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Islamic Republic of Mauritania

Country Strategic Opportunities Programme

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For: **Review**

Note to Executive Board Directors

This document is submitted for review by the Executive Board.

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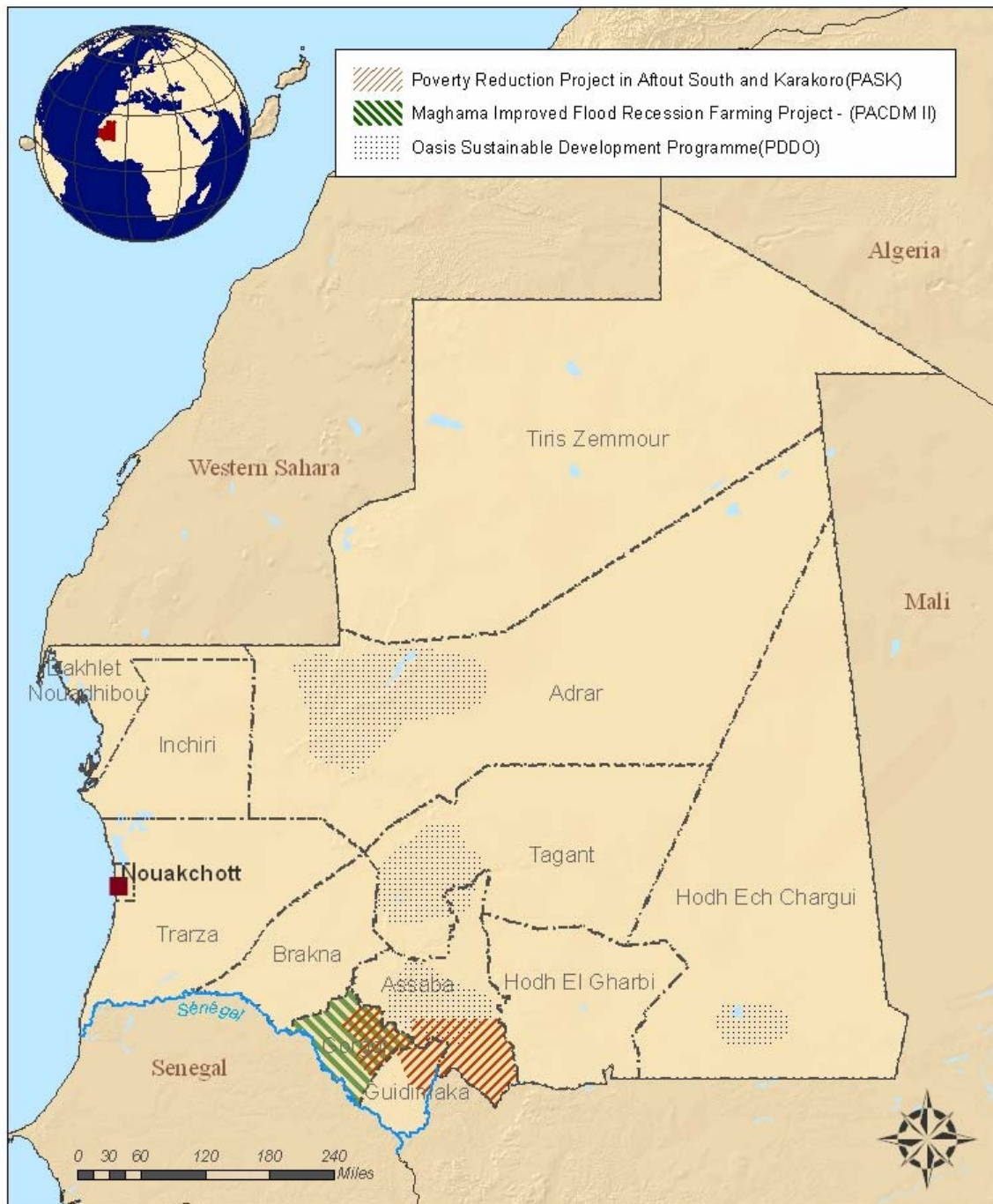
Abbreviations and Acronyms

AfDB	African Development Bank
CDD	community-driven development
COSOP	country strategic opportunities programme
CPIP	country programme implementation partnership
CSLP	Strategic Framework for the Fight against Poverty <i>Cadre Stratégique de Lutte Contre la Pauvreté</i>
Maghama II	Maghama Improved Flood Recession Farming Project - Phase II
MICO	Oases Investment and Credit Association
OASIS II	Oasis Development Project - Phase II
OFID	OPEC Fund for International Development
PASK	Poverty Reduction Project in Aftout South and Karakoro
PBAS	Performance-based allocation system
UNDP	United Nations Development Programme
UNOPS	United Nations Office for Project Services

Map of IFAD Operations in the Country

Mauritania

IFAD-financed ongoing activities



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

Summary of the country strategy

1. Mauritania is, today, at a special point in its history: the first democratically held elections were conducted in March 2007 and involved significant mobilization and participation of society, while the first oil exports were carried out in 2006. The opportunities are clearly available to the new Government to prove to the electorate that, if properly managed, the incremental financial resources deriving from oil production and exportation, although less substantial than originally predicted, may be effectively and efficiently placed at the service of the equitable growth and development needed to reduce poverty, particularly in rural areas. Tools are at hand to reduce poverty. The poverty reduction strategy paper was formulated in 2000 and has been recently revised. It includes a clearly defined four-year action plan and establishes, in line with the Millennium Development Goals, poverty reduction targets for 2010 and 2015, as well as the related priority objectives and required actions. The IFAD country strategic opportunities programme (COSOP) has been designed to achieve the poverty reduction objectives defined in the poverty reduction strategy paper by strengthening the focus on rural poverty reduction and building on IFAD's 27 years of lessons learned through the implementation of 11 projects.
2. Indeed, IFAD, its United Nations partners and the Government of Mauritania place great importance on the adoption of collaborative approaches and are seeking complementarities with other partners in development, as envisaged by the Paris Declaration on Aid Effectiveness and the harmonization and alignment objectives of the United Nations. It is within this context that IFAD has contributed to the joint donor intervention matrix for 2006-2010 in response to the second Mauritanian poverty reduction strategy paper and related action plan. As a result, the future areas of IFAD intervention fall within the strategic axes of Mauritania's poverty reduction strategy paper and are coordinated with the interventions of other donors. The goal of the IFAD COSOP and of the corollary country programme is to achieve improved, diversified and sustainable livelihoods for poor rural women, men and youth. The purpose of the country programme is to build inclusive and sustainable institutional systems that are supported through pro-poor investments and policies and relevant innovation and learning engagements. This is to be achieved through the following three strategic objectives: (a) strengthen the institutions of the rural poor using community-driven development approaches; (b) promote sustainable rural financial services; and (c) achieve sustainable agricultural development and food security.
3. To achieve these objectives, while fulfilling the monitoring requirements of the results-based COSOP, IFAD will take steps to acquire more field presence, essential for effective supervision, knowledge management, implementation, design and, ultimately, impact in the field. IFAD thus envisages working with the Government of Mauritania to create an IFAD country programme implementation partnership (CPIP). CPIP would include a field-level team composed of representatives of the Government, donors, the three ongoing IFAD-funded projects, the IFAD country programme manager and other colleagues, the United Nations Office for Project Services, farmer organizations, NGOs, other service providers and the private sector. CPIP would meet in the field two or more times per year to discuss implementation issues and the progress of the IFAD country programme, innovations, partnerships, successes and failures. CPIP would establish ties with FIDAFRIQUE, particularly with the forums on community-driven development, gender and public-private partnerships. CPIP would coordinate farmer exchanges either with other IFAD-funded projects or with projects financed by other donors. CPIP would hold knowledge exchange seminars on specific topics, during which best practices and innovations would be identified that might be incorporated into Government policies and modus operandi, while feeding back into the IFAD thematic groups. CPIP would

also serve as a monitoring tool for the performance-based allocation system and rural-sector assessment, as well as the forums through which harmonization and alignment with donor and Government partners will be sought.

Islamic Republic of Mauritania

Country strategic opportunities programme

I. Introduction

1. The proposed country strategic opportunities programme (COSOP) of the Islamic Republic of Mauritania covers 2007-2012. It replaces the preceding COSOP (2000-2004). The preparation of the new IFAD strategy in Mauritania began in late 2004, but was delayed by the uncertainty resulting from the instability in the political climate after the military coup of August 2005. The transitional government created after the regime promised, and effectively conducted, the transition to democracy which included (i) a constitutional referendum in June 2006, (ii) parliamentary and municipal elections in November 2006, (iii) elections to the Senate in January 2007, and (iv) presidential elections in March 2007. IFAD was therefore able to reactivate the process of designing a new intervention strategy.
2. The COSOP preparation process involved a number of steps, including: (i) a desk review of available studies, reports and evaluations of IFAD-supported interventions in Mauritania since 1980; (ii) an assessment of the institutional environment and the Government's strategic orientation through participation in donor platforms and in strategy preparation and validation processes; (iii) field-level portfolio reviews and studies; and (iv) participatory analyses and workshops within the country. Unless otherwise indicated, all the data used in this document have been taken from the detailed appendices.

