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Investir dans les populations rurales

République dominicaine

Programme d'options stratégiques pour le
pays

Note pour les représentants au Conseil d'administration

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Sigles et acronymes

AECID	Agence espagnole de coopération internationale pour le développement
COSOP	Programme d'options stratégiques pour le pays
CSST	Coopération Sud-Sud et triangulaire
DIGECOOM	Direction générale pour la coopération multilatérale
EGPP	Équipe de gestion du programme de pays
END	Stratégie nationale de développement
ENFT	Enquête nationale sur la population active
FAO	Organisation des Nations Unies pour l'alimentation et l'agriculture
ICV	Indice de la qualité de vie
IDIAF	Institut dominicain de recherche agricole et forestière
MEPyD	Ministère de l'économie, de la planification et du développement
ODD	Objectifs de développement durable
PAM	Programme alimentaire mondial
PRORURAL	Projet de développement économique rural
PROSOLI	Progresando con Solidaridad [Progresser de manière solidaire]
S&E	Suivi-évaluation
SAPF	Système d'allocation fondé sur la performance
SISDOM	Système d'indicateurs sociaux de la République dominicaine
SIUBEN	Système unique des bénéficiaires


Carte des opérations financées par le FIDA dans le pays

République dominicaine

Dominican Republic

Project for Productive Inclusion and Resilience of Rural Families: PRORURAL Inclusive



 The designations employed and the presentation of the material in this map do not imply the expression of any opinion whatsoever on the part of IFAD concerning the delimitation of the frontiers or boundaries, or the authorities thereof.
 Map compiled by IFAD | 26-05-2017

Source: FIDA; 26/05/2017

Les appellations figurant sur cette carte et sa représentation graphique ne constituent en aucun cas une prise de position du FIDA quant au tracé des frontières ou limites, ou aux autorités de tutelle des territoires considérés.

Résumé

1. Au cours des quinze dernières années d'une croissance économique rapide mais irrégulière, la pauvreté multidimensionnelle (mesurée sur la base de la qualité des logements, de l'accès aux services et des caractéristiques des familles) a rapidement diminué, ce qui n'a pas été le cas de la pauvreté monétaire (mesurée sur la base du seuil officiel de pauvreté).
2. Bien que les politiques sociales aient atténué une partie des impacts les plus négatifs des crises économiques et des chocs environnementaux, le gouvernement est bien conscient de la nécessité de nouveaux instruments et de nouveaux modèles pour faire face à la persistance de la pauvreté monétaire parmi les familles rurales.
3. La stratégie de pays du FIDA pour la République dominicaine répond à la demande du gouvernement, qui souhaite qu'il contribue à apporter un complément aux politiques sociales de réduction de la pauvreté multidimensionnelle au moyen d'instruments de ciblage, de méthodologies d'évaluation des besoins et de modèles d'intervention qui favorisent l'inclusion productive des populations rurales pauvres et augmentent la résilience des familles.
4. Avec l'adoption d'une vision de la résilience centrée sur les familles, la stratégie aidera le gouvernement à déterminer les demandes des familles rurales pauvres, à envisager les possibilités de création de revenus et d'emplois et de réduction de la vulnérabilité, et à mettre au point de nouveaux modèles d'intervention qui répondent à ces demandes.
5. Objectifs stratégiques. La stratégie est énoncée sous la forme de deux objectifs stratégiques à atteindre:
 - a) Objectif stratégique 1: les investissements dans les territoires choisis ont accru la mobilité économique, la résilience et l'accès aux marchés des produits, du travail, de l'emploi et des services pour les familles bénéficiaires.
 - b) Objectif stratégique 2: les investissements dans les territoires choisis déclenchent un processus d'apprentissage qui facilite la concertation sur les politiques en vue de reproduire à plus grande échelle la stratégie de pays pour l'inclusion productive et la résilience des familles au niveau national.
6. Pauvreté rurale et groupe cible. L'analyse des données de l'enquête nationale sur la population active (ENFT) montre que les familles rurales les plus vulnérables ont des revenus peu diversifiés et sont dépendantes de la production agricole. Elles représentent 46% des familles rurales pauvres (220 000). Les groupes ciblés par les interventions seront par conséquent: i) les familles de producteurs agricoles (le groupe cible principal, représentant 80% du total) avec peu de diversification et des moyens d'existence dépendant principalement de la production agricole; et ii) les familles sans terre, avec peu de diversification et des moyens d'existence dépendant principalement du travail agricole.
7. Les femmes et les jeunes. La stratégie de ciblage et d'exécution adopte une focalisation sur les femmes et la jeunesse et des actions positives pour appuyer l'autonomisation économique des femmes et des jeunes dans le portefeuille d'investissements, promouvoir le rôle dirigeant et la participation des femmes au sein des organisations rurales, et offrir une formation pour la sensibilisation à la problématique hommes-femmes.
8. Nutrition. En collaboration avec le gouvernement, le Programme alimentaire mondial (PAM), l'Organisation des Nations Unies pour l'alimentation et l'agriculture (FAO) et d'autres partenaires (et en agissant de manière complémentaire à leurs initiatives en cours), le FIDA appuiera les pratiques agricoles sensibles aux enjeux nutritionnels, accroîtra la diversification et l'agrobiodiversité, renforcera les liens entre la production et la consommation, et développera la sensibilisation aux régimes alimentaires et à la nutrition, en particulier parmi les femmes rurales.

République dominicaine

Programme d'options stratégiques pour le pays

I. Diagnostic concernant le pays

1. La République dominicaine est classée par le Département des Affaires économiques et sociales des Nations Unies parmi les petits États insulaires en développement. Il s'agit d'une économie à revenu intermédiaire de la tranche supérieure, avec un produit national brut par habitant de 6 240 USD (méthode de l'atlas de la Banque mondiale, 2015). La population, qui était de 9,8 millions d'habitants en 2015, est majoritairement jeune (56% de moins de 30 ans)¹ et de plus en plus urbanisée (74,3% d'urbains en 2010)².
2. L'économie du pays figure parmi celles dont la croissance est la plus rapide dans la région: le PIB a augmenté de 5% en 2016 et sa croissance moyenne entre 1992 et 2014 a été de 5,4%. La croissance a pour moteurs la construction, le secteur manufacturier et le tourisme. Entre 2000 et 2016, la valeur ajoutée du secteur des services est passée de 55% à 63% du PIB, tandis que la valeur ajoutée du secteur industriel reculait, passant de 29% à 25%³.
3. Avec un coefficient d'ouverture aux échanges commerciaux de 46% en 2015, la République dominicaine est une petite économie ayant une plus grande ouverture sur le système international que les pays d'Amérique latine ayant des PIB similaires. Bien que créant des possibilités, cette situation expose aussi le pays aux crises systémiques trouvant leur source dans les marchés internationaux, financiers et des produits de base. L'économie a connu d'importantes variations au cours des quinze dernières années, avec des sursauts de croissance interrompus par des périodes de stagnation (2003-2004 et 2008-2009).
4. L'inflation interannuelle a été de 1,7% en 2015, en recul significatif par rapport au pic de 8,5% en 2011. Les dépenses publiques consolidées s'élevaient, en 2015, à 714 789,3 millions de pesos dominicains (RD\$), avec un déficit budgétaire de 2,34% du PIB. Après la détérioration du budget de l'État, en 2012, la transparence budgétaire et la gestion de la dette ont été renforcées par le biais d'une réforme budgétaire, d'une consolidation et de dépenses sociales ciblées. Le ratio recettes fiscales/PIB demeure l'un des plus faibles de la région (environ 14%).
5. Pauvreté. Les cycles économiques ont affecté différemment diverses dimensions de la pauvreté. Les politiques sociales reçoivent 2,4% du PIB et sont exécutées dans une large mesure par le cabinet de politique sociale. Le principal programme social, Progresando con Solidaridad [Progresser de manière solidaire] (PROSOLI), fournit des transferts monétaires soumis à conditions aux bénéficiaires identifiés par le biais de l'Indice de qualité de vie (ICV)⁴. La pauvreté multidimensionnelle, mesurée par l'ICV, a reculé et ne touchait plus de 34,7% de la population en 2014 au lieu de 57,2% en 2000. Cette réduction a été plus importante dans les zones administrativement définies comme rurales où, selon les données du système d'indicateurs sociaux de la République dominicaine (SISDOM), la pauvreté est tombée de 70,8% à 41,5% en 2014.

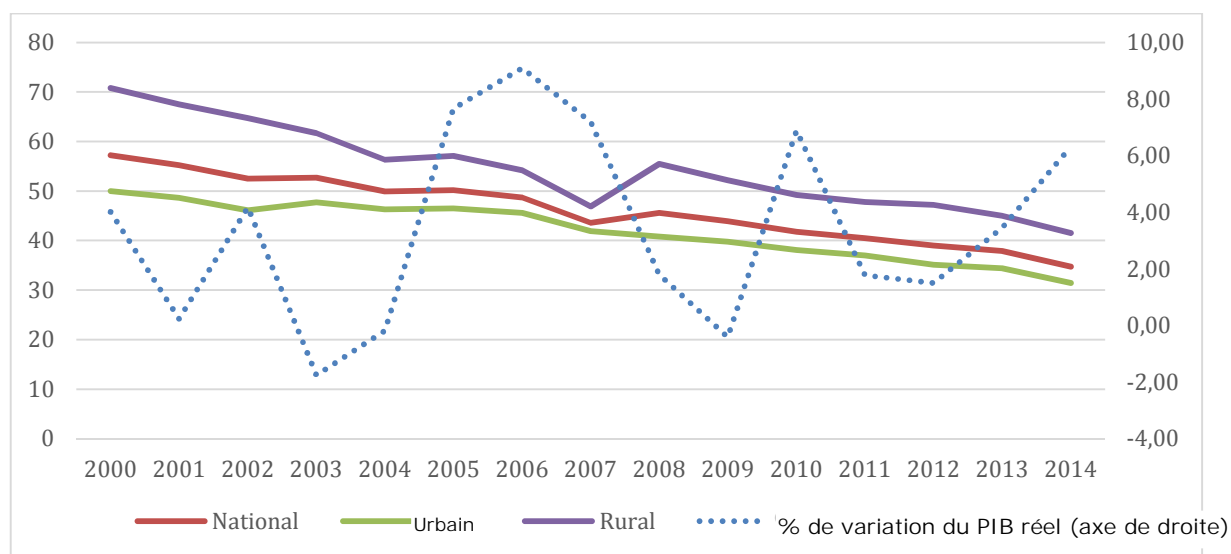
¹ Bureau national de la statistique (ONE). 2014. *Social Indicators System of the Dominican Republic (SISDOM)*.

² ONE. 2012. *Neuvième recensement national de la population et des conditions de vie, 2010*.

³ Banque centrale de la République dominicaine.

⁴ L'ICV, utilisé par le Système unique des bénéficiaires (SIUBEN) pour le ciblage de la politique sociale, a recours à une définition multidimensionnelle de la pauvreté qui répartit les familles en catégories en fonction de la qualité des logements, de l'accès aux services de base et des caractéristiques des membres du ménage.

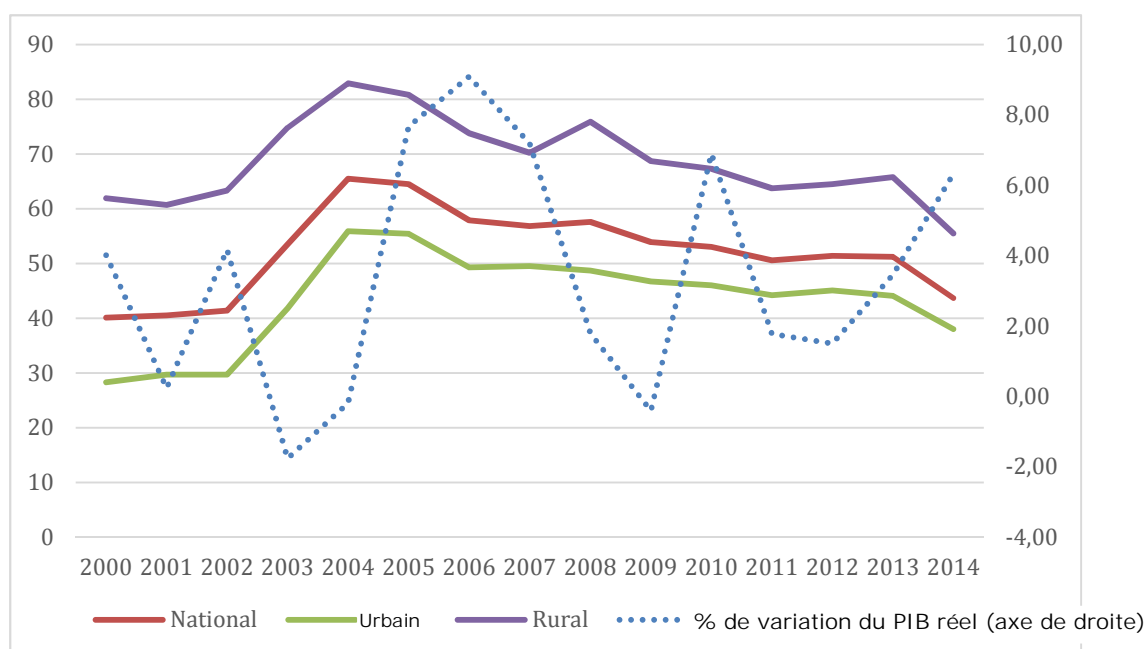
Figure 1
Pauvreté multidimensionnelle (ICV-1 et ICV-2) et taux de croissance du PIB



6. La pauvreté multidimensionnelle a rapidement diminué, mais tel n'a pas été le cas de la pauvreté monétaire. Le pourcentage de la population du pays en situation de pauvreté monétaire⁵ est passé de 40,1% à 43,7% entre 2000 et 2014. Cette augmentation est concentrée dans les zones urbaines. Bien que la pauvreté monétaire ait diminué dans les zones rurales, cette réduction (de 10%) est bien plus limitée que celle de la pauvreté multidimensionnelle. La pauvreté monétaire demeure plus élevée dans les zones rurales (55,5%) et a connu des pics au cours des crises, atteignant 82,9% en 2004 et 75,9% en 2008.
7. Le secteur agricole, bien que représentant entre 5% et 6% seulement du PIB, joue un rôle important dans la nutrition, les échanges internationaux et l'emploi rural. L'agriculture fournit des emplois à 26% de la population rurale (environ 550 000 personnes).
8. Au cours des 15 dernières années, la croissance de la production agricole et de la productivité totale des facteurs a été parmi les plus élevées de la région. Elle a pour moteurs des secteurs dynamiques (comme celui des fruits et des légumes), les échanges internationaux, la hausse des prix et une forte demande de produits frais – tant pour le tourisme que pour la consommation locale.
9. La croissance a été moins importante pour les produits traditionnels. Les petits producteurs jouent encore un rôle important dans la culture des produits traditionnels comme le café, le riz et les haricots. Les subventions accordées aux produits agricoles traditionnellement protégés ont chuté, passant de 71% à 11% du PIB agricole entre 2006 et 2014, en raison de la plus grande ouverture du marché et des accords commerciaux internationaux.
10. Principales questions affectant le groupe cible du FIDA. Un certain nombre de producteurs agricoles et de travailleurs ruraux sont confrontés à des obstacles qui les empêchent de recueillir leur part de la valeur générée au sein du secteur agricole. Ils demeurent affectés par des contraintes économiques d'ordre structurel et vulnérables face aux facteurs économiques et environnementaux.

⁵ En septembre 2016, le seuil général de pauvreté était de 4 644 RD\$ par habitant (4 285 RD\$ dans les zones rurales) tandis que le seuil d'extrême pauvreté était établi à 2 138 RD\$ par habitant (2 076 RD\$ dans les zones rurales).

Figure 2
Pauvreté monétaire et cycle du PIB



11. Les salaires ruraux ont moins augmenté que la productivité de la main-d'œuvre, et l'emploi rural demeure largement informel: 71% des unités agricoles ont une superficie inférieure à 70 tareas (4,4 hectares) et il n'y a pas de titres de propriété pour 56% des terres. Le morcellement foncier est aggravé par une utilisation non durable des ressources naturelles (voir la section D) cependant que des systèmes inadéquats de rotation et de diversification épuisent les sols, favorisent la prolifération des prédateurs et des maladies, et augmentent le risque de pertes.
12. Risques et vulnérabilité des populations rurales pauvres. Bien que les politiques de protection sociales s'attaquent à la pauvreté multidimensionnelle, le gouvernement est conscient de la nécessité de nouveaux instruments et de nouveaux modèles pour faire face à la persistance de la pauvreté monétaire parmi les familles rurales. Cette persistance de la pauvreté monétaire amplifie les effets négatifs des crises économiques et des chocs environnementaux et économiques qui affectent fréquemment la République dominicaine (et notamment les événements météorologiques comme les cyclones, les inondations et les sécheresses).
13. Durant les crises, la pauvreté monétaire contraint les familles rurales à adopter des stratégies d'adaptation à court terme, parmi lesquelles: i) la migration, entraînant une perte de capital humain et social, une désintégration des structures familiales, et une coupure entre les familles et leur territoire; ii) la réduction de la qualité des régimes alimentaires et de la nutrition; iii) la vente d'actifs productifs; et iv) l'augmentation de la dette privée. Ces stratégies empêchent les familles rurales pauvres d'accumuler les actifs dont elles ont besoin pour réduire leur vulnérabilité à long terme aux chocs externes. La dynamique de la pauvreté monétaire signifie que les familles rurales tombent facilement dans la pauvreté au cours des crises et se relèvent lentement en période de croissance.

II. Enseignements et résultats précédents

14. Généralités. Depuis 1979, le FIDA a approuvé sept opérations dans le pays, pour un montant total de 75,9 millions d'USD. L'investissement total du FIDA, d'un montant de 235,7 millions d'USD, a touché 77 730 familles. Deux programmes d'options stratégiques pour le pays (COSOP) ont été approuvés: i) le premier, en 2002, a fourni

le cadre du Projet en faveur des petits paysans de la région du Sud-Ouest; ii) le second, en 2009 (révisé en 2014), établissant le cadre des deux projets de développement économique rural - PRORURAL Oeste (Ouest) et PRORURAL Centro y Este (Centre et Est). Le programme de pays n'a jamais fait l'objet d'une évaluation; une évaluation ex post du Projet en faveur des petits paysans de la région du Sud-Ouest a été réalisée en 2011 par le Bureau indépendant de l'évaluation du FIDA.

15. L'expérience en cours du PRORURAL Centro y Este a montré que la méthodologie d'inclusion de la production fondée sur des plans, mise en œuvre dans le cadre d'une alliance public-privé entre la Direction générale pour la coopération multilatérale (DIGECOOM) du Ministère de l'économie, de la planification et du développement (MEPyD) et un partenaire privé avec un fort esprit entrepreneurial, peut mobiliser des investissements en faveur des populations rurales pauvres. Ces interventions doivent toutefois être accompagnées de mesures de prévention du risque d'exclusion⁶ et de réduction de la vulnérabilité.
16. Le rôle clé attribué aux organisations de producteurs a encouragé l'appropriation et renforcé la capacité des producteurs agricoles de tirer parti des débouchés agricoles, y compris sur les marchés des produits de haute qualité.
17. D'autres enseignements ont aussi été tirés: i) le ciblage doit s'appuyer sur des informations statistiques de qualité élevée et sur une solide méthodologie de suivi-évaluation (S&E); ii) l'alignement sur le cadre institutionnel et les priorités nationales contribue à créer un espace budgétaire dans un contexte de restrictions budgétaires; et iii) le renforcement des capacités et le renforcement institutionnel sont essentiels.

