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FIDA

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RAPPORT ET RECOMMANDATION DU PRÉSIDENT

AU CONSEIL D'ADMINISTRATION SUR UNE PROPOSITION DE

DON D'ASSISTANCE TECHNIQUE

EN FAVEUR DE LA

FONDATION INTERNATIONALE DES PEUPLES DU PACIFIQUE SUD

POUR LE

PROGRAMME D'INTÉGRATION DES INNOVATIONS EN MATIÈRE DE DÉVELOPPEMENT RURAL DANS LE PACIFIQUE

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SIGLES ET ACRONYMES

FSPI	Fondation internationale des peuples du Pacifique sud
MORDI	Programme d'intégration des innovations en matière de développement rural
ONG	Organisation non gouvernementale
SRESOP	Exposé des options et stratégies d'intervention pour la sous-région

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DANS LE PACIFIQUE

J'ai l'honneur de présenter le Rapport et la recommandation ci-après concernant une proposition de don d'assistance technique (DAT) en faveur de la Fondation internationale des peuples du Pacifique Sud (FSPI) d'un montant de 2 millions de USD visant à financer la première phase du programme d'intégration des innovations en matière de développement rural (MORDI) dans le Pacifique.

I. CONTEXTE

1.   Dans le cadre de la préparation de l'exposé des options et stratégies d'intervention pour la sous-région (SRESOP) pour les pays insulaires du Pacifique, le FIDA a financé un atelier, tenu avec les organismes de la société civile du Pacifique, pour confronter les données d'expérience et les vues concernant les problèmes de développement et les priorités intéressant les communautés rurales du Pacifique. Une des principales conclusions a été qu'un nombre croissant d'organisations de base mettent actuellement en œuvre dans le Pacifique un grand nombre d'interventions novatrices, efficaces et bien ciblées. Toutefois, dans de nombreux cas, ces initiatives n'assurent pas une création de capacités suffisante et manquent de l'appui financier nécessaire pour consolider, étendre et poursuivre leurs réalisations. Dans ce contexte, le SRESOP a permis de faire ressortir que le programme MORDI donne au FIDA la possibilité stratégique d'apporter son assistance dans le Pacifique. Dans le SRESOP il est également proposé d'envisager d'opérer sur une base régionale afin de réduire les coûts administratifs afférents à la conception et à la supervision du programme tout en restant à l'écoute de la plupart, voire de tous les pays membres du FIDA de la sous-région. Finalement, il est recommandé dans le SRESOP de financer le programme régional sous forme de dons afin de tirer profit des possibilités qu'offre la politique de dons récemment approuvée par le FIDA.

II. RAISON D'ÊTRE ET PERTINENCE POUR LE FIDA

2.   De nombreuses communautés dans les pays insulaires du Pacifique ont à faire face de nos jours à une situation de plus en plus difficile par suite de leur dépendance vis-à-vis de l'aide, du fait que les gouvernements et les autres prestataires de services continuent de ne pas pouvoir répondre aux besoins sociaux et économiques légitimes des communautés rurales et du démantèlement continu des structures qui traditionnellement assuraient des "filets de sécurité" aux familles et personnes vulnérables. L'amoindrissement de la cohésion sociale a eu pour effet d'affaiblir la capacité de nombreuses communautés à se remettre de revers tels que les catastrophes naturelles. Leurs voix, notamment celles des communautés isolées, ne sont plus entendues dans les capitales de nombreux pays insulaires du Pacifique ce qui a pour effet d'exclure une grande partie des ruraux pauvres des mécanismes officiels d'élaboration des politiques et de leur attribuer une part inéquitable des ressources publiques de développement.

3.   Le programme MORDI s'inscrit directement dans les trois objectifs stratégiques propres au FIDA: i) renforcer les capacités des ruraux pauvres et de leurs organisations; ii) améliorer l'accès équitable aux ressources naturelles productives et à la technologie et iii) améliorer l'accès aux services financiers et aux marchés. De plus, le programme MORDI est directement lié au premier des objectifs

de la politique du FIDA en matière de dons, à savoir le renforcement des capacités utiles aux pauvres dans les institutions partenaires, y compris les organisations à assise communautaire et les organisations non gouvernementales (ONG). Dans une moindre mesure, le programme répond également au deuxième objectif consistant à promouvoir une recherche utile aux pauvres concernant les approches novatrices et les options technologiques.

III. LE PROGRAMME PROPOSÉ

4.   Les bénéficiaires cibles du programme MORDI sont des communautés rurales pauvres et vulnérables dans sept pays à savoir: les Îles Cook, Fidji, Papouasie-Nouvelle-Guinée, Samoa, Îles Salomon, Timor-Leste et Tonga. D'autres pays figureront dans cette liste lorsqu'ils deviendront membres du FIDA. La priorité sera accordée aux jeunes et aux femmes vivant dans les communautés rurales dans les zones montagneuses isolées et abandonnées et dans les îles périphériques. Ces zones sont exposées aux catastrophes naturelles et sont soumises à une surexploitation des ressources naturelles (qui entraîne une dégradation et une érosion des sols et porte atteinte aux ressources marines) et leurs habitants n'ont pas suffisamment accès aux services de base.

5.   Globalement, le but du programme (voir Cadre logique à l'appendice I) est de favoriser l'accès à des moyens de subsistance durables, notamment pour les jeunes et les femmes, dans les communautés rurales éloignées des pays insulaires du Pacifique, conformément aux objectifs du Millénaire pour le développement. Le programme s'articule autour de quatre objectifs: i) renforcer au plan institutionnel les organisations à assise communautaire existantes; ii) accroître l'emploi et les moyens de subsistance durables, notamment pour les jeunes et les femmes; iii) établir une documentation sur les innovations et les meilleures pratiques et partager les enseignements qui en ont été tirés; et iv) mettre en place des mécanismes viables permettant aux communautés rurales d'établir des liaisons avec les mécanismes nationaux d'élaboration des politiques et de planification. Le programme MORDI comporte quatre composantes: i) autonomisation des communautés; ii) autonomisation économique; iii) acquisition et partage des connaissances et transposition à plus grande échelle et iv) gestion du programme.