II. Country context

A. Economic, agricultural and rural poverty context

Country economic background

3. Mauritania covers a surface area of over 1 million square kilometres, of which approximately 75 per cent is desert or semi-desert. There are four ecological zones: the Saharan zone, the Sahelian zone, the Senegal River Valley and the Coastal zone. Since the 1960s, the desert has been advancing at a pace of 6 kilometres per year. Relative to the geographical size of the country, the population of 3 million is small, although it doubled between 1974 and 2004. The population is concentrated in the capital – Nouakchott (25 per cent) – and along the Senegal River Valley. It is currently growing at 2.6 per cent annually. The population is young; 43 per cent is under the age of 15. The economically active population consists of 1.2 million people, of which 31.2 per cent are unemployed. The society is rapidly changing. Nomadic migration, a traditional characteristic of Mauritanian culture, is disappearing. Repeated droughts over the last three decades have resulted in a massive rural exodus, causing the nomadic population to become sedentary and many in the rural population to move to urban centres. Today, only 5 per cent of the population is nomadic (relative to 60 per cent in the 1960s), and it is expected that, by 2010, nomadic tribes will no longer exist. In 1978, the Government estimated that 70 per cent of the population was of Arab or Berber descent and 30 per cent of black African descent. The four main tribal confederations are the Adrar, Brakna, Tagant and Trarza, and all Mauritians are nominally Muslim.
4. In 2006, the gross national product was structured as follows: 18 per cent from agriculture, 34 per cent from the secondary sector (industry, 24 per cent, and manufacturing, 10 per cent), and 48 per cent from the tertiary sector. From 2000 to 2004, the economy grew by 4.7 per cent and inflation by 6.5 per cent, on average, per annum. This growth was mainly fuelled by the expanding secondary and tertiary sectors (construction and public works and transportation and communications, as well as trading). Before the launch of oil exports in 2006, fisheries and mining (iron

ore) accounted for almost all export earnings (99.7 per cent). In 2006, oil export receipts, although lower than forecast, were the main factor behind the dramatic decline in the current account deficit from an estimated 46.9 per cent of GDP in 2005 to an estimated 9 per cent of GDP in 2006. The per capita gross national product of US\$530 (2004) means that Mauritania is a low-income country. Mauritania ranks 153rd among the 177 countries evaluated for the human development index in 2006, close to the median in Western and Central Africa. (Cape Verde was rated the best performer with a rank of 106, while Niger was the worst performer with a rank of 177.) The situation is mirrored in the Gender Development Index. Mauritania is ranked 118th, which is, again, near the midpoint in Western and Central Africa. (Cape Verde has the best rank, 81, and Niger the worst rank, 140.)

5. **Trends and Prospects:** The period from 2000 to 2004 coincided with the first poverty reduction strategy paper of the Government of Mauritania. During this period, the national economy was weakened because of (i) the continued dependence on iron ore and fisheries for export earnings, (ii) the continued dependence on imports of food and energy, (iii) the substantial total debt (148 per cent of GDP in 2004), (iv) the continued significant dependence on external financing for public investment, and (v) the harsh climatic conditions and other natural factors (drought and locust invasions). The prospects are more promising, however, since the Government has been active in addressing these problems through (i) the recent adoption of drastic measures designed to stabilize the economy, including restrictions on routine and extraordinary spending; (ii) debt relief through the Heavily Indebted Poor Countries Initiative and investment of the corresponding savings in programmes designed to reduce poverty and stimulate the economy; and (iii) the discovery and development of several important offshore oil deposits, as well as the recent discovery of large deposits of oil and natural gas in the Taoudenni region on the border with Mali.¹

Agriculture and rural poverty

6. Crops, livestock and artisanal fisheries are the main sources of income among the population. Crop farming and livestock husbandry, which provide the livelihoods of about 56 per cent of the population, accounted for 19.2 per cent of GDP in 1998-2000, but only 15.7 per cent in 2001-2004 as a result of a series of external shocks, including floods, drought and locust swarm events. In 2004-2005, the ongoing drought and locust plague affected 1.6 million hectares of cultivated land, and cereal output was 44 per cent lower relative to the previous year. These effects were aggravated by delays in the implementation of various strategies, policies, laws and accompanying measures designed to promote rural development.
7. **Crops:** Cropping activity in Mauritania is based on a narrow resource base. No more than 0.5 per cent of the land area is arable, and less than 1 per cent of the country receives sufficient rainfall (300-600 millimetres) for rainfed cropping. Irrigated cropping is limited to about 40,000 hectares of land along the Senegal River, a large part of which is occupied by state-owned, rice-growing operations developed in the late 1980s; productivity stands at 4 tons per hectare and is considered low by Mauritanian authorities, who have included the doubling of this rate as an objective in the poverty reduction strategy paper (the first and second action plan). Small-scale irrigation is also practiced on about 5,000 hectares of land in the 200 or so oases in the vast deserts of the Adrar, Assaba and Tagant regions and the two Hodh departments. Oasis farming revolves around dates, but also vegetable production, some flood recession farming and livestock. The development of the oasis economy has been hindered by the limited availability of water resources, dune migration, the distance from markets and the limited local capacity to produce for markets. Flood recession cropping is practiced essentially in the seasonal depressions along the Senegal River and, to some extent, in rainfall overflow areas and downstream of

¹ The output of the Chinguetti oilfield, where production was started in March 2006, is 20-30 per cent less than expected. The situation in Tiof may be similar. However, oil companies are still showing great interest in the country.

small dams built by local populations. Flood recession farming relies on traditional production methods, with practically no modern inputs. The area under traditional recession cropping is estimated at 30,000 to 70,000 hectares, on which the main cultivated crops are sorghum, millet, cowpeas and maize. The Maghama flood recession works, recently completed with IFAD funding, has now provided about 9,500 hectares of farmland under controlled flooding conditions. Rainfed cropping is practiced only in the Guidimaka region and in small areas along the border with Mali (Assaba and the two Hodh departments). The harvested area varies between 50,000 and 200,000 hectares, depending on rainfall. The only cultivated crops are sorghum and millet because the rainy season lasts only three or four months.

8. **Livestock:** Animal husbandry accounted for 77.2 per cent of the value added in the rural sector in 2003. The national herd in 2004 was estimated at about 1.3 million camels, 1.6 million cattle, 5.6 million goats and 8.9 million sheep. Because of repeated droughts, major changes have occurred in herd ownership and the location of production. Many nomadic herders have migrated and settled around urban areas and along major roads. Herd ownership has become substantially more concentrated and has passed mostly into the hands of merchants and other urban elite. For the same reasons, there are now large numbers of animals around towns and in the Senegal River valley, increasing the frequency and intensity of farmer-herder conflicts. The focus of livestock operations continues to favour accumulation rather than sustainable management.
9. **Fisheries:** Mauritania's territorial waters are rich in fish. The exploitation of fish is normally covered by a fisheries agreement with the European Union and accounts for about 4 per cent of GDP. Industrial landings estimated at about 650,000 tons per year account for about 20 per cent of the country's tax revenues and 40 per cent of export earnings. An artisanal fleet of about 4,000 canoes land an estimated 26,000 tons per annum. Seasonal freshwater fishing is common on the Senegal River and Lake R'kiz, mostly for family consumption. The intake is highly variable; it dropped from 13,000 to 3,000 tons after the droughts of the 1980s.
10. **Poverty incidence:** Mauritania is one of the poorest countries in the world. The probability at birth that an individual will not survive to age 40 is nearly one in three. About half of the population does not have access to clean water and cannot read. Around one third of children under the age of five are underweight. Several studies and surveys of poverty in Mauritania were conducted prior to the formulation (in 2000) and updating (in 2002) of Mauritania's poverty reduction strategy paper [*Cadre Stratégique de Lutte Contre la Pauvreté*] (CSLP) and preparation of the second CSLP (2004).² According to these studies, poverty has been decreasing; the share of the population living below the poverty line fell from 51 per cent in 2000 to 47 per cent in 2004.³ However, participatory assessments show that perceptions of poverty are more negative: whereas 80.6 per cent of households felt that they were poor in 2000, this number had increased to 82.2 per cent by 2004, while the number of heads-of-households who felt that their village was poor rose from 43.3 per cent in 2000 to 50 per cent in 2004. An in-depth analysis of these findings shows a large gap between urban and rural dwellers, with 61.3 per cent of rural dwellers earning less than a dollar a day relative to 25.4 per cent of urban dwellers.
11. **The geography of poverty:** Confirmed by national surveys and the national *Human Development Report*, poverty in Mauritania is concentrated chiefly in rural areas. The most-affected regions are in the south, where rainfed cultivation is practiced (Affolé, Aftout, southern Kankossa and the southern part of the two Hodh departments). In fact, over half the population in five departments (*wilayat*) is classified as poor: 51 per cent in Trarza, 62 per cent in Guidimaka, 64 per cent in Brakna, 67 per cent in Gorgol and 69 per cent in Tagant. Whereas over half the

² The household living standards surveys are called enquêtes permanentes sur les conditions de vie des ménages.