III. Objectifs stratégiques

18. Aggravé par le changement climatique, l'impact des fréquentes crises économiques et environnementales sur les familles rurales pauvres est amplifié par la pauvreté monétaire. Bien que les politiques sociales atténuent l'effet des crises pour une partie de la population rurale, il existe un besoin d'instruments et de modèles pour identifier les besoins des familles rurales pauvres et y apporter des réponses en vue d'une véritable génération de revenus et d'une réduction de la vulnérabilité.
19. Comme l'a demandé le gouvernement, la mise en œuvre de la stratégie de pays contribuera à déterminer les demandes des familles rurales pauvres, en prenant en compte les possibilités de génération de revenus et d'emplois et de réduction de la vulnérabilité; et à mettre au point des modèles d'intervention répondant à ces demandes. La stratégie de pays appuiera le gouvernement en apportant un complément aux politiques sociales pour la réduction de la pauvreté multidimensionnelle.

A. Avantage comparatif du FIDA au niveau du pays

20. Le FIDA possède un avantage comparatif en matière d'appui aux efforts des pouvoirs publics dans la lutte contre la pauvreté monétaire dans le monde rural et dans la promotion de l'inclusion et de la résilience. Les projets financés par le FIDA ont mis au point une approche fructueuse de l'inclusion productive fondée sur la participation des organisations de producteurs et des alliances innovantes entre les secteurs public et privé. Les expériences de PRORURAL ont montré que, pour parvenir à réduire la vulnérabilité des familles, l'inclusion productive doit être accompagnée par: des interventions visant à accroître les capacités des familles en ce qui concerne la résilience⁷ face aux chocs économiques, sociaux et environnementaux; et des mesures ayant pour but d'améliorer l'inclusion productive de segments vulnérables de

⁶ Un système d'indicateurs a été mis en place pour le suivi des plans d'entreprise du point de vue de la capacité et de la qualité de la gestion, de l'exclusion du risque de gestion, et de la gestion du risque environnemental.

⁷ La mesure de la résilience des familles prend en compte, en même temps, les facteurs économiques, sociaux et environnementaux. Comme le montre l'appendice IV, le modèle définit la résilience comme la capacité de réduire la sévérité de la chute durant les crises, d'accroître la rapidité et l'ampleur du relèvement, et d'activer un cycle d'apprentissage pour mieux reconstruire.

la population rurale (et notamment les travailleurs ruraux salariés, les femmes et les jeunes).

21. Les avantages comparatifs du FIDA sont liés à: i) ses expériences régionales et mondiales en matière de stratégies d'inclusion sociale et productive favorables aux pauvres; ii) son approche intégrée de la résilience climatique, environnementale, économique et sociale; iii) sa compétence dans les domaines de la gestion améliorée des bassins versants et des ressources naturelles; iv) sa focalisation sur les jeunes et la problématique hommes-femmes; et v) sa capacité de renforcement des organisations rurales.
22. Comme le montre la section consacrée à la reproduction à plus grande échelle, l'alignement sur les priorités du gouvernement, le partenariat avec le MEPyD, et l'expérience du cabinet de politique sociale en matière de systèmes de ciblage offrent des possibilités de reproduction à plus grande échelle des modèles d'accroissement de la résilience et l'inclusion productive au niveau national. Le rôle important que joue le FIDA dans la mobilisation des investissements lui donne un avantage comparatif en tant que partenaire du gouvernement, garantissant que les méthodologies et les expériences issues de futures interventions alimentent la concertation sur les politiques et contribuent à la réalisation des objectifs stratégiques du gouvernement.

B. Objectifs stratégiques

23. Le COSOP aborde la question des besoins et des défis auxquels doivent faire face les familles rurales pauvres tout en mobilisant les possibilités institutionnelles et les avantages comparatifs du FIDA. La stratégie apportera un complément aux politiques sociales du gouvernement axées sur la pauvreté multidimensionnelle en réduisant les risques à moyen et à long termes, et en brisant le cycle de la vulnérabilité alimenté par la pauvreté monétaire. De cette manière, les familles rurales pauvres et vulnérables vivant dans les territoires désignés comme prioritaires amélioreront leurs revenus, leurs conditions de vie et leur sécurité alimentaire et nutritionnelle tout en s'adaptant au changement climatique.
24. Le COSOP est fondé sur deux objectifs stratégiques:
 - a) Objectif stratégique 1: les investissements dans les territoires choisis ont accru la mobilité économique, la résilience et l'accès aux marchés des produits, du travail, de l'emploi et des services pour les familles bénéficiaires.
 - b) Objectif stratégique 2: les investissements dans les territoires choisis déclenchent un processus d'apprentissage qui facilite la concertation sur les politiques en vue de reproduire à plus grande échelle la stratégie de pays pour l'inclusion productive et la résilience des familles au niveau national.
25. Fondé sur les enseignements tirés de la participation des organisations de producteurs, des alliances public-privé réussies, et de l'expérience du gouvernement en matière de ciblage et de modèles d'intervention pour les politiques sociales, l'objectif stratégique 1 sera atteint par la mise en œuvre d'approches de ciblage, de modèles d'intervention et d'outils de S&E améliorés qui contribuent à titre de compléments aux politiques sociales du gouvernement en faveur d'une réduction de la pauvreté multidimensionnelle au niveau local. Les interventions favoriseront l'inclusion productive des familles rurales pauvres et renforceront la résilience des familles. Les mesures positives seront principalement axées sur la diversification des cultures, des revenus et des moyens d'existence, une meilleure gestion des ressources naturelles, le renforcement organisationnel et une amélioration des régimes alimentaires et de la nutrition.
26. Il s'agira, au titre de l'objectif stratégique 2, d'appuyer la concertation sur les politiques en vue d'élargir progressivement l'échelle de la stratégie jusqu'au niveau national. Les nouvelles opérations permettront de créer des outils, des modèles et des expériences en rapport avec les stratégies de ciblage, et des méthodes de détermination des besoins des familles bénéficiaires; elles fourniront aussi la

démonstration de modèles d'exécution et d'interventions qui augmentent la résilience des familles et l'inclusion productive afin d'apporter un complément aux politiques sociales du gouvernement. Grâce au système de gestion des savoirs, les expériences et les conclusions des nouvelles opérations financées par le FIDA, la Coopération Sud-Sud et triangulaire (CSST) et d'autres expériences dégageront des informations utiles à deux plateformes multisectorielles, sur les techniques et sur les politiques, qui augmenteront progressivement l'échelle de la stratégie jusqu'au niveau national:

- a) un groupe d'experts nationaux de haut niveau, composé de statisticiens, d'agroéconomistes et de sociologues ruraux, formulera des recommandations sur le renforcement du système national de S&E pour le développement rural grâce à des indicateurs clairs concernant le ciblage; fournira des directives concernant les méthodes de détermination des besoins et de choix des interventions prioritaires; et formulera des recommandations sur les modèles d'intervention efficaces;
 - b) une plateforme de concertation interinstitutionnelle, coordonnée par le MEPyD et associant des personnes intervenant dans le domaine des politiques aux niveaux national et local, augmentera progressivement l'échelle des interventions ayant pour but de réduire la pauvreté monétaire et la vulnérabilité parmi les familles rurales sur la base des enseignements tirés, des résultats atteints et des propositions formulées par le groupe d'experts.
27. Les activités hors prêts: i) analyseront et intégreront les ajustements au modèle opérationnel du projet; ii) conduiront des études de cas pour la plateforme interinstitutionnelle; iii) détermineront et partageront avec le groupe d'experts les enseignements tirés et les méthodologies issues des expériences des projets; et iv) appuieront la CSST.
28. Contribution aux objectifs de développement durable (ODD). Le COSOP apportera une contribution aux objectifs stratégiques du FIDA dans les domaines de la production, de la nutrition, des marchés, de la résilience et des politiques. Ce faisant, il contribuera à plusieurs objectifs de développement durable: ODD 1 – Éliminer la pauvreté; ODD 2 – Éliminer la faim; ODD 8 – Emploi décent et croissance économique; ODD 10 – Réduire les inégalités; et ODD 13 – Action contre le changement climatique.

IV. Résultats durables

29. Divers moyens seront mis en œuvre pour parvenir à des résultats durables: i) un suivi systématique des investissements au niveau de la famille; ii) des stratégies de ciblage permettant la détermination et la différenciation des besoins des familles pauvres; iii) des partenariats adéquats avec le secteur privé; et iv) un système de gestion des savoirs fondé sur une solide méthodologie de S&E fournissant à tous les acteurs concernés des informations pertinentes sur les résultats quantifiables et sur la gestion robuste du portefeuille. Allant de pair avec les activités de CSST, le S&E et la gestion des savoirs appuieront une concertation sur les politiques au niveau national visant à reproduire à plus grande échelle le ciblage, l'évaluation des besoins et les modèles d'intervention apportant un complément aux politiques sociales du gouvernement.
- A. Ciblage et problématique hommes-femmes**
30. Groupes cibles. Approximativement 481 000 familles définies comme pauvres par l'ICV vivent dans les zones définies comme rurales par l'Institut dominicain de recherche agricole et forestière (IDIAF). Des estimations formulées par l'équipe d'élaboration du COSOP sur la base de l'enquête nationale sur la population active (ENFT) montrent qu'il existe un rapport entre la pauvreté, le manque de diversification des revenus et la dépendance à l'égard de l'agriculture. Les investissements du FIDA seront par conséquent axés sur les 220 000 familles rurales pauvres et vulnérables dont les revenus sont peu diversifiés et qui dépendent de la production agricole, réparties en deux catégories:

- a) familles de producteurs agricoles dont la production est destinée à la commercialisation ou à l'autoconsommation. Bien que ces familles disposent généralement de moyens d'existence plus diversifiés, l'agriculture constitue l'unique source de revenus pour 40% d'entre elles. Les familles qui dépendent exclusivement de la production agricole sont aussi pauvres que les familles des travailleurs agricoles et sont les plus vulnérables aux crises économiques;
 - b) familles salariées sans accès à la terre agricole. Les moyens d'existence de ces familles sont moins diversifiés et dépendent d'emplois dans les secteurs de l'agriculture, du tourisme et de la construction, où l'on trouve une abondante main-d'œuvre non qualifiée. Les travaux agricoles constituent aussi la principale occupation des immigrants haïtiens, en majorité des hommes jeunes concentrés dans l'ouest rural du pays.
31. Les données de l'ENFT donnent à penser qu'une plus grande diversification et un accès accru à des emplois de qualité offrent des possibilités viables de s'extraire de la pauvreté. L'inclusion productive des petits producteurs agricoles, leur liaison avec des marchés de haute qualité et la création de possibilités d'emplois décents et dignes constituent les objectifs principaux à atteindre pour accroître la résilience des familles rurales pauvres.
 32. Les femmes et la jeunesse. Il existe peu de possibilités d'emplois ruraux pour les femmes et les jeunes. Les femmes rurales ont moins accès à l'éducation, reçoivent des salaires inférieurs et ont moins accès que les hommes à la terre, aux actifs productifs et au crédit. Les familles dont le chef est une femme sont confrontées à un niveau plus élevé de pauvreté monétaire et la migration rurale concerne principalement les femmes: les structures familiales se désintègrent et c'est aux jeunes femmes qu'il appartient, à un âge précoce, de prendre soin de la famille.
 33. La Stratégie nationale de développement (END) fait apparaître la problématique hommes-femmes comme une question transversale dans tous les programmes et projets. Le FIDA veillera à ce que sa stratégie de ciblage mette l'accent sur cette problématique et favorisera l'égalité des sexes au niveau national en appuyant la concertation sur les politiques par le biais des enseignements tirés de l'exécution des activités. Il s'attachera à repérer les possibilités d'autonomisation économique des femmes, à promouvoir le rôle dirigeant et la participation des femmes au sein des organisations rurales, et à offrir une formation pour la sensibilisation à la problématique hommes-femmes.
 34. La population rurale est majoritairement jeune (l'âge moyen, dans les zones rurales, est de 29 ans). Le taux national de participation à la population active pour les jeunes de 15 à 24 ans est de 60%. Ce chiffre est probablement inférieur dans les zones rurales, où l'implication des jeunes dans des activités illégales et les grossesses adolescentes sont très fréquentes. Le faible taux d'emploi des jeunes est également la conséquence d'un manque de concordance entre les programmes de formation et les besoins du marché du travail.
 35. Le partenaire du secteur privé participant à l'exécution du PRORURAL manifeste un intérêt pour la promotion de "jeunes pousses" et de pépinières d'entreprises adaptées aux besoins et aux capacités des jeunes ruraux. Dans le cadre de ce modèle, des activités génératrices de revenus pour la jeunesse rurale seront encouragées, en partenariat avec le secteur privé, et un appui sera fourni à des programmes de formation professionnelle fondés sur la demande du marché en termes de main-d'œuvre qualifiée. Les pépinières d'entreprises offriront aux jeunes un accès à Internet afin qu'ils puissent obtenir et partager des informations. Ils seront connectés au Réseau mondial des jeunes pour l'innovation, dont le FIDA est membre. Une attention particulière sera portée à la participation des jeunes femmes rurales.

36. Ciblage géographique. Les activités du FIDA couvriront la totalité du pays, mais des zones prioritaires seront définies en concertation avec le gouvernement au cours du prochain stade de conception de projet, en considérant: les priorités du gouvernement et les complémentarités avec d'autres interventions; les niveaux de pauvreté; l'exposition aux risques climatiques et environnementaux; la présence et la capacité d'organisations économiques rurales; les risques locaux; et les possibilités d'inclusion productive. Une première proposition visant à définir des catégories de zones, sur la base d'un indice composite associant risque et possibilité, a été communiquée au gouvernement comme base de poursuite des discussions et de son amélioration (voir appendice V: Note conceptuelle).

B. Reproduction à plus grande échelle

37. S'appuyant sur les enseignements tirés, les innovations, la participation à l'élaboration des politiques, les partenariats, le partage des savoirs et un don à l'appui de toutes ces activités, le FIDA favorisera un programme de reproduction à plus grande échelle par le biais: i) d'un processus d'apprentissage au niveau territorial pour déterminer les besoins des familles rurales pauvres et les modalités d'intervention, avec pour but de générer des revenus et de réduire la vulnérabilité économique et environnementale; et ii) d'un appui à la concertation interinstitutionnelle sur les politiques, sur la base du précédent processus d'apprentissage, afin de reproduire à plus grande échelle des investissements publics qui apportent un complément aux politiques sociales, avec des mesures destinées à améliorer l'inclusion productive et la résilience des familles rurales pauvres.
38. Le contexte institutionnel et l'avantage comparatif du FIDA offrent de solides possibilités de reproduire à plus grande échelle la stratégie d'inclusion productive et de résilience des familles. La stratégie est alignée sur les politiques et les priorités nationales, étant donné que le gouvernement accorde la priorité au développement rural et à la réduction de la pauvreté rurale. En outre, les méthodologies de ciblage du cabinet de politique sociale et du Système unique des bénéficiaires (SIUBEN) jouissent d'une large légitimité politique. Le gouvernement s'intéresse à la promotion des alliances public-privé et à la participation des organisations de producteurs et des organisations sociales.
39. La stratégie met à profit le rôle du MEPyD en tant que principal organisme responsable de la planification et des investissements publics aux niveaux national et local. La stratégie de reproduction à plus grande échelle fera fond sur les modèles de ciblage et d'intervention qui découleront du renforcement des plans d'investissement des organisations de producteurs pour la promotion de la résilience des familles et l'inclusivité; et sur le perfectionnement des méthodologies de S&E qui accompagneront l'exécution.

C. Participation à l'élaboration des politiques

40. Le COSOP est aligné sur les priorités de la politique nationale, définies dans l'END 2030 dans plusieurs domaines, et notamment la réduction de la pauvreté (objectif spécifique END 2.3.3); cohésion territoriale (objectif spécifique 2.4.1); efficacité et productivité des petites et moyennes entreprises (objectif spécifique 3.4.3); développement et compétitivité des filières agricoles (objectif spécifique 3.5.3); politiques environnementales, y compris la protection et l'utilisation durable du capital naturel et de la biodiversité (objectif spécifique 4.1.1); gestion et sécurité de l'eau (objectif spécifique 4.1.4); et gestion intégrée des risques liés à l'environnement et au changement climatique.
41. Dans tous ces domaines, les interventions appuyées par le FIDA produiront des savoirs et des modèles à partager avec la plateforme interinstitutionnelle. Le COSOP renforcera et complètera les efforts que conduit actuellement le MEPyD dans le domaine de la décentralisation et de la planification territoriale, et augmentera les capacités de gestion intégrée des ressources naturelles territoriales.