6.   **Autonomisation des communautés.** Les activités prévues dans le programme MORDI visent essentiellement à renforcer le capital social et politique des communautés rurales en répondant à la fois aux besoins de renforcement des capacités des organisations à assise communautaire et de la communauté villageoise dans son ensemble. Le programme contribuera: i) à promouvoir des évaluations participatives et une planification communautaire pour renforcer la sensibilisation au plan local et permettre d'articuler les plans de développement communautaire; ii) à aider la communauté à mettre en œuvre ses propres plans en s'appuyant sur ses propres ressources et en analysant la dynamique qui sous-tend les mécanismes d'élaboration des politiques; et iii) à établir des liens et une communication avec les institutions extérieures (pouvoirs publics, secteur privé, ONG) afin de donner aux communautés un meilleur accès aux services de base et d'encourager une action collective visant à promouvoir des changements favorables aux pauvres.

7.   **Autonomisation économique.** Cette composante s'attaquera à l'accès insuffisant qu'ont les communautés rurales aux possibilités d'emploi, aux services financiers et aux marchés et aux technologies et informations s'y rapportant. Un fonds MORDI distinct sera créé dans chaque pays participant pour financer une large gamme de projets et d'activités qui se répartiront en deux grandes catégories: i) les *projets communautaires* qui pourront inclure l'accès aux services sociaux de base tels que les soins maternels et infantiles et l'éducation primaire, des installations et une infrastructure communautaire légères, des activités visant à réduire les risques et à se préparer aux catastrophes (par exemple des systèmes d'alerte précoce) et la promotion des cultures alimentaires traditionnelles et ii) *les projets d'organisations à assise communautaire* qui consisteraient essentiellement en activités génératrices de revenus pour lesquelles un financement pourrait être fourni grâce à des fonds de contrepartie, à l'encouragement d'initiatives de microfinancement et à l'accès aux marchés. Parallèlement, les fournisseurs de services extérieurs seraient mobilisés pour dispenser, selon les

besoins, une formation pratique, des conseils commerciaux et financiers ainsi qu'un appui technique et des informations.

8. **Acquisition et partage des connaissances et transposition à plus grande échelle (APT).** En fonction de l'expérience acquise sur le terrain et en s'appuyant sur des outils appropriés liés aux technologies de l'information et de la communication (TIC) le programme MORDI réunira et distribuera des documents sur les innovations et les meilleures pratiques. En collaboration avec le comité de pilotage du programme et les comités consultatifs nationaux, le programme MORDI cernera, analysera et formulera les grandes questions de politique générale qui doivent être abordées dans les enceintes appropriées. L'expérience acquise grâce au programme sera également partagée avec d'autres programmes financés par le FIDA dans la région grâce à l'établissement du réseau électronique pour les zones rurales d'Asie et du Pacifique (ENRAP).

9. **Gestion du programme.** Un bureau régional pour le programme sera créé qui aura pour mission de superviser l'établissement de programmes et de structures par pays, de procéder à la coordination des programmes, de gérer le système de suivi et évaluation (S&E) et de mener des activités de gestion des savoirs à travers une unité APT. Des bureaux chargés des programmes de pays seront créés sous la responsabilité d'un directeur national nommé par la Fondation internationale des peuples du Pacifique Sud (FSPI).

IV. RÉSULTATS ET AVANTAGES ESCOMPTÉS

10. Globalement, on s'attend à ce que le programme MORDI contribue à la réduction de la pauvreté en milieu rural en permettant aux communautés cibles de renforcer leurs moyens de subsistance et de réduire leur vulnérabilité. On escompte en particulier que le programme améliorera: i) la capacité des communautés cibles à surmonter les difficultés que créent en matière de développement leur éloignement et leur isolement; ii) les possibilités d'emploi et les possibilités de génération de revenus notamment pour les jeunes ruraux et iii) l'accès aux services de base. Le programme MORDI réunira également une documentation utile sur les innovations les plus réussies et sur les enseignements tirés grâce à l'expérience acquise dans le cadre du programme. Cela devrait permettre une concertation participative sur l'action à mener avec les gouvernements des pays insulaires du Pacifique et les organismes régionaux et internationaux compétents.

V. MODALITÉS D'EXÉCUTION

11. La FSPI sera l'agent d'exécution du programme responsable de l'ensemble de la coordination. Les orientations seront données par le comité de pilotage du programme, qui sera créé au niveau régional et comprendra des organisations faîtières d'ONG régionales[1], des organisations régionales ainsi que le secteur privé (Australia and New Zealand Banking Group). Des comités consultatifs nationaux seront créés au niveau des pays. La gestion et l'exécution courantes seront décentralisées au niveau des pays. Les structures de gestion des programmes au niveau national seront adaptées à la situation propre à chaque pays. Chaque bureau chargé de programmes de pays sera responsable entre autres: i) de l'établissement et de la gestion d'un fonds MORDI; et ii) de la fourniture de services d'appui communautaires dans le cadre d'arrangements de partenariats avec les ONG et d'autres prestataires de services et en collaboration avec le personnel de terrain des organismes publics concernés (on trouvera à l'appendice III les organigrammes des programmes régionaux et nationaux). Les directeurs nationaux nommés par la FSPI seront chargés entre autres d'assurer une gestion financière transparente, la passation des marchés et l'établissement en temps voulu des rapports financiers et d'audit concernant les activités des différents bureaux chargés des programmes de pays.