³ The poverty line was fixed at a dollar a day at constant 1985 prices. Extreme poverty was set at US\$270 per person per annum.

districts experienced a worsening in poverty between 2000 and 2004, poverty rates declined in Assaba, Gorgol and Guidimaka and, to a lesser extent, in Nouakchott and Trarza. These positive trends are due in part to the effects of development projects, but also to substantial migration during the period. The three ongoing IFAD-financed projects are targeting three of the five departments with the highest incidence of poverty: Gorgol, Guidimaka and Tagant. Interestingly, the districts with very low literacy rates are also those with the highest concentration of poverty.⁴ Subsistence farmers show the lowest literacy rate among occupational groups (32 per cent).

12. **Food insecurity and vulnerability:** The World Food Programme's 2005 countrywide analysis of food insecurity and vulnerability in Mauritania finds that, in terms of food availability, there is a structural food deficit in Mauritania and only limited potential for food self-sufficiency: national production covered only one third of food requirements in 2005. Some segments of the rural population suffer more acutely from food insecurity and food shortages. The importance in the share of household incomes of cultivation and of other means of income generation is a determining factor. Among households experiencing food insecurity, 60 per cent are accounted for by rural households without a regular source of income (8 per cent of the rural population); 12 per cent by day labourers because of their weak purchasing power (10 per cent of the rural population); and 7 per cent by farmers (17 per cent of the rural population). Rural households owning livestock or receiving remittances are protected in terms of food access. Food insecurity and vulnerability are more prevalent in the south-east near the border with Mali, mostly in Assaba, Gorgol and the two Hodh departments. In terms of severe child malnutrition (above 15 per cent), the Assaba, Gorgol, Guidimaka, Hodh El Gharbi and Inchiri districts are most affected. A strong link exists between rural poverty and migration: about 42 per cent of rural households have two household members who have migrated to urban areas.
13. **Marginalized groups:** IFAD's previous COSOP identified a large proportion of the rural poor as former slaves and other lower castes that, after independence, had settled in camps around towns and along major roadways. These settlements, known as *adwaba*, are located along the main roads in the sahelo-saharian climatic zones, which offer limited farming opportunities. These groups are characterized by a high incidence of extreme poverty, precarious and highly variable incomes and very limited access to basic social services. Their income potential is hindered by the lack of alternative sources of income, the distance to markets and reliance on unsustainable farming technologies. IFAD's Poverty Reduction Project in South Aftout and Karakoro (PASK), comprising Assaba, Gorgol and Guidimaka and co-financed by the OPEC Fund for International Development (OFID) and the Government (2003), aims to reduce the extreme poverty in the *adwaba*.
14. **Women and Poverty:** The gap between the human development index (HDI) and the gender development index (GDI) is the loss of human development due to gender inequality. In Mauritania's case, the HDI loses two ranks when subtracted by the GDI, which indicates prevailing gender inequality. Although the Government's policy on the promotion of women has begun to bear fruit, notably with regard to the enrolment of girls in primary school, women continue to face major constraints, including: (i) unequal access to education and health care, (ii) low completion rates in primary and secondary school, (iii) early marriage, (iv) unequal access to professional training, and (v) unequal access to credit. The social and economic changes of the last three decades that have led to mass migration of heads-of-household has had a strong impact on the vulnerability of women who have been left behind to manage the household.

⁴ The literacy rates for the following districts are Gorgol (28.6 per cent), Guidimaka (34.3 per cent), Assaba (43.9 per cent), Hodh El Chargui (45.2 per cent), Hodh El Gharbi (48.1 per cent) and Brakna (49.6 per cent).

15. **Conclusion:** The most vulnerable poor person in Mauritania is rural, lives in the southern regions and practices rainfed cultivation. She is vulnerable to drought, insect plagues and desertification. Her income is highly variable. She suffers from food insecurity, and her children are malnourished, often chronically. It is likely that her husband migrates for work for at least six months every year. Her access to basic social services such as health care, water and sanitation is very poor. She is illiterate, as are her children. If she is fortunate, she may live to the age of 57.

B. Policy, strategy and institutional context

National institutional context

16. The recent democratically held elections have resulted in a new Government (26 March 2007). IFAD's entry point is the Ministry of the Economy and Finance (in lieu of the Ministry of Economic and Development Affairs, which no longer exists), and IFAD will also continue to work through the Ministry of Agriculture and Livestock (in lieu of the Ministry of Rural Development, which no longer exists). IFAD and the Ministry of Agriculture and Livestock have a fruitful partnership based on mutual respect. The Ministry is currently responsible for two IFAD-funded projects. The Commissariat for Human Rights, the Fight against Poverty and Inclusion, with which IFAD was managing PASK, has now been incorporated in the newly created Ministry of Decentralization and Local Development. The Central Bank has a pool of high-calibre staff, and IFAD's ties with the bank will be strengthened during the implementation of this country programme. In terms of civil society, IFAD is working with the Association of Walo⁵ Users, the Union of Associations for the Participatory Management of Oases and the Union of Oases Investment and Credit Associations (MICOs).

National rural poverty reduction strategies

17. On 8 September 2000, the General Assembly of the United Nations adopted the Millennium Declaration and the eight Millennium Development Goals as an overarching framework to guide development efforts during the third millennium. In December 2000, in keeping with Millennium Development Goal 1, the elimination of absolute poverty and hunger, Mauritania formulated its CSLP. CSLP I was approved in January 2001 after a long participatory and consultative process within the framework of the Debt Initiative for Heavily Indebted Poor Countries, for which Mauritania was declared eligible in 1999. CSLP I covered 2001 to 2004; CSLP II covers 2006 to 2010. CSPL implementation reports are regularly published.
18. CSLP II envisages four thrusts: (i) relaunch economic growth, reduce external dependence, improve competitiveness and foster new opportunities for employment and income; (ii) anchor economic growth to poverty reduction and ensure that growth is equitable by supporting the development of those sectors that benefit the poorest the most; (iii) develop human resources and ensure that all citizens enjoy access to basic social services; and (iv) promote institutional development based on good governance and full participation by all in the fight against poverty.
19. **National gender strategy:** Within the framework of the preparation of CSLP II and the related action plan, a gender monitoring group was created. The main objective of the group was to promote the institutionalization and monitoring of gender mainstreaming through increased gender sensitization and training, as well as the development of relevant gender-specific indicators. The national gender strategy, approved in July 2006, seeks the social and economic empowerment of women in order to achieve more equitable development. One important recent achievement of the development community's coordination in the implementation of the national gender strategy has been the significant political campaign in favour of women that led to the election of women to more than 20 per cent of seats in local administrations and Parliament.

⁵ Low-lying land flooded during a portion of the year.

20. **Rural-sector development strategy and decentralization:** A rural sector development strategy was launched in 1998 and revised in 2001 to render it more coherent with the CSLP. The four strategic objectives of the strategy are to (i) invest in rural development in order to increase food security; (ii) ensure equitable access to sector resources; (iii) increase the supply and availability of the goods and services necessary for the sustainable development of the sector, and (iv) develop the management capacities required for participatory and sustainable development. A recent review of the implementation of the strategy has determined that the strategy is still appropriate and that activities should be fine-tuned according to the following priorities: (a) improve the institutional and regulatory framework; (b) increase production and productivity; (c) increase food security; (d) integrate agropastoral activities into markets; (e) improve the management of and raise the access to sustainable resources; (f) increase investments in rural infrastructure; (g) focus on social equity, gender and the reduction of rural poverty; and (h) strengthen rural institutions and the related actors.⁶ The review noted the inertia of the Government in the implementation of decentralization and local development interventions.