D. Ressources naturelles et changement climatique

42. La République dominicaine est située dans la zone tropicale du nord des Caraïbes,⁸ touchée par les fortes précipitations provoquées par les cyclones et par la sécheresse induite par le phénomène El Niño. L'indice du risque climatique place le pays parmi les dix pays les plus affectés, au plan mondial, par le changement climatique, qui se traduit par la fréquence croissante des événements météorologiques extrêmes, et notamment des inondations, des sécheresses et des cyclones. Les projections prévoient pour l'avenir, des conditions plus sèches et plus chaudes.
43. La superposition de l'exposition aux chocs climatiques et de la pauvreté est évidente: la gestion intégrée des ressources en terre et en eau dans les parcelles des paysans et dans les bassins versants est essentielle pour la durabilité des moyens d'existence ruraux. Toutefois, un tiers environ de la terre (34%) est actuellement utilisé pour des activités contraires à sa vocation, affectant principalement la partie supérieure des bassins versants dans les zones de montagne. Ces activités ont pour conséquence l'érosion du sol, l'envasement et la dégradation des bassins versants, réduisant leur capacité hydrologique d'absorber et d'atténuer les phénomènes climatiques extrêmes. Il en résulte de forts impacts dus aux inondations et des périodes de pénurie d'eau.
44. Les moyens d'existence des populations rurales pauvres sont aussi affectés par la complexité de la situation foncière (moins de 50% des terres sont couverts par des titres de propriété) et une répartition inégale de la terre. Le volume d'eau fourni par le biais de réseaux d'irrigation a considérablement augmenté au cours de la dernière décennie⁹, mais les petits producteurs n'ont encore qu'un faible accès à l'irrigation. L'utilisation inadéquate de la terre et le mauvais état de santé des bassins versants font peser des risques sur l'approvisionnement durable en eau et augmentent les coûts d'entretien et de fonctionnement. Malgré les progrès enregistrés dans le renforcement des associations d'usagers de l'eau, l'utilisation de l'eau manque toujours d'efficacité. Dans les zones côtières du sud-est, la surexploitation des ressources en eaux souterraines a pour conséquence des intrusions salines jusqu'à 50 km à l'intérieur des terres.
45. Après une rapide déforestation jusqu'au début des années 1990, les actions de reboisement ont connu un important succès. La zone forestière a augmenté de 19% entre 2003 et 2012¹⁰, mais le reboisement n'a pas été effectué en suivant une approche adéquate des bassins versants qui donne la priorité aux zones importantes pour la protection du sol et son intégrité hydrologique pour la lutte contre les inondations, la préservation des sources ainsi que des zones riveraines et des zones de recharge des nappes phréatiques.
46. L'END et le Plan national pluriannuel pour le secteur public 2017-2020 confirment l'engagement résolu du gouvernement en faveur de la conservation et de la gestion des bassins versants et de la réduction des risques de catastrophe. Les futures interventions du FIDA veilleront à ce que les organisations de producteurs appuyées et leurs plans soient liés à ces initiatives territoriales. La résilience des familles sera également réalisée par le biais de l'appui à: i) la sensibilisation et le renforcement des capacités locales en matière de protection des actifs et d'intervention en réponse aux alertes précoces lancées par la Commission nationale pour les situations d'urgence (COE)¹¹; ii) la diversité des systèmes de culture (cultures intercalaires et rotation des cultures) pour réduire les risques liés à la spécialisation, à l'épuisement des éléments nutritifs du sol, et aux maladies; iii) des pratiques durables de gestion du sol et de l'eau sur les parcelles des paysans; iv) la collecte des eaux de pluie et l'irrigation de

⁸ La pluviométrie annuelle est en moyenne de 1 500 mm, inégalement répartie entre les zones arides, où elle est de 350 mm (Valle de Neiba) et les zones très humides, où elle atteint 2 750 mm (Laguna de Limon). La moyenne annuelle de la température est de 28°C avec de très faibles variations sur l'ensemble de l'année.

⁹ del Rosario, P. et al. 2012. *Rural Territories and Adaptation to Climate Change in the Dominican Republic*. Institut dominicain de recherche agricole et forestière (IDIAF).

¹⁰ Ministère de l'environnement et des ressources naturelles, Plan opérationnel 2016.

¹¹ Commission nationale pour les situations d'urgence.

complément; et v) la lutte intégrée contre les ravageurs pour réduire l'utilisation et le coût des produits agrochimiques. On trouvera des précisions complémentaires dans l'appendice IV.

E. Agriculture et développement rural sensibles aux enjeux nutritionnels

47. La République dominicaine connaît une augmentation rapide du nombre de personnes en situation de surcharge pondérale ou souffrant d'obésité et d'autres maladies connexes. Selon l'Organisation mondiale de la santé, 54,8% des habitants sont en surpoids et 23% sont obèses; les chiffres sont plus élevés pour la population féminine.
48. La Loi N° 589/16 a créé le Système national pour la souveraineté et la sécurité nutritionnelles et alimentaires, et le gouvernement a publié en 2009 des directives en matière de nutrition. Le programme de repas scolaires a touché 1,74 million d'enfants en 2016; il inclut les potagers scolaires et une formation à l'intention des enseignants et des étudiants. Les marchés sont passés par l'Institut national pour le bien-être des étudiants et les menus sont conçus par le Département de la Nutrition. Bien que les repas scolaires incluent, dans les zones rurales, des produits alimentaires locaux, la Loi sur les achats et les contrats ne fait aucune référence à l'agriculture familiale.
49. Depuis 2009, le Programme alimentaire mondial (PAM), en partenariat avec le gouvernement, a appuyé l'intégration dans le PROSOLI d'une composante nutrition comprenant la formation, le développement des capacités, les soins préventifs et la fourniture aux enfants de micronutriments sous forme de poudre. Depuis 2014, l'Organisation des Nations Unies pour l'alimentation et l'agriculture (FAO) et le Brésil ont mis en œuvre dans la province de Monte Plata un programme pilote de repas scolaires durables fondé sur une planification décentralisée et participative, des potagers scolaires, et la passation de marchés locaux avec les petits producteurs. Le cabinet de politique sociale encourage l'agriculture familiale et les potagers communautaires avec l'appui de la FAO.
50. En collaboration avec le PAM, la FAO et d'autres partenaires, le FIDA appuiera les pratiques agricoles sensibles aux enjeux nutritionnels, augmentera la diversification et l'agrobiodiversité, renforcera les liens entre la production et la consommation, et accroîtra la sensibilisation aux régimes alimentaires et à la nutrition, en particulier parmi les femmes rurales. Le FIDA appuiera la reproduction de modèles de production potagère à petite échelle par les familles sans terre, et notamment les potagers communautaires testés par la FAO.

V. Réussite de la mise en œuvre

A. Cadre de financement

51. L'allocation financière pour le cycle 2016-2018 du Système d'allocation fondé sur la performance (SAFP) est équivalente à 11,88 millions d'USD. Le financement disponible pour l'allocation 2016-2018 au titre du SAFP sera alloué à un projet unique pour une période de six ans afin de parvenir à un projet de taille raisonnable.

Tableau 1
Calcul de l'allocation SAFP pour la première année du COSOP

Indicateurs	Année 1 du COSOP
A i) Dispositif politique et juridique encadrant les organisations rurales	4,31
A ii) Concertation entre le gouvernement et les organisations rurales	4,38
B i) Accès à la terre	3,94
B ii) Accès à l'eau à usage agricole	4,19
B iii) Accès aux services de recherche et de vulgarisation agricoles	4,00
C i) Conditions propices au développement des services financiers ruraux	4,31
C ii) Climat des investissements pour les entreprises rurales	4,00
C iii) Accès aux marchés des intrants et des produits agricoles	4,50
D i) Accès à l'éducation dans les zones rurales	5,06
D ii) Représentation des femmes	4,25
E i) Affectation et gestion des fonds publics en faveur du développement rural	4,19
E ii) Obligation redditionnelle, transparence et corruption dans les zones rurales	3,88
Moyenne des notes cumulées	4,25
Note des projets à risque (PAR)	0,60
IRAI (2015)	N/A
Note du pays	580,44
Allocation annuelle	1 626 334

Tableau 2
Relations entre les indicateurs de performance et la note du pays

	Note PAR (+/- 1)	Note de performance du secteur rural (+/- 0.3)	Variation en pourcentage de la note SAFP du pays par rapport à l'hypothèse de base
Scénario de financement			
Hypothèse basse	0,6	3,95	-12%
Hypothèse de base	0,6	4,25	0%
Hypothèse haute	1,6	4,55	51%

B. Suivi-évaluation

52. Pour évaluer le progrès au regard de l'objectif stratégique 1, on mesurera le nombre de personnes ciblées par le projet qui connaissent une mobilité économique et un meilleur accès au marché, et on évaluera l'effet des stratégies d'investissement et de ciblage sur les familles bénéficiaires en utilisant la Fiche de notation de la résilience des familles et de l'inclusion productive. Cette fiche de notation a été testée sur le terrain et constituera, après les améliorations nécessaires, un élément majeur des systèmes de ciblage et de S&E.
53. Deux indicateurs seront utilisés pour évaluer le progrès au regard de l'objectif stratégique 2: i) le groupe d'experts a élaboré une proposition concernant un indice de ciblage et des modèles d'intervention; ii) la plateforme interinstitutionnelle a reproduit à plus grande échelle l'adoption de l'indice de ciblage et des modèles d'intervention. Le système détaillé de S&E sera présenté en appendice au rapport de conception du projet; les indicateurs du COSOP-AR sont présentés dans le cadre de mesure des résultats du COSOP. On prêter également attention aux activités hors projet, en particulier l'efficacité de la gestion des savoirs dans l'appui au groupe d'experts et à la plateforme interinstitutionnelle.
54. L'équipe de gestion du programme de pays (EGPP) jouera un rôle important dans le S&E. L'EGPP tiendra des réunions annuelles pour débattre de l'examen annuel du COSOP-AR. Le FIDA participera aux réunions avec les autorités nationales (y compris la plateforme de concertation interinstitutionnelle) pour faire le point sur l'avancement du portefeuille de projets. Un examen à mi-parcours du COSOP sera effectué au premier semestre 2020.

C. Gestion des savoirs

55. La gestion des savoirs du FIDA apportera un appui au MEPyD pour l'élaboration d'une nouvelle stratégie de ciblage et d'intervention axée sur l'inclusion productive et la résilience des familles, et susceptible de compléter les politiques sociales du gouvernement. Un système efficace de gestion des savoirs garantira que les expériences engendrées seront systématisées et feront l'objet d'échanges continus avec le groupe d'experts et la plateforme interinstitutionnelle. L'accent sera mis sur le développement de savoirs en rapport avec les modèles opérationnels fondés sur des partenariats public-privé.

D. Partenariats

56. Le FIDA exploitera les complémentarités avec d'autres acteurs pour optimiser son impact et soutenir la concertation sur les politiques. L'Agence espagnole de coopération internationale pour le développement (AECID) s'est déclarée intéressée par un soutien à la concertation sur la stratégie d'inclusion productive et de résilience des familles. Il existe des complémentarités avec les programmes de la Délégation de l'Union européenne et de la Coopération décentralisée espagnole, qui appuient la politique gouvernementale de territorialisation et sa stratégie de cohésion territoriale dans le cadre des initiatives Pascal et Planifica. Une collaboration avec la FAO et le PAM sera recherchée à propos des pratiques agricoles sensibles aux enjeux nutritionnels. La concertation avec d'autres donateurs et agences de coopération sera poursuivie et élargie.

E. Innovations

57. La principale innovation sera constituée par le renforcement d'un modèle d'intervention fondé sur des alliances public-privé, et par la participation des organisations de producteurs à des actions concrètes en faveur de l'inclusion productive et de la résilience des familles.
58. Le présent COSOP adopte une vision de la résilience centrée sur les familles. Cette vision sous-tend toutes les phases des opérations proposées, et notamment les outils et les indices de ciblage, la détermination des besoins des familles bénéficiaires, la conception des modèles d'intervention et des méthodes et outils de S&E. Par le biais du système de gestion des savoirs, cette focalisation sera transmise au groupe d'experts et à la plateforme interinstitutionnelle.
59. L'innovation sera engendrée par des interventions qui renforcent la gestion territoriale des ressources naturelles et les approches axées sur les bassins versants. L'innovation rurale sera stimulée par les pépinières d'entreprises et les "jeunes pousses" pour la jeunesse rurale.

F. Coopération Sud-Sud et triangulaire

60. Suivant les priorités gouvernementales, telles que les a recensées la mission relative au COSOP effectuée par des membres du personnel de la Division Engagement mondial, savoirs et stratégies, le FIDA jouera un rôle actif dans la triangulation des transferts de savoirs à la République dominicaine à partir des expériences réussies, dans la région ou ailleurs. Le FIDA aidera le gouvernement à présenter à d'autres pays ses progrès dans le domaine du développement rural.
61. Le gouvernement est intéressé par les savoirs dans les domaines suivants: sur les plans du ciblage et de l'exécution, approches réussies de l'inclusion productive et de la résilience des familles pouvant compléter les politiques sociales; et modalités institutionnelles innovantes pour le développement rural, et notamment les partenariats public-privé. On recherchera les possibilités de CSST sur ces thèmes avec des pays présentant des conditions socioéconomiques et environnementales du même ordre (notamment l'Argentine, la Colombie, le Mexique et des pays d'Asie à revenu intermédiaire).

62. Il existe d'autres possibilités en rapport avec le transfert de technologie concernant les produits tropicaux, en particulier le cacao et les légumes, pour lesquels on pourrait entreprendre des actions conjointes avec les activités régionales du FIDA (en mettant l'accent sur Cuba et Haïti) et d'autres donateurs.

Appendix I: COSOP results management framework

Country strategy alignment	Key Results for RB-COSOP			Indicative lending and non-lending activities for the
	COSOP strategic	Key indicators	Milestone indicators	
<p>Specific Objective. Reduce poverty through an effective and efficient social protection system: Reduce poverty through an effective and efficient social protection system, that considers needs and vulnerabilities across the life-cycle</p> <p>Specific Objective. Local development for territorial cohesion: Integrate the territorial cohesion dimension in the design and management of public policy</p> <p>Specific Objective. Efficiency and productivity of MSMEs: Increase the efficiency, investment capacity and productivity of micro, small and medium enterprises</p> <p>Specific Objective. Competitive and sustainable agro-food sector: Increase the productivity, the competitiveness and the economic and environmental sustainability of agro-food chains to contribute to food security, exploit the export potential and generate incomes and employment for the rural population</p> <p>Specific Objective. Protection and sustainable use of ecosystem goods and services, biodiversity and natural capital: decentralized and integrated management of watersheds. Works and practices for soil and water conservation (on hillsides)</p> <p>Specific Objective. Manage water resources efficiently and sustainably to guarantee water security: Control floods and use water efficiently in water distribution systems and networks, and in its final utilization in irrigation systems</p> <p>Specific Objective. Reduce vulnerability to climate change and contribute to the mitigation of its causes. Improve human and institutional education, awareness and capacities for the adaptation to climate change, for the reduction of its effects and for early warning systems.</p>	<p><u>Strategic Objective 1:</u> Investments in selected territories has increased the economic mobility, resilience and access to product, labour, employment and service markets for beneficiary families.</p>	<p>Number of people targeted by the project experiencing economic mobility ^{S, Y, Lead} – SDG target 1.1 & 1.2</p> <p>Number of people targeted by the project with improved market access ^{S, Y, Lead} – SDG target 2.3 & 10.2</p> <p>Number of people with greater resilience ^{S, Y, Lead} –</p>	<p>50 000 people</p> <p>63 000 people</p> <p>28 000 people</p>	<p>Project: PRORURAL Centro y Este and lessons learned by PRORURAL Oeste</p> <p>New Programmes: PRORURAL Inclusivo (2018-23);</p> <p>Non-Lending activities</p> <p>Analyze and incorporate necessary adjustments into the operational model of the projects (scorecard performance)</p> <p>Develop case studies for the interinstitutional platform for policy dialogue</p> <p>Lessons learned and methodologies for projects feeding the Expert Panel for targeting strategy</p> <p>SSTCC with countries with similar experiences</p>
	<p><u>Strategic Objective 2:</u> Investments in selected territories generate a learning process that facilitates policy dialogue to scale up the country strategy for productive inclusion and family resilience to the national level</p>	<p>Targeting and intervention strategy for productive Inclusion and increased resilience has been applied and tested in selected territories</p> <p>A targeting index has been defined and validated at the national level</p> <p>Intervention models for productive inclusion and increased resilience have been identified and up-scaled</p>	<p>The Project has an M&E system that assess the productive inclusion and resilience of families and the effectiveness of Plans</p> <p>The experts' group has elaborated a proposal for a targeting index and intervention models</p> <p>The inter-institutional platform up-scales the adoption of the targeting index and intervention models</p>	

¹ Family resilience is monitored through a Scorecard that includes questions on the main factors that determine the capacity of families to face shocks and crises of an environmental, economic or social nature. Further details will be included in the next Design phases.

Appendix II: COSOP preparation process including preparatory studies, stakeholder consultation and events

I. Introduction

1. The consultation process for the design of the COSOP consisted of the following stages:
 - (a) Preparation of four background studies that provided key inputs to the COSOP Document: Characterization of rural poverty; Mapping of policies and institutional framework for development and reduction of rural poverty; SECAP preparatory study; Monitoring & Evaluation analysis of social inclusion and Environmental and Management Risk of the Business Plan based on lessons of PRORURAL Central and Este Project
 - (b) Review of the PCR of the PRORURAL Centro y Este;
 - (c) COSOP design preparatory mission (21 February – 3 March 2017), which included meetings and interviews with relevant national institutions and key informants;
 - (d) Four meeting of the national Country Programme Management Team (National CPMT) in Dominican Republic
 - (e) Three meeting of the Rome Country Programme Management Team (Rome CPMT),
 - (f) Mission to share the Draft COSOP and Concept Note to the Government and other partners (8 – 20 May 2017)

II. COSOP Design Preparatory Mission (21 February – 3 March 2017)

2. On 6 February 2017, IFAD's Country Programme Manager for the Dominican Republic expressed the Fund's interest in carrying out a mission in the country from 21 February to 3 March 2017. The goal of the mission was to develop joint activities with the Dominican Government to move the preparation of the Country Strategic Opportunities Programme (COSOP) forward in a participatory manner and, in addition, to possibly identify a new IFAD operation in the country. Ambassador Antonio Vargas, Director of the Ministry of Economy, Planning and Development's (MEPyD) General Directorate for Multilateral Cooperation (DIGECOOM), confirmed the Dominican Government's agreement to the mission on the dates specified above. Furthermore, on 21 February 2017, the Minister of MEPyD, Mr. Isidoro Santana, sent an official letter to the Country Programme Manager in which he designated the members of a high-level national counterpart team for this process, including: Mr. Roberto Liz, General Director of Economic and Social Development, MEPyD; Mr. Miguel Hernández, General Director of Public Investment, MEPyD; Mr. Gabriel Guzmán, MEPyD's Chief of Staff; Mr. Antonio Vargas, General Director of DIGECOOM; and Mr. Emerson Vegazo, Director of PMU-PRORURAL (DIGECOOM).
3. IFAD's mission team included: Ladislao Rubio, IFAD's Country Programme Manager for the Dominican Republic, Mission Leader; Rikke Grand Olivera, Lead Advisor and Senior Specialist in Natural Resources from IFAD's PTA Division; Heber Freiriá, production and value chains specialist, consultant; Ivan Cucco, agricultural and rural economy specialist, consultant; Pietro Simoni, rural development specialist, consultant; Indhira Peña, institutions specialist, consultant; Clara Solís-Araya, IFAD Liaison in the country.
4. The mission team and its national counterpart began with a workshop that focused on the process's scope and methodology. This provided an opportunity for the Minister of MEPyD to participate and become familiarised with the planned activities.

A broad and intense consultation process began with national authorities from the Executive and Legislative Branches, the private sector, community organisations, small-scale rural producer organisations and representatives from international cooperation agencies working in the country. The counterpart team provided key inputs and guidance during the mission's start-up and development.

