families and to empower women economically.
<b>Chad Household Energy</b>	
Capacity Building: Local Govt. & Village	(a) create capacity to develop a village-based natural resource management system (b) create capacity to monitor and control wood products flows; (c) improve the efficiency of household fuel use
Capacity Building: Central Govt. & Public Sector	strengthen the capacity of the Borrower to extend such production elsewhere. carry out institutional reforms in the household energy sector
Finance Basic Infrastructure, Services & Other Investments	On the supply side, which accounts for about 80% of project costs, simple long-term village-based land-use and wood exploitation plans will be prepared for the N'Djamena wood fuel catchment area; these plans are based on an assessment of wood resources, and economic activities in the surroundings of the villages, focusing on a more rational and participatory approach to management of wood resources. Efficient charcoal conversion techniques will also be promoted in those areas where charcoal is produced. A system will be established to monitor the inflow of wood products from rural production zones into N'Djamena. An effective environmental policy instrument guiding transporters towards areas where least-cost wood is available will be implemented. On the demand side, the commercialization of efficient cooking stoves by private agents will account for about 20 % of project costs; suitable stove models will be identified through NGOs and a promotional campaign will be launched to encourage the private sector to adopt the program. The project will also promote the commercialization of low-cost kerosene and LPG stoves by private agents and seek ways to increase the efficiency of their supply system.
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	Other benefits, include the improvement of rural incomes by charging rural communities with the responsibility of managing and commercializing the wood resources in their areas. The additional incomes will be particularly significant for the poorer rural households in the wood-producing areas.
Poverty Alleviation: Income Generation & Employment Opportunities	Substantial financial benefits will accrue to poor households in rural communities with a natural resource management plan, through the collection of user fees and the participation in natural resource income generating activities. Under the proposed project, services from wood cutters, wood transporters (from harvesting place to the rural market site), wood stackers, rural market managers, etc. will be required which translates into economic opportunities for many villagers. The total value of the 1995 wood fuel market in N'Djamena was estimated at approximately US\$ 11 million of which a maximum of 20% accruing to the producers (who are not necessarily rural villagers). In fact, a large portion of this value is for distribution margins by urban commerce. The project seeks to increase the allocation for rural stakeholders to about 25 to 35 percent of the economic value of wood fuels. Gains are achieved through avoided productivity losses as well though higher income groups tend to benefit to a greater extent than poorer income groups.

<b>Defined Activities</b>	<b>Classification of Components According to Activities</b>
<b>Chad Local Development</b>	
Capacity Building: Local Govt. & Village	Decentralized Development Fund, is a matching grant fund that will cofinance subproject proposed by communities and local institutions. Following a participatory assessment of their needs, each community, or group thereof, would prepare Local Development Plans (LDP) detailing perceived priorities and a list of activities to be financed (subprojects). Communal decision committees (CDC), based at the rural municipality/canton level and comprising of representatives of the communities and local authorities, would analyze and approve LDPs. Local development plans will have to be in conformity with policy, planning criteria and technical standards defined at the national and regional level. Capacity-building for communities, will strengthen the capacity of local stakeholders (communities, NGOs, training institutions etc.) in the use of participatory techniques for needs assessment, identification of solutions and implementation of development activities. This component will concern local beneficiaries and civil society (village organizations, associations, community-based organizations, etc.) . Given the multi-sectoral nature of the program, these capacity-building activities may concern a wide spectrum of sectors, including health, education, energy, transport, etc. Component 2 will support the following activities: Training on participatory appraisal techniques for communities, NGOs, service providers; Creation and/or strengthening of local development committees; Information & communication campaign on behavior changes contributing to poverty reduction (including natural resources management, HIV/AIDS prevention, health, nutrition & hygiene, etc.)
Capacity Building: Central Govt. & Public Sector	Management and Information Support, will support project coordination and monitoring, through two sub-components, (i) Project Management and (ii) Management Information System. The Project Management sub-component will support project coordination and management, financial management, information and communication as well as all services needed for project implementation. Support to the decentralization, will assist the GOC in (i) completing and strengthening the legal and regulatory framework for the decentralization process (iii) preparing fiscal decentralization and transfer of resources to regional and local levels of government, and (iii) define a sound institutional framework for the implementation of the decentralization agenda, including deconcentration of services. This component will mainly finance studies, technical assistance and training and would include two main sub-components: Definition of the decentralization framework. This sub-component will finance technical assistance and studies for the definition of the legal, regulatory and institutional framework of the decentralization reform.
Finance Basic Infrastructure, Services, & Other Investments	Decentralized Development Fund, is a matching grant fund that will cofinance subproject proposed by communities and local institutions. Following a participatory assessment of their needs, each community, or group thereof, would prepare Local Development Plans (LDP) detailing perceived priorities and a list of activities to be financed (subprojects). Communal decision committees (CDC), based at the rural municipality/canton level and comprising of representatives of the communities and local authorities, would analyze and approve LDPs. Local development plans will have to be in conformity with policy, planning criteria and technical standards defined at the national and regional level. Capacity-building for communities, will strengthen the capacity of local stakeholders (communities, NGOs, training institutions etc.) in the use of participatory techniques for needs assessment, identification of solutions and implementation of development activities. This component will concern local beneficiaries and civil society (village organizations, associations, community-based organizations, etc.) . Given the multi-sectoral nature of the program, these capacity-building activities may concern a wide spectrum of sectors, including health, education, energy, transport, etc. Component 2 will support the following activities: Training on participatory appraisal techniques for communities, NGOs, service providers; Creation and/or strengthening of local development committees; Information & communication campaign on behavior changes contributing to poverty reduction (including natural resources management, HIV/AIDS prevention, health, nutrition & hygiene, etc.)
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	
Poverty Alleviation: Income Generation & Employment Opportunities	
<b>Gambia Third Education Sector (Phase 1 of APL)</b>	