Harmonization and alignment

21. The development community is in full agreement with the need to coordinate pro-poor interventions and to harmonize the related procedures and actions. To facilitate this, the Government has created the following institutions: (i) an interministerial committee on poverty reduction chaired by the Prime Minister; (ii) a coordination committee chaired by the former Minister for Economic Affairs and Development established to encourage all partners involved social development, including civil society, to work under the supervision of the public administration; (iii) a CSLP technical committee composed of representatives of all economic and social stakeholders, private as well as public; and (iv) a donor committee chaired by the United Nations Development Programme (UNDP) and comprising representatives of all development partners active in Mauritania. IFAD is a non-resident member of the United Nations Development Assistance Framework and participates actively in the formulation of interventions supported by other partners. For example, the Fund sent representatives to the workshops organized by the World Bank with a view to formulating the World Bank's Country Assistance Strategy 2007-2010 and committed itself to promoting the exchange of experiences with other rural development partners in Mauritania. Finally, IFAD involved national and international stakeholders in the process of drafting, finalizing and approving the new COSOP.

III. Lessons from IFAD's experience in the country

A. Past results, impact and performance

22. Between 1980 and 2005, the Fund financed 11 projects in Mauritania at a total cost of US\$250 million. About 40 per cent of the cost was covered by IFAD loans (for US\$90 million). Mauritania is therefore one of the countries of Western and Central Africa that has benefited most from IFAD support over the past 25 years. Projects have been implemented at a rate of one new project every two years and an investment of US\$30 per capita. Eight of the projects are closed; three are ongoing.
23. A country programme evaluation undertaken by the IFAD Office of Evaluation published in 1998 offered an in-depth assessment of ongoing IFAD projects, a thorough analysis of the causes of rural poverty in Mauritania and suggestions for future intervention strategies and implementation modalities. It found that:
- (i) exploiting synergies for policy dialogue and investment lending may be an effective tool for improving the environment for rural development in Mauritania;
 - (ii) the effective participation of beneficiaries in project formulation and

⁶ Ministry of Agriculture and Livestock, April 2007, "État des Lieux et Perspectives du Secteur Agricole et Rural en Mauritanie".

implementation is critical for the achievement of the poverty reduction goals of IFAD in Mauritania; (iii) a significant departure from traditional arrangements for project implementation is needed to ensure protection from political interference, including systematic reliance on contractual arrangements with civil society institutions and on the competitive selection of project staff under time-bound contracts; and (iv) the close monitoring of agreed decisions on personnel and financial management procedures is essential for proper project implementation. The COSOP 2000-2004 and the subsequent design of the three ongoing IFAD interventions – PASK, the Maghama Improved Flood Recession Farming Project - Phase II (Maghama II) and the Oasis Sustainable Development Programme (PDDO) – drew heavily from the country programme evaluation and the lessons learned. The partnership established at the time between the Western and Central Africa Division and the Office of Evaluation in the context of the Mauritania portfolio is a success story in terms of knowledge sharing for improved design and implementation.

B. Lessons learned

24. The elaboration of this COSOP has benefited from a series of evaluations, reviews and supervision documents from which it has drawn lessons learned. These documents include the Office of Evaluation's interim evaluation of the Maghama Improved Flood Recession Farming Project (Maghama I, the original project) and its interim evaluation of the Oasis Development Project - Phase II (Oasis II); the Mid-Term Review of PASK (2006); a review of IFAD's rural finance portfolio in Mauritania (2006); a review of the gender dimension in the ongoing portfolio (2006) and a review of the community-driven approaches in the three ongoing projects (2006). Some of the most important findings are highlighted below.
 - (i) **Institution-building through the community-driven development (CDD) approach.** One of the most important achievements of the IFAD activities in Mauritania has been the support and development of institutions of the rural poor. The three ongoing projects are all based on a CDD approach applied at the village, community and oasis levels.
 - **Oasis II.** The interim evaluation of Oasis II highlighted the project's success in strengthening associations for the participatory management of oases, which, at the close of the project, had effectively taken over the responsibility of initiating, planning, directing and monitoring all oasis development activities. The interim evaluation also underlined that the participatory approach in implementation had an undeniable impact on social organization and in changing attitudes among oasis communities. The reverse migration from cities back to oasis communities was a new phenomenon, which the interim evaluation linked to the strengthened social cohesion and solidarity resulting from the support of Oasis II.
 - **Maghama I.** The interim evaluation of Maghama I noted that the CDD approach works when the village representatives are considered as equal partners in development and when the local administration agrees to hold dialogues with the village representatives. Moreover, according to the last United Nations Office for Project Services (UNOPS) supervision report on Maghama II (2006), the delegation of authority over local procurement to communities is a true step towards the effective participation of target groups in decision-making on issues important in their own lives and to their communities, while creating local employment opportunities in the communities.
 - **PASK.** PASK is currently experimenting with a CDD approach at the community level. The PASK Mid-term Review noted that, whereas, at project effectiveness, 19 of the 21 presidents of the commune coordination committees were the mayors of their communities, the recent democratic elections of the committees have meant that 19 of the 21 presidents are

now representatives of the villages supported by PASK. The CDD approach in the Mauritania portfolio is proving to be an effective means for strengthening the social capital of the rural poor and enabling them to become active players in decisions regarding their own development. Long implementation periods are necessary so that these processes may strengthen the capacities of the rural poor to build their own institutions.

- (ii) **Decentralization of targeting methodologies to organizations of the rural poor.** Once having undertaken geographical targeting, the provision of support to communities to establish their own internal self-targeting methodologies has proved effective. The interim evaluation of Oasis II underlined the fact that the project avoided the sectoral approach to development or the targeting of a specific group, but addressed the entire oasis population and guided them towards a process of participation in decision-making on development priorities and their expression through development plans. These plans were based on communal interests and did not exclude anyone a priori.
- (iii) **Specific activities for women.** The particularly disadvantaged situation of women requires that activities be designed to address the specific constraints experienced by women. The interim evaluation of Oasis II highlighted that, through the support it provided for income-generating activities and related microloans tailored to women, the project made a substantial contribution to the improvement of living conditions among women and their families. This was achieved through specific training for women and by facilitating women's participation in the development process. In the three ongoing IFAD projects, the focus on information, education and communication activities specific to rural women, including women's reproductive health and women's rights, as well as functional literacy among women, has been an important means of reaching out to this gender group.
- (iv) **The success of equitable land-use reforms depends on the participation of all parties in the development of the reforms.** The land-use agreement (*Entente Foncière*), a precondition for the effectiveness of Maghama I, required two years of negotiations and was eventually signed by land owners and poor farmers. It demonstrates the importance of working through local communities and the customary laws governing community assets. Involving the local notables in these processes was a necessary condition for success. Since 1994, 28 villages have been involved in the establishment of the land-use agreement. In August 2004, all 28 villages signed the agreement, and a study of the social aspects of the land use agreement was undertaken. The signing of the agreement is a unique demonstration of the ties of solidarity (social capital) existing in the project area, whereby landowners have agreed to facilitate land access among those people having no titles to land and costly and precarious access to land. The process of building consensus among the population for the use of communal resources is being repeated in conflict management between pastoralists and farmers and in the management of the El Atef natural reserve.
- (v) **Economic diversification improves food security.** The interim evaluations noted that, in both Maghama I and Oasis II, food security and income improved. In Maghama, food security improved through the increased production arising from recession agriculture. In the oases, food security improved as a result of simple food conservation techniques and the income-generating activities that led to higher incomes among the poorest oasis residents.

- (vi) **Rural finance can be successful if it is adapted to the local context, if it is professionally supported and if projects have the longer duration required for the creation of sustainable rural financial institutions.** The oasis projects have developed a network of 60 MICOs, the oasis version of the financial services associations that are innovative, ownership-based rural finance institutions and are currently the only reasonably extensive rural financial network in Mauritania catering to the rural poor.⁷ The MICO network is facing the challenge of professionalization and expansion. The village-based credit and savings banks set up under Maghama I have had little success due to poor design and a weak methodological approach. Different types of credit and savings banks are currently being tested under Maghama II. The region needs to be prepared to benefit from the opportunities offered by remittances, which are very large in the area, the most important gateway for international migration.⁸ The conditions for the development of sustainable microfinance systems have not yet been met in the PASK intervention area.
- (vii) **Infrastructure development (dams, roads, etc.).** The sustainability of infrastructure is heavily dependent on the degree of participation and commitment of beneficiaries and their ability to take charge of the technical and financial responsibilities for managing and maintaining the infrastructure. IFAD's low score in this area means that IFAD needs to ensure greater participation by beneficiaries.
- (viii) **Reforestation and dune stabilization activities.** These activities require the adequate training of community members in order to promote successful outcomes. IFAD's poor success rate in these activities in the oasis projects demonstrates that IFAD must train beneficiaries more effectively so they may become active partners in the more technical aspects of economic development projects.

IV. The IFAD country strategic framework

A. IFAD's comparative advantage at the country level

25. On the basis of the lessons learned, IFAD-supported interventions in Mauritania have allowed IFAD to develop particular expertise and insights in a number of sectors such as CDD, building rural microfinance services, agricultural production and food security.