5. During this phase, key inputs were gathered in meetings with the highest authorities of the Social Cabinet, the Unified Beneficiaries System (SIUBEN), the Territorial Development's General Directorate, the National Statistics Office, the Ministry of the Environment's Water and Climate Change Division, the National Council for Climate Change, the Ministry of the Presidency's Board of Directors, MEPyD's Economic and Social Analysis Unit, the Dominican Agribusiness Board, Senator Charlie Mariotti from the province of Monte Plata, Senator Amílcar Romero from the province of Cotuí and President of the Senate's Agricultural Commission, as well as with representatives from international cooperation agencies. The mission included a field visit to the province of Espalliat, during which there were opportunities to discuss and interact with peasants, leaders of small-scale rural producer organisations, and community agencies working in areas related to rural poverty and the productive development of organised small-scale producers. A workshop was also developed involving technical teams from the Project Management Units of projects financed by IFAD, PMU-PRORUAL (DIGECOOM), and the Executive Chairman of the Dominican Agribusiness Board, in addition to the technical team that designs and implements business plans with small-scale rural producer organisations within the framework of a public-private partnership. In this phase of the COSOP's development, a study was carried out entitled "Caracterización Normativa e Institucional del Sector Agrícola y Políticas Orientadas al Desarrollo Rural y Reducción de la Pobreza", at which time meetings took place with: the Ministry of Agriculture's Vice-Ministry of Rural Development; technicians from the Ministry of Agriculture's Dominican Institute for Agricultural Research (IDIAF); technicians from the Agricultural Bank of the Dominican Republic; technicians from the Dominican Agrarian Institute (IAD); authorities from the Autonomous University of Santo Domingo (UASD); and technicians from the National Council of Competitiveness.
6. The mission ended with a workshop in which its main achievements and conclusions were shared, involving the counterpart team designated by the Minister of MEPyD, specialists from the National Office of Statistics and MEPyD's Economic and Social Analysis Unit, and technicians from IFAD's Program Management Unit, PMU-PRORURAL (DIGECOOM). Valuable comments, suggestions and recommendations were obtained during this event that strengthened the "Memorando de la Misión conjunta para la elaboración del Programa de Oportunidades Estratégicas del FIDA en República Dominicana basado en los resultados (COSOP RB) 2017-2020", which was sent to the Minister of MEPyD, through the Chief of Staff, for his consideration and approval. This document was signed without any modifications by the Minister of MEPyD and IFAD's Country Programme Manager for the Dominican Republic, in the Minister's office, on 27 March 2017.

III. Mission to share the Draft COSOP and Concept Note to the Government and other partners (8 – 20 May 2017)

7. A second IFAD mission took place from 7 to 19 May 2017 that included: Ladislao Rubio, IFAD Country Programme Manager for the Dominican Republic, Head of Mission; Rikke Grand Olivera, Lead Advisor and Natural Resources Specialist from IFAD's PTA Division; Jakob Tuborgh, Technical Strategic Planning Specialist (GKS); Alejandro Yeves Di Carlo, Consultant (GKS); Pietro Simoni, Rural Development Specialist, IFAD Consultant; Ivan Cucco, Agricultural and Rural Economy Specialist, Consultant; and Clara Solís-Araya, IFAD Liaison in the country. The objective of this mission was to share and analyse the Draft Country Strategic Opportunities

Programme (COSOP) and the Concept Note for a new investment with the Government and other partners.

8. The mission began with a second workshop that was presided by the Minister of Economy, Planning and Development (MEPyD), involving the members of the national counterpart team that was appointed for this process. During the mission, the Country Programme Manager provided an update on the COSOP's progress and presented the Technical Note, there was an open dialogue, and it concluded with the approval of the ideas that were expressed and with the work programme that was proposed for the ongoing process. The national counterpart is satisfied with the participative approach to the COSOP preparation process, and the Government has made significant contributions that have been valuable in enriching the strategic and operational vision by integrating it into a framework that is aligned with national priorities and policies, and that is consistent with the 2030 National Development Strategy.
9. Members of the mission and national technicians interviewed landless and small-scale producer families, some belonging to grassroots organisations, by using standardised questionnaires to corroborate and integrate the results obtained from the elaboration of official statistical data, data from the poverty map, information derived from the indices used by the Unified Beneficiaries System (SIUBEN), analyses of the rural index, and data obtained from other sources of information. This fieldwork, based on interviews with 40 families, has helped advance and refine the COSOP and Concept Note.
10. Twenty-two interviews were carried out with national officials and technicians to gather the information required to develop the Concept Note, and working meetings took place with the technical and financial team from the Junta Agroempresarial Dominicana (JAD), as well as a workshop with the Directorate of Public Investment to become familiarised with the country's regulatory framework for approving an internationally financed project. In addition, a workshop was held to thoroughly analyse the Concept Note to advance in the preparation of the project profile that is required to generate a National Public Investment System (SNIP) code for IFAD's new operation in the country, which prompts the corresponding actions to incorporate it into the 2018 budget.
11. For the purposes of coordinating with accredited multilateral and bilateral agencies in the country, working meetings were held with the Spanish Agency for International Cooperation Development (AECID); the World Bank Group; the Food and Agriculture Organization of the United Nations (FAO); and the World Food Programme (WFP).
12. On 18 May a mission closing meeting was held with the Minister of Economy, Planning and Development, the General Directorate for Multilateral Cooperation (DIGECOOM), the institution responsible for implementing projects financed by IFAD, and with members of the national counterpart team, during which an agreement was reached on the terms of the Mission MEMORANDUM, to finish elaborating IFAD's 2017-2020 COSOP in the Dominican Republic and reach an agreement on criteria and definitions for the Concept Note and design process.

National Authorities Visited

Mr. Amílcar Romero, Senator and President of the Permanent Commission on Agricultural Affairs

Mr. Charlie Mariotti, Senator

Mr. Isidoro Santana, Minister of Economy, Planning and Development

Mr. Angel E. Ramírez, Deputy Minister of Planning, MEPyD

Mr. Inocencio García, Deputy Minister of International Cooperation, MEPyD

Mr. Ismael Cruz, Deputy Minister of Rural Development, Ministry of Agriculture

Mr. Carlos Segura, Administrator, Agricultural Bank of the Dominican Republic

Mr. Henry Molina, General Director, Export and Investment Centre (CEI-RD)

Ms. Alexandra Izquierdo, General Director, National Statistics Office
 Mr. Olgo Fernández, General Director of the Water Resources Institute, Ministry of Environment and Natural Resources
 Mr. Pedro García, Director of Climate Change, Ministry of Environment and Natural Resources
 Mr. José Mella A., Executive Director of the Water Resources Coordination Group, MEPyD
 Ms. Cynthia Arias, Director of Foreign Debt Negotiations, Ministry of Finance
 Ms. Carmen Cruz, Director of the Nutrition Department, Ministry of Public Health and Social Assistance
 Mr. Juan Ml. Méndez, Director, National Emergencies Centre (COE)
 Mr. Ernesto Reyna, Executive Vice-President of the National Council for Climate Change and Clean Development Mechanisms, Ministry of the Presidency
 Ms. Laura del Castillo, Subdirector, National Competitiveness Council (CNC)
 Mr. Antonio Morillo, Sectoral Specialist, MEPyD
 Mr. Victor Viñas, Lead Consultant for the National Council for Climate Change and Clean Development Mechanisms, Ministry of the Presidency
 Mr. Rafael Pérez D., General Director of the Institute of Agricultural and Forestry Research, Ministry of Agriculture
 Mr. Néstor Fernández, General Director of Territorial Planning, MEPyD
 Mr. Francisco Cáceres, Director of the National Statistics System, National Statistics Office (ONE)
 Mr. Luis Gregorio Madera, Director of the Department of Continued Statistics, ONE
 Mr. Pedro Juan del Rosario, Rural Development Consultant for the Institute of Agricultural and Forestry Research, Ministry of Agriculture
 Mr. Marcos Ant. Martínez, Director, Department Overseeing Territorial Planning and Development Policies and Plans
 Ms. Luz Adelma Guillén, Director of the Gender and Family Development Office, Ministry of Agriculture
 Mr. Teófilo Herrera, Project Manager, Dominican Agrarian Institute (IAD)
 Mr. Félix Ogando, Manager of the Department of Planning and Public Investment, MEPyD
 Mr. Rafael Batista, Project Specialist, Public Investment Management, MEPyD
 Ms. Rosa María Suárez, Technical Director, Office of Social Policy Coordination
 Ms. Fiordaliza Núñez, Administrative Director, Office of Social Policy Coordination
 Ms. Matilde Chávez B., Director of SIUBEN's Office of Social Policy Coordination
 Ms. Ingrid Berges, Director of Operations, SIUBEN

Cooperation Agencies

Mr. Carlos Cano, General Coordinator of the Spanish Agency for International Development Cooperation (AECID) for the Dominican Republic and Cuba
 Ms. Adoración León, Technical Manager for the Dominican Republic and Cuba, AECID
 Mr. William Vigil, World Food Programme Representative in the Dominican Republic
 Mr. Carmelo Gallardo, Food and Agriculture Organization of the United Nations' Representative in the Dominican Republic
 Ms. Maritza A. Rodríguez, Senior Financial Management Specialist, World Bank Group

Private Sector, Farmers Organizations and Rural families visited

Mr. Osmar Benítez, Executive President, Dominican Agribusiness Board (JAD)
 Ms. Gloria Román, Project Manager, JAD
 Mr. Juan José Espinal, Project Consultant, JAD
 Ms. Ivonne García, Manager, Dominican Agricultural Exchange
 Asociación de Ganaderos de Nisibón (AGANI) Provincia La Altagracia
 Federación de Productores Agropecuarios de la Región Este, Inc. (FEDEPROARE) Provincia El Seibo
 Fundación de Desarrollo Integral de Cacaoteros del Este (FUNDICAES), Provincia Hato Mayor

Asociación de Ganaderos de San Pedro de Macorís (AGASAPEMA), Provincia San Pedro
Cooperativa Agropecuaria y Servicios Múltiples La Palmilla, Inc. (COOPPALMILLA),
Provincia Santo Domingo
Asociación de Productores de Cebolla Los Inolvidables, Inc. (LOS INOLVIDABLES),
Provincia San Cristóbal
Asociación de caficultores de la Esperanza (ASOCAES), Provincia San Cristóbal
Asociación de Productores de Cacao del Cibao (APROCACI), Provincia Hermanas Mirabal
Asociación de Productores Agropecuarios de la Provincia Salcedo, Inc. (APAPSA),
Provincia Hermanas Mirabal
Asociación de Productores de Vegetales de la Provincia Espaillat, Inc. (ASOPROVEPE),
Provincia Espaillat
Núcleo de Asociaciones Cafetalera de Bani (NUACABA), Provincia Peravia, Municipio de
Bani
Federación de Mujeres del Campo (FEMUCAMP), Provincia Monte Plata, Municipio Monte
Plata
Cooperativa Agropecuaria y Servicios Múltiples La Palmilla, Inc. (COOPPALMILLA),
Provincia Santo Domingo, Municipio Santo Domingo Norte
Asociación de Productores de Cebolla Los Inolvidables, Inc. (LOS INOLVIDABLES),
Provincia San Cristóbal, Municipio Palenque
Asociación de Ganaderos y Productores de Leche de Duverge (El Espartillar), Provincia
Independencia, Municipio Duverge
Asociación de Ganaderos Los Conucos, Provincia Monte Cristi, Municipio Villa Vásquez,
Paraje Los Conucos
Fundación Sur Futuro, Provincia San Juan, Municipio San Juan de la Maguana
Asociación de Agricultores Sin Tierra La Humanitaria, Provincia Dajabón, Municipio Loma
de Cabrera, paraje La Garrapata

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DIGECCOM/IFAD

Mr. José William Gómez, Technical Coordinator, Programme Management Unit, PMU-
DIGECCOM/IFAD

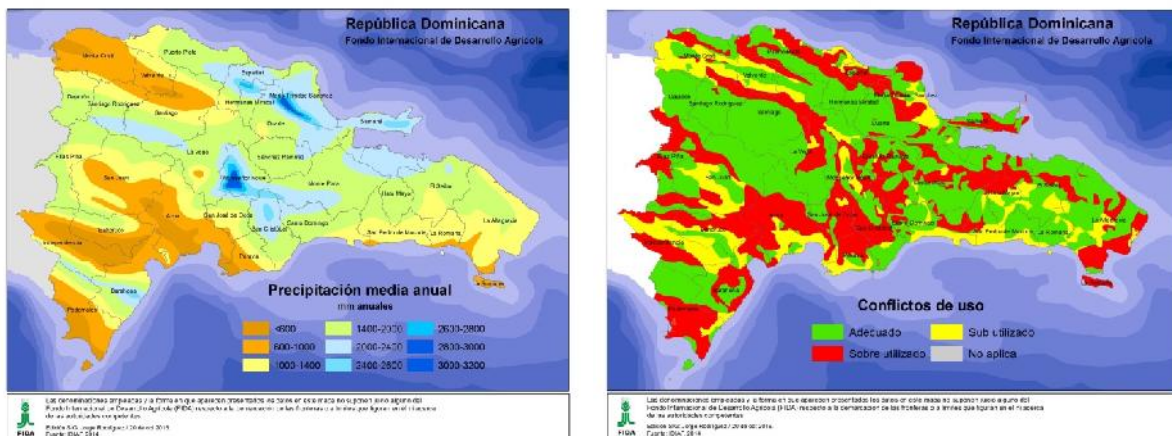
Mr. Carlos Alcántara, Monitoring and Evaluation Coordinator, Programme Management
Unit, PMU-DIGECCOM/IFAD

Appendix III: Natural resources management and climate change adaptation: Background, national policies and IFAD intervention strategies

I. Context

1. The Dominican Republic is the second largest country in the northern tropical zone, with a territorial extension of 48 000 km². It includes four principal mountain ranges (the Central Cordillera, the Northern Cordillera, the Neiba Sierra and the Bahoruco Sierra) that run almost parallel from northwest to southeast. The country's three main river systems (the North Yaque, South Yaque and Yuna rivers) begin in these mountain ranges and supply water to the valleys. The country's water resources are replenished only by precipitation. Average annual precipitation is 1500 mm, distributed unequally throughout its territory (as illustrated in Map I) from 350 mm in arid zones (Neiba Valley) to up to 2750 mm in very humid zones (Limón Lagoon).

Map I: Distribution of average annual precipitation Map II: Soil use in comparison with suitability



2. Land ownership in the Dominican Republic is very complex and includes different modalities. It is estimated that 56% of the country's land is untitled, and this situation especially affects small-scale producers.¹² Furthermore, land is unequally distributed. According to the 2015 National Agricultural Pre-census, 57% of agricultural productive units have less than 2.7 ha and 71% have less than 4.4 ha, while 6.1% have more than 13 ha. A significant portion of rural and semi-urban families do not have access to land. They generate income as mostly seasonal agricultural wage labourers, non-agricultural jobs, or they cultivate on borrowed or leased land, in many cases under informal contracts where one sixth to one quarter of production is given to the land owner.
3. Approximately 35% of the country's land is used for crop production, 15% is dedicated to livestock farming, and 39% is covered by forest, mainly in the central cordillera. Currently, approximately 34% of land is used for purposes for which it is not suited (as shown in Map II above) and this mainly affects mountainous areas and upper and middle watersheds where land that is naturally suited to forestry and agroforestry is used for grazing and annual crops. As a result, up to 57% of soil in these watersheds is experiencing a high degree of erosion, the average annual soil loss is estimated to be 167 tons/ha/year (Artibonito River example)¹³, which decreases soil fertility, its water retention capacity, and the life span of water infrastructure. Furthermore, this situation is causing the degradation of watersheds,

¹² Preliminary evaluation of the extralegal economy in 12 Latin American and Caribbean countries. Executive summary of research in the Dominican Republic. Lima: Instituto Libertad y Democracia, 2006.

¹³ Evaluation of soil degradation in the Artibonito River Basin, Ovalle, 2014.

which decreases their water absorption and buffering capacity and protection from extreme climatic events. This, in turn, leads to considerable impacts from flooding, as well as shortages of water for irrigation and lack of humidity regulation in microclimates during droughts. These are all effects that especially impact the rural and semi-urban populations who are the most vulnerable to climatic shocks.

4. The demand for irrigation water has increased markedly in recent decades, reaching eight billion cubic metres in 2012¹⁴. The country has 35 dams with a reservoir capacity of 2.2 billion cubic metres, and most of these have three purposes (electricity, human consumption and irrigation). Agriculture uses 80% of the country's water extraction, 80% of which is used for crops and 20% for livestock. Approximately 17% of agricultural land has irrigation systems, of which 47% suffers from drainage and salinity problems because of poor land management. The National Institute of Hydraulic Resources (INDRHI) estimates that irrigated land could triple, based on soil use suitable and the availability of water resources.¹⁵ The average number of irrigated hectares per user is 3.9 ha, which means that most small-scale producers do not have access to irrigation.¹⁶ Irrigation systems are inefficient in terms of lack of maintenance and the irrational use of water. Since the mid-1980s, INDRHI has promoted irrigation associations. These currently include 57% of users and they have had some success in increasing the systems' efficiency and cost recovery, although there is room for further strengthening. In global terms, according to FAO, the country is only extracting one third of its groundwater replenishment capacity (1.5 billion m³/year). However, the southeastern region (from Santo Domingo to la Romana and Punta Cana) suffers from overextraction, which causes salt water intrusion into aquifers from 20 km to 50 km inland. Land misuse also undermines the protection of zones that are important for the replenishment of aquifers, and there is no systematic monitoring of groundwater extraction, its replenishment or its availability.
5. Following high rates of deforestation until the early 1990s, significant reforestation efforts were undertaken and the forest area increased by 19% between 2003 and 2012. However, forest areas should increase by another 10% to reach a total of 49%, including areas dedicated to forest harvesting. Among the pressures exerted on forest areas and deforestation, agricultural activities have the greatest impact. These include fires (more than 85 per cent are associated with agricultural practices), slash-and-burn shifting agriculture, firewood extraction and charcoal production and extensive livestock farming. Reforestation efforts and soil protection are supported by the National System of Protected Areas (SINAP) and they include 12.4 km² of land area (25.8% of total land area), of which 80% overlaps with the country's main water basins.¹⁷ However, the unresolved land tenure situation, the lack of land-use planning tools and capacities, weak vigilance capacities, and the lack of management plans for the majority of protected and conservation areas continue to present challenges for achieving that reforestation and the protection of forest areas follows a watershed approach; in other words, an approach that prioritises reforestation in areas important for the protection of hydrological integrity, mitigation of the impact of flooding, and conservation of springs, riverbanks and aquifer replenishment.
6. The precarious condition of watersheds and the unsustainable use of land aggravate the impacts of climatic variability and change. According to the Climate Risk Index, the Dominican Republic is among the 10 countries in the world that are most affected by climate change. Average annual precipitation between 1990 and 2012 was 6.7% higher than in the period 1900 to 2012 (an insignificant change in terms

¹⁴ Rosario, P.; Morrobel J.; Escarramán, A. 2012. Territorios rurales y adaptación al cambio climático en República Dominicana. Dominican Institute for Agricultural and Forestry Research (IDIAF), 2012.

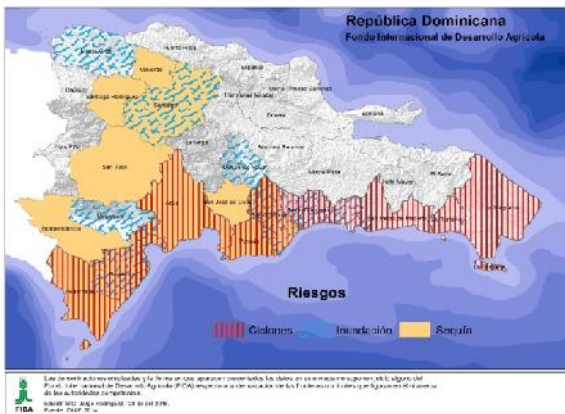
¹⁵ Nacional Strategy for Adaptation to Climate Change in the Dominican Agricultural Sector 2014-2020.