<b>Defined Activities</b>	<b>Classification of Components According to Activities</b>
Capacity Building: Local Govt. & Village	1. Access to Basic Education: Achieve a gross enrollment ratio of 90% through: (a) extension of double-shift and multi-grade teaching, (b) new construction and rehabilitation of existing facilities, (c) incorporation of English into madrassa education, (d) improvement in the supply and deployment of teachers, (e) incentives/subsidies for the poor, and (f) examine the extent and needs of special needs students. 2. Girls' Education: Increase girls' enrollment and retention in grades 1- 12 through : (a) a scholarship scheme and flexible fee payment schedules, (b) development of a supportive learning environment, (c) a community and teacher mobilization program, and (d) an increase in the proportion of female teachers. 3. Basic Education Quality: Ensure that all students acquire the desired levels of achievement in core areas through (a) curriculum revision for grades 1-9, (b) ensuring that each child has access to a complete set of books, (c) improvements in the professional development of teachers, and (d) developing a national assessment system and improving the quality and relevance of examinations. 4. Early Childhood Development and Care: Develop a program for ECDC while expanding on-going care provider training and development of guidelines for center establishment. 5. Secondary Education: Increase the gross enrollment ratio from 16% to about 25%, improve the quality and lower costs through: (a) extension of double-shift teaching, (b) construction of new facilities, and (c) introduction of computer technology and literacy programs to ensure that all students graduate with basic computer literacy skills. 6. Vocational and Technical Education: Improve the relevance of training to the demands of the job market and to opportunities for income generation in rural areas and increase private sector participation in the provision and financing of training through: (a) employer, market surveys and tracer studies, (b) development of a training policy and strategy, (c) testing of a training fund, and (d) appropriate course and infrastructure development once needs, financing and provision arrangements are established. 7. University Education: Develop a cost-effective plan to upgrade select existing post-secondary programs to degree level, and gradually develop degree level programs focusing first on training secondary school science and math teachers, Information Technology, and Business Studies. 8. Adult Education/Functional Literacy Program: Pilot, and expand if successful, a new strategy of development and delivery of adult literacy programs by the private sector.
Capacity Building: Central Govt. & Public Sector	Capacity Building for Sector Management: Enhance the performance of the education sector by: improving the organization structure of the DoSE, strengthening its leadership and management, including its ability to manage this program, enhancing its ability to mobilize funds, allocate resources and control expenditure, raising the skill level of its staff, and adjusting some of its key work practices.
Finance Basic Infrastructure, Services, & Other Investments	1. Access to Basic Education: Achieve a gross enrollment ratio of 90% through: (a) extension of double-shift and multi-grade teaching, (b) new construction and rehabilitation of existing facilities, (c) incorporation of English into madrassa education, (d) improvement in the supply and deployment of teachers, (e) incentives/subsidies for the poor, and (f) examine the extent and needs of special needs students. 2. Girls' Education: Increase girls' enrollment and retention in grades 1- 12 through : (a) a scholarship scheme and flexible fee payment schedules, (b) development of a supportive learning environment, (c) a community and teacher mobilization program, and (d) an increase in the proportion of female teachers. 3. Basic Education Quality: Ensure that all students acquire the desired levels of achievement in core areas through (a) curriculum revision for grades 1-9, (b) ensuring that each child has access to a complete set of books, (c) improvements in the professional development of teachers, and (d) developing a national assessment system and improving the quality and relevance of examinations. 4. Early Childhood Development and Care: Develop a program for ECDC while expanding on-going care provider training and development of guidelines for center establishment. 5. Secondary Education: Increase the gross enrollment ratio from 16% to about 25%, improve the quality and lower costs through: (a) extension of double-shift teaching, (b) construction of new facilities, and (c) introduction of computer technology and literacy programs to ensure that all students graduate with basic computer literacy skills. 6. Vocational and Technical Education: Improve the relevance of training to the demands of the job market and to opportunities for income generation in rural areas and increase private sector participation in the provision and financing of training through: (a) employer, market surveys and tracer studies, (b) development of a training policy and strategy, (c) testing of a training fund, and (d) appropriate course and infrastructure development once needs, financing and provision arrangements are established. 7. University Education: Develop a cost-effective plan to upgrade select existing post-secondary programs to degree level, and gradually develop degree level programs focusing first on training secondary school science and math teachers, Information Technology, and Business Studies. 8. Adult Education/Functional Literacy Program: Pilot, and expand if successful, a new strategy of development and delivery of adult literacy programs by the private sector.
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	Girls' Education: Increase girls' enrollment and retention in grades 1- 12 through : (a) a scholarship scheme and flexible fee payment schedules, (b) development of a supportive learning environment, (c) a community and teacher mobilization program, and (d) an increase in the proportion of female teachers.
Poverty Alleviation: Income Generation & Employment Opportunities	Improve the relevance of training to the demands of the job market and to opportunities for income generation in rural areas and increase private sector participation in the provision and financing of training through: (a) employer, market surveys and tracer studies, (b) development of a training policy and strategy, (c) testing of a training fund, and (d) appropriate course and infrastructure development once needs, financing and provision arrangements are established.

<b>Defined Activities</b>	<b>Classification of Components According to Activities</b>
<b>Guinea-Bissau Primary Education</b>	
Capacity Building: Local Govt. & Village	(i) improvement of school facilities so that presently incomplete schools can offer at least four, and eventually six, basic education grades; (ii) enhancement of the teaching-learning process by providing students with textbooks and teachers with instructional guides and in-service training
Capacity Building: Central Govt. & Public Sector	implementation of a mechanism to assure the timely payment of teacher salaries; (iv) improvement of human resource management in the Ministry of Education (MOE); (v) strengthening of institutional capability for planning, management, and evaluation; and (vi) laying the institutional groundwork for the next projects and a sector policy framework.
Finance Basic Infrastructure, Services, & Other Investments	(i) improvement of school facilities so that presently incomplete schools can offer at least four, and eventually six, basic education grades; (ii) enhancement of the teaching-learning process by providing students with textbooks and teachers with instructional guides and in-service training
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	encouraging the involvement of parents and communities in promoting girls' schooling; During preparation, three alternatives were considered: (a) a rapid move towards universal primary education; (b) more limited expansion with a focus on girls' education; and (c) no focus on girls' education. A rapid expansion of primary education was rejected because the foundations for effective expansion needed to be created first. A moderate expansion approach was deemed to be the most logical alternative for the project. However, since expansion is limited, a large share of the enrollment increase is expected to come from families with some access already, sending more of their children to school. In most cases, these are girls. Therefore, we advanced the work, implemented by UNICEF with the Bank's technical and Norway's financial assistance, on identifying the barriers to girls' education. A team has been trained to carry on a structured dialogue with communities to understand how the latter view education, the main barriers to girls' education from their point of view, and possible solutions focusing on what communities themselves can do. Furthermore, MOE and NGOs are taking steps to make schools reachable for girls, increasing parental motivation, making the curriculum more relevant, and recruiting and training more female teachers. The project will build on these steps and support the formulation of policy measures and an action plan to promote girls' schooling and channel such measures and strategies into the mainstream of project activities.
Poverty Alleviation: Income Generation & Employment Opportunities	
<b>Guinea Village Support Program (Phase 1 of APL)</b>	
Capacity Building: Local Govt. & Village	The objective of the Support for Local Development component is to rationalize and operationalize the regulatory and institutional environment for local development. The component will include five sets of activities. The first will streamline the legal and regulatory framework for decentralization. The second will establish effective fiscal and financial decentralization. The third will target the CRDs' capacity to manage local development programs. The fourth will focus on strengthening the capacity of the Ministry of Interior and Decentralization (MID) agencies and services, which are responsible for decentralization. The fifth will focus on sensitizing and training elected local officials and CRD administrative and technical staff in the areas of local development government, planning and financial management.
Capacity Building: Central Govt. & Public Sector	The Program Management, Monitoring and Evaluation component will cover: (i) project coordination, oversight, and financial management, which includes establishing and operating the National and Regional Coordinating Units, and (ii) establishing and operating the overall monitoring and evaluation system. Support to the Local Development Process 1. Overall policy, legal, fiscal, and institutional frameworks strengthened to enable decentralization 2. Capacity of key line ministries, governmental institutions and regional authorities improved to support decentralization and maintenance program 3. Capacity of CRDs, local institutions, and rural communities strengthened to identify, plan, implement, operate and maintain basic infrastructure and services
Finance Basic Infrastructure, Services, & Other Investments	The Rehabilitation and Maintenance of Rural Roads component seeks to (i) improve the access of isolated rural communities to the national roads network; and (ii) establish a sustainable rural roads management and maintenance system. Activities will include: (i) formulating and establishing a rural roads maintenance strategy, including establishing and supporting Village Maintenance Committees to manage intra-village tracks and dirt roads; (ii) ensuring the efficient rehabilitation, periodic maintenance, and critical spot improvement of priority rural roads; and (iii) providing institutional support to the Direction Nationale du Genie Rural du Ministere de l'Agriculture, des Eaux et Forêts (MAEF/DNGR), the implementing agency for this component, which includes restructuring its Maintenance and Community Support Division and establishing an Environmental Mitigation Unit.