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[1] La FSPI, l'Association des ONG des îles du Pacifique (PIANGO), le Conseil œcuménique des églises, la Pacific Foundation for the Advancement of Women (Fondation océanienne pour la promotion de la condition féminine), le Pacifique Concerns resource Centre (Centre de ressources sur les problèmes du Pacifique) et le Secrétariat de la communauté du Pacifique.

D'une manière plus générale, la FSPI assurera la coordination voulue, définira les spécifications comptables, procèdera à la consolidation des comptes et aux contrôles financiers, et veillera à la présentation ponctuelle des rapports financiers et d'audit pour le programme.

VI. COÛTS ET PLAN DE FINANCEMENT INDICATIFS DU PROGRAMME

12.   On appliquera une approche-programme qui permettra des ajustements aux situations et aux besoins de chacun des divers pays insulaires du Pacifique. Il a été prévu que le programme MORDI aurait une durée d'exécution de six ans répartie en deux phases de trois années chacune (les coûts et le plan de financement indicatifs du programme sont indiqués à l'appendice IV). Le FIDA approuvera un financement pour la première phase d'un montant total de 2 millions de USD: un don régional de 400 000 USD et des dons aux pays représentant globalement 1,6 million de USD. Les allocations aux pays seront décidées en fonction de: i) l'échelonnement de l'exécution du programme pendant les trois premières années, qui sera déterminé par le comité de pilotage; ii) la capacité estimative d'absorption telle qu'elle ressortira des programmes de travail et des budgets annuels; et iii) la notation des pays dans le système d'allocation fondé sur la performance. La décision concernant une deuxième phase sera prise à la fin de l'examen à mi-parcours qui permettra d'évaluer les résultats obtenus par le programme et son impact sur le groupe cible proposé. La première phase mobilisera également des ressources provenant de la FSPI et des ONG locales (sous forme d'appui logistique et administratif), des communautés locales (sous forme de contributions de contrepartie des bénéficiaires) et du Australia and New Zealand Banking Group. Le programme s'attachera à rechercher les moyens d'encourager les bénéficiaires d'envois de fonds à en consacrer une part au développement du ménage et de la communauté.

VII. RECOMMANDATION

13.   Je recommande que le Conseil d'administration approuve le don d'assistance technique proposé en adoptant la résolution ci-après:

> DÉCIDE: Que le Fonds, afin de financer en partie le programme d'intégration des innovations en matière de développement rural dans le Pacifique pour une période de trois ans, à compter de 2005 accorde un don d'un montant ne dépassant pas deux millions de dollars des États-Unis (2 000 000 de USD) à la Fondation Internationale des peuples du Pacifique Sud; ce don sera régi par des modalités et conditions conformes en substance aux modalités et conditions présentées au Conseil d'administration dans le présent Rapport et recommandation du Président.

Lennart Båge
Président

LOGICAL FRAMEWORK

Narrative Summary	Performance Indicators [1]	Means of Verification	Risks and Assumptions	Risk Management
Goal				
To promote improved sustainable livelihoods for vulnerable communities living in remote rural areas in Pacific Island Countries (especially among youth and women), in line with the Millennium Development Goals	• **Number of households showing an improvement in household asset ownership index** • **Percentage reduction in the prevalence of child malnutrition** • Changes in poverty, livelihood and quality of life indicators, using relevant data from the Government and IFAD as a baseline	• Annual statistics of relevant government agencies • Supervision/evaluation reports • Programme progress reports • Household surveys	• Widely varying country and community situations, political environments, social structures • Communities unable to abandon assistance mentality inherited from past development operations • Widely dispersed impacts • Excessive overheads and overall lack of efficiency	• Programme flexibility fine-tuned to country situations. Action research approach • Phased approach with priority on building capacity and self-reliance; programme review after first three-year phase • Target districts within each country • Identification of synergies and partnership collaboration with existing institutions and projects relevant to the programme for implementation support and supervision
Objectives				
1. Institutional strengthening of existing CBOs	• **Number of CBOs operational/functional, by type** • XX[2] rural communities assisted in XX countries • XX CBOs assisted • Increased community awareness of planning, organizational, governance issues • Better capacity to articulate needs to appropriate service delivery agencies	• Determination of baseline basic service access and priority needs at start-up from the participatory rural appraisal (PRA) process, and subsequent monitoring through community self-assessments • Programme monitoring and evaluation (M&E) reports • Reports of interventions from service delivery	• National government lack of ownership • Regional and/or national-level NGOs unable to work together • Funds improperly managed • Poor quality of services provided to communities	• Ensure MORDI country programmes fit national policy environment • Inclusive approach in selection of programme steering committee members • Regular audits; disbursement based on M&E reports • Eligibility criteria for selection of service providers. Community assessments of services received.

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[1] Indicators in bold are Results and Impact Management System (RIMS) indicators. Where appropriate, indicators will be disaggregated by gender. Country-level targets will be determined by the national advisory boards (NABs).

[2] Targets will be decided on a country-by-country basis at the beginning of programme implementation by each NAB.