¹⁶ Author's calculation based on information from INDRHI <http://www.indrhi.gob.do/index.php/infraestructura/sistema-de-riego>

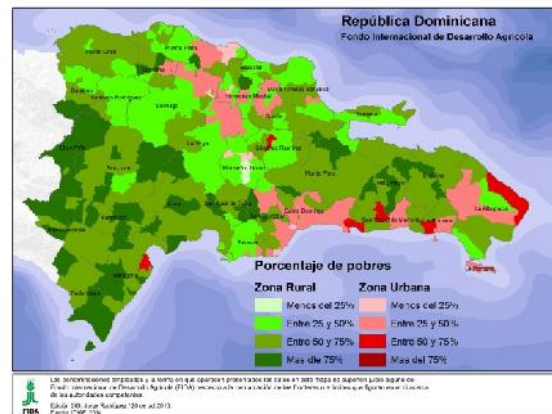
¹⁷ Ministry of Environment and Natural Resources' Operational Plan (2016).

of identifying a trajectory that is attributable to climate change) and the average annual temperature between 1990 and 2012 was 0.8 degrees Celsius higher than it was from 1900 to 2012¹⁸. Cyclones, floods and droughts are frequent, and climate change appears to have increased the frequency of these events. According to the United Nations Environment Programme (UNEP, 2010), between 2000 and 2009 there were 39 hurricanes in the Caribbean Basin in comparison with the 9-15 per decade that occurred during the eighties and nineties. El Niño events also seem to have become more frequent, with droughts affecting the agricultural sector in six of the last fifteen years (2002, 2004, 2006, 2009, 2014 and 2015), and La Niña events have caused flooding in four of the last fifteen years (2000, 2001, 2007 and 2010). This means that, in recent years, agriculture has been affected in two of every three years by extreme events, and among the most vulnerable people are small-scale producers and poor landless families with limited capacities to cope with and adapt to climate shocks. The most affected zones are shown in Map III. If this map is compared with Map IV showing the geographical distribution of rural poverty, a correlation can be seen between poverty and exposure to climatic events.

Map III: Climate Risk Zones



Map IV: Incidence of poverty



7. Climate change forecasts predict an increase of between one and two degrees Celsius in temperatures between now and 2050¹⁹, as well as a 23% decrease in precipitation between 2010 and 2050, which would give rise to much dryer and warmer conditions in the future. This would have serious impacts on agricultural production and as such on rural poor families.

II. National policies

8. The 2000 General Law 64-00 on the Environment and Natural Resources affirms that the State, National District, Municipal Councils and citizens are responsible for ensuring that natural resources are not depleted, deteriorated or degraded, and for preventing the pollution of the environment in order to maintain ecological equilibrium. Therefore, the use and exploitation of fauna, flora, soil, subsoil and water must be rationalised. The main institutions involved at the national level in managing natural resources sustaining the agricultural sector and rural development are:
 - (a) The Ministry of Environment and Natural Resources (MARN) and its vice-ministries:

¹⁸ Author's calculations based on World Bank Climate Change Portal data (<http://sdwebx.worldbank.org/climateportal>). Similar to the results presented in "Dominican Republic Climate Change Vulnerability Assessment Report, USAID 2013".

¹⁹ Climate Change Model MRI-CGCM3 based on RCP 2.3. Presentación sobre los Avances de la Tercera Comunicación Nacional para la Convención Marco de las Naciones Unidas sobre Cambio Climático, 2016.

- (i) Protected areas and biodiversity, responsible for SINAP and involved in the protection of the forested areas covered by SINAP, mainly forests in the upper basin zones
- (ii) Environmental Management, responsible for the rules and regulations pertaining to environmental quality that must be observed in agricultural processing facilities
- (iii) Forest Resources, responsible for formulating forest policies and governing the management of forest resources outside SINAP, implementing the National Reforestation Plan, supporting the preservation of watersheds, and approving, evaluating and supervising forest management plans on private land
- (iv) Soil and Water, responsible for ensuring the comprehensive management of water basins, including the regulation of land-use, and involving the private and community sectors in governance mechanisms for integrated management, as well as conserving and restoring inland soil and water

Furthermore, the Ministry has provincial and municipal directorates that manage information related to the state of natural resources in each province, and that support the implementation of each vice-ministry's policies and plans.

- (b) National Institute of Hydraulic Resources (INDRHI) is an autonomous institute under MARN responsible for studying and monitoring water resources in all national basins, and building the capacity to manage hydroelectric and irrigation works.
 - (c) Ministry of Agriculture is responsible for agricultural policies, supporting agroforestry systems, and implementing the 2014-2020 National Strategy for Adaptation to Climate Change in the Dominican Republic's Agricultural Sector.
 - (d) National Emergency Commission (COE) is responsible for prevention, early alert, planning and responding to emergencies, including natural disasters and extreme climatic events. It fulfils this responsibility by coordinating all the institutions that are part of the CNE system.
9. Law 1-12, National Development Strategy (NDS), has four strategic axes, of which Strategic Axis 4 outlines the government's strong commitment to policies that are relevant to natural resource management and adaptation to climate change: "A society that has a culture of sustainable production and consumption, that equitably and effectively manages risks and the protection of the environment and natural resources, and that promotes adequate adaptation to climate change". In addition, one of its cross-cutting policies relates to environmental sustainability as it affirms that "all plans, programmes, projects and public policies must include criteria pertaining to environmental sustainability and adequate, comprehensive risk management".
10. The 2017-2020 Pluriannual National Plan for the Public Sector translates these NDS policies into various Strategic Objectives (SOs), of which the most relevant to natural resource management and adaptation to climate change within the COSOP framework are: SO 30. Protect and sustainably use the goods and services of ecosystems, biodiversity and natural heritage – decentralised and comprehensive management of watersheds, and soil and water conservation practices (on hillsides) (4.1.1); SO 32. Efficiently and sustainably manage water resources to guarantee water security – manage floods and efficiently use water in distribution systems, networks, and irrigation systems (4.1.4); and SO 34. Decrease vulnerability to climate change and contribute to the mitigation of its causes – improve education, awareness-raising, and human and institutional capacity (including early-alert systems) to adapt to climate change and decrease its impacts (4.3.1).

11. Since strengthening watershed management is central to the implementation of these three SOs, several initiatives have been taken. The Water Resource Coordination Table has been established within the Ministry of Economy, Planning and Development (MEPyD) as an intersectoral coordination body for the preservation of the quality and quantity of water resources, and to strengthen the management of the country's 11 large basins. This body includes all the relevant government actors such as MARN, MA and INDRHI. Within the framework of this body, MEPyD, the World Bank and FAO are developing an investment project for the North Yaque and Ozama basins. A proposed Water Bill has also been formulated and submitted to National Congress.
12. The year 2017 has been declared the year of agroforestry, and a reforestation programme has been established with an Executive Director and a programme unit within the Presidency, a coordinator of the agroforestry subcomponent in MA, and a coordinator of the forest protection subcomponent (including reforestation and forest management by local communities) in MARN. The projects under this programme have a microwatershed management approach and they begin with an assessment and zoning in which, for the first time, MA, MARN and INDRHI must work together and reach agreements at the local level. In addition, the projects must ensure productive benefits for the most disadvantaged population in the microwatersheds. The selection of microwatersheds projects under this programme is carried out within the framework of the Surprise Visits of the President.
13. In 2008, the National Council for Climate Change and Clean Development Mechanisms (CNCCMDL) was established within the Presidency to improve the country's institutional framework and better respond to the commitments and international discussions taking place within the United Nations Framework Convention on Climate Change. It is chaired by the President of the Republic, and its Deputy Secretary is the Minister of the Environment. The Council encompasses all relevant government Secretariats and aims to better coordinate the formulation, updating and implementation of Nationally Appropriate Mitigation Actions (NAMAs), the 2008 National Adaptation Strategy and Action Plan, Sectoral Adaptation Plans, and national communications to the convention. The 2014-2020 National Strategy for Adaptation to Climate Change in the Dominican Republic's Agricultural Sector has the following objectives: improve the agricultural sector's capacity to adapt to climate change and establish a coherent policy at the national level; build resilience and adaptive capacities within the sector; help the Dominican Government establish a regulatory framework for small- and medium-sized producers that encompasses research and development, and that promotes climate change adaptation practices with a climate-smart focus in agriculture; and raise awareness of adaptation techniques.
14. MARN and MEPyD have cooperated in formulating the proposed Territorial Management and Land-Use Law, which has been submitted to National Congress. MARN is also coordinating the formulation of a National Territorial Management Plan which, now that the assessment phase has been completed, is entering the consultation phase.

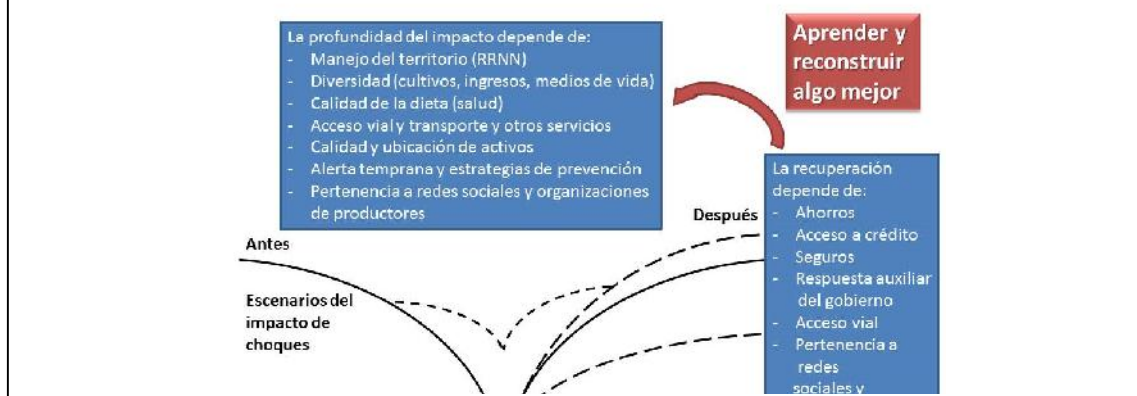
III. IFAD's intervention strategies

15. As the project's objective is to improve the situation of poor rural families, it applies a resilience model focusing on these families. This model helps to define IFAD's intervention strategies to support the government and the poor rural population in improving natural resource management and capacities to adapt to climate change. However, the model does not only take into account the resilience of families to climate changes and shocks, it also considers, from a comprehensive perspective, economic and social crises and shocks such as changes in the market and illness within the family. The model is explained in more detail in the box below.

The resilience of families can be defined as their capacity to cope with environmental, climatic, economic and social crises and shocks, and their capacity to recover (in the best-case scenario, to improved situation) from a crisis or shock. Resilience depends on multiple factors and, therefore, it is a complex concept. The model that is illustrated in the figure below can help to better understand it. The factors that contribute to families' resilience are grouped in the blue boxes according to their level of influence on: 1) the severity of the crises' or shocks' impact on families; and 2) families' capacity to recover from a shock. The severity of the impact depends on factors such as: i) comprehensive management of natural resources within the territory; ii) diversification of crops, incomes and livelihoods; iii) dietary quality (health); iv) access to roads, transportation and other services; v) the quality and location of assets; vi) the existence of an early-warning system and prevention strategies; and vii) belonging to social networks and producers' organisations. On the other hand, the capacity and speed of recovery depend on factors such: i) savings; ii) access to credit; iii) insurance (in these cases life insurance, health insurance, house insurance, etc. are generally the most important); iv) public (and private) relief assistance, through their respective programmes; v) access to roads; and, once again, vi) belonging to social networks and producers' organisations.

In the figure below, black lines illustrate different impact and recovery scenarios according to the presence or absence of resilience factors. When there is a crisis or shock, the extent of the impact may vary and recovery may be different at different levels of standard of living/poverty in comparison with the starting point, depending on resilience factors. Finally, it emphasises the importance of a learning process after a crisis or shock as an additional factor that strengthens resilience and allows families to build something better based on lessons learned (red box and arrow).

Families' resilience when faced with climatic, environmental, economic and social crises and shocks



- Based on this model and the assessment of the initial context, the following activities and elements are proposed for the new project under the COSOP:
- Geographic targeting. Criteria for prioritising territories where the project will intervene should include: policy priorities jointly identified with the government; the risk of extreme climate events (droughts, floods and cyclones) and the concentration of the population that is vulnerable to their impacts; levels of malnutrition; the concentration of the population that is affected by monetary poverty in the absence of sustainable productive inclusion; the availability of productive inclusion opportunities; presence, nature and capacities of Rural Economic Organizations.
- Baseline survey and rapid assessment of the territory. The baseline survey includes a scorecard on families' resilience that will identify key vulnerabilities and resilience factors that must be built or strengthened by the project's activities. The rapid assessment also indicates: i) potential land-uses and degradation problems deriving from current, inappropriate uses; ii) challenges in water resource management, particularly in terms of accessing water for agricultural production and

protecting its source (watersheds and aquifers); iii) historical trends and forecasts for precipitation, monthly temperatures, extreme climatic events and their main impacts on agricultural productive activities; and iv) initiatives and actors who are addressing or should be addressing the challenges identified.

19. Call for an event to discuss the opportunities provided by the project. This event provides a space for consultation and discussion based on the findings of the baseline survey and rapid assessment, with actors who are active in the development of the territory. The question that will be addressed is how the project, within the realm of productive inclusion, can be linked and contribute to initiatives and actors/partners who are working with the challenges of managing natural resources in the territory, within the difficult context of climate change. Similarly, the project will seek to establish linkages with initiatives and actors who support nutrition education, and to create technical capacities and employment opportunities for vulnerable, landless youth and families. Selection criteria are also defined for the organisations and types of plans that will be supported by the project, to ensure that productive and service activities promote land-uses that are consistent with its natural suitability and potentials, and that they do not take risks that are difficult to mitigate within the context of climate change (not placing productive assets and activities in zones that are at a high risk of flooding or droughts without the possibility of complementary irrigation), market shocks, or the absence of markets.
20. Formulation of Plans. The preparation of Plans includes an analysis of the challenges and risks associated with production on farms, and other risks that increase the vulnerability of participating families, whether they are producers, paid employees or service providers. These include the following risks, among others: the lack of sustainable access to water and land, and the poor quality of these resources, considering the impacts of climatic variability and change; the lack of knowledge and capacity to identify and apply adaptation practices related to climatic variability and change, as well as integrated pest and soil fertility management; and risks associated with specialisation. Subsequently, priorities and activities will be identified to address these risks and increase families' resilience capacities such as, for example: small-scale infrastructure and equipment, and the capacity to manage rainwater harvesting and complementary irrigation systems; awareness-raising about nutrition and taking care of family gardens; and the diversification of production and incomes.
21. Monitoring and evaluation of Plan implementation. As part of the instruments used to monitor the impacts of the implementation of the plans on participating families, a Resilience Scorecard is included on families' resilience capacities. This card permits the identification of improvements in comparison with the baseline, and whether the activities that were identified and implemented in plans really benefit and increase the resilience of the most vulnerable participating families. In addition, it facilitates a learning process that will permit the continual improvement of interventions and increase positive impacts on resilience.

Appendix IV: Country at a glance

General data
Land area (km ²) – 48,310
Total population (million) 2015 – 10.53
Population density (people per km ²) 2015 – 217.93
Local currency Real (RD\$) Dominican Pesos
Exchange rate: US\$1 = RD\$45.99/US\$ (January-December 2016)
GDP 2016 – RD\$3,298,427 million (current)
GDP per capita 2016 – RD\$327,386 (current)
GDP per capita annual growth – 2016– 6.5%
Inflation, IPCA (annual %) 2016 – 1.70%
Social indicators
Population (average annual growth rate) 2015– 1.17%
Crude birth rate (per thousand) 2014 – 20.85
Crude death rate (per thousand) 2014 – 6.06
Fecundity rate (children per women) 2014– 2.48
Infant mortality rate (per thousand live births) 2015 – 25.7
Life expectancy at birth (years) 2014 – 73.5
Number of rural poor (million) 2014 – 1.5
Number of rural extreme poor (million) 2014 – 0.4
Poor as % of total rural population 2014 – 55.5%
Extreme poor as % of total rural population 2014 – 11.4
Economic Active Population (million) Average 2016– 4.59
Female labour force as % of total 2016 – 40.49%
Education
School enrollment, 6/14 years of age (% gross) 2014– 97%
Adult illiteracy rate (% age 15 and above) 2015 – 7.5%
Nutrition
Malnutrition, population - 2014 (millions) – 3.4
Health
Health expenditure, total (as % of GDP) 2014 – 4.4
Doctors (per thousand people) 2000 – 1.88
Agriculture and food
Fertilizer consumption 2014 (kilograms per hectare of arable land) 2014- 88.17
Food production index (2004-06=100) 2013 - 135.52
Land Use
Arable land 2014 (hectares) - 88.16
Forest area 2014 (squares km) – 19,830
Irrigated land 2011 (% of total agricultural land) – 8.7

Economic indicators
GDP 2016 (US\$ million) – 71,654
GDP growth (annual %) 2016 – 5.1%
Sectoral distribution of GDP – 2016 % Agriculture – 5.6 % Industry – 24.2 % Services – 62.9
Composition of GDP- 2016 Household consumption – 69.7% Government consumption – 11% Gross capital formation – 23%
Balance of Payments - (US\$ million)
Merchandise exports 2015– 9,398
Merchandise imports 2015 – 16,863
Balance of merchandise trade 2015 – 7,466 (-)
Current account balances 2015 – 1,335 (-)
Foreign direct investment 2015 – 2,221.5
Government finance
Cash surplus/deficit 2016 - (% of GDP) – 0.4%
Total internal debt 2016 (% of GDP) – 13.06%
Total external debt 2016 (% of GDP) – 24.28%
Public sector net debt 2016 (% of GDP) - 37.34%
Basic interest rate (% annual) December 2016 ⁱ – 14.46%

ⁱ Unless specified, data are from World Bank, Ministry of Treasury, and Central Bank. All data published in the respective web sites.