<b>Defined Activities</b>	<b>Classification of Components According to Activities</b>
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	Although the VCSP does not attempt to specifically target the most disadvantaged or vulnerable groups, <i>targeting to the rural poor</i> will be achieved indirectly through: (a) the kinds of projects financed under VIF (e.g., small, inexpensive projects for improvement of village roads, water supply, school classrooms); (b) participatory processes at community level designed to ensure that the views and priorities of all segments of the rural population are represented in the selection of investments to be funded under VIF; and (c) the choice of labor intensive methods for micro-project implementation that will result in employment generation for the poor. The M&E system will place due emphasis on assessing vulnerable groups' satisfaction with project impact. Vulnerable groups, including women's groups, are to be specifically targeted within the pilot productive micro-project component.
Poverty Alleviation: Income Generation & Employment Opportunities	Better access to water and health will increase productivity and thus financial rewards; better access to roads by improving market access will also boost financial inflows to local beneficiaries. Contracting local artisans and small-scale entrepreneurs for village infrastructure construction and rehabilitation will generate local employment opportunities.
<b>Mali National Rural Infrastructure (Phase 1 of APL)</b>	
Capacity Building: Local Govt. & Village	* piloting a cost recovery based irrigation funding mechanism; * piloting the promotion of private investors in large scale irrigation schemes; * setting up an autonomous rural public works executing agency; * setting up an autonomous road maintenance agency; * elaborating a comprehensive rural transport strategy including pilot projects to test a few options for institutional arrangements; * testing and refining demand-responsive decentralized rural water supply and sanitation and small scale irrigation implementation arrangements in selected regions; * building capacity of communes, the private sector, and NGOs to support project implementation and the subsequent supply of spares for, and the repairing of, rural infrastructure (rural water supply hand-pumps, irrigation equipment, etc..) in selected regions; and * supporting physical investments in irrigation, secondary roads, rural water supply and sanitation to accompany these policy and institutional measures.
Capacity Building: Central Govt. & Public Sector	<i>Phase II Activities:</i> * consolidating the policy framework around lessons learned from Phase I, and ensuring total harmony with decentralization (accomplish full decentralized implementation of commune/community level investments, including contracting of goods and services) ; * setting up a self-financing/autonomous, privately managed, irrigation development agency (depending upon the results from NRIP-I's pilot activities attesting to its feasibility); * implementing the then ready rural transportation strategy (with the physical investment activities re-oriented to local/commune level transport infrastructure only)
Finance Basic Infrastructure, Services, & Other Investments	* piloting a cost recovery based irrigation funding mechanism; * piloting the promotion of private investors in large scale irrigation schemes; * setting up an autonomous rural public works executing agency; * setting up an autonomous road maintenance agency; * elaborating a comprehensive rural transport strategy including pilot projects to test a few options for institutional arrangements; * testing and refining demand-responsive decentralized rural water supply and sanitation and small scale irrigation implementation arrangements in selected regions; * building capacity of communes, the private sector, and NGOs to support project implementation and the subsequent supply of spares for, and the repairing of, rural infrastructure (rural water supply hand-pumps, irrigation equipment, etc..) in selected regions; and * supporting physical investments in irrigation, secondary roads, rural water supply and sanitation to accompany these policy and institutional measures.
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	Studies and analyses required for the non-ON project components focus on: (a) carrying out perimeter-specific Environmental Assessments (EAs) and Social Assessments (SAs), (b) carrying out road-section-specific EAs and SA(s), (c) social analyses on water point (borehole) selection to ensure equitable distribution, and (d) social analyses of vulnerable groups (women in particular), to determine how these groups can best benefit from improved rural infrastructure, and to prepare an action plan to facilitate women's right to land in small-scale irrigation schemes; Irrigated land will specifically be set aside, and support services put in place, for vegetable gardening - a predominantly female activity, both at Sokolo and M'Bewani, which will increase women's incomes and household nutrition. The close proximity of clean water will result in time savings for women and girls which, coupled with the expected improvements in health, should generate greater opportunities for education and training, and engaging in informal sector activities; The project is targeting some of Mali's poorest areas (Mopti, Gao, Timbuktu, Kidal, M'Bewani) for employment and income generation through irrigated agricultural production, as well as rural communities with limited access to safe water and improved sanitation. NRIP-I will also finance the rehabilitation of priority roads to communities with little or no access to markets and services, particularly those with great agricultural potential, and support a comprehensive national rural transport strategy that will be followed by massive investment in local rural transport infrastructure during NRIP-II, which will directly benefit the poor whose transport needs have so far not been adequately addressed.

<b>Defined Activities</b>	<b>Classification of Components According to Activities</b>
Poverty Alleviation: Income Generation & Employment Opportunities	Provide women in the small-scale perimeter areas with support for investment activities and management capacity building, promoting income generating activities, for example in investment in agricultural and non-agricultural income activities; Irrigated land will specifically be set aside, and support services put in place, for vegetable gardening - a predominantly female activity, both at Sokolo and M'Bewani, which will increase women's incomes and household nutrition. The close proximity of clean water will result in time savings for women and girls which, coupled with the expected improvements in health, should generate greater opportunities for education and training, and engaging in informal sector activities.
<b>Mali Grassroots Initiative to Fight Hunger</b>	
Capacity Building: Local Govt. & Village	accompanying local capacity building measures to strengthen community development skills, IEC messages for behavior change, and relevant training to ensure project sustainability and effective service delivery; Local capacity building activities, envisaged throughout the project's presence in a community, will involve key project stakeholders, especially communities. They will include: (i) training for the community, NGOs recruited for community development activities, for intermediaries, and, where appropriate, for local technical services, (ii) an Information, Education, Communication (IEC) program tailored to community needs; and (iii) an information campaign to keep the public and interested partners abreast of project development, to share similar experiences, and to find solutions to implementation problems.
Capacity Building: Central Govt. & Public Sector	The Policy and Institutional Development Component's objectives are to strengthen the efficiency of decision-makers at the national level by improving the quality and relevance of integrated poverty data and data analysis, and to support Government/NGO partnership at the national level. These objectives are to be achieved principally by (i) support to the Observatory for Sustainable Human Development; and (ii) support to the poverty monitoring system.
Finance Basic Infrastructure, Services, & Other Investments	Community-requested infrastructure in targeted rural communities; The GRIP will finance grants for subprojects (works) and equipment linked to the community-requested infrastructure, consultant services for capacity building activities, the intermediary role and surveys/studies. The pilot phase experience indicated that subproject preparation required about one year, infrastructure construction about 6-8 months, and capacity building activities about one year. Given these factors and the amount of available resources, it is estimated that about 260 multi-sectoral subprojects will be financed under the 5-year life of the project: 30 the first year, 55, 80 and 95 in the following three years; no subproject will be committed in the last year, given the length of a subproject cycle. It is expected that, with experience, subprojects will be processed more quickly and a greater number of them can be supervised during a given period.
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	The project would help reduce poverty in the most vulnerable rural communities in Mopti and other regions. This would be achieved in the short term by financing subprojects identified by the communities themselves as having highest priority in improving their living conditions. Mopti persistently ranks as the poorest region in Mali, with 90% of its population below the national poverty line, a fact reflected in large number of food-deficit areas, poor health status and low education levels. Les communautés bénéficiaires sont les communautés rurales les plus pauvres, dont le degré de pauvreté de la population est supérieur à un seuil fixe, en application de la méthodologie en Annexe 1. (Beneficiary communities are the poorest rural communities, where the degree of poverty in the population is higher than a fixed point, using the methodology in Annex 1.)
Poverty Alleviation: Income Generation & Employment Opportunities	The Government supported the establishment of a quasi-independent entity to respond to such needs, AGETIPE (Public Works Executing Agency). The AGETIPE formula has demonstrated it can provide essential public works and employment, even if temporary, to urban workers with little or no skills and can strengthen capacity of small entrepreneurs in an efficient and timely manner.
<b>Mali Natural Resource Management</b>	
Capacity Building: Local Govt. & Village	(a) identification, design and implementation of Community Natural Resource Management Plans involving about 150 villages within three administrative regions of Mali and distributed among representative agro-ecological zones of the country; (b) design and implementation of a management and monitoring plan for the Baoule National Park, in addition to the establishment and execution of Community NRM Plans in the 10 villages (of the 150 villages to be covered by the Project) currently located inside the park that will be outside its boundaries when these have been redrawn; (c) institutional support for central and local government authorities (i) to help with project management and assist rural communities in implementing their Community NRM Plans, and (ii) to provide the Government with basic environmental monitoring facilities which could be further developed;
Capacity Building: Central Govt. & Public Sector	(c) institutional support for central and local government authorities (i) to help with project management and assist rural communities in implementing their Community NRM Plans, and (ii) to provide the Government with basic environmental monitoring facilities which could be further developed;