B. Strategic objectives

26. IFAD and the Government place great importance on adopting collaborative approaches and seeking complementarities with other partners in development, as envisaged by the Paris Declaration on Aid Effectiveness. It is within this context that IFAD has been contributing to the donor's joint intervention matrix for 2006-2010 in response to CSLP II. As a result, the future areas of IFAD intervention fall within the strategic axes of CSLP II and are coordinated with the interventions of other donors. Thus, with particular reference to (i) the overarching objectives of CSLP II; (ii) the IFAD Strategic Framework 2007-2010; and (iii) the experience of past and ongoing interventions and the availability of incremental financial resources for development, the goal of this COSOP and of the corollary country programme is to achieve improved, diversified and sustainable livelihoods among rural poor women, men and youth. The purpose of the country programme is to build inclusive and sustainable institutional systems supported by pro-poor investments, policies and relevant innovation and learning engagements through the following three strategic objectives.

⁷ The AfDB has recently copied the MICO model for the creation of 10 savings and credit banks for livestock-raising in the two Hodh departments.

⁸ The rural finance portfolio review (October 2006) estimated that remittances in the area amount to UM 88.5 million (about US\$336,000) per month.

Strategic objective 1: Strengthen the institutions of the rural poor using CDD approaches.

27. This objective emphasizes institutional development and local partnership-building with rural communities as actors in their own development. The aim is to foster the institutional development of local communities so that community members may become major players in their own development. In order for this to occur, the capacities of community members must be strengthened within the framework of flexible, participatory approaches that envisage the modification of the rules of the game in terms of the relationships between the different players (i.e. within the household, between the wealthier and more vulnerable community members, between the communities and local government, etc.). The decentralized process will be supported by bridging the missing links, making the process more responsive to citizens and communities, while enhancing efficiency through community and communal composite planning and budgeting. Priority areas of action include the following: (i) enhancing the capacities of village, oasis and community organizations to plan, negotiate, manage and obtain funding for their development actions; (ii) strengthening the role, functions and representativeness of the apex structures of village, community and oasis associations built through previous and ongoing IFAD project interventions (the Union of Associations for the Participatory Management of Oases, the Association of Walo Users, the commune coordination committees, etc.), while supporting the representation of women and more vulnerable groups within these structures; (iii) building the links between the apex structures and decentralized government structures (the meso level); (iv) fostering knowledge exchanges on the outcomes of CDD; and (v) harmonizing IFAD's CDD approach and those of the World Bank, the Agence Française de Développement, UNDP, the German Agency for Technical Cooperation, the European Union, etc. in areas where all these organizations operate.

Strategic objective 2: Promote sustainable rural financial services.

28. IFAD has invested significantly in self-managed rural financial services in areas of Mauritania where the development of rural financial services is most difficult (areas characterized by remoteness from markets, low population density, low saving capacity, low educational levels, etc.). IFAD will now focus on making the existing rural financial services systems (MICOs and village savings and credit associations) sustainable by strengthening the economic and financial dimensions of these services, as well as their governance structures, while increasing outreach.⁹ Priority areas of action will include the following: (i) exploring the possibilities for the development of a specialized and autonomous rural finance unit able to provide professional support for the systems already in place, as well as for linking up with the rural finance implementation support facility established by the Western and Central Africa Division with United Nations Capital Development Fund in Dakar, Senegal; (ii) coordinating interventions with the African Development Bank (AfDB) and UNDP, which are also involved in rural microfinance programmes, to ensure the better coverage of the target population and mutual reinforcement among intervention modalities; and (iii) promoting knowledge exchanges on good practices in rural finance.

Strategic objective 3: Achieve sustainable agricultural development and food security.

29. Agricultural development and food security are clearly priorities among the rural poor and the Government. IFAD has thus far made important efforts to increase production, productivity and diversification in agriculture through the projects it has financed. This supply-side approach to agricultural development has been important in terms of increasing agricultural output and food security for the rural poor. The next step is to link markets and the marketable output that has become available as a result of earlier investments. This may be accomplished through marketing

⁹ IFAD's Decision Tools on Rural Finance, chapter 10.

analyses and the development of value chains. Access to markets for agricultural products in Mauritania has, until recently, been dependent on the road network, which is very expensive to maintain. Substantial investments are being made by the European Union, the Arab Fund for Economic and Social Development, the Kuwait Fund for Arab Economic Development, etc., to develop the road network, and these investments could help reduce this major constraint in the near future. However, access to markets also depends on linking producers with final consumers. Based on the lessons learned in Western and Central Africa in efforts to link farmers with private-sector buyers, the possibilities for the development of pro-poor commodity-chains could be explored in partnership with a selected private-sector operator. In conclusion, the priority areas of action under this strategic objective include the development of agricultural commodity chains that: (i) establish access to local, national and international markets, (ii) ensure the equitable distribution of the value added and guarantee that the rural poor access the increased value, (iii) establish a partnership between farmers and private-sector buyers downstream of the chain to ensure long-term sustainability, and (iv) promote knowledge exchanges on approaches to value chains.

C. Opportunities for innovation

30. IFAD's experience has allowed it to identify and support a range of innovative approaches and techniques with real potential for enhancing the effectiveness of the Fund's efforts to promote rural development in Mauritania. These innovations include (i) the truly participatory CDD approach in the implementation of the ongoing portfolio; (ii) the land-use agreement; (iii) six-month visits of husband and wife teams from Moroccan oases to Oasis II, which resulted in many interesting innovations being shared by people living in similar environments; and (iv) the MICO rural finance model. The efforts in the ongoing projects to build on these experiences by scaling up and scaling out will continue under the new COSOP.
31. The opportunities for further innovations will be linked to how well the specific issue of climate change and its potentially devastating effects on the rural poor of Mauritania is addressed. Partnerships with organizations working on new technologies in energy and the environment will be sought to explore the potential for the exploitation of affordable sources of renewable energy, such as wind and solar energy, that are locally adapted to the specific requirements of the rural poor.

D. Targeting strategy

32. The targeting approach of this COSOP has been established within the framework of the Government's national coordination and planning systems, as well as IFAD's targeting policy. The proposed targeting approach is three-pronged. The first prong is geographical: IFAD will focus its interventions on areas with high poverty rates and high concentrations of poor people. The second prong is community based: interim evaluations undertaken by the Office of Evaluation have suggested that, once geographical targeting has been implemented, the best second-level targeting approach is the one that guides communities to establish their own self-targeting mechanisms, without excluding anyone a priori. The third prong of the proposed targeting approach is focused on marginal groups: specific targeting activities are designed to benefit socioeconomic or gender groups within communities that are particularly disadvantaged, such as is surely the case of farmers practicing rainfed cultivation without access to remunerative income-generating activities. This has been the purpose, for example, of the development of specific microenterprise activities among women through the oasis development projects, as well as the information, education, communication and functional literacy training among women and youth in PASK and Maghama II.

E. Policy linkages

33. **Contributions to the pro-poor evolution of national policies:** This COSOP is well aligned with the Government's development strategy as defined in CSLP II. The COSOP strategic objectives and implementation modalities reinforce the objectives and components of CSLP II, thus contributing to the realization of Mauritania's national development objectives, namely, those linked to (i) the economic activities and well-being of the poor, (ii) the development of the agricultural and rural sector, (iii) the development of human resources and access to basic infrastructure, and (iv) institutional development achieved through good governance and the participation of all actors. The implementation of this COSOP will likely contribute to the following important adjustments in the current policies of CSLP II:
- Support for the development of recession cropping is hampered by lack of security of access to land by the most vulnerable groups. When attempts to apply the existing land code to local realities failed, the implementers of Maghama I developed an effective procedure for helping owners and farmers to work out mutually acceptable agreements. The legislation on land matters needs to be revised to provide a legal framework for this successful approach.
 - Support for the sustainable development of productive resources, particularly in the oases, requires the development and application of locally appropriate measures to protect local natural resources and promote the environmentally sound exploitation of these resources. A thorough reform of rural codes is therefore necessary.
34. **Support for pro-poor policy dialogue:** As one of the signatories of the Paris Declaration, IFAD has agreed to contribute to the strengthening of national development strategies and the corresponding operational frameworks. Under the new COSOP, IFAD will participate in the workshops that the Government organizes periodically to evaluate and update CSLP II and in meetings of the donor committees chaired by UNDP, particularly those that focus on poverty reduction issues. The areas for policy dialogue ensuring that (i) apex structures are recognized as partners in negotiations in undertaking development actions in the areas where these structures are located, (ii) local procurement is decentralized to community, village and oasis development committees, (iii) rural finance interventions are in line with best practice and (iv) oil proceeds are utilized to lift the rural poor out of poverty.