ⁱⁱ World Health Organization

Appendix V: Concept note: Rural Families' Productive Inclusion and Resilience: PRORURAL Inclusivo

I. Possible geographic area of intervention and target groups²⁰

1. Geographic targeting. The new IFAD operation will cover the entire country. Priority areas for project intervention will be jointly identified with the Government during the next project design stage.²¹
2. Rural poverty. In the 316 municipalities identified as rural by the IDIAF live approximately 858 000 families (the 30 % of the families in the country); fifty-six per cent of them (481 000) are poor according to the Quality of Life Index (ICV).²²
3. To identify the characteristics and livelihood strategies of rural families and to understand the determinants of rural poverty, micro-data from the National Labor Force Survey (ENFT, October 2014) have been analyzed. The analysis distinguishes two main typologies of poor rural families according to their livelihood strategies: agricultural producers' families, and landless families. In both cases, lack of income diversification and greater dependence on agriculture (in terms of either production or employment) are associated with higher levels of poverty and greater vulnerability to adverse economic cycles. Further details are provided in the COSOP.
4. Immigrants from Haiti form part of the rural poverty in the DR. The UN Population Fund (2013) estimates that about half a million Haitian immigrants live in the RD (equivalent to 7 % of the total population). Most of them are young males, concentrated in the western part of the country, and predominantly employed as agricultural laborers.
5. Gender and Youth. Female-headed families represent about 23 % of salaried families, and 13 % of producers' families. The Labour Force Participation Rate for rural women (38.1 %) is considerably lower than for women in urban areas (49.5 %). Female employment is highly volatile depending on the economic cycle, and wide salary differentials with men persist. The rural population is quite young (the average age in rural areas is 29). Youths between 15-24 years have low labour force participation rates at the national level (60 %). These figures are likely lower in rural areas, also due to the mismatch between training programs and labour market needs. Rural areas show a high incidence of juvenile pregnancies (23.5 % of mothers are adolescents, 2010 Census), and drugs use and drug trafficking are increasing among young rural men. Rural migration rates (internal and external, permanent or temporary) are generally high, but particularly so for women and young people.
6. The agricultural sector. Data from the 2015 Agricultural Pre-Census show that there are 320,000 agricultural productive units in the country; half of these are smaller than 50 tareas (3.13 ha) and only 44 % of the parcels have definitive titles. Small producers remain concentrated in some traditional and less dynamic sectors, such as rice and beans. The sector has shown considerable output and productivity

²⁰ For the design of the Concept Note, meetings and working sessions were held with Government authorities; data and reports produced by different public and private institutions were collected and analyzed, and the progress of PRORURAL was examined. During field visits, interchange activities were performed with producers' organizations and local institutions. Beyond utilizing tools for interchange and information collection from focal points and key informants, the mission pilot-tested new instruments and methods for data collection and analysis with about 40 families belonging the target group. A questionnaire and a scorecard were used to collect information from each family, focusing on their economic and social situation and on their capacity for resilience. Results from the pilot field survey will be presented in Appendix 2 of the PDR.

²¹ See Section F, Component 1 for further details.

²² The ICV is the composite index used by SIUBEN for the targeting of government social programs. It measures multi-dimensional poverty according to the quality of dwelling, access to basic services and characteristics of family head and members (including employment, education and possession of identity documents).

increases during the last 15 years, driven by the most dynamic sectors such as fruits and vegetables (avocado, mango and pineapple), banana and cocoa (which include high-value markets such as organic and fair trade). The total value of agricultural exports reached USD 2,625 million in 2015 and the agricultural balance of payment had a USD 136 million surplus in 2014.

7. Target groups. IFAD investments will focus on 220 000 vulnerable rural families belonging to two main typologies:
 - (a) Agricultural producers' families with little diversification, whose incomes mainly depend on small-scale agricultural production for markets or self-consumption.
 - (b) Landless families with little diversification, whose incomes mainly depend on temporary or permanent agricultural employment.

II. Justification and rationale

8. Theory of change. The Project aims to contribute to overcoming the persistence of vulnerability and monetary poverty among rural families, due to their frequent exposure to environmental emergencies and economic shocks whose negative impacts are amplified by climate change.
9. The Government is responding to some of the challenges affecting the rural poor through its social and emergency policies, but also considers the need to improve policies for income generation and vulnerability reduction. Their current weakness forces rural families to adopt short-term strategies when coping with shocks (such as migration and assets sale) that could increase even more their medium- and long-term vulnerability to economic and environmental shocks.
10. The project will complement government social policies with local-level interventions that identify and respond to the necessities for genuine income generation and vulnerability reduction. The needs identification and intervention models will be based on family demands, capacities and expectations, since it is in the family that the different strategies of individual members are articulated to leverage opportunities and respond to economic, social and environmental challenges.
11. Building upon the opportunities offered by the institutional framework, and capitalizing upon the lessons generated by government social policies and the lessons from successful public-private partnership models, the project will provide financial incentives and adopt adequate monitoring methodologies and indicators to promote productive inclusion and increase family resilience²³ for the most vulnerable segments of the rural population: women, young people, family farmers having agriculture as their main source of income and landless families for which agricultural labor is the main income source.
12. Project results will be achieved through a continuous interaction between investment implementation, project activities and the M&E and KM system. Beyond achieving better project management, the M&E and KM systems, in complementarity with SSTC activities, will favor a national-level policy dialogue aimed at scaling-up to other areas the new targeting, needs assessment and intervention models for productive inclusion and resilience to effectively complement government social policies.

²³ The project applies a resilience model focused on poor rural families. Family Resilience is defined as the family's capacity to cope with environmental, climatic, economic and social crises and shocks, and its capacity to recover (in the best-case scenario, to improve its situation) from a crisis or shock. Resilience depends on multiple factors and access to material and immaterial assets including: better NRM at the territorial and farm level; diversification of crops, incomes and livelihoods; dietary quality (health); quality and location of assets; participation in productive and social organizations; access to credit, savings and insurance (in particular, life insurance); adequate infrastructure and early warning systems (see Appendix IV). To measure Family Resilience, a Scorecard has been developed and tested during the design mission for the preparation of this Concept Note (more details will be presented in the PDR).

13. The proposed theory of change is based on the analysis, detailed in the following paragraphs, of: the causes of economic and environmental vulnerability; the focus of current poverty-reduction policies; the causes and effects of persistent monetary poverty in rural areas; the opportunities and lessons learned in the PRORURAL Project; and the political and institutional frameworks.
14. Economic Vulnerability. The DR is a Small Island Developing State (SIDS) whose open economy is exposed to shocks originating in international financial and commodity markets. Although the DR has achieved one of the highest average growth rates in the region, the last fifteen years have been characterized by wide fluctuations in the economic cycle.
15. Environmental and Climate Change Vulnerability. The DR is frequently exposed to extreme environmental events (hurricanes, floods and droughts) that affect infrastructure, production and service delivery, particularly in poor rural areas. Their severity is aggravated by the fact that the DR is among the ten countries most affected by climate change, and by the currently inadequate conservation of watersheds and management of natural resources.
16. Rural context. The aforementioned economic and environmental risks impend over a rural context characterized by: land fragmentation and incomplete titling; the low capacity of small producers to appropriate part of the value generated in the most dynamic agricultural sectors and markets; salary stagnation in the agricultural sector; fluctuations in employment, particularly for rural women; diffusion of pests and diseases (including the coffee rust, roya); substantial reduction of support and subsidies for traditional products; little production for self-consumption and poor diets causing adverse health conditions (obesity and diabetes). Rural poverty is strongly associated with lack of diversification and dependence on small-scale agriculture. While dependence on agriculture is associated with higher vulnerability to negative economic cycles, greater diversification and employment in non-agricultural sectors emerge as viable strategies of exit from poverty.
17. Social and Emergency Policies. The DR has adopted a successful social policies approach (CVI), a composite indicator that measures the multidimensional poverty of families.²⁴ Emergency response is performed by the National Emergency Commission (COE for its Spanish acronym), that is responsible for prevention, early alert, institutional coordination and emergency planning and response (including for natural disasters and extreme climatic events). The COE has high capacities and it coordinates a network of 22 involved institutions, mobilized according to potential or occurring emergencies. The early warning system is fuelled by rainfall monitoring data, runoff and continuous analysis of rivers in coordination with the National Institute of Hydraulic Resources (INDRHI). The COE, through an evaluation and continuous learning system, has already shown good results, reducing losses of lives from extreme climatic events to basically zero.
18. Persistence of monetary poverty. While multidimensional poverty has decreased, monetary poverty, measured according to the official poverty line, has shown a different trend, since its incidence at the national level increased from 40.1 % in 2000 to 43.7 % in 2014 (SISDOM 2014). Monetary poverty grows during crises, reaching 82.9 % and 75.9 %, respectively, in the crisis years 2004 and 2008. As mentioned above, the persistence of monetary poverty forces poor rural families to

²⁴ SIUBEN, responsible for targeting of social policies, has also developed the Climate Impact Vulnerability Index (IVACC), that measures the vulnerability of a family to hurricanes, storms and floods, given certain socioeconomic characteristics. The Multidimensional Poverty Index (OPHI or IPM) is currently being prepared with the collaboration of the University of Oxford; it measures new dimensions of poverty linked to health, education and child care, livelihood and labor, housing and environment, digital gap and coexistence.

adopt coping strategies that, while responding to short-term objectives, reduce their resilience to economic and environmental risks in the long-term.

19. The political context. The current President of the Republic, Lic. Danilo Medina Sánchez, belongs to the Partido de la Liberación Dominicana (PLD). He was elected for the first time in 2004 and started his second mandate in August 2016. The Government of President Danilo Medina Sánchez is supported by a coalition of four parties with a solid majority in the National Congress (90 % of Senators and 56 % of Deputies). Within the Government Program 2016-2020, defined in the National Development Strategy 2010-2030, high priority is placed on rural development and on increasing rural incomes to reduce poverty and inequality, improve social and economic inclusion, reduce natural disaster risks, and support the growth of a middle class in the most vulnerable areas of the country.
20. Even though the Government maintains a significant popular acceptance (65%), the population's demand for greater attention to citizen insecurity and corruption has become increasingly evident. The Government's response has been to strengthen citizen security systems and, through the Public Prosecutor's Office, to have allegations of corruption duly prosecuted. The next elections are due in 2020.
21. The Institutional and Policy Framework provide opportunities for the project strategy:
 - (a) The Project is aligned with national policies and priorities, since the 2016-2020 Government Program places high priority on rural development and rural poverty-reduction policies.
 - (b) The MEPyD, IFAD's main partner in the country, is interested in needs-assessment strategies for productive inclusion, and is undertaking initiatives for decentralization, territorial planning and empowerment of local authorities within the context of its territorial cohesion policies;
 - (c) The targeting and needs identification methodologies developed by the Social Cabinet and the associated intervention models have achieved wide political legitimacy and effectiveness in multidimensional poverty reduction, and represent a starting point to develop new strategies for inclusion and resilience.
22. The lessons learned in previous IFAD-funded operations in the RD provide indications on the possible improvements that will permit achieving productive inclusion and family resilience:
 - (a) The reduction of monetary poverty requires interventions that create opportunities for genuine income generation by linking the poor and vulnerable to the most dynamic sectors;
 - (b) The involvement of producers' organizations in business plans through the public-private²⁵ alliance adopted in PRORURAL has promoted efficiency and ownership;
 - (c) The Plans methodology should be extended with specific actions that improve family resilience and inclusion.

III. Key project objectives

23. The project's goal is to contribute to reducing rural poverty by strengthening territorial planning and promoting income-generating activities and food and nutrition security for rural families. To achieve this goal, the project's development objective is to increase beneficiary families' resilience capacities and facilitate their inclusion into product and services markets, as well as labour markets.

²⁵ Private Operational Institution

IV. Scaling up

24. The project explicitly aims for its models to be scaled up to the national level. The scaling-up strategy will have three axes: i) a learning process to identify the needs of the target population, complement investments, and identify appropriate instruments, methodologies and partnerships; ii) an effective KM system, based on lessons from project implementation, to support the scaling-up of the targeting strategy and investment models to improve productive inclusion and resilience; iii) the promotion of inter-institutional policy dialogue in order to plan public investments geared towards complementing the reduction of multidimensional poverty with the reduction of monetary poverty and vulnerability of poor rural families.

V. Ownership, harmonisation and alignment

25. Ownership. The project proposal has been developed in collaboration with national authorities within the framework of the COSOP design and reflects the dialogue that has been taking place between IFAD and the Government, strengthened by PRORURAL's successful implementation. The project's main allies will be MEPyD (which, through DIGECOOM, will be responsible for implementation), the Social Cabinet and the Ministry of Agriculture. Particularly relevant is the replication and scaling up of the public-private partnerships framework adopted in the implementation of PRORURAL.
26. Alignment and harmonisation. The proposal is aligned with the policies established by the 2030 National Development Strategy (END).²⁶ The proposal is harmonised with government programmes related to Poverty Reduction (Specific Objective (SO) 7), Local Development (SO 11), increasing efficiency and productivity (SO 25), Competitiveness and Sustainability (SO 27 and QE 30) of family enterprises and their ecosystem, the proper management of Water Resources (SO 23), and reducing families' vulnerability to Climate Change (SO 34).
27. IFAD has maintained conversations with the World Bank that has implemented the Integrated Social Protection and Promotion Project PROSOLI.²⁷ The Food and Agriculture Organization (FAO) and the World Food Programme (WFP) are developing programmes for food and nutrition security and could be key allies in these areas. The Spanish Cooperation (AECID), which cofinances PRORURAL through the Fondo Especial de España, is interested in supporting strategy-defining processes and a targeting index for productive inclusion (Component 2 of this project).

VI. Components and activities

28. Component 1: Investments for rural families' productive inclusion and resilience. This component aims to achieve the following results: i) Result 1.1: Investment plans favour the productive inclusion of beneficiaries; and ii) Result 1.2: Investment plans improve the resilience of beneficiaries.
29. The subsequent steps will be taken for implementation:
 - (a) Geographic targeting. The identification of priority territories will consider, among others: environmental characteristics (especially water and soil); exposure to climate events; presence and capacities of administrative, social and productive organisations; presence of the target population; presence of productive inclusion opportunities; and government priorities. To support the identification of priority territories an initial proposal for a low/high territorial opportunities index has been developed by the IFAD COSOP mission and

²⁶ The project's contribution to END objectives is outlined in the M&E section and in the Logical Framework of the COSOP.

²⁷ Progresando con Solidaridad.

- shared with the Government as a basis for further discussions and improvements.
- (b) Baseline. The baseline will generate information on impact indicators, and scorecards measuring the resilience and productive inclusion of each family, and will support the initial identification of potential beneficiary families.
 - (c) Plans for Inclusion and Resilience (PIRs) Identification. The Project Management Unit (PMU) will convene a consultation process with organisations, the public sector and other territorial actors to share information and ensure that the identification of groups, organisations and PIRs are aligned with, and complementary to, territorial dynamics.
 - (d) PIR design, selection and approval. In the plans' identification, design and approval phase, the Private Operational Institution (as in the case of PRORURAL) will play a key role in business matters, access to markets, and technical and managerial knowledge. There may be PIRs for: (i) youth;²⁸ (ii) landless families (wage earners); and (iii) agricultural producers' families. Haitian immigrants can be beneficiaries of PIRs for youths or landless families. The opportunities to develop plans linked to agriculture have been identified considering that, as shown in PRORURAL, small-scale producers are prominent in "traditional" crops but are also making inroads into crops classified as "dynamic". The Plan Approval Committee will include PMU staff, other public and private institutions and, eventually, the credit financial institution.
 - (e) Implementation, Monitoring and Evaluation and Learning from PIRs. The implementation will be the responsibility of the Operational Private Institution and of the Beneficiary Organisation. Information will be gathered annually from beneficiary families' scorecards and PIR risk indicators (for management, inclusion, environmental and fair and dignified labor²⁹). In the third year of implementation, the aforementioned forms will be completed again for each plan's final evaluation. The learning process is gathered through the M&E system, and it is geared towards obtaining two main results: i) improved project performance; and ii) promoting inter-institutional policy dialogue.
30. To meet the different demands of the target population, the following examples of plans are considered: i) Plans that are efficient in generating financial results and employment, (i.e. modern vegetables, traditional vegetables, dairy farming, beef cattle and hogs); ii) Services or basic production plans (i.e. sale of services, value added to local productions, improve food security and nutrition such as family gardens); iii) "Incubator start-ups" adapted to the conditions of the rural sector and that are directed towards youth, involving the private sector in supporting rural youth in creating incubation spaces for business and employment opportunities.
31. Food and nutritional education. These activities will provide technical assistance and develop actions to reduce nutritional imbalances and health vulnerabilities through awareness-raising and education on issues related to diet quality and to its connection with farm production. One of the most relevant nutritional problems (with a malnutrition rate of 6.4 %), is related to the diffusion of child/youth obesity: according to PRORURAL's baseline study, obesity affects more than 30 % of the population, with higher rates among children. For these actions, complementarities and linkages will be established with programmes currently being implemented by

²⁸ Plans such as "incubator start-ups" that are adapted to the conditions of the rural sector and that are directed towards youth.

²⁹ Indicators of fair and dignified employment will include: compliance with health and labor safety regulations; salary levels; health insurance and pensions. Further details will be provided in Appendix 6 (Monitoring and Evaluation) of the PDR.

the Government (particularly the Social Cabinet and the Ministry of Health), FAO and the WFP.

32. Component 2 : Inter-institutional policy dialogue. The anticipated result is that project investments generate a learning process that will define the inclusion and resilience needs identification strategy and methodology, and will identify a response model to these needs that can be scaled up to promote productive inclusion and resilience. This component will aim to: i) gather information and lessons to develop a strategy for productive inclusion and increased resilience (a specific targeting strategy that complements existing indices) and ii) support a local participatory consultation methodology. The project will contribute to the establishment of a group of national experts that will elaborate and test the methods and indices related to productive inclusion and increased family resilience. The scaling-up of the lessons learned, results achieved and proposals will be facilitated by an Inter-Institutional Dialogue Platform supported by the project.
33. Component 3: Learning, Knowledge and Project Management. The expected result is: the appropriate management of planning, monitoring, evaluation, knowledge and learning of the project will effectively contribute to the productive inclusion and resilience of rural families, to the learning process, and to the inter-institutional dialogue. The component includes the costs of the baseline study, the costs of the Results and Impact Management System (RIMS), climate change adaptation studies, audits, M&E workshops and training, and training on the topics of gender and youth.
34. Gender strategy. Women are among the groups most affected by poverty in the country's rural areas. Priority will be given to plans that include women in mixed plans (men and women) and to specific plans for women. The objective is that 40 % of project beneficiaries will be women. The following activities will be promoted: gender-related training, childcare centres (possibly managed by organisations), information exchange systems, and training in nutrition, microenterprises and self-employment.
35. Youth. Innovative proposals for youth participation will be sought, including: ICT technology, spaces for social recognition and visibility, the creation of spaces within the organisations for new functions and responsibilities, rural-urban links and dynamic activities, microenterprises in new sectors such as environment and tourism. The project pro-youth strategy will include "Rural Start-up Incubators" financed by the project in collaboration with the private sector and the creation of one or more Service Centres, where it will be possible for the rural youth to obtain and share information. Rural youth will be linked to exchange centres such as the Global Network of Youth Innovation, of which IFAD is a member. The project will benefit from a IFAD grant executed by FAO ("Fortalecimiento de las oportunidades de empleo rural decente para las y los jóvenes del Caribe").

VII. Preliminary environmental and social category

36. The preliminary environmental and social categorization of the project is B. The project will require that the investment plans with producers' organization identify the needs for improving practices in farmers' fields and provide capacity building in integrated pest management and land and water management practices. The project will make sure that the plans include mitigation measures for potential environmental impacts from construction of and residues from packaging and processing facilities. The implementation of these measures will be linked to the Ministry of Environment and Natural Resources certification of the organizations for compliance with good manufacturing practices and their implementation will be monitored in each plan. This will be further developed with the preparation of the SECAP note, which will contain a draft Environmental and Social Management Plan (PDR, Appendix 14).