<b>Defined Activities</b>	<b>Classification of Components According to Activities</b>
Finance Basic Infrastructure, Services, & Other Investments	(d) a comprehensive training and public information/awareness program on natural resource management; and (e) financial support for the provision of technical assistance, consultant services, audits, applied research and studies required for project implementation.
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	Women in Natural Resource Management. Women are both victims and perpetrators of the rapid natural resource degradation in Mali as they supply their households with water and fuelwood, participate in cropping activities, and often herd, feed and milk farm animals. Thus, women should be the main target of any program of improved natural resource management. However, as is the case of most traditional ethnic communities, women are excluded from decisions affecting the community. They have little control over the nature and location of activities to be performed at the village level; they have little access to land ownership, formal credit, or schooling; and female extension agents, who would be natural candidates to assist women's groups, are rare. Finally, those who develop and disseminate new technologies seldom consider the possibility that those technologies will be implemented by women. There is growing concern about this situation in Mali. As a result, WID specialists are being hired by increasing numbers of NGOs and government development institutions.
Poverty Alleviation: Income Generation & Employment Opportunities	for those Community NRM Plans that would include high proportions of labor-intensive land and water conservation works, labor exceeding the 25 % beneficiaries' contribution would be remunerated, raising employment levels during the dry season, when there are few opportunities for productive agricultural activity; and (e) local communities around Baoule National Park would benefit from direct employment by the Park (park patrol personnel) and indirect. tourism-related activities (tour guides, tourist camps, safari hunting) and from the planned management of the Park's surrounding areas and buffer zones.
<b>Mali 2nd Health Population &amp; Rural Water Supply</b>	
Capacity Building: Local Govt. & Village	Strengthening local MCHIFP capabilities. NSPAS's MCHIFP strategy, calls for an all-out effort involving the public and private sectors, NGOs and donors and a stepping up of IEC and FP activities. Hence, there is need to reinforce local capabilities to plan, manage, coordinate and evaluate FP programs (the responsibilities of the Division of Family Health-DSF), to define and monitor an IEC strategy (National Directorate of Social Affairs and AMPPF), and to deliver IEC and FP services (Government, NGOs and private practitioners). To that end, the project will offer an in-country, Mali-specific training course for some 250 managers of MCH/FP/IEC public, as well as private programs. This program, which will also include short-term specialist services and a study tour, will be designed and carried out under an umbrella-contract with a specialized institution. DSF's recently created evaluation capacity will be reinforced, while the central/regional offices of DNAS and MSPAS's Health Education Division will be re-equipped to allow them to play their role more effectively. Yearly seminars will be organized by DSF to compare the cost effectiveness of different ongoing IEC and FP approaches.
Capacity Building: Central Govt. & Public Sector	Implementing its emerging population policy through integration of FP into MCH and an all-out IECIFP development effort designed to increase the modern CPR from 1.2% to 8.5% countrywide by 1997; Provide institutional support to (i) help the Government finalize, disseminate and operationalize its population policy; (ii) finalize the census; and (Lii) strengthen national capacities to plan, manage and evaluate national FP programs (including IEC).
Finance Basic Infrastructure, Services, & Other Investments	Increasing the coverage and quality of health services directly for about 1.4 million people in four of Mali's seven Regions--Kayes and Mopti in a Phase 1, Koulikoro and Segou in Phase 2--and in the capital area of Bamako, and indirectly nationwide by strengthening the efficiency of sectoral resource use; Providing access to safe water for about 180,000 people living in some of the poorest part of the four Regions mentioned above and implementing an iodination program to eliminate goiter from among 240,000 people.
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	Providing access to safe water for about 180,000 people living in some of the poorest part of the four Regions mentioned above and implementing an iodination program to eliminate goiter from among 240,000 people.
Poverty Alleviation: Income Generation & Employment Opportunities	Activities aimed at improving the socioeconomic status of women through the promotion of income-generating activities and the provision of time-saving devices (up to 25% of the Fund); Impact on employment. The project involves about 400 new positions (nurses, midwives, clerks to staff the ComHCs and to reinforce public and private FP services, and village pump caretakers). These positions will be either filled through redeployment from MSPAS or MIHE (in line with the proposed SAL) or financed by the communities themselves. Qualified candidates should be easy to find, given the large pool of unemployed graduates. Additionally, more favorable regulations and incentives and the opening up of the drug market will stimulate the development of private medical practice and pharmacies outside Bamako, although the precise impact of these measures difficult to estimate.
<b>Mauritania Urban Infrastructure and Pilot Decentralization</b>	

<b>Defined Activities</b>	<b>Classification of Components According to Activities</b>
Capacity Building: Local Govt. & Village	<i>capacity building (pilot decentralization)</i> at the municipal level to enhance managerial capacities through the introduction of municipal management tools including provision of equipment and training
Capacity Building: Central Govt. & Public Sector	<i>capacity building (pilot decentralization)</i> at the national level (US\$1.5 million), to strengthen the monitoring capacity of the MOI and prepare new municipal regulations. <i>capacity building (pilot decentralization)</i> at the municipal level to enhance managerial capacities through the introduction of municipal management tools including provision of equipment and training and at the national level (US\$1.5 million), to strengthen the monitoring capacity of the MOI and prepare new municipal regulations
Finance Basic Infrastructure, Services, & Other Investments	<i>a program of poverty-oriented, labor-intensive works subprojects.</i> (US\$20.5 million) in participating cities, consisting of rehabilitation or construction of urban facilities of various categories
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	
Poverty Alleviation: Income Generation & Employment Opportunities	<i>a program of poverty-oriented, labor-intensive works subprojects.</i> (US\$20.5 million) in participating cities, consisting of rehabilitation or construction of urban facilities of various categories
<b>Mauritania Integrated Development (APL)</b>	
Capacity Building: Local Govt. & Village	SUPPORT TO FARM MANAGEMENT AND ORGANIZATION, 1. Support for farm management. D. SUPPORT FOR TRADITIONAL CROPS SUBSECTOR, 1. Support for traditional crops. E. DIVERSIFICATION PROMOTION, 1. Development of Infrastructure, 2. Diversification promotion antenna, 3. Diversification promotion activities, 4. Quality Control.
Capacity Building: Central Govt. & Public Sector	A. DEVELOPMENT OF A POLICY, LEGAL AND INSTITUTIONAL FRAMEWORK, 1. Improvement of the policy and legal framework 2. Strengthening of institutional capacities, Support to MDRE, Support for an agro-pastoral information system, Support to SONADER, Support to UNCACEM. ENVIRONMENTAL IMPACT MITIGATION MEASURES, 1. Environmental monitoring/evaluation, 2. Land use plans, 3. Development of norms, 4. Environmental impact mitigation measures. G. PROJECT MANAGEMENT AND MONITORING & EVALUATION, 1. Project Management, 2. Monitoring and Evaluation
Finance Basic Infrastructure, Services, & Other Investments	B. DEVELOPMENT OF BASIC INFRASTRUCTURES; 1. Public infrastructure (hydraulics, communications/roads), 2. Rehabilitation / extension / creation of private irrigated schemes, 3. Research and development.
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	The Project will target poor farmers and vulnerable groups by helping them obtain better access to agricultural credit and subsidies for productive investments and rural infrastructures; to land; and to know-how (training and extension); and by promoting women development. It will support farmer participation in the design, implementation, management and maintenance of investments. Data collection and analysis for a participatory evaluation of the Project's social impact has been carried out on a sampling of schemes. The results of the analysis helped improve Project design and work out the best ways of reaching the target groups. There were also used to test the diagnostic tools that will subsequently be part of the Project's monitoring and evaluation system (M&E); In addition to short-term credit already available for working capital, farmers will have access to medium- and long- term credit, as well as to subsidies (for the poorest) to allow them to design, implement and equip their schemes properly and to have technically, economically and environmentally viable farms.
Poverty Alleviation: Income Generation & Employment Opportunities	Emergence and expansion (in number, jobs and income-generation) of new non-farm activities
<b>Mauritania Rain-fed Natural Resource Management</b>	
Capacity Building: Local Govt. & Village	(iii) <i>enhancement of skills.</i> including the development of required technologies (research, short- and medium-term technical assistance), and the dissemination of those technologies through extension and training.
Capacity Building: Central Govt. & Public Sector	(ii) <i>strengthening of Government services</i> in order to support community organization, improve the legal framework for local empowerment, and finance Government's technical support to beneficiaries and (iii) <i>enhancement of skills.</i> including the development of required technologies (research, short- and medium-term technical assistance), and the dissemination of those technologies through extension and training.