V. Programme management

A. COSOP management

35. To make this COSOP a tool for the joint planning and monitoring of IFAD-supported interventions in Mauritania, the following tasks are to be undertaken with Government and are to be considered essential in enabling the satisfactory implementation of the COSOP: (i) organize a review-cum-planning meeting at the end of each year to be attended by stakeholders involved in IFAD-supported operations in the country; the aim would be to assess the status of the implementation of the COSOP and of other ongoing interventions and to define targets and resources for the forthcoming year; (ii) organize a joint mid-term review mission in February 2010 to assess the status of the implementation of the COSOP, the lessons learned and any remedial measures required to enhance impact; and (iii) prepare a COSOP completion report in September 2012.

B. Country programme management

36. **Country programme implementation partnership:** The management of the country programme is the responsibility of the Government. Currently, this involves the Ministry of the Economy and Finance and other responsible administrations,

including the Ministry of Agriculture and Livestock and the Ministry of Decentralization and Local Development. Mauritania is not part of IFAD's field presence pilot programme and does not have any proxy field presence; the country programme is therefore fully managed by the country programme manager. In order to improve this situation, IFAD envisages working together with the Government to set up a CPIP. The CPIP will include a field-level team composed of representatives of the Government, the United Nations and other donors, the three ongoing IFAD-funded projects, UNOPS, farmer organizations, NGOs, other service providers and the private sector. This field-level team will be linked with the IFAD country programme manager and a headquarters country team. CPIP will meet in the field one or two times per year to discuss implementation issues and the progress of the IFAD country programme, innovations, partnerships, successes and failures. CPIP will establish ties with FIDAFRIQUE, particularly with the forums on CDD, gender and public-private partnerships. CPIP will coordinate farmer exchanges with other IFAD-funded projects or with projects financed by other donors. CPIP will hold knowledge-exchange seminars on specific topics (e.g. rural finance, CDD, gender and development, etc.), during which best practices and innovations will be identified, feeding into IFAD's thematic groups and the Government's modus operandi.

37. **Supervision:** Supervision of the ongoing portfolio is currently being undertaken by UNOPS. The work of the UNOPS portfolio manager is of very high quality. The established practice whereby IFAD's country programme manager participates in the UNOPS supervision missions helps to promote the message that IFAD and UNOPS work as a team, helps transmit to UNOPS and other field partners the new initiatives and requirements of IFAD and provides the essential link to knowledge management and innovation scouting for the better design, implementation and impact of IFAD projects and programmes. CPIP will provide support for supervision, thereby helping IFAD to increase its involvement in direct supervision.
38. **Project at risk ratings:** The ongoing portfolio currently faces no major risks.
39. **Management and retrofitting:** Country programme implementation will incorporate the three currently ongoing projects.

C. Partnership

40. **Institutional collaboration:** IFAD will collaborate with the newly created Ministry of Agriculture and Livestock in the implementation of Maghama II, the Oasis Sustainable Development Programme and future interventions. Collaboration agreements have also been signed at the project-level with the World Bank for the implementation of the Oasis Sustainable Development Programme, for coherence in the implementation of the CDD approach and Maghama II and for increased funding. Institutional collaboration will be sought with the Global Environment Facility through the development of a new project. Institutional collaboration will continue with OFID for infrastructure works and will be established with the newly created Ministry of Decentralization and Local Development, which is now responsible for PASK. Collaboration with the Food and Agriculture Organization of the United Nations will be sought for technical assistance in research and development activities, including ecologically friendly mechanisms for fighting pest and predator attacks. Collaboration will be sought with the World Food Programme to address severe child malnutrition in the PASK intervention area and, if possible, the development of drought contingency plans. Collaboration with AfDB and UNDP will be sought for the joint development of sustainable rural financial services.
41. **Institutional coordination:** IFAD-financed interventions will continue to focus on work through partnerships and in close consultation with key stakeholders. The key institutions with potential complementarities with IFAD include the World Bank, Agence Française de Développement, the German Agency for Technical Cooperation for strategic objective 1; AfDB, UNDP and the Central Bank for strategic objective 2 and AfDB and private-sector operators for strategic objective 3.

D. Knowledge management and communication

42. Knowledge management is an essential part of this strategy because, through learning in the field, better implementation, programme design and impact may be achieved. First, knowledge sharing and learning will start in the field through farmer exchange programmes within the Mauritania portfolio and with IFAD programmes in other countries of Western and Central Africa. Second, workshops on specific themes (e.g. rural finance, CDD, etc.) will be organized in Mauritania so that best practices can be identified, shared and documented among partners. Because all Mauritania projects are linked to FIDAFRIQUE, the lessons learned and best practices will be shared through this Internet-based programme and fed into IFAD's knowledge management tools (thematic groups, learning notes, decision tools, poverty portal, etc.). Clearly, all project monitoring and evaluation systems function as learning tools to steer implementation towards increased impact.

E. Performance-based allocation system financing framework

43. Based on IFAD's PBAS, the level of funding for year 1 of COSOP is US\$11.5 million over three years. The impact of project and sector performance on the performance-based allocation is outlined in table 1.

Table 1

Relationship between performance indicators and country score

<i>Financing scenario</i>	<i>PAR rating (+/- 1)</i>	<i>Rural sector performance score (+/- 0.3)</i>	<i>Percentage change in the PBAS country score relative to the base scenario</i>
Hypothetical low case	5	3.51	-21
Base case	6	3.81	0
Hypothetical high case	6	4.11	+6

F. Risks and risk management

44. Currently, the major foreseeable risks include:
- **Equitable investment of oil revenues:** Very few countries have succeeded in properly managing the important financial flows arising from the exploitation of non-renewable resources. Indeed, the failure to invest incremental resources for the benefit of all categories of the Mauritanian population could lead to conflict. The Government can reduce this risk by promoting equitable development through the implementation of CSLP.
 - **Change in institutional arrangements:** Recent changes in the Government's institutional structure (new ministries and closed ministries) that resulted after the recent elections may adversely affect the implementation of the IFAD programme. The establishment of CPIP will help mitigate this risk.
 - **Climate change and predator attacks:** Mauritania is extremely vulnerable to drought and predator attacks (locusts, ticks, birds). The development of adaptive measures such as adequate early warning systems and drought contingency plans would allow the rural poor to develop pre-emptive measures that could be supported by, for example, sustainable land management to be promoted through the development of a Global Environment Facility-funded programme.

COSOP consultation process

1. Aiming to build a coordinated strategic approach based on the country's development priorities as outlined in Mauritania's Poverty Reduction Strategy (*Cadre Stratégique de Lutte Contre la Pauvrete-CSLP II*), of which the second action plan (2006-2010)¹⁰ has recently been finalized, this COSOP is based on in-depth discussions with the Government of Mauritania, other donors, civil society and other partners in development. The COSOP consultation process had in fact begun in late 2004 but came to a halt in August 2005 when Colonel Ely Ould Mohamed Vall, at the head of a 17-member Military Council for Justice and Democracy, seized power in a bloodless coup. He pledged to fight corruption, guarantee freedom of the media, eliminate poverty, alleviate unemployment, handle oil revenues with transparency and promote the role of women and young people in public life. The reform-minded transitional government of Colonel Vall effectively conducted Mauritania's transition to democracy, a process which included: (i) a constitutional referendum in June 2006; (ii) parliamentary and municipal elections in November 2006; (iii) elections to the Senate in January 2007; and (iv) Presidential elections in March 2007. Once IFAD was assured that the promised reforms were actually being undertaken by the transitional Government and that the Government was indeed able to assure economic and political stability, it was able in the Spring of 2006 to reactivate the COSOP consultation and formulation process.
2. In terms of background documents, the Country Portfolio Evaluation (CPE)¹¹ published by IFAD's Office of Evaluation (OE) in 1998 continues to be a solid, key background document. The CPE provided, in addition to an in-depth assessment of the implementation situation of IFAD ongoing projects at the time, a thorough analysis of the causes of rural poverty in Mauritania and suggestions for future intervention strategies and implementation modalities, some of which are still valid today. Since then, a series of evaluations, reviews and supervision documents undertaken at project level have identified IFAD's achievements and lessons learned for an efficient country strategy design. These include the Interim Evaluation (IE) of the Maghama Improved Flood Recession Farming Project I¹², the IE of the Oasis Development Project Phase II¹³; the mid-term review of the Poverty Reduction Project in the Aftout Sud and Karakoro (2006)¹⁴. The COSOP design also extensively benefited from the two most recent poverty analyses published by the Mauritanian authorities and which are used to monitor progress under the CSLP: the *Enquêtes Permanente sur les Conditions de Vie des Menages* (EPCV) undertaken in 2000 and 2004, the main results from which are reported both in the World Bank Country Assistance Strategy (CAS) 2007-2010 and in the CSLP II (2006-2010).
3. The COSOP consultation and formulation process involved a number of steps among which:
 - review of available documents and evaluation of the performance and impact of IFAD-supported interventions in Mauritania between 1980 and 2005 (April-May 2006);
 - participation in the development of the World Bank's Country Assistance Strategy (CAS) 2006-10 (and from which this COSOP has included some sections), including the CAS validation workshop of June 2006 and contribution to the Donor Joint Assistance Strategy matrix 2006-2010 linked to the CSLP's second action plan (May-June 2006);

¹⁰ The first action plan covered the period 2000-2004.