VIII. Preliminary climate risk classification

37. The preliminary climate risk classification is high. The Climate Risk Index places the DR among the 10 countries most affected globally by climate change resulting in increased frequency of extreme weather events. The annual average temperature between 1990 and 2012 was 0.8C higher than in the period 1900-2012.³⁰ Floods, droughts and cyclones are frequent climate events, and climate change appears to have further increased the likelihood of extreme events. The frequency of the El Niño seems to have increased, with droughts affecting the agricultural sector for six years during the last 15 years, and La Niña have caused floods in four years over the last 15 years. Future projections indicate a seriously dryer and warmer future, with an estimated warming of 1-2 C and 23 % decrease in rainfall by 2050³¹ compared to 2015 and 2010 levels respectively.
38. The country has a reliable early warning system in place as well as a National Commission for Emergencies (COE) with high capacities to coordinate disaster prevention, evacuations and protection. The END and the National Pluriannual Public Sector Plan 2017-2020 confirm a strong commitment from the government to conservation and management of watersheds to improve their resilience and reduce disaster risks. The core family resilience approach of the project will further be achieved through support for: awareness and strengthening of local capacities for protecting assets and taking actions on early warnings provided by COE; diversity in cropping systems (intercropping and crop rotation); soil and water management practices; rainwater harvesting and complementary irrigation; integrated pest management. UNDP, USAID and the WB have all supported the government in preparing recent climate risks and vulnerability studies, including for the rural sector. There is therefore no reason for IFAD to do an additional design investment in such studies.

IX. Costs and financing

39. Project costs. The total cost of the project is USD 20.48 million, over a period of six years. It is estimated that the beneficiary families of the project will be approximately 15,000 (58,000 family members). Component 1 (Investments for rural families' productive inclusion and resilience) represents 79 % of project cost; the majority of these funds will directly benefit families in the form of funds for implementing investment plans. Component 2 (Inter-institutional policy dialogue) represents 2 % of the project cost and includes the activities that will be financed by a grant to facilitate the inter-institutional dialogue for the productive inclusion of rural families. Component 3 (Learning, Knowledge and Project Management) represents 19 % of the project cost and includes the activities related with learning, M&E and knowledge to support inter-institutional dialogue and project management.
40. Financing. The project would be financed as follows: (a) the Dominican Republic would provide USD 4 million, equal to 20 % of the total cost; (b) IFAD would finance a total of USD 11.88 million (total allocation PBAS 2016-2018, equal to 58 % of total costs), including a grant of up to USD 200.000 for Component 1; (c) Beneficiaries contribution is estimated at USD 1.6 million (8 % of total costs) and; (d) National Financial Institutions will provide credit up to USD 3 million (14 % of total costs), that will be considered as an additional leverage of private investment due to the project intervention. The estimate is based on previous experiences in PRORURAL Centro y Este³².

³⁰ Mission estimation using data from the World Bank Climate Change Portal (<http://sdwebx.worldbank.org/climateportal>). Similar to the results presented in "Dominican Republic Climate Change Vulnerability Assessment Report, USAID 2013".

³¹ Climate Change Model MRI-CGCM3 based on RCP 2.3. Presentation on the Progress of the Third National Communication for the United Nations Framework Convention on Climate Change, 2016.

³² Where the similar size Plan's average amounts of credit that have been requested is up to US\$ 50.000 per Plan.

X. Organization and management

41. The project will be implemented within the institutional framework that the Government of the Dominican Republic and IFAD have successfully used since 2014 in implementing PRORURAL: i) DIGECCOM (MEPyD) will be responsible for implementation and for orientation, coordination and political leadership through a smaller PMU; ii) for Component 1, the public-private partnership framework will be maintained

XI. Monitoring and evaluation, KM and learning

42. The main characteristics of the project's system for Planning, Monitoring and Evaluation, Knowledge Management and Learning (PMEKM) will be: i) results-oriented – the system must be based on the logical framework; ii) those involved in the system's management must gather all the relevant information that is accumulated during the administrative process and provide feedback to the inter-institutional dialogue platform related to project management, technical information and lessons learned; iii) it will be integrated with other systems, especially the system of the agency responsible for implementation (MEPyD/DIGECCOM and IFAD; and iv) Knowledge Management will be critical for the functioning of the inter-institutional platform for the validation of the targeting index for productive inclusion, and for the analysis of the intervention models that promote productive inclusion and resilience.
43. SSTC. To identify needs, opportunities and modalities for building a SSTC approach in partnership with the Government, a small team from the IFAD's GKS Division undertook a series of meetings with government entities and other stakeholders. The Government has shown interest in receiving further knowledge on successful approaches to productive inclusion (including targeting mechanisms) and on innovative institutional modalities for management of development projects and policies. The country has several innovations in public management practices that could be showcased in the region and beyond, among these the use of public-private partnerships in the management of public programmes. Further opportunities are related to technology transfer for tropical products, particularly cocoa and vegetables.
44. Principal preliminary indicators proposed for the logical framework:

Goal indicators	Development Objective Indicators	SDG
<p>20 100 people targeted by the project experience economic mobility - SDG target 1.1 & 1.2.</p> <p>5 500 women report better diet quality. Y, IND – SDG target 2.1 & 2.2</p> <p>50 per cent of the project area's municipalities have a development plan</p>	<p>23 000 people targeted by the project have better access to markets - SDG target 2.3 and 10.2.</p> <p>21 000 of the project's beneficiary families have improved resilience - SDG target 1.5 and 13.1</p> <p>The targeting and intervention strategy for productive inclusion and resilience have been broadened to the selected territory</p>	<p>SDG 1: No Poverty;</p> <p>SDG 2: Zero Hunger;</p> <p>SDG 8: Decent Work and Economic Growth;</p> <p>SDG 10: Reduce Inequalities; SDG 13: Climate Action</p>

XII. Risks

45. The project faces moderate risks. The project could face: i) institutional risks related to difficulties in establishing the Inter-Institutional Platform; ii) risk of initial difficulties in effectively targeting families; iii) Private Operational Institution risk of orienting the project towards rural populations with better potential; iv) managerial and administrative efficiency risk related to PMU-DIGECCOM's structure; v) technological risk of a potential lack of proposals for productive inclusion and employment- opportunities, and vi) Risks of natural resource degradation, exacerbation of climate change, or wide-reaching adverse phenomena. These risks will be minimised by applying: i) a targeting system that will be continually evaluated, and by implementing the successful methodologies used in PRORURAL; ii) monitoring by IFAD, and support and supervision missions; iii) a monitoring and information system.

XIII. Next steps

46. The original schedule to present the RB-COSOP and the new project to the IFAD Executive Board is for the EB of December 2017 and April 2018, respectively. In view of Senior Management demands and of the request expressed by the Ambassador of the Dominican Republic, during his recent visit, to IFAD President to advance the EB submission of projects during 2017, we request the presentation of the RB-COSP and of the new project for the Dominican Republic for the EB of September and EB December 2017, respectively. The calendar and progress in the design of both documents allows us to comply with this commitment:
- (a) RB-COSOP: it is suggested to advance the approval dates by the AVP / PMD from 21/09/17 to 17/07/17 and present the RB-COSOP to SEC on 26/07/17, deadline for the EB of September 2017.
 - (b) New Project: the following dates have already been requested and agreed: QE: 27/07/17, First QA: 22/09/17; Second QA: 3/10/17, deadline SEC for EB December 2017 (LOT): 26/10/17.

Logical Framework

Results Hierarchy	Indicators			Means of Verification			Assumptions (A) / Risks (R)
	Name	Baseline	End Target	Source	Frequency	Responsibility	
Goal: Project Investments contribute to the country's rural poverty reduction objectives by strengthening territorial planning, income generation activities and food and nutritional security for rural families	▪ Percentage of municipalities in the project area with development plans (including territorial management)	10%	50%	M&ES	Mid-Term Final Eva	UGP/MEPyD	Vulnerability of poor rural families due to the effects of the systemic environmental and economic shocks that could hit the country
	▪ Number of people targeted by the project experiencing economic mobility ^{S, Y, Lead} – SDG target 1.1 & 1.2	0	20 100				
	▪ Number of women reporting improved quality of their diets ^{Y, IND} (new) – SDG target 2.1 & 2.2	0	5 500	Score-card			
Development Objective: Project investments have increased the resilience, the capacity for economic mobility, and the access to products, services and employment markets of beneficiary families.	▪ Number of people targeted by the project with improved market access ^{S, Y, Lead} – SDG target 2.3 & 10.2	0	23 000	M&ES	Mid-Term Final Eva	UGP/MEPyD	
	▪ Number of people with greater resilience ^{S, Y, Lead} – SDG target 1.5 & 13.1	0	21 600				
	▪ Targeting and intervention strategy for productive Inclusion and resilience increase has been scaled-up in selected territories	0	1				
OUTREACH	<ul style="list-style-type: none"> ▪ Number of persons receiving services promoted or supported by the project (RIMS ^{C, S, Y}): 26 940 ▪ Corresponding number of households reached (RIMS ^{Lead}): 14 970 ▪ Estimated corresponding total number of households' members (RIMS ^{Lead}): 57 780 						
Component 1: Investments for Productive Inclusion and Resilience							
Outcome 1.1 Investment plans favor productive inclusion for beneficiaries belonging to different target groups and improve their integration into the	▪ Percentage of targeted families that have better conditions for productive inclusion ³³	0	86%	Score-card	Annual	UGP/MEPyD	The persistence of monetary poverty can have serious effects on rural households, forcing them to adopt negative strategies that, responding to a short-term logic, affect their vulnerability and
	▪ Number of new jobs created ^{S, Y, IND} – SDG target 8.2	0	29 000	Ballot/Plan			

³³ Productive Inclusion and Family Resilience will be measured by using a simple scorecard: both increase when its score has increased compared to the baseline survey score. The household score is the sum of the 1 point given for each positive answer to specific questions.

Results Hierarchy	Indicators			Means of Verification			Assumptions (A) / Risks (R)
	Name	Baseline	End Target	Source	Frequency	Responsibility	
local economy	<ul style="list-style-type: none"> Percentage of rural producer organizations engaged in formal partnerships / agreements or contracts with public or private entities Lead, SEC – SDG target 8.2 & 8.3 & 10.2) Percentage of supported rural producer organization members reporting new or improved services provided by their organization (S, Y, Lead – SDG target 8.2 & 10.2) 	20%	80%				reduce their resilience in the medium and long term.
Outcome 1.2 Investment plans improve rural poor family's resilience, and the integral management of water, soils and vegetation cover.	<ul style="list-style-type: none"> Percentage of families targeted by the project that have greater resilience Number of households reporting adoption of environmentally sustainable and climate resilient technologies and practices S, Y, Lead, IND – SDG target 2.4 & 13.1 – 13.3 & 15.1-15.3 Percentage of households reporting reduced water shortage vis-à-vis production needs C, S, Y, Lead, SEC 	0	80%	Score-Card	Annual	UGP/MEPyD	Without specific interventions to improve family resilience, poor rural households will remain the most affected in times of crisis and those least able to recover in times of growth.
		0	16 1500	Score card			
		0%	50%	Ballot/ Plan			
Component 2: Inter-Institutional Policy Dialogue							
Outcome 2 Project investments generate a learning process for the definition of a target strategy and intervention models to scale up the productive inclusion and resilience of families.	<ul style="list-style-type: none"> The identification of beneficiary families' needs and the intervention model for productive inclusion and resilience have been applied and tested in project area and with beneficiary families 	0	1	Report	Mid-Term Final Eva	UGP/MEPyD	The inter-institutional dialogue to complement and articulate policies that address multidimensional poverty and monetary poverty could be long and could slow down the capacity to mobilize public and private investment driven by a productive inclusion logic
Component 3: Learning, Knowledge and Project Management							
Outcome 3 Suitable management and PM&E of the project effectively	<ul style="list-style-type: none"> Lessons and knowledge improve project performance and foster inter-institutional 	0	TBD	M&ES	Annual	UGP/MEPyD	

Results Hierarchy	Indicators			Means of Verification			Assumptions (A) / Risks (R)
	Name	Baseline	End Target	Source	Frequency	Responsibility	
contribute to productive inclusion and rural family resilience, to the learning process and to inter-institutional dialogue.	dialogue						

Legend:

C : Refers to mandatory ASAP indicators.

S : The reported data should be disaggregated by the sex of beneficiary (male or female).

Lead : The reported data should be disaggregated by the sex of the household's head, SME owner or group leader (as relevant).

Y : The reported data should be disaggregated by the age status of the beneficiary ("young" or "not young" as per the national definition for youth).

SEC : : Means that the reported data should be disaggregated by sector (crop/livestock/forestry/fisheries).

Key File 1: Rural poverty and agricultural/rural sector issues

Priority areas	Affected groups	Main issues	Actions needed
Persistent monetary poverty in rural areas	<p>Poor rural families</p> <p>The highest degrees of monetary poverty are found among:</p> <ul style="list-style-type: none"> rural families with little diversification and primarily dependent on agricultural labour or small-scale agricultural production Women-headed rural families 	<ul style="list-style-type: none"> Although multidimensional poverty is declining thanks to government social policies, rural monetary poverty remains high; there have been no significant reductions in rural monetary poverty since 2000 Rural monetary poverty is highly vulnerable to economic crises, reaching peaks of 33.5% in 2005 and 29.8% in 2008 Poor rural families show slow recovery of monetary poverty levels during periods of economic growth Given the exposure of the Dominican Republic to economic and environmental shocks, high monetary poverty forces poor families to adopt short-term coping strategies (debt, migration, sale of productive assets, reduction of diet and nutrition quality etc.) that decrease their medium- and long-term resilience 	<ul style="list-style-type: none"> Support national-level policy dialogue to complement government social policies with targeting and investment strategies for sustainable productive inclusion that address monetary poverty and reduce its vulnerability to economic cycles To effectively reduce vulnerability, productive inclusion strategies must include actions that increase family resilience to economic, social and environmental shocks by: i) mitigating the severity of impact in case of crises; ii) increasing the capacity to recover and benefit from periods of growth; iii) activating learning processes through which rural families can reconstruct better and decrease their vulnerability after crises Through an effective knowledge management system and participation in the national-level policy dialogue, favour the scaling-up of positive experiences, methodologies and institutional arrangements applied in IFAD-funded projects that promote sustainable productive inclusion through Business Plans, public-private partnerships and an integral approach to family resilience
Stagnation of rural salaries	<p>Salaried families, particularly those with little diversification and greater dependence on agricultural labour</p>	<ul style="list-style-type: none"> The vast supply of unqualified labour in rural areas keeps rural salaries down Real agricultural salaries have remained stuck at the levels of 2000, notwithstanding the growth of labour productivity in agriculture in the same period Real agricultural salaries are only about half of those paid in other employment-generating sectors for the rural population (tourism, construction) Real salaries in the main non-agricultural employment sectors for the rural population (tourism, construction), while higher than agricultural salaries, remain at or below the levels of 2000 	<ul style="list-style-type: none"> Increase livelihood diversification and its integration with the territorial economy through the generation of quality employment in agriculture, related services and rural non-agricultural activities Further strengthen the Business Plans methodology applied in previous IFAD-funded projects in terms of inclusive employment generation, targeted particularly to rural women and youth Improved vocational training schemes to equip rural youths with the skills required to access higher segments of local labour markets
High women and youth unemployment rates in rural areas	<p>Women and youth in poor rural families, particularly in rural, agricultural and frontier provinces</p>	<ul style="list-style-type: none"> High incidence of migration, particularly among women, with depletion of human and social capital Disarticulation of family structures, with negative effects on family nutrition and adverse social effects for the youth (such as illegality, drugs, juvenile pregnancies) Dis-embedding of livelihoods from the territory, with detachment from local economic, political, environmental 	

		and organizational dynamics • Weak match between training services for youth and rural labour market demands	
Agricultural sector issues	Small agricultural producers (for markets and / or self-consumption)	<ul style="list-style-type: none"> • Land fragmentation (seventy-one per cent of agricultural units are smaller than 70 tareas, or 4.4 ha) • Fifty-six per cent of the land is not titled • Major reduction of subsidies for traditionally-supported products (some of which involve small-holder producers) because of international trade agreements and greater international openness 	<ul style="list-style-type: none"> • Favour the participation of small-holders in producers' associations, to help them benefit from linkages with more dynamic sectors and producers, achieve lower transaction costs and economies of scale, and access better support services for production and post-production phases • Building on previous success cases in the country, promote the participation of small-holder producers in markets for high-quality products with more stable demand (e.g., organic bananas, coffee, cocoa)
Unsustainable use of natural resources, coupled with lack of integrated NRM	Small agricultural producers and poor rural families exposed to environmental and climate risks	<ul style="list-style-type: none"> • Thirty-four per cent of the land is inadequately used • Although 60% of the land is irrigated, water is used inefficiently. Vast areas face water scarcity, and the predicted rainfall reduction will further aggravate the problem • The lack of adequate rotations and diversification is depleting soils, fomenting pests and diseases • Little diversification, with reduced quality of diets and nutrition 	<ul style="list-style-type: none"> • Support government efforts for strengthening local governance, focusing on the adoption of integrated territorial NRM models and watershed approaches • Investment plans must include interventions for the integral management of water, soils and green cover inside and around the farm • Through greater small-holders' participation in producers' associations, favour their access to technologies, models and knowledge for better NRM • Adopt an integrated view of family resilience, in which family livelihood is seen as the intersection of social, economic and environmental factors
Presence of chronic and acute malnutrition in poor rural areas; rising incidence of obesity, overweight and related diseases	Poor rural families, with greater effects on salaried families without access to land for self-consumption	<ul style="list-style-type: none"> • Food security of the rural poor threatened because of inequality and persistent poverty that reduce access • The RD is a net importer of oils, dairy and meats; poor rural families suffer from domestic inflation or increases in international prices for these products • Nutrition transition to unhealthy processed food, particularly when family labour moves out of agriculture or migrates • Micro-nutrient deficiencies remain, notwithstanding government fortification programs 	<ul style="list-style-type: none"> • Strengthen linkages between production and consumption within families and in the territorial economy, to increase the quality of diets and nutrition • Promote the adoption of nutrition-sensitive agriculture, greater diversification and agro-biodiversity in plans for productive inclusion • Increase nutrition and dietary awareness and access to dietary advice and information • Support the replication of the community-based gardens model tested by SIUBEN and FAO, to increase access of landless families to production for self-consumption