<b>Defined Activities</b>	<b>Classification of Components According to Activities</b>
Finance Basic Infrastructure, Services, & Other Investments	(i) <i>financial support for investments</i> in 250 villages chosen from representative agro-ecological zones of the country's rain-fed area
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	The choice of rural communities to benefit from the Project is sensitive in terms of equity (with the poorest <i>wilayas</i> requiring more interventions) and operationality (since interventions are more likely to be successful in areas with higher potential). The choice of the 62 <i>communes</i> targeted for an intervention has been made by the Government for negotiations, whereas the choice of village clusters within these <i>communes</i> would be made by the project, using a comprehensive selection mechanism early in the process of implementation; vegetable gardening would almost exclusively be carried out by village women, who would not be otherwise employed; labor costs have therefore been excluded.
Poverty Alleviation: Income Generation & Employment Opportunities	The proposed project would provide funds for income generating activities in line with project's objectives, including, but not limited to: (a) cooperative and/or individual livestock fattening, for which funds are required to purchase animals and store feed until the time of marketing; (b) grain storage, for which cash is needed to free farmers of the obligation to market their production at harvest time, when prices are lowest. Such operations could be of a cooperative or individual nature; (c) human and animal medicine supply (a successful undertaking under Livestock II), with possible expansion to other inputs. Although they have initially been managed on a cooperative basis, associations tend ultimately to have these pharmacies managed by village-trained auxiliaries, thus guaranteeing that the medicines are made available and are used efficiently; vegetable gardening would almost exclusively be carried out by village women, who would not be otherwise employed; labor costs have therefore been excluded.
<b>Niger Agricultural Services</b>	
Capacity Building: Local Govt. & Village	(b) regular and continue training of responsible official at each level by means of a system of fortnightly, monthly and annual training sessions, including training courses held outside Niger or conducted by external participants (e) functional literacy and numeracy training both for men and women, including stepped-up promotion of participation by women to enable them to play a more active role in rural development and to assume progressively a greater role in village activities and management.
Capacity Building: Central Govt. & Public Sector	(b) regular and continue training of responsible official at each level by means of a system of fortnightly, monthly and annual training sessions, including training courses held outside Niger or conducted by external participants (c) strengthening of the linkages between extension and national and regional agricultural research in order to find solutions to farmers' problems. Technical problems such as those related to soil and water conservation, diversification of production through cropping systems adapted to particular ecological zones and to the environment, soil fertility, and ecologically adapted varieties will receive priority under the adaptive research programs (d) strengthening of relations between crop, livestock and environment services so as to ensure effective extension support for the agricultural, livestock and environmental protection programs
Finance Basic Infrastructure, Services, & Other Investments	(a) efficient organization of extension services, provided with adequate human and physical resources, at the farm, regional and national levels. (b) regular and continue training of responsible official at each level by means of a system of fortnightly, monthly and annual training sessions, including training courses held outside Niger or conducted by external participants (e) functional literacy and numeracy training both for men and women, including stepped-up promotion of participation by women to enable them to play a more active role in rural development and to assume progressively a greater role in village activities and management.
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	(e) functional literacy and numeracy training both for men and women, including stepped-up promotion of participation by women to enable them to play a more active role in rural development and to assume progressively a greater role in village activities and management.
Poverty Alleviation: Income Generation & Employment Opportunities	The project is a five-year time slice of a long-term national program. Its principal objective is to improve incomes of the rural population and to diminish rural poverty. The project will help to achieve this by improving the effectiveness of agricultural and livestock and environment protection extension, by improving the linkage between research and extension and by providing support to village populations through functional literacy and numeracy training.

<b>Defined Activities</b>	<b>Classification of Components According to Activities</b>
<b>Niger Community Action</b>	
Capacity Building: Local Govt. & Village	The Community Support component is aimed at introducing decentralized and participatory planning procedures and building capacity of community-based organizations (CBOs), and other local institutions to design, implement, and manage micro-projects. This component will be implemented in a selected sample of communes (about 15-20 percent of the total), and will cover all villages or village groupings within these communes. The Local Governance Support component is aimed at strengthening administrative and fiscal dimensions of local governance. The Poverty Monitoring component is the CAP's M&E system. It will serve three purposes: (i) to measure levels and trends of poverty; community access to social and economic services; (ii) monitor the CAP in order to provide timely feedback to both communities and program management in terms of relevance, efficiency, effectiveness and impact of program interventions, in order that rapid corrective action can be taken if necessary; and (iii) to enhance local communities' capacity to analyze and manage their own development process.
Capacity Building: Central Govt. & Public Sector	The Poverty Monitoring component is the CAP's M&E system. It will serve three purposes: (i) to measure levels and trends of poverty; community access to social and economic services; (ii) monitor the CAP in order to provide timely feedback to both communities and program management in terms of relevance, efficiency, effectiveness and impact of program interventions, in order that rapid corrective action can be taken if necessary; and (iii) to enhance local communities' capacity to analyze and manage their own development process. The CAP will assist the Government of Niger to establish and operationalize decentralized, participatory, and transparent financing mechanisms that empower poor communities to take charge of their own development, with the support of their local governments.
Finance Basic Infrastructure, Services, & Other Investments	The Local Investment Fund (LIF) is the financial facility that will channel small fungible capital grants to communities or local government for the financing of micro-projects. Initially, the LIF will flow from regional project coordination units (CCRs) to communities. Eventually, the goal is to have the LIF flow through local governments to support fiscal decentralization once accountable and democratically elected governments are in place and have reached a level of capacity to serve their communities in this way (i.e. through component B). Such micro-projects will be proposed by communities as part of an approved local development plan, and providing that a participatory needs assessment has been successfully undertaken. . .Increased income is expected from many categories of productive micro-projects, either directly (as in the case of a sheep fattening facility), or indirectly (as in the case of soil conserved to provide for sustainable crop production).
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	The CAP is a poverty targeted intervention. As such, it will give priority to populations which are particularly poor or vulnerable. The definition of poverty/vulnerability is a composite of several indicators and is the subject of the geographic "poverty mapping" exercise described in the poverty monitoring component above.
Poverty Alleviation: Income Generation & Employment Opportunities	A central principle of the CAP is that communities may decide to use the LIF for any micro-project they deem important. These may include, but are not limited to, natural resource management (soil fertility control, erosion control, tree plantings and nurseries, fuelwood); production of crops, fish, and livestock (irrigation, gardening, seedling production, livestock fattening, cereal banks, fish farming, food processing, stockraising, beekeeping), water and sanitation (wells, boreholes); education (village schools, literacy programs); health (clinics, health posts, disease prevention); rural transport (rehab of local roads, bridges); etc.
<b>Niger Natural Resources Management</b>	
Capacity Building: Local Govt. & Village	direct technical and financial assistance to communities for the design and implementation of Community-Based Natural Resource Management (CBNRM) Plans involving about 280 selected communities in five districts; and assistance through ongoing NRM projects, to another 100 communities in Niger
Capacity Building: Central Govt. & Public Sector	provision of services to help achieve the Project's objectives, namely: human resource development, national assessment of the state of natural resources, natural resource information networking, research and studies; assistance to decision-makers in devising national NRM policies and strategies; to assist the Government in building up a national capacity to promote, assist and coordinate the diverse NRM initiatives underway in Niger in the framework of the NNRMP, and help prepare NRM policies and strategies, based on lessons learned from field experience
Finance Basic Infrastructure, Services, & Other Investments	direct technical and financial assistance to communities for the design and implementation of Community-Based Natural Resource Management (CBNRM) Plans involving about 280 selected communities in five districts; and assistance through ongoing NRM projects, to another 100 communities in Niger
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	