Narrative Summary	Performance Indicators [1]	Means of Verification	Risks and Assumptions	Risk Management
		agents		
	• X% increase in access to identified service needs • X% increase in expressed satisfaction with basic service delivery • Number of community workers operational			
2. Increasing employment and sustainable livelihood opportunities, especially for youth and women	• Increased household incomes among the approximately XX communities to be supported during and beyond implementation (2005-10). • XX% increase in youth employment among approximately XX communities • XX% reduction in youth-related social issues • XX% reduction in out-migration • Improved access to market information	• Programme M&E reports • Determination of baseline income and employment at start-up from PRA process, and subsequent monitoring through community self-assessment • Supervision mission reports • External evaluations • Annual workplans and budgets (AWP/Bs) • Annual programme progress reports	• National government reluctant to cooperate • Communities (including women and youth) reluctant to cooperate • Poor quality of proposals received • Funds improperly managed • Inconsistencies in selection process • Poor quality of back-up training and support provided • New CBOs established simply to access funds	• Flexibility in MORDI country programmes to enable it to operate in different national policy environments • Full community participation in programme establishment and management • Training in proposal preparation delivered in start-up phase • Regular audits; disbursement based on M&E reports • Selection review at the national and regional level
3. Documenting and sharing of learning from best practices and innovations across the region	• Knowledge management unit established at FSPI regional office • Facilitation teams networking with LSSU unit and CBOs • Learning sessions conducted to assess and share approaches that add value • XX learning material produced (manuals, guidelines, toolkits)	• Programme M&E reports • Supervision mission reports • Annual programme progress reports • Minutes of meetings of the programme steering committee (PSC) and national advisory board (NAB)	• Agencies reluctant to share information • Poor quality of NGO documentation	• Active networking between agencies through PSC and NAB structures • Agreements to recognize source of knowledge provided for sharing

Narrative Summary	Performance Indicators [1]	Means of Verification	Risks and Assumptions	Risk Management
	• Translation into appropriate local languages			
4. Establishing sustainable processes that enable rural communities to link up with national policy and planning processes	• Effective bottom-up policy dialogue with PIC governments and relevant regional agencies in place • **Number of enabling policies submitted to relevant national governments** • Number of policy forums attended by MORDI community representatives	• Programme M&E reports • National government policy documents • Policy submission documents • Supervision/evaluation reports • Annual programme AWP/Bs and progress reports	• Governments reluctant to consider policy recommendations • Continuing mistrust between governments and civil society in many PICs • Generally weak local government structures	• Policy dialogue between government and relevant stakeholders • Agreed mechanism and forums for policy dialogue in each country • Inclusive processes adopted to enhance local government awareness and receptiveness to programme activities as appropriate
Outputs (will address needs of each country individually)				
Outputs – Objective One				
1.1 Programme governance and management structures, partnerships and processes established/appointed in agreement with major stakeholders in seven PICs	• PSC formed and functioning • Regional and national staff appointed • NABs formed and functioning • In-country facilitation delivery teams selected and trained • Multi-stakeholder workshops conducted in eight countries	• Programme M&E reports • English version of memoranda of understanding (MoUs)	• Inability of NGOs to work together at the regional (PSC) and national (NAB) level • FSPI staff fail to accept PSC and NAB roles • Different approaches to national management needed in various PICs	• Key stakeholders sign MoU to cooperate in implementing the programme as per design document • In-country multi-stakeholder workshops to select NABs • IFAD grant contract requires FSPI to work with agreed design document • Scoping study undertaken by FSPI to assess most appropriate structure by country • Work with existing CBOs; clear CBO eligibility criteria for livelihood assistance
1.2 Programme design reviewed to reflect individual country needs	• Individual country delivery mechanisms and workplans prepared • District selection criteria	• Revised design document reflecting country-specific situations • Minutes of NAB meetings	• Domination of design review by interest groups seeking to control the programme • Failure to reflect	• In-country multi-stakeholder workshops and consultative processes • Separation of implementing

Narrative Summary	Performance Indicators [1]	Means of Verification	Risks and Assumptions	Risk Management
	agreed with NAB • Identification of partner institutions and their role in the programme	• Programme reports	appropriate needs	structures and MORDI Fund
1.3 Target districts and communities selected according to agreed criteria	• Target districts selected in consultation with NAB	• Programme M&E reports • Final list of target districts with basis for selection	• Political interests interfere in district selection • Community leaders in selected districts unwilling to cooperate • NGOs select areas based on areas where they already operate • NGOs/CBOs not present in remote communities in some countries	• Use of objective and clear criteria in district selection • Appropriate protocols established for relating with traditional village leadership • Collaborative networking between NGOs at NAB level • Creation and training of facilitation teams to work in communities in target districts
1.4 Facilitation team members identified, trained and deployed	• XX facilitators selected and trained according to agreed criteria • Guidelines for facilitators produced • Facilitation teams working on-site	• Facilitation team training reports • Programme M&E reports	• 'Pirating' of NGO staff by MORDI programme • Lack of qualified facilitators in some countries, especially women • Different levels of understanding and appreciation of participation and PRA among facilitators	• NAB agreement to broker options, including secondment agreements for key staff • Training of local facilitators by external experts • Guidelines developed to address social constraints for women on working in communities • Joint training conducted in village environment
1.5 Community assessments, plans and needs articulated through participatory learning activities	• Baseline community data established • Needs assessed (e.g. PRA) for each community, and document available in local language or appropriate media	• Facilitation team field reports • Programme M&E reports • PRA (or equivalent) document in relevant language	• Failure to embrace participation of all sections of community in needs assessment • Routine exercises driven by output targets undermines integrity of PRA • Leaders dominate discussions	• Trained facilitators skilled in ensuring full participation and in-depth assessments • Realistic time frames to gain community trust • Regular feedback and review sessions between facilitators • Engagement with community follows traditional methods
1.6 Communities and CBOs	• XX activities and projects	• Facilitation team field	• Local elites capture	• Participatory processes serve as