Key File 2: Organizations matrix

Organisation	Strengths	Weaknesses	Opportunities	Threats
Ministry of Agriculture	<ul style="list-style-type: none"> National presence: approx. 3000 technicians throughout the country Qualified staff, especially in plant and animal health Experience coordinating initiatives with other Ministries, associations and cooperatives 	<ul style="list-style-type: none"> Limited operational resources: communication, transport and technological aspects Does not have a Program Implementation Unit; instead, they are constituted ad hoc Young technical staff is limited Staff's motivation is limited Centralised organisational structure Limited infrastructure supporting agricultural production and marketing 	<ul style="list-style-type: none"> Institutional strengthening Increased public-private partnerships Hiring youth in technical areas Developing statistics for the sector Creating a department specialised in project implementation 	<ul style="list-style-type: none"> Limited budget responds to political guidelines and not strategic ones External institutions provide this institution's services
Ministry of Economy, Planning and Development	<ul style="list-style-type: none"> Coordination and consensus-building capacity Qualified technicians in economics, budget, planning and international cooperation, with the capacity to provide technical assistance Experience coordinating initiatives and promoting coordinated policies with all sectors of society Recognition of MEPyD's role and work by internal and external actors Growing institutional leadership 	<ul style="list-style-type: none"> Limited staff who can thoroughly monitor initiatives Weak results-oriented management 	<ul style="list-style-type: none"> Greater integration of systems Improved monitoring systems Improved intrainstitutional coordination 	<ul style="list-style-type: none"> Weak coordination of short- and medium-terms plans with budgets Institutional roles are assumed by other agencies
Ministry of Environment and Natural Resources	<ul style="list-style-type: none"> National presence 	<ul style="list-style-type: none"> Weak intra and interinstitutional coordination Institutional weaknesses (regulatory framework, organisational structure, and administrative and financial management) 	<ul style="list-style-type: none"> The National Development Strategy (NDS) includes as one of its focal points the protection of the environment and natural resources, as well as climate change Economic Development that is Compatible with Climate Change (DECCC) Plan ODA prioritises this sector 	<ul style="list-style-type: none"> Pending the National Congress's approval of the proposed Biodiversity Law, and the proposed Biosecurity, Marine Coastal Resources and Payment for Environmental Services Law Pending the updating of laws related to environmental management Absence of operating regulations for the

Organisation	Strengths	Weaknesses	Opportunities	Threats
				Ministry's official functions and mandates
Dominican Agribusiness Board	<ul style="list-style-type: none"> Political impact on reform processes in the sector Private Agribusiness Laboratory Proven capacity in designing and implementing projects Good coordination with public and private institutions, associations and NGOs 	<ul style="list-style-type: none"> National presence through Provincial Councils, but not at the technical level 		<ul style="list-style-type: none"> Meets needs that should be met by the public sector: project implementation, access to credit, proposing policies, etc.
IDIAF	<ul style="list-style-type: none"> Highly trained technical staff Cutting-edge research laboratories Sufficient experience in the implementation of projects Experience in coordinating with other institutions 	<ul style="list-style-type: none"> Limited operational resources Limited young technical staff 	<ul style="list-style-type: none"> Dissemination of results 	<ul style="list-style-type: none"> Budgetary reduction Reduced access to funds from international agencies
National Council of Competitiveness	<ul style="list-style-type: none"> Experience in providing training and technical support related to associative structures, especially in agribusiness Trained technicians Good coordination with other sectors 	<ul style="list-style-type: none"> Limited financial resources 	<ul style="list-style-type: none"> Updating the National Competitiveness Plan High value given to associative structures 	<ul style="list-style-type: none"> High degree of dependence on international cooperation agencies
Dominican Agrarian Institute	<ul style="list-style-type: none"> Technical support for producers going through agrarian reform processes National presence 	<ul style="list-style-type: none"> Weaknesses in availability of technical staff Unmotivated staff Interventions are not guided by a strategic, targeted institutional policy Weak monitoring and continuity of initiatives Overlaps with functions of other agencies within the sector 	<ul style="list-style-type: none"> Weak coordination with the private sector 	<ul style="list-style-type: none"> Politicisation of processes Budgetary reduction
Agricultural Bank	<ul style="list-style-type: none"> Main provider of credit services for agriculture, with a national presence in 64 provinces Coordination with other agencies within the sector in implementing projects Coordination with NDS and MA policies 	<ul style="list-style-type: none"> Lacks a policy targeting territories, crops, or types of producers Limited resources in comparison with the sector's demands No preferential treatment of small-scale producers Flexibility in loan recovery High concentration of loans in specific agricultural products 	<ul style="list-style-type: none"> Diversification of the loan portfolio to support all rural sector activities Broadening interinstitutional agreements to offer new services Financial support for lower-risk agricultural activities such as greenhouses, fruit 	<ul style="list-style-type: none"> Politicisation of processes Credit recovery is threatened by environmental factors: droughts, hurricanes, plagues, etc. Requirements of bank regulations, without the necessary institutional

Organisation	Strengths	Weaknesses	Opportunities	Threats
		within the portfolio	plantations, agro-industry, etc. <ul style="list-style-type: none"> • Greater availability of resources as a result of recruiting third parties or greater state transfers • Improved technological platform and services to increase efficiency 	platform <ul style="list-style-type: none"> • Weak guarantees for part of the loan portfolio
Private Sector	<ul style="list-style-type: none"> • Increased credit via the Agricultural Bank • Strengthening associative structures • Large- and medium-scale producers integrated into associations have funds available for technical assistance • Associated producers have impact on public policy proposals 	<ul style="list-style-type: none"> • Restrictions in access to financing • Significant technological gaps between producers and international competitors • Small-scale producers unable to achieve economies of scale in transport and storage processes • Lack of guarantees in access to credit • Advanced payment of income tax • Small-scale producers' limited access to knowledge and technological and information technology transfer 	<ul style="list-style-type: none"> • Diversification in products that are cultivated • Increased public-private partnerships to promote rural development 	<ul style="list-style-type: none"> • Lack of a targeted credit policy • Slow progress in securitisation processes
Non-governmental Organisations (NGOs)	<ul style="list-style-type: none"> • Long-term presence in the field; they are trusted • Direct contact with communities and producers • Large NGOs have extensive experience implementing projects 	<ul style="list-style-type: none"> • Very little coordination and alignment of NGOs with the sector's public policies • Some have very little operational capacity, as well as varying levels of technology 	<ul style="list-style-type: none"> • ODA has established food security and the protection of the environment as its goals, which contributes to the flow of resources to the sector • Creation of partnerships with local governments to develop projects and training initiatives allowing small-scale producers to share their experience in implementing different types of projects: production, gender, natural resources, etc. 	<ul style="list-style-type: none"> • May be economically unsustainable • Initiatives are unsustainable over time • Isolated efforts with little impact on communities

Key File 3: Complementary donor initiatives/partnership potential

Agency	Priority sectors and areas of focus	Period of current country strategy	Complementarity/Synergy Potential
World Bank (WB)	<p>Five strategic objectives: i) improve the investment climate and promote the private sector; (ii) improve access to efficient and reliable electric distribution networks, ICT and other types of infrastructure; (iii) support the government in building resilience to external shocks; (iv) promote the equitable, efficient, transparent and sustainable management of public resources; and (v) strengthen the provision of social services.</p> <p>Sectors: General management, safe drinking water and sewage, municipal services, risk management, health, environment, social assistance, industry and commerce.</p> <p>Alignment with the NDS' General Objectives: Alignment with the four focal points of the 2030 NDS</p>	Country Partnership Strategy (2015-2018)	<ol style="list-style-type: none"> 1. Restore and strengthen irrigation, electricity, water and sewage infrastructure 2. Improve critical infrastructure in these sectors 3. Strengthen basic capacity to manage irrigation in the future 4. Water and sanitation in tourist areas 5. Forest Carbon Partnerships Fund's (FCPF) Reducing Emissions from Deforestation and Forest Degradation (REDD+)
Food and Agriculture Organization of the United Nations (FAO)	<p>Sectors: Agriculture and Fisheries Environment Air, Water and Soil Protection</p> <p>Alignment with the NDS' General Objectives: G.O. 1.4 Security and peaceful living; 2.4 Territorial cohesion; 2.5 Decent housing in healthy environments; 3.5 Productive structure that is coordinated at the sectoral and territorial levels, that is competitive within the global economy, and that maximises local market opportunities; 4.1 Sustainable management of the environment.</p>	United Nations Development Assistance Framework (UNDAF) 2012-2016	<ol style="list-style-type: none"> 1. Income-generating practices in border areas between the Dominican Republic and Haiti 2. Integrated model of management plans for the Dominican Republic's Dry Forest 3. Development policy for fisheries and aquaculture 4. Study including the necessary data and information to establish an operating and binding Food Bank in the country 5. Decrease the number of people suffering from food insecurity in the Dominican Republic's rural areas by improving the level of productivity of the family-owned and operated dairy chain 6. Special Programme for Food Security (PESA)
United Nations Development Programme (UNDP)	<p>Sectors: General management, education, environment, international relations, agriculture and fisheries, risk management, biodiversity protection, social security, social assistance, justice and law enforcement, air protection, water and soil, municipal services.</p> <p>Alignment with the NDS' General Objectives: Alignment with the four focal points of the 2030 NDS</p>	United Nations Development Assistance Framework (UNDAF) 2012-2017	<ol style="list-style-type: none"> 1. Improving working conditions and productivity within the banana value chain 2. Coordinating social policy, and implementing innovative policies that promote vulnerable populations' exit strategies from poverty 3. Strengthen and create public and private institutional capacities, at the local and national levels, for territorial development
European Union (EU)	<p>Sectors: Agriculture and fisheries, education, general management, national defence, risk management, industry and commerce.</p>	Agreement that replaced Lome IV, signed in 2000 and effective until	<ol style="list-style-type: none"> 1. Measures to support the banana sector 2. Support for the development of binational trade and strengthen infrastructure linked to trade in the island's northern region

Agency	Priority sectors and areas of focus	Period of current country strategy	Complementarity/Synergy Potential
	Alignment with the NDS' General Objectives: G.O. 1.1 Efficient, transparent and results-oriented public administration; 1.2 Rule of law and citizen security; 1.3 Participative democracy and responsible citizenship; 1.4 Security and peaceful living; 2.1 Quality education for all; 3.2 Reliable, efficient and environmentally sustainable energy; 4.2 Effective risk management to minimise human, economic and environmental losses.	2020.	

Key File 4: Target group identification, priority issues and potential response

Typology	Poverty Level and Causes	Coping Actions	Priority Needs	Support from Other Initiatives	COSOP Response
Families with little diversification and incomes mainly dependent from agricultural labor	<ul style="list-style-type: none"> Less diversified livelihoods are associated with multidimensional poverty (40% of these families are poor, compared to 20% for landless families with at least two income sources) and monetary poverty (36% for single-income families, 24% for multi-income families) Strong association between dependence on the agricultural sector and poverty. Families whose head is an agricultural laborer show the highest levels of multidimensional poverty (68.6%) and monetary poverty (37.7%). In rural areas with better opportunities, families in this group are not able to benefit from the local growth potential. Between 74% and 83% of poor families in high-opportunities areas belong to this group. Low and stagnating salaries: monthly average incomes for agricultural laborers are only 65% per cent of average monthly incomes from other occupations. Real salaries have not grown since 2000. Limited membership in producers' associations 	<p>Migration, with depletion of human and social capital</p> <p>Worsening quality of diets and nutrition, as a coping response in times of crisis (particularly strong in the presence of inflationary pressures)</p>	<ul style="list-style-type: none"> Greater local employment opportunities inside and outside agriculture (particularly in more qualified segments of the labor force that are less affected by stagnant salaries) to increase livelihood diversification and income generation Improved quality of diets and nutrition, that must remain consistent during periods of crisis and inflation, through increased awareness of dietary and nutritional guidelines Access to local support networks through increased participation in productive and social rural organizations Better territorial NRM, effective Early Warning Systems and improved infrastructure, to reduce / mitigate the effects of environmental and climate events on vulnerable families 	<p>Government social policies addressing multidimensional poverty</p> <p>The DR is a member of ILO, accepting all rules of decent work</p> <p>National programs on diets and nutrition (within, for example, the framework of PROSOLI) and school meals programs promoted in collaboration with FAO, WFP and other organizations</p> <p>Emergency response systems administered by the National Commission for Emergencies (COE). SIUBEN has developed a targeting index of vulnerability to climate and environmental events (IVACC) to prioritize government interventions and prevention</p>	<ul style="list-style-type: none"> Complement social policies with initiatives for sustainable productive inclusion and family resilience that also consider employment generation (agricultural services, tourism etc.) Expand the Plans methodology with measures for productive inclusion and resilience Targeting and M&E mechanism to assess the effects on beneficiary families of different types (Resilience and Productive Inclusion Scorecards) Promote the participation of rural community organizations that have landless families as their members Link the Plans to territorial initiatives for better water and NRM Improve nutrition outcomes through awareness-raising, education and information Participation of landless families in community initiatives for small-scale agricultural production for self-consumption to improve food security, diets

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					and nutrition quality.
<p>Agricultural producers' families with little diversification, whose incomes mainly depend from small-scale agricultural production</p>	<ul style="list-style-type: none"> • High levels of multi-dimensional (57.5%) and monetary poverty (36%) • Families headed by an agricultural producer show the highest levels of multi-dimensional (63.2%) and monetary (34.9%) poverty • High vulnerability to periods of crisis and limited capacity to recover in periods of growth. Agricultural producers' families were the most severely hit during the last crisis (66.3% were poor in 2008, compared to 57.2% of salaried families). Recuperation has also been slower than for other groups • In low-opportunity areas, these families appear to suffer more acutely from weak contextual conditions. In low-opportunities areas, 52.4% of poor families belong to this group. • Small average land size, incomplete land titling and short lease contracts • Lack of integrated NRM and watershed approaches, affecting quality of soils, depletion, pests and vulnerability to climate and environmental events • Limited participation in 	<p>Sale of productive assets in periods of crisis as a short-term coping strategy</p> <p>Migration</p>	<ul style="list-style-type: none"> • Constant training and technical assistance on good agricultural and NRM practices • Access to market information, technical training and assistance to improve quality and added value • Land titles and/or longer formal contracts for land leasing, to favor long-term investment that can enhance the health of soils and NRM • Access to credit and to specific forms of insurance (life, health) • Entrepreneurial capacities strengthening through the participation in the formulation of Plans, technical training and capacity building, sharing of knowledge and information with similar experiences in other localities • Productive and communication infrastructure • Strengthen social capital through increased participation in productive and non-productive rural organizations • Improve awareness of nutritional guidelines and nutrition-sensitive agricultural 	<p>Government social policies addressing multi-dimensional poverty</p> <p>National programs on diets and nutrition (within, for example, the framework of PROSOLI) and school meals programs promoted in collaboration with FAO, WFP and other organizations</p> <p>Emergency response systems administered by National Commission for Emergencies (COE). SIUBEN has developed a targeting index of vulnerability to climate and environmental events (IVACC) to prioritize government interventions and prevention</p>	<ul style="list-style-type: none"> • Complement government social policies with targeted initiatives for sustainable productive inclusion and family resilience • Improvements in the Plans methodology and in the associated targeting and M&E system (Plans Scorecard, Productive Inclusion Scorecard) to favor the participation of small producers and assess the effects of interventions on different types of families • Business Plan packages including infrastructure, training and technical assistance • Support for measures that improve water and NRM at the farm level, and linkage with territorial initiatives for integrated watershed management and improved NRM • Organizational strengthening and capacity building for producers' organizations • Improve nutrition outcomes through awareness-raising, education and information • Promote diversification and nutrition-

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	producers' organization and other social and productive support networks		practices		sensitive agriculture
Rural Women	<p>HDI³⁴ for Dom Rep in 2016: 99 rank and Gender Equity³⁵ Index for the Dominican Republic in 2016: 107³⁶</p> <p>Differential migration, with disarticulation of family structures</p> <p>Higher unemployment rates, particularly in rural areas</p> <p>High salary differentials with men</p> <p>Wide employment fluctuations in periods of crisis</p> <p>Lack of time to participate to school classes and extension trainings due to family chores.</p> <p>Rural women tend to have less land than men and mostly without title.</p> <p>Not all women in need and WHH receive Government subsidies³⁷ as they do not receive information, are illiterate and less involved in municipalities social environment.</p>	<p>Non-structured and temporary small businesses</p> <p>Livestock raising</p> <p>Migration (temporary or permanent) to areas that offer employment in tourism, manufacture or house labor</p>	<p>Include women in income generating activities and support them to adopt and prepare a healthier diet for the family.</p> <p>Give priority to most vulnerable women: landless, WHH, poorest, less educated, without potable water.</p> <p>Increased awareness of nutritional and dietary guidelines</p>	<p>Ministry of Agriculture is working on land titling in rural areas and in assigning land to women.³⁸</p> <p>Government provides subsidies for poorest family members.</p> <p>Some national projects on nutrition have been promoted through FAO and other orgs.</p> <p>Minister of Agriculture has some intervention programs on water and electricity in rural areas</p>	<p>40% of targeted women and WHH are included in Plans Processing IGAs and any other requested activities.</p> <p>Women are given leadership positions to the extent possible.</p> <p>40% of Young women are included in Youngster Start-ups.</p> <p>Women have a decent permanent employment.</p> <p>kindergartens are organized, to allow women to participate to trainings and to generate employment</p> <p>Promote information sharing and support to women re. Government subsidies through extensionists and rural HUBS.</p> <p>The project will include nutrition</p>

³⁴ The Human Development Index (HDI) combines three dimensions: **a long and healthy life; life expectancy at birth; education.**

³⁵ Gender Equity Index (GEI) has been developed to measure situations that are unfavourable to women. It is designed to facilitate international comparisons by ranking countries based on three dimensions of gender inequity indicators: **education, economic participation and empowerment.**

³⁶ UNDP data.

³⁷ For education (for themselves and children), food, gas for kitchen use, health.

³⁸ Info received by Section Agro-Pecuaria, within Min of Agr. Of the Dom Rep.

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	<p>As rural women are less educated, families tend to be malnourished (deficiencies or obesity) and</p> <p>High incidence of birth rate in rural areas at a very young age</p> <p>Lack of potable water and water for irrigation represents a crucial issue in rural areas</p>				<p>trainings in rural areas in collaboration with FAO.</p>
Rural Youth	<p>High unemployment rates</p> <p>Weak linkages between training / vocational education and local labor markets needs</p> <p>Growing number of rural youth live with only one parent or grand-parents.</p> <p>Attraction of illegal activities (for men) and incidence of juvenile pregnancies</p> <p>Rural youngsters are demotivated and lack a vision for their future</p>	<p>High incidence of youngsters involved in illegal activities.</p> <p>High incidence of teen parenthood</p>	<p>Motivate and support the new generation in participating to dynamic and income generating activities that improve their quality of life and the one of their family members.</p>	<p>Support and scholarship to university.</p>	<p>Youngsters are organized in Associations or COOPs, have the possibility to get and share information through HUBs and within the groups, have access to internet through internet centers (part of HUBs)</p> <p>A model of sustainable Youngsters Start-ups is developed to motivate them, organize them, capacitate them and offer them a decent employment.</p> <p>Youngsters have the possibility to participate and advocate their needs and priorities to Government authorities through a National Youngster Association.</p> <p>Youngsters become more dynamic and innovative through technical trainings and by linking to the</p>

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					<p>the Global Youth Innovation Network of which IFAD is a member.</p> <p>A KM and Communication strategy to facilitate information exchange, promote dissemination and adoption of best practices and rural innovations is prepared and monitored.</p>