<b>Defined Activities</b>	<b>Classification of Components According to Activities</b>
Poverty Alleviation: Income Generation & Employment Opportunities	
<b>Niger Small Rural Operations</b>	
Capacity Building: Local Govt. & Village	training of local personnel and beneficiaries in project preparation, appraisal, evaluation and management
Capacity Building: Central Govt. & Public Sector	Strengthening the management structure within DDRM (the DDRM unit) with the required technical and administrative staff and logistical support. The Development Society calls for decentralization in decisionmaking and management of development activities from central ministries to provincial and district authorities. Although the transition of power to the local authorities has been slow and there still exist centralized administrative procedures (e.g., procurement), there are strong evidences that provincial Governors exercise more control over development activities in their provinces than before. The proposed project would enhance the decentralization process by giving authority and responsibilities to the provincial and district Governors and SGAs in managing an important SRO investment program.
Finance Basic Infrastructure, Services, & Other Investments	support to field technical services; development of bottomlands averaging 15-20 ha each for production of cereals, root crops, vegetables, and fruits; construction and equipment of irrigation perimeters of an average 18 ha each for production of vegetables, fruits and cereals; execution of soil conservation projects of about 150 ha each; establishment of village forest and fruit tree nurseries (these would be included in SROs (d)-(f) above or independent); execution of some SROs which have not yet been identified, such as aquaculture and apiculture; and; studies.
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	The subprojects, the models of which have been identified in the course of preparation and appraisal, would also have substantial benefits. The project would benefit in total about 7,000 families, or 50,000 people. It does not follow that project beneficiaries would be among the poorest of the poor, since those who choose to take advantage of the investment opportunities are likely to be among the more enterprising and innovative beneficiaries. The recipients of project funds are likely to be either groups of similarly enterprising individuals or people organized and motivated by a few, or even only one, entrepreneurial type. In the latter case, the leader(s) would plausibly take a disproportionate share of revenues accruing and/or pay an unduly low share of the group's obligations. Such rewards may nonetheless be a necessary incentive for the emergence of local leadership.
Poverty Alleviation: Income Generation & Employment Opportunities	The specific SRO models would increase crop, fruit and fuelwood production, enhance security of production, generate employment, protect the environment and raise living standards.
<b>Niger Water Sector Project</b>	
Capacity Building: Local Govt. & Village	Urban Sanitation (pilot program): This component will help develop, test and implement appropriate tools to increase sanitation coverage and improve sanitary conditions in periurban areas. It comprises three sub-components: (a) rehabilitation and construction of individual and public latrines; (b) school sanitation; and (c) strengthening the capacity of main stakeholders. Environmental Management Plan: This component will support (a) local environmental development program in Zinder; (b) provision for design of appropriate wastewater disposal facilities for self-contained sanitation systems in Niamey; (c) compensation for temporary lost income from market gardening activities due to the construction of pipes in Niamey; and (d) support to BEEEI for equipment, dissemination of EA texts and monitoring the implementation of the EMP.
Capacity Building: Central Govt. & Public Sector	Institutional Strengthening and Capacity Building: This component is mainly designed to support and strengthen the urban water subsector reform and ensure successful implementation of project components. It includes three sub-components: (a) institutional strengthening; (b) capacity building and technical support; and (c) water resource management capacity building. La mise en place effective de la décentralisation renforcera la responsabilité des populations et améliorera le système de suivi et de prise en charge des ouvrages par leurs bénéficiaires. (The implementation of decentralization will reinforce the implication of populations and improve the monitoring system and maintenance of structures by their beneficiaries.
Finance Basic Infrastructure, Services, & Other Investments	Urban Water Supply: This component will help to increase coverage and reliability of water supply in Niger's urban centers, and comprises two sub-components: (a) physical works (rehabilitation and extension of water supply networks); and (b) studies and supervision. Rural Water and Sanitation: This component will help increase access to water supply and sanitation services in rural areas. It includes four sub-components: (a) rehabilitation/extension of 50 existing mini-AEPs; (b) promotion of the private sector; (c) build and implement an improved monitoring system; and (d) sanitation, hygiene and health education. Urban Sanitation (pilot program): This component will help develop, test and implement appropriate tools to increase sanitation coverage and improve sanitary conditions in periurban areas. It comprises three sub-components: (a) rehabilitation and construction of individual and public latrines; (b) school sanitation; and (c) strengthening the capacity of main stakeholders.