Narrative Summary	Performance Indicators [1]	Means of Verification	Risks and Assumptions	Risk Management
mobilized to address needs and plans that increase access to services and reduce exposure to risks and vulnerability	being implemented to address prioritized needs and services • XX communities able to access external assistance and services • Degree of community contribution and commitment generated • XX communities with disaster preparedness plans in place	reports • Programme M&E reports • Community self-assessment reports • Country manager reports	benefits • Lack of commitment to self-assessments by external agencies	social pressure • Cross-checking between community assessments and facilitation team reports
1.7 Community institutions strengthened and governed in accountable, transparent and inclusive fashion	• XX CBOs assisted • XX community plans prepared and submitted • XX requests for services from appropriate service delivery agencies • X% increase in access to identified service needs	• Monitoring through community self-assessments • Programme M&E reports • Reports of interventions from service delivery agents	• Institutions collapse at programme completion • Traditional structures threatened by new CBOs	• Linkages established between community and government, and private sector service mechanisms • Well-skilled facilitators at community levels • System for mandatory and regular rotation of leadership positions in CBOs • Ensure cohesion between community's aspirations and the needs of women and youth
Outputs – Objective Two				
2.1 Sustainable livelihood and income-generating proposals supported	• XX activities funded and implemented within budget by phase • XX amount local contributions committed • XX funds disbursed • XX beneficiary households • X% decrease in food-insecure households by the end of year 6	• Programme M&E reports • Programme financial reporting • Annual audit reports	• Inconsistent, subjective funding decisions • Inability to work within agreed budget • Women and youth not sufficiently literate or numerate to prepare investment proposals • Natural disasters	• Clear, transparent processes for approval, disbursement, audit, etc., at the country level • Regular monitoring by country managers and programme coordinator to identify inconsistencies • Facilitators trained to assist in preparation of investment proposals; simplified application formats • Separation of implementing

Narrative Summary	Performance Indicators [1]	Means of Verification	Risks and Assumptions	Risk Management
				structures and MORDI Fund • Realistic community contingency plans in place
2.2 Capital delivery modes agreed and established	• Secure systems established and operating for fund delivery in remote areas • Number of CBOs with group common fund (fund established with community's mobilized savings and financial support from the programme) • Value of group common fund	• Programme M&E reports • Programme financial reporting • Annual audit reports • Country manager spot audit reports	• Lack of banking infrastructure in remote communities • Physical safety of funds	• Collaborate with Australia and New Zealand Banking Group (ANZ) rural banking project in Fiji and examine its potential for replication in other PICs • Provide secure cash boxes • Clear protocols on accountability during the transfer process
2.3 Access to credit and savings services for target groups	• **Number of active savers** • **Value of savings mobilized** • **Number of active borrowers** • Transparent and accountable fund management processes in place at community level • XX households able to access affordable credit	• Programme M&E reports • Programme financial reporting • Annual audit reports • Country manager spot audit reports	• Lack of banking infrastructure in remote communities • Funds controlled by leaders • Physical safety of funds • Failure to maintain capital base	• Collaborate with ANZ rural banking project in Fiji and examine the potential for replication • Review best practices of microcredit systems in other PICs • Mandatory rotation of leadership positions in group • Clear criteria for fund access, especially in relation to bad debts
2.4 Establish linkages with agencies that provide support services for income-generating activities (e.g. market information research findings, extension support)	• Linkages established, types of services provided reflect communities' expressed needs • XX% sustainable activities after year 6	• Programme M&E reports • Programme management reporting • Facilitator field reports	• Inherent limitations of remote areas in relation to communication, transport and market linkages • Lack of government and private-sector interest in serving remote regions for reasons of politics or profit	• Use of innovative, cost effective communication technology • Target district focus provides critical mass of demand • Networking of similar enterprises to scale up demand

Narrative Summary	Performance Indicators [1]	Means of Verification	Risks and Assumptions	Risk Management
Outputs – Objective Three				
3.1 Communities empowered with access to best and innovative pro-poor practices	• XX% increase in opportunities in target communities • Information and educational materials produced and distributed to target communities • Critical analysis of innovations and practices with traditional methods • Number and types of innovations tested and adapted at the community level	• Programme M&E reports • Programme management reporting • Facilitator field reports • Community self-assessment exercises	• Barriers of language, translation facilities and literacy • Failure to share innovations equitably in community • Limited range of skills of facilitators on some topics to be introduced • Innovations seen as threat to traditional risk management strategies • Prescribed introduction of innovations without reference to existing methods	• Use of innovative, cost-effective communication technology • Use of appropriate local media • Use of inclusive processes • Community-led field trials to incorporate innovations into existing traditional methods
3.2 NGO strategic partnerships to address key issues (e.g. land tenure, market information, microcredit, microenterprise) established to assist remote communities	• XX partnerships formed and providing assistance to remote communities • XX NGOs engaged in collaborative assistance delivery	• Programme M&E reports • Programme management reporting • NGO feedback and reports • Facilitator field reports • Community feedback	• NGOs unable to work together effectively • Self-interest of NGOs blurs poverty focus	• Facilitating role of PSC and NABs
Outputs – Objective Four				
4.1 M&E system capturing strategic community concerns	• Quality monitoring reports received by the FSPI programme director within agreed time frames; monitoring messages built into future AWP/Bs • PRA output used as M&E baseline	• Facilitator field reports • MORDI programme director's report	• Reports not submitted on time or in agreed format at each level (CBO, country manager) • Poor quality field reports • Capacity of facilitators to write, and to document lessons	• Regular follow-up by relevant country manager • Facilitator training • Simple reporting format

Narrative Summary	Performance Indicators [1]	Means of Verification	Risks and Assumptions	Risk Management
4.2 Key policy-related issues identified and assessed	• Identification of common themes and issues arising from M&E analysis	• Programme M&E reports • Minutes of PSC and NAB meetings	• Analysis of M&E messages not of high quality	• M&E analysis shared according to relevant strengths • Submissions complemented by existing NGO studies
4.3 Policy advice developed on the basis of assessment of community feedback.	• Analysis of participating country rural development policy framework • Policy workshops at the regional and country level • Policy review and recommendations submitted to national governments • Government responses to policy submissions reflect community needs	• MORDI programme director's reports • Monitoring of changes in policy by LSSU unit	• Stakeholders fail to reach consensus on policy submissions • Governments reluctant to accept or act on policy submissions	• Stakeholders (in PSC) review and agree on policy documents prior to presentation to the Government • Agreement between governments and the programme on appropriate policy dialogue entry points • PSC targets key forums for presenting policy submissions