¹¹ IFAD, Office of Evaluation and Studies, 1998. *République Islamique de Mauritanie: Évaluation du Portefeuille des Projets Finances par le FIDA*, Volumes I-III.

¹² IFAD, Office of Evaluation, 2001. *République Islamique de Mauritanie: Évaluation Interimaire du Projet d'Amélioration des Cultures de Décure à Maghama*.

¹³ IFAD, Office of Evaluation (OE), 2002. *République Islamique de Mauritanie: Évaluation Interimaire du Projet de Développement des Oasis - Phase II*.

¹⁴ The mid-term review report is available in the West and Central Africa Division, IFAD.

- COSOP in-country design mission (July 2006) which included: (i) meetings and discussions with relevant Ministries, donors and other partners working in the rural sector of Mauritania; (ii) field visits to the three ongoing IFAD projects, meetings and discussions with community-based associations and IFAD project target group members and (iii) review of the institutional, regulatory and policy environments of the rural sector in Mauritania (see annex II);
- presentation of a draft COSOP to an IFAD PDT (November 2006);
- organization of three portfolio review missions to fill certain gaps of the COSOP: (i) rural finance review mission in October 2006 (see annex III); (ii) gender portfolio review mission of November-December 2006 (see annex IV) and (iii) community-driven development review mission of November-December 2006 (see annex V)
- commissioning and supervising a thesis on “Amartya Sen’s Capability Approach in Targeting the Rural Poor in Mauritania”¹⁵;
- in country workshop (February 2006) to discuss and validate the draft COSOP, with representatives from IFAD, UNOPS, the Government of Mauritania, donors, staff of IFAD ongoing projects, NGOs, farmer organizations as well as other partners (see annex I)
- finalization of the COSOP and presentation to IFAD management (June/July 2007).

¹⁵ Kim, Suyun. 2007. *The Capability Approach in Targeting the Rural Poor in Mauritania*. Master’s in Human Development and Food Security, University Roma III.

Atelier de concertation sur les stratégies d'intervention du FIDA en Mauritanie (COSOP) 21 Février 2007

Rapport de synthèse

1. Objectifs et portée

1. L'atelier Atelier de concertation sur les stratégies d'intervention du FIDA en Mauritanie (COSOP) organisé conjointement par le Ministère des Affaires Economiques et du Développement et le FIDA, le 21 février 2007 s'inscrit dans la dynamique d'échange et de concertation autour des programmes de coopération du FIDA en Mauritanie. Cet atelier visait les principaux objectifs suivants:
 - Présenter et discuter avec les administrations et les autres acteurs nationaux le projet de COSOP avant son adoption par le Conseil d'administration du FIDA
 - Valider avec les participants le document du COSOP
 - Recueillir les propositions et suggestions de la partie nationale en vue d'améliorer et de préciser le contenu du COSOP
 - Enclencher une dynamique de concertation et d'échange favorable à l'appropriation du COSOP
 - Contribuer au Renforcer les espaces de communication entre le gouvernement et le FIDA pour une meilleure mise en œuvre des projets FIDA en Mauritanie.
2. L'atelier a réuni les principaux acteurs et partenaires institutionnels et associatifs dans la planification, le financement, l'exécution et le suivi évaluation des projets de développement notamment
 - Les administrations et directions techniques des ministères
 - Les projets FIDA
 - Les agences du système des Nations Unies
 - Les agences de coopération bilatérale
 - Les organisations non gouvernementales
 - Les associations communautaires de base et associations des bénéficiaires
 - L'association des maires
 - Le secteur privé
 - Le FIDA
 - L'UNOPS

2. Déroulement

3. Les travaux de l'atelier se sont déroulés sous la présidence du Chargé de Mission auprès du Ministre des Affaires Économiques et du développement.
4. Le CPM et le consultant ont fait une présentation détaillée du document d'exposé des stratégies d'intervention COSOP. A l'issue de la présentation du COSOP, les débats en plénière ont été ouverts et des échanges fructueux ont permis de recueillir les points de vue des participants et d'apporter des réponses de clarification aux questions posées. Après les discussions en plénière, trois groupes de travail (finance rurale, CDD, filières agricoles) ont été constitués pour analyser le document et formuler les propositions pour son amélioration. Une restitution des travaux de groupe a été faite et des discussions s'en sont suivies.

3. Conclusions et recommandations

5. Les participants se sont félicités de la qualité du document d'exposé des stratégies d'intervention du FIDA en Mauritanie et l'ont validé moyennant les observations et recommandations suivantes:
 - réviser et corriger les données et informations contenues dans certains paragraphes notamment les données sociales et démographiques et les données sur le pétrole
 - revoir et actualiser les données relatives aux interventions des différents partenaires en particulier les agences des Nations Unies
 - promouvoir des institutions des ruraux pauvres durables par l'amélioration des techniques de ciblage de bénéficiaires, la mise en place des mécanismes locaux de concertation et des cadres nationaux de consultation et de coordination
 - Assurer l'inclusion des plus pauvres femmes, et des jeunes dans la prise de décision:
 - combiner les critères nationaux (CSLP) d'évaluation de la pauvreté et la perception locale des communautés.
 - mener des enquêtes (Études par des expertises avérées
 - tenir compte dans cette approche communautaire des dimensions de la pauvreté monétaire et d'accès à des biens durables
 - favoriser les débats et instituer l'approche focus groupe pour un meilleur ciblage des propriétés /prise de décision.
 - promouvoir la décentralisation pour l'élaboration / adoption des plans villageois de développement en impliquant les communes.
 - agréger les différents plans villageois en PDC
 - impliquer les communes dans l'adjudication des marchés villageois
 - renforcer les capacités des communautés villageoises et les communes dans la gestion des marchés (adjudication, suivi et contrôle...)
 - approfondir la réflexion sur les procédures de passation des marchés communautaires à petite échelle
 - fédérer toutes les interventions (État, bailleurs) au sein d'un seul comité de développement villageois: concertation, bailleurs, gouvernant au plan national, pilotée par le MAED
 - accorder une attention particulière au développement des filières dattes, maraîchage, élevage (petits ruminants), céréales et cultures pluviales
 - améliorer les productions par la lutte contre les ennemis des cultures, l'augmentation des rendements et les techniques de stockage + emballage
 - appuyer les IMF rurales dans une perspective de professionnalisation en respectant les règles de subventions au développement et apportant l'appui technique
 - définir une politique de crédit /IMF qui tient compte de l'adaptabilité des produits financiers par rapport aux cibles, au calendrier des activités, l'encouragement de l'épargne locale et la définition des critères d'éligibilité au crédit par rapport à la demande de crédit (activité)
 - mettre en place des critères de priorisation de l'intervention en différenciant entre les besoins des pauvres et des moins pauvres
 - prévoir la subvention d'équilibre à l'occasion de la création de toute IMF, équipement, locaux et fonds de roulement.