<b>Defined Activities</b>	<b>Classification of Components According to Activities</b>
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	The highest burden of water expenditure, in relative terms, is borne by Niamey's poorest inhabitants. The share of water expenditure is the highest among vendor buyers and reaches almost 10 percent of income. This situation will be addressed by the project through tariff restructuring aiming to smooth the consumption diagram above and achieving a <i>defacto</i> more cohesive and equitable (horizontal) price structure. The changes envisioned will (i) be carefully designed to make maximum use of cross-subsidies, while using the financial model for simulations; and (ii) verify the government's commitment and support for swift execution of the tariff study's conclusion. In addition, the expansion of water supply connections will have a downward pressure on prices currently charged by concessionaires and vendors, due to a reduction in the average distance water is carried to customers (currently the average distance between a public fountain and a house in Niamey is 216 meters).
Poverty Alleviation: Income Generation & Employment Opportunities	Adjusting for the shadow labor rate resulted in no change, since most of the labor to be employed under the current project would have already been applied in the sector. It is estimated that the implementation of the current project will not require a major increase in staff.
<b>Senegal Agricultural Services &amp; Producers Organizations (Phase 1 of APL)</b>	
Capacity Building: Local Govt. & Village	(e) Support to producer organizations (POs), implemented by ASPRODEB. The Program will strengthen producer organizations through training, communication and supporting access to basic services.
Capacity Building: Central Govt. & Public Sector	(a) Research funding, through the NARF. NARF will finance priority research themes on a selective basis and Linder contractual arrangement. Research proposals will come mainly from ISRA, with a research mandate in agricultural production, and ITA with a research mandate in post-harvest and agro-processing, but also from the Universities, NGO's, or other institutes, or from two or more of these institutions presenting a joint proposal. (b) Research institute development (ISRA and ITA). The Program will support ISRA and ITA institutional development and investments (civil engineering, training and consultant services, equipment purchase). (f) Strengthening public service functions of the Ministries of Agriculture and Livestock.
Finance Basic Infrastructure, Services, & Other Investments	(d) Agricultural Extension. The Program will invest in extension activities through ANCAR. (e) Support to producer organizations (POs), implemented by ASPRODEB. The Program will strengthen producer organizations through training, communication and supporting access to basic services.
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	The Agricultural Services and Producer Organizations Program will contribute to the CAS poverty alleviation objective in two ways: (i) by accelerating technological changes and generating sustained productivity increases through accountable and cost-effective agricultural services institutions, responsive to the needs of producers, especially the poorest producers, most of whom are women; and (ii) by empowering producers and strengthening the capacity of their organizations, so that they can effectively articulate their demands and ensure that public services respond to their needs. The main social issue is the extent to which women will participate and benefit from the technology generation and diffusion process. Under research and extension, agricultural activities that are either solely or largely carried out by women (crop production; livestock; food processing techniques and utilization, storage and marketing of farm products and other off-farm income-generating activities) will be given special attention.
Poverty Alleviation: Income Generation & Employment Opportunities	The main social issue is the extent to which women will participate and benefit from the technology generation and diffusion process. Under research and extension, agricultural activities that are either solely or largely carried out by women (crop production; livestock; food processing techniques and utilization, storage and marketing of farm products and other off-farm income-generating activities) will be given special attention.
<b>Senegal Long Term Water*</b>	
Capacity Building: Local Govt. & Village	*Capacity Building Component: This component will help to: (i) increase the efficiency of public entities involved in the water and sewerage sector by strengthening their capacity for planning and management; (ii) restructure the sector's institutional and regulatory framework; and (iii) develop/strengthen the capacity of small private and community enterprises to respond to the demand for services in urban and peri-urban areas.
Capacity Building: Central Govt. & Public Sector	*Water Resources Management Component: This component will help to (i) provide technical assistance to the regulatory functions of MEH; (ii) develop monitoring systems for water quality and groundwater abstraction; (iii) construct small water retention structures; and (iv) rehabilitate dykes and gates around the Guiers Lake. * Environmental Management Component: This component will support: (i) the development and execution of the Lake Management Plan; (ii) the establishment of the Environmental Mitigation Committee and The Lake Management Commission; (iii) the rehabilitation of ecological conditions in the Ndiael; and (iv) the preparation of rehabilitation studies for the Baie de Hann.

<b>Defined Activities</b>	<b>Classification of Components According to Activities</b>
Finance Basic Infrastructure, Services, & Other Investments	*Urban Water Supply Component (Dakar): This component will help to: (i) increase production and transmission capacity to eventually meet the water demand; (ii) increase the number of water service connections; (iii) restructure Dakar's water distribution network to enable it to handle increased volumes; and (iv) increase water storage capacity. *Urban Water Supply Component (Secondary Centers): This component will help to: (i) expand and reinforce the distribution networks in Kaolack, St. Louis and Tambacounda; (ii) expand production and storage capacity; and (iii) provide water service connections and standpipes. *Sewerage and Drainage Component: This component will help to (i) map the sewerage network in Dakar; (ii) provide sewerage connections in Dakar, St. Louis, Louga, and Kaolack (iii) rehabilitate and expand treatment facilities in Dakar and the same secondary towns; and (iv) improve drainage facilities in <i>Triangle Sud</i> in Dakar. *Peri-urban Sanitation Subprojects: This component will provide grants to communities and households in the peri-urban areas of Dakar to improve their sanitation facilities through (i) the construction of household latrines; and (ii) the construction of semi-collective sanitation systems.
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	Preparation of the project has been participatory from the outset. Staff of the responsible public agencies have benefited from the assistance of local NGOs involved in different water and sanitation projects targeted to low-income communities. This approach has developed commitment and ownership, and improved institutional sustainability as well as management capacity of those in charge of implementation and operation.
Poverty Alleviation: Income Generation & Employment Opportunities	Women play a dominant role in household water supply and sanitation. The project will build on experience accumulated in Senegal to promote the active involvement of women in local project committees, in access to employment opportunities through studies, intermediation activities, construction and management of facilities and in the participatory M&E process. Training will be given, when needed, to enable all community members to effectively undertake their respective roles.
<b>Senegal National Rural Infrastructure (Phase 1 of APL)</b>	
Capacity Building: Local Govt. & Village	(ii) strengthen the capacity of rural communities and local governments to plan, prioritize, manage, and maintain community-based infrastructure
Capacity Building: Central Govt. & Public Sector	(i) support the administrative and fiscal decentralization reform process
Finance Basic Infrastructure, Services, & Other Investments	(iii) provide funding for demand-driven and sustainably managed community-based rural infrastructure. NRIP/LIF funds will be used mainly for the provision of public goods and services which justifies the use of public funds to finance the proposed program. In addition, the funds will be used to redress the urban-rural bias in investment spending by targeting the rural communities. For income-generating and productive activities to be gradually introduced during Phase 2, targeting mechanisms towards the poorest segments of the population and increased cost-recovery will be sought. IFAD will pilot adequate mechanisms and eligibility criteria for those initiatives during Phase I.
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	The economic benefits derived from the NRIP will reach all segments of the rural population including the poorest. Targeting to the rural poor will be achieved indirectly through: (a) the kinds of projects financed under LIF (e.g., small, inexpensive projects for improvement of community roads, water supply, school classrooms); (b) participatory processes at community level designed to ensure that the views and priorities of all segments of the rural population are represented in the selection of investments to be funded under LIF; and (c) the choice of labor intensive methods for micro-project implementation that will result in employment generation for the poor. The M&E system will place due emphasis on assessing vulnerable groups' satisfaction with project impact. Vulnerable groups, including women's groups, are to be specifically targeted within the pilot productive micro-project component.
Poverty Alleviation: Income Generation & Employment Opportunities	NRIP/LIF funds will be used mainly for the provision of public goods and services which justifies the use of public funds to finance the proposed program. In addition, the funds will be used to redress the urban-rural bias in investment spending by targeting the rural communities. For income-generating and productive activities to be gradually introduced during Phase 2, targeting mechanisms towards the poorest segments of the population and increased cost-recovery will be sought. IFAD will pilot adequate mechanisms and eligibility criteria for those initiatives during Phase I.