Activities		
Output 1.1	1.	Key programme staff selected
	2.	PSC members appointed and MoUs signed
	3.	Office facilities established at the regional and national level
	4.	Multi-stakeholder workshop held in the country to select NAB and confirm in-country structure
	5.	Facilitation delivery teams trained to participate in programme
Output 1.2	1.	Workshop held by programme staff with NAB and other national stakeholders in each country to ensure design reflects local needs
	2.	MORDI Fund project review and approval committee selected
	3.	District selection criteria agreed upon with NAB
	4.	Partner institutions identified
Output 1.3	1.	Selection of districts and communities according to agreed criteria finalized by country manager
	2.	Selections confirmed by NAB

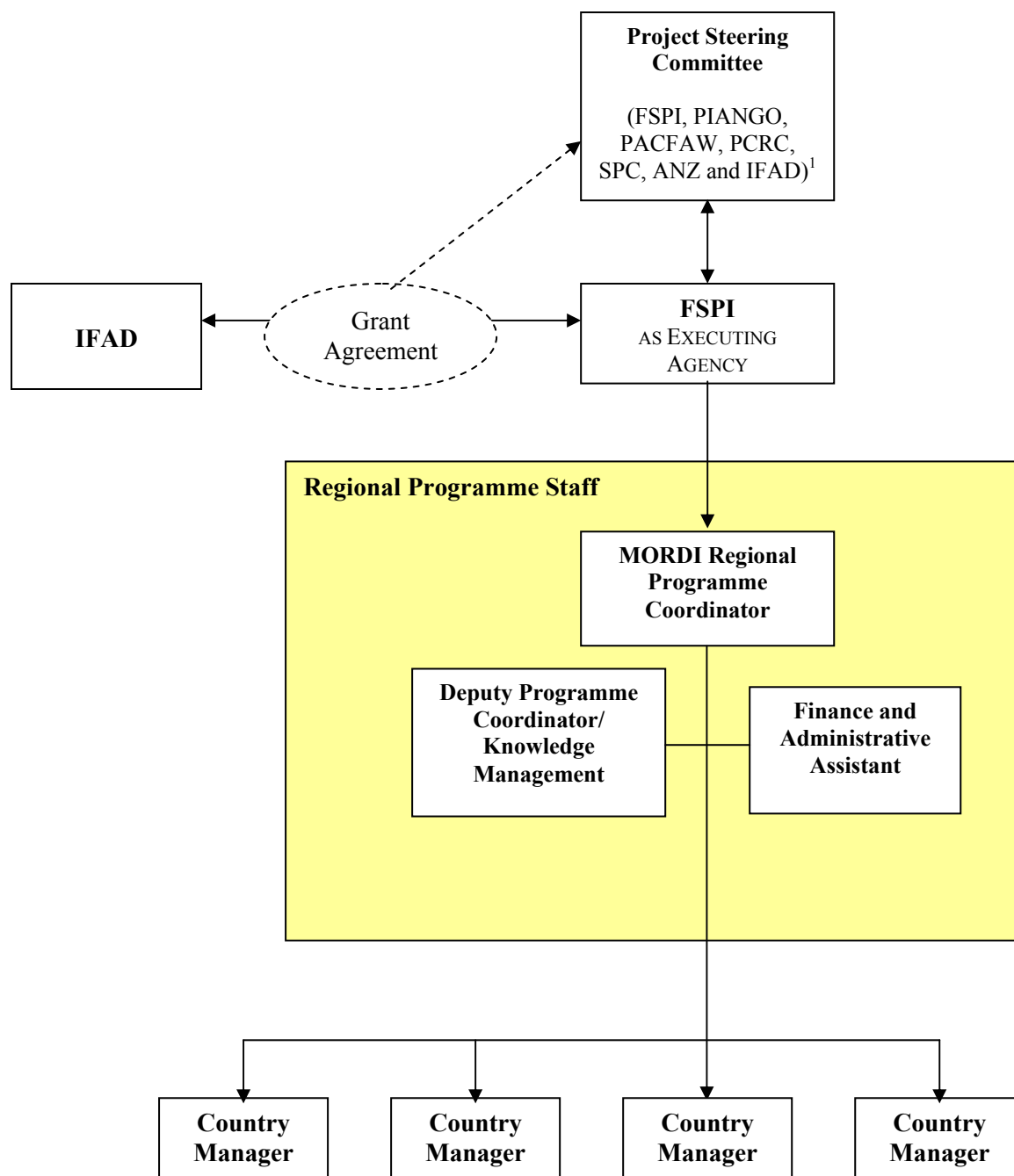| Output 1.4	1.	Facilitators recruited
	2.	Facilitators trained
	3.	Guidelines and protocols for community engagement established for each PIC
	4.	Facilitation teams deployed on site
Output 1.5	1.	MORDI programme presented to local community leadership and, where appropriate, local government
	2.	Community-level PRAs undertaken and baseline established
	3.	Participatory planning undertaken based on identified needs in PRA
	4.	PRA reports and plans prepared and translated as necessary
Output 1.6	1.	Workshops held to plan implementation by appropriate beneficiary group
	2.	Meeting held with local government and NGO networks to respond to plan needs
	3.	Contacts made with appropriate external service providers
	4.	Proposals for small community projects prepared and submitted to national MORDI Fund committee
	5.	Community self-assessment process established
	6.	Regular facilitation team reports presented
Output 1.7	1.	Engagement of NGOs and others for providing training
	2.	Capacity-building provided as per PRA and training needs assessment
	3.	Regular monitoring by facilitation teams of delivery quality and attainment levels
	4.	Continuing community self-assessments
Output 2.1	1.	Eligibility criteria established for project applicants
	2.	Selection criteria established for project proposals
	3.	Project implementation manuals prepared
	4.	Criteria established for recruitment of service providers
	5	Preparation of MORDI Fund manual by regional coordinator, with flexibility to reflect local conditions
	6.	CBO investment plans prepared and submitted
	7.	Proposals screened quarterly by MORDI Fund review and approval committee
	8.	CBO training provided on preparation of MORDI Fund applications
Output 2.2	1.	Innovative options examined for secure fund transfers
	2.	Protocols developed for accountability during fund transfers
	3.	Steps taken to ensure that financial reporting and accounting systems are in place

Output 2.3	1.	Review conducted of best practices on microcredit and savings services in PICs
	2.	Transparent and accountable fund management processes developed
	3.	Sustainable criteria and systems developed by CBOs for individual borrowers
Output 2.4	1.	Linkages established with agencies providing livelihood support services
	2.	Review conducted of most cost-effective options in communications for remote communities
	3.	Networks established of like enterprises as basis for scaling up demand and empowerment in negotiations for services and markets
Output 3.1	1.	Pro-poor innovations and best practices identified and disseminated, using appropriate technology and local media
	2.	Identified innovations analysed for appropriate match to local traditional practices
	3.	Local field trials encouraged of adapted innovations
Output 3.2	1.	Innovative and strategic NGOs identified and engaged
	2.	Partnerships negotiated and agreed
	3.	In-country sharing and learning sessions conducted at thematic workshops
	4.	Services being delivered to CBOs by NGO partnerships
	5.	Partnerships being facilitated and sustained by PSC and NABs
Output 4.1	1.	M&E system established in each country with simple reporting format, using PRA as baseline data and with realistic number of key indicators measured
	2.	Facilitators trained to gather field data and present reports
	3.	Regular field monitoring provided by country manager
	4.	M&E messages reflected in AWP/Bs
Output 4.2	1.	Key issues from field reports reviewed regularly for purposes of policy analysis
	2.	Potential policy themes discussed by PSC and NABs
Output 4.3	1.	Rural development strategy framework analysed in each country
	2.	Partner NGOs for selected policy themes identified and engaged
	3.	Policy workshops held at the regional and country level by LSSU unit
	4.	Policy reviews and recommendations submitted to governments
	5.	Policy submissions followed up on by LSSU unit and partner NGOs

STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS ANALYSIS

Strengths	Weaknesses
• Multi-stakeholder partnership to leverage comparative advantages • Regional approach allows for sharing and learning • FSPI reputation for integrity • FSPI professional staff resources, network in ten PICs, with 30-year track record in service delivery • Synergy with other FSPI programmes • Community-based development built around empowerment • ANZ banking expertise available • Multi-stakeholder regional programme steering committee provides platform for NGO and private-sector collaboration • Technical back-up network across region available through Secretariat of the Pacific Community • World Council of Churches (WCC) social services network available across the region, including remote communities • Inherent strength and resilience of PIC community structures and social fabric	• Decentralized management makes task of executing agency difficult • Agriculture programmes of the Secretariat of the Pacific Community only accessible via government agencies • Fragmented nature of Pacific NGO community • Geographic realities of the Pacific subregion make coordination expensive • Focus on remote communities exacerbates logistical and cost realities • Weaknesses of CBOs in remote rural communities • CBO focus on youth and women may be inappropriate in some communities – viewed with scepticism in wider community • Community facilitators may be output-driven rather than quality and impact-driven • Lack of human resource capacity for facilitation tasks in some countries • Empowerment via self-reliant community development processes is an unfamiliar process in some countries
Opportunities	**Threats**
• NGOs at the regional and national levels to work together more effectively, especially in submissions to governments, e.g. policy • NGOs to increase the impact of their social service and poverty reduction programmes by more effective networking of comparative strengths • Rural communities to acquire capacity to actively demand services, not passively accept handouts • Provides rural communities with a voice in the policy process • Influence ANZ rural banking activities and extend them beyond Fiji • Empowerment of youth and women within the community context • Dissemination of low-cost communication in PICs through specialized e-mail/ radio technology • Community-based information technology developments continue to reduce impact of remoteness • Greater use of public radio in rural and community development • Capture existing resources, e.g. remittances, to ensure sustainability • Cofinancing partners can join as programme becomes established and develops	• Multi-stakeholder partnership unable to function as a team • Empowerment via community development processes is politically threatening in some countries • Empowerment of youth and women can upset community cohesion and dynamics • General air of mistrust between civil society and PIC governments • Start-up with too many countries undermines effectiveness of operations • MORDI Fund resources overshadow real intent of the MORDI programme • FSPI lacks authority to coordinate the programme properly • Scepticism about regional programmes undermines the MORDI programme at the national level

APPENDIX III

ORGANIZATIONAL STRUCTURE

Figure 1: MORDI Programme's Regional Structure

Project Steering Committee

(FSPI, PIANGO, PACFAW, PCRC, SPC, ANZ and IFAD)[1]

IFAD

Grant Agreement

FSPI
AS EXECUTING AGENCY

Regional Programme Staff

MORDI Regional Programme Coordinator

Deputy Programme Coordinator/ Knowledge Management

Finance and Administrative Assistant

Country Manager

Country Manager

Country Manager

Country Manager

[1] ANZ – Australia and New Zealand Banking Group
 PIANGO – Pacific Islands Association of NGOs
 PACFAW – Pacific Foundation for the Advancement of Women
 PCRC – Pacific Concerns Resource Centre
 SPC – Secretariat of the Pacific Community