<b>Defined Activities</b>	<b>Classification of Components According to Activities</b>
<b>Senegal Pilot Female Literacy</b>	
Capacity Building: Local Govt. & Village	Literacy and Post-Literacy Subprojects (US\$ 9.5 million IDA): Description. The project would provide US\$ 8.2 million equivalent to finance eligible literacy subprojects prepared and submitted by literacy providers. Literacy providers would mobilize participants, develop and provide the program, procure instructional materials, recruit and train instructors, and supervise program implementation. The project would also make available a limited amount of financing (US\$ 1.3 million equivalent) for pilot post-literacy activities developed and implemented by providers financed under the project. The post-literacy activities are intended to support skill retention of neo-literates. Eligibility criteria. Subproject eligibility criteria for literacy programs were established on the basis of economies of scale in supervision (at least 10 classes of 25-30 <i>auditeurs</i> per class for one subproject), and characteristics of effective programs in terms of duration -- 250-300 hours of instruction spread out over a period of time agreeable to the beneficiaries, generally 12-18 months. The capacity of providers to deliver the program is assessed against their experience, the quality of the proposal and the commitment of beneficiaries to participate. For post-literacy activities, financing would be limited to subprojects on the list of acceptable post-literacy activities in the Project Implementation Manual, which contains two priority areas: (i) developing structured learning activities for neo-literates directly linked to their social and economic activities, (ii) promoting the development of local newspapers, and (iii) supporting the development of publications in national languages.
Capacity Building: Central Govt. & Public Sector	The proposed project would also strengthen the capacity of providers in program development and delivery, and the capacity of Government, providers and AGETIP in program monitoring, supervision, evaluation and coordination.
Finance Basic Infrastructure, Services, & Other Investments	Literacy and Post-Literacy Subprojects (US\$ 9.5 million IDA): Description. The project would provide US\$ 8.2 million equivalent to finance eligible literacy subprojects prepared and submitted by literacy providers. Literacy providers would mobilize participants, develop and provide the program, procure instructional materials, recruit and train instructors, and supervise program implementation. The project would also make available a limited amount of financing (US\$ 1.3 million equivalent) for pilot post-literacy activities developed and implemented by providers financed under the project. The post-literacy activities are intended to support skill retention of neo-literates. Eligibility criteria. Subproject eligibility criteria for literacy programs were established on the basis of economies of scale in supervision (at least 10 classes of 25-30 <i>auditeurs</i> per class for one subproject), and characteristics of effective programs in terms of duration -- 250-300 hours of instruction spread out over a period of time agreeable to the beneficiaries, generally 12-18 months. The capacity of providers to deliver the program is assessed against their experience, the quality of the proposal and the commitment of beneficiaries to participate. For post-literacy activities, financing would be limited to subprojects on the list of acceptable post-literacy activities in the Project Implementation Manual, which contains two priority areas: (i) developing structured learning activities for neo-literates directly linked to their social and economic activities, (ii) promoting the development of local newspapers, and (iii) supporting the development of publications in national languages.
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	The proposed project complements and the efforts to expand basic education by supporting the expansion of literacy programs for teenage girls and young women who dropped out, missed the opportunity to attend, or are not yet reached by formal schooling. The program is consistent with poverty reduction objectives and with the Country Assistance Strategy which was discussed with the Board in January 1995. It targets girls and women in the poorest parts of the country where the impact on social development indicators is likely to be greatest.
Poverty Alleviation: Income Generation & Employment Opportunities	A recent analysis from Senegal shows that children of illiterate mothers are 50% more likely to die in childhood; illiterate women want 1.8 more children on the same income as literate mothers; and literate mothers are about 50% more likely to send their daughters to school, <i>ceteris paribus</i> . Under these assumptions, the expected health benefits of the literacy program are sufficiently high to make the program attractive on health grounds alone.
<b>Senegal Sustainable &amp; Participatory Energy Management</b>	
Capacity Building: Local Govt. & Village	(i) the implementation and monitoring of 300,000 hectares of environmentally sustainable community-managed forest resource systems in the Tambacounda and Kolda regions of Senegal, creating a protection zone around the Niokolo-Koba National Park (Biosphere Reserve) (ii) the promotion of private sector inter-fuel substitution and private sector and NGO-based improved stoves initiatives
Capacity Building: Central Govt. & Public Sector	(iii) the strengthening of the institutions involved in the management of the sector, and the promotion of the participation of the civil society (private sector, academic institutions, and NGOs community) in the operation of the sector.

<b>Defined Activities</b>	<b>Classification of Components According to Activities</b>
Finance Basic Infrastructure, Services, & Other Investments	(i) the implementation and monitoring of 300,000 hectares of environmentally sustainable community-managed forest resource systems in the Tambacounda and Kolda regions of Senegal, creating a protection zone around the Niokolo-Koba National Park (Biosphere Reserve) (ii) the promotion of private sector inter-fuel substitution and private sector and NGO-based improved stoves initiatives
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	The participation of the rural communities in the commercial exploitation of the forest resources for the supply of woodfuels – particularly charcoal – to the urban markets would result in the creation of significant employment and economic development opportunities in the rural areas, with a considerable developmental impact for rural women. The recent Participatory Project Preparation Workshops identified women, youth, and NGOs as key participants in the project. Special attention will be given to these groups, however, not at the exclusion or marginalization of others. For example, Senegal's new decentralization regulations identifies rural community councils as the statutory natural resource managers at the local level. As a result, rural community leaders will also play a critical role in the project. Other essential participants will include charcoal producers, the private sector, pastoralists, herders, bee-keepers, the government, and anyone else identified during the first year of preparation activities. Contact with representatives of some of these key groups has already taken place through the Project Preparation Workshops.
Poverty Alleviation: Income Generation & Employment Opportunities	The project would: generate employment and economic development opportunities in 250 rural villages in the Tambacounda and Kolda regions and including women in the management and marketing of woodfuels and other related income generating activities; (iv) generate during the implementation period more than US \$10 million in direct revenues to 250 villages from the trade of woodfuels, and generate additional revenues to the communities from related natural resource management and exploitation activities (agro-forestry, livestock keeping, non-fuelwood forest products, etc.); (v) on a sustainable annual basis after the end of the project, generate direct revenues in excess of US \$3 million to the participating villages from the trade of woodfuels, and generate additional revenues from related natural resource management and exploitation activities; (vi) reduce CO2 emissions by 420,000 tons/yr. by the distribution of 225,000 improved charcoal stoves;
<b>Senegal Water Sector Project</b>	
Capacity Building: Local Govt. & Village	For all the mitigating measures related to the drilling of boreholes and construction of the pumping stations, transmission pipelines, storage basins, access roads, and distribution systems, the emphasis will be on a systematic consultation with local communities and users groups in order to develop a participatory approach and raise the environmental awareness through the educational program, which will be developed as part of the project.
Capacity Building: Central Govt. & Public Sector	<i>Institutional Capacity Building</i> (base cost: US\$8.1 million). To achieve a better water resource management, the proposed project would support the Ministry of Hydraulics and SGPRES in the preparation of a national water resource management strategy. To make more potable water available, it would support the newly created SONES in managing sector policy (including auditing and cost accounting). To improve sanitation services, it would support the newly created ONAS in the formulation of a national strategy for sanitation in urban and peri-urban areas.
Finance Basic Infrastructure, Services, & Other Investments	<i>Urban Water Supply</i> (base cost: US\$207.5 million). To increase the production of safe water drinking for Dakar, the proposed project would rehabilitate physical works and also expand water production and transport through the use of boreholes, treatment works, pipelines, clean water storage, and the building of a remote control and management system. It would improve and extend urban water distribution through network rehabilitation, renovation, and expansion (including new pipes, large water meters, and new connections to low-income households). It would provide such logistical support as consulting services (with regard to final studies, bid documents, and work supervision); and, a pilot plant and environmental impact studies of the long-term water needs in Dakar. It would also provide necessary laboratory equipment and rehabilitate office facilities. <i>Urban Sanitation</i> (base cost: US\$32.0 million). The proposed project would increase connections to the existing sewer system in Dakar, treat and reuse peri-urban municipal sewage for irrigation, prepare sewerage masterplans for nineteen secondary cities and riparian centers, implement a rainwater sanitation project in the St. Louis area, and, implement the Rufisque sewerage and urban drainage subproject.
Poverty Alleviation: Specific Attention to the Needs of the Poorest/Most Vulnerable	
Poverty Alleviation: Income Generation & Employment Opportunities	the project's construction activities would create about 15,000 man-years of temporary employment.





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