Figure 2: Programme Management Structure at the Country Level
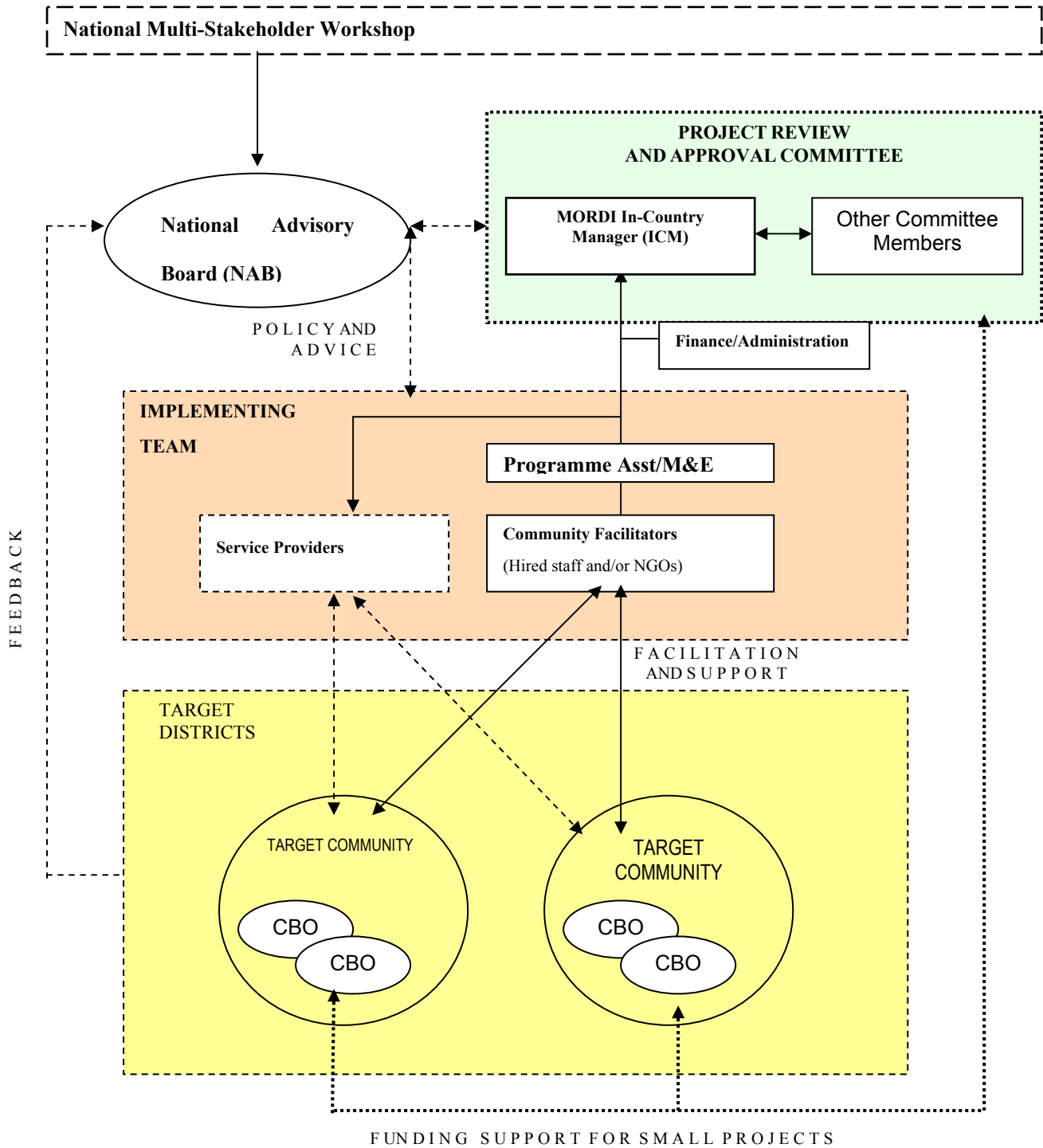
PROGRAMME COSTS AND FINANCING PLAN

Table 1: MORDI Programme Indicative Costs by Component and by Year
(USD '000**)**

Component	2005	2006	2007	2008	2009	2010	Total	Share
1. Community empowerment	177.2	267.9	206.8	81.7	73.6	58.4	865.7	15%
2. Economic empowerment	52.5	197.5	331.0	809.0	918.0	445.0	2 753.0	49%
3. Learning, sharing and scaling up	58.2	73.5	75.6	84.4	85.8	85.8	463.3	8%
4. Programme management	156.6	230.4	267.4	366.6	266.6	279.6	1 567.2	28%
Total budget:	444.5	769.3	880.8	1 341.7	1 344.0	868.8	5 649.1	100%
% Expenditure by year	8%	14%	16%	24%	24%	15%	100%	

Table 2: MORDI Programme Indicative Financing Plan
(USD**)**

Year	IFAD	FSPI	Other NGOs	Local Communities	Private Sector	Total
2005	444 500	22 200	22 200	1 800	30 000	520 700
2006	769 300	38 500	38 500	5 400	30 000	881 700
2007	880 900	44 000	44 000	7 200	30 000	1 006 100
Subtotal Phase I[1]	**2 094 700**	**104 700**	**104 700**	**14 400**	**90 000**	**2 408 500**
2008	1 341 700	67 000	67 000	8 400	30 000	1 514 100
2009	1 344 000	67 200	67 200	9 600	30 000	1 518 100
2010	868 800	43 400	43 400	9 600	30 000	995 200
Total:	**5 649 200**	**282 300**	**282 300**	**42 000**	**180 000**	**6 435 800**
%	**88%**	**4%**	**4%**	**1%**	**3%**	**100%**

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[1] Estimated amount subject to changes during preparation of the annual workplan and budget.