Country economic background

Land area (km² thousand) 2004 1/	1025	GNI per capita (USD) 2004 1/	530
Total population (million) 2005 1/	3	GDP per capita growth (annual %) 2003-04 1/	4.5
Population density (people per km²) 2005 1/	3.4	Inflation, consumer prices (annual %) 2005 1/	12.1*
Local currency: Mauritania Ouguiya	MRO	Exchange rate: USD 1 =	218.250
Social Indicators		Economic Indicators	
Population (average annual growth rate) 1990-2004 1/	2.7	GDP (USD billion) 2005 1/	1.9
Population annual growth 2005 /2	2.6	<u>Average annual rate of growth of GDP 3/</u>	
National poverty rate 2004 1/	46.7	1990-1999	4.5
Crude death rate (per thousand people) 2004 1/	14	2000-2004	4.7
Crude birth rate per 1,000 people 2004 1/	41	<u>Average annual rate of growth of real per capita GDP 3/</u>	
Migration rate (per thousand people) 2004 1/	27	1990-1999	1.6
Infant mortality rate (per thousand live births) 2005 1/	78	2000-2004	1.8
Under-five mortality rate (per 1 000) 2005 1/	125		
Life expectancy at birth (years) 2005 1/	53.7	<u>Sectoral distribution of GDP 2004 1/</u>	
Population age composition (as % of total population) 2004 1/		% agriculture	18
Ages 0-14	43.1	% industry	24
Ages 15-64	53.5	% manufacturing (calculated as 5% of industry)	10
Ages 65+	3.4	% services	48
Proportion of males to females 1/	0.95		
Ratio of estimated female to male earned income 2/	0.5	<u>Consumption 2005 4/</u>	
Rural population (%of total population) 2004 3/	37	General government final consumption expenditure (as % of GDP)	22.5
Number of rural poor (million) 2004 3/	1.1	Household final consumption expenditure, etc. (as % of GDP)	92.4
Rural population below the poverty line (%of total rural population) 2004 5/	59	Gross domestic savings (as % of GDP)	-14.9
Total labour force (million) 2005 9/	1.6	Average inflation consumer prices (annual %) 2000-2004 7/	6.5
Unemployment rate (% total labour force)2004 9/	31.2		
Female labour force as % of total 2004 8/	39.1	Balance of Payments (USD million)	
Labor force employed in agriculture (% of total laabor force) 2004 7/	40	Merchandise exports 2004 1/	400
Female participation rate (% of female labour force) 2006 9/	54.1	Export of goods and services (as a % of GDP) 2004 1/	29
Male participation rate (% of male labour force) 2006 9/	83	Export growth (%) 2004-05 5/	47.8
Education		Export average annual growth (%) 2001-04 /5	5.6
School enrolment, primary (% gross) 2004 1/	94	Merchandise imports 2004 1/	410
Primary completion rate 2004 (% of population) 1/	43	Balance of merchandise trade	-10
Adult illiteracy rate (% age 15 and above) 2005 1/	49	Current account balances (USD million) 4/	-517
Adult literacy rate (% ages 15 and older) 2004a - female 3/	43	before official transfers 2004 1/	na
Adult literacy rate (% ages 15 and older) 2004a - male 3/	60	after official transfers 2004 1/	na
General government expenditure on education (% GDP) 2003-04 2/	3.4	Foreign direct investment, (million) net 2004 1/	300
Nutrition		Current account balance (as a % of GDP) 2005 7/	-46.9
Daily calorie supply per capita		Current account balance (as a % of GDP) 2006 7/	-9
Malnutrition prevalence, height for age (% of children under 5) 2004 1/	34.5	Government Finance	
Malnutrition prevalence, weight for age (% of children under 5) 2004 1/	31.8	Overall surplus/deficit (as % of GDP) 2005 4/	2.4

		Fiscal deficit (as % of GDP) 2005 1/	-8.8
		Fiscal deficit (as % of GDP) 2001-2004 8/	-9.9
Health		Total <i>final consumption</i> expenditure (% of GDP) 2004 4/	21.9
Health expenditure, total (as % of GDP) 2004 1/		Total external debt (USD million) 2004 4/	2 297
General government expenditure on health (% GDP) 2003-04 2/	3.2	Total debt/GDP 2004 4/	148.4
Share of total expenditure on health 2003 3/	77	Present value of debt (as % of GNI) 2003 1/	73
Share of total government expenditure 2003 3/	14	Total debt service (% of exports of goods and services) 2004 4/	8.9
Physicians (per thousand people) 2004a 2/	11	Interest payments/GDP 2004 4/C16	1.2
Total Population using improved water sources (%) 2002 3/	56	Lending interest rate (%) 2004 1/	21
Rural population with sustainable access to improved water sources (%) 2002 3/	45	Deposit interest rate (%) 2004 1/	8
Population with access to essential drugs (%) 1999 2/	na		
Total Population using adequate sanitation facilities (%) 2004 2/	34		
Rural population with sustainable access to improved sanitation facilities (%) 2002 3/	9		
Agriculture and Food			
Agriculture (value for food na) imports (% of merchandise imports) 2004 3/	84		
Fertilizer consumption (hundreds of grams per ha of arable land) 2004 1/	40		
Food production index (1999-01=100) 2004 3/	109		
Yields of irrigated rice (tons per ha) 2003-05 8/	4.2		
Yield of dryland food crops (tons per ha) 2004 8/	0.8		
Land Use			
Arable land as % of land area 2001-03 1/	0.5		
Forest area as % of total land area 2001-03 1/	0.3		
Irrigated land as % of cropland 2001-03 1/	9.8		

a/ Data are for years or periods other than those specified.

1/ World Bank, *World Development Indicators* 2006 & the *Little Data Book* 2006

2/ UNDP, *Human Development Report*, 2005

3/ World Bank, *Africa Development Bank Indicators* 2006

4/ World Bank, *Mauritania at Glance* 2006 (prepared by country unit staff)

5/ World Bank, *Country Assistance Strategy 2006-2010* (some data source are from the Islamic Republic of Mauritania, Household Survey 2004)

6/ UNICEF statistics - data elaborated from the World bank.
(http://www.unicef.org/infobycountry/mauritania_statistics.html)

7/ *Economic Intelligence Unit, Country Report April* 2007

8/ PRSP II

9/ ILO African Development Trend 2007

* Inflation is forecast to remain in single digits at 8% in 2007 and 6.4% in 2008 (EIU Mauritania Country Brief 2007). 5.6% is the average inflation rate recorded for the period 1990-2004 (source 2/ (UNDP 06)

COSOP results management framework

Column 1-Country Strategy Alignment	Columns 2-4-Key Results for COSOP			Column 5-COSOP Institutional/Policy Objectives
<i>Poverty Reduction Strategy (CSLP) target</i>	<i>COSOP strategic objectives</i>	<i>COSOP outcome indicators related to the strategic objective</i>	<i>COSOP milestone indicators showing progress towards SO</i>	<i>Specific policy/institutional ambitions related to the SO</i>
<p>CSLP Strategic objective 4: Improve governance and build institutional capacities through</p> <p>4.4.2 strengthening the tools and capacities to plan and manage at local level;</p> <p>4.5.1 strengthening the management capacity and organization of civil society organizations</p>	<p>SO1: Strengthen institutions of the rural poor using community-driven development approaches</p>	<p>The Union of the AGPOs is recognized by its base as its official representative on all questions concerning Oases development and has established linkages at the decentralized communal levels by 2010.</p> <p>The Association of <i>Walo</i> users is recognized by its base as its official representative; through membership payments it is able to effectively manage the <i>Walo</i> infrastructure entrusted to them by GoM by 2009.</p> <p>Priority investments negotiated, planned and managed by rural poor: 80 per cent of the target group uses the infrastructure and services provided (70.000 in Oases, 150.000 in Aftout and Karakoro and 74.000 in Maghama).</p> <p>20 per cent of all management committee positions are held by women by 2010.</p>	<p>69 executive committees of the associations for the participatory management of the oases (AGPOs) are democratically elected and membership in the Union of the AGPOs by paying their quotas, 22 village development committees in the Maghama region have democratically elected members in the Association of the <i>Walo</i> users and pay their membership quotas.</p> <p>69 participatory oasis development plans, 21 participatory communal development plans and 22 participatory village development plans are established. The oases and village development plans are included in the decentralized communal development plans.</p> <p>Capacity-building programs include specific training for women and girls, particularly for increasing their decision-making roles.</p>	<p>GoM accepts delegation of procurement for local shopping to village/oasis/communal management committees through a decree.</p> <p>The three ongoing projects share experiences and lessons learned on the CDD intervention approaches, promote best practices among each other and establish how best to develop linkages between the grass-roots and the meso-level.</p> <p>IFAD, WB, UE and other donors coordinate and promote a similar CDD intervention approach at least in the areas where they operate together.</p> <p>Contribute to an IFAD CDD decision tools document.</p>

<p>CSLP Strategic Objective 2: Promote access to capital and to its economic activities (anchor economic growth to the economic conditions of the poor) through:</p> <p>2.3.1 Improving the access of the rural poor to microcredit</p>	<p>SO2: Promote sustainable rural financial services</p>	<p>MICOs report on the MIX market by end 2010.</p> <p>CAVECs begin to access the large remittances in the Maghama region by 2011.</p>	<p>The current Oasis Mutual Investment Associations system (MICOs) is redressed: all MICOs not having adequate reimbursement rates by end of 2007 are closed down; MICOs receive professional assistance through a contract established with a microfinance operator by end 2007; an analysis is made of densification and product diversification possibilities by end 2008; MICOs substantially increase outreach by 2010.</p> <p>Two CAVEC are established with the support of a professional microfinance operator, one in ARR and one in Maghama by end 2008.</p>	<p>Establishment of a national rural finance unit together with AfDB and UNDP.</p> <p>Creation of MICO unions together with the AfDB-funded CECELS.</p> <p>Contribution to the WCA rural finance action plan and IFAD rural finance policy.</p>
<p>CSLP Strategic Objective 2: Promote access to capital and to its economic activities (anchor economic growth to the economic conditions of the poor) through:</p> <p>2.1.3 Diversify, enhance sustainability and intensify crop production</p>	<p>SO3: Achieve sustainable agricultural development</p>	<p>At least five commodity-chains linking the rural poor to markets in partnership with the private sector are operational by 2011.</p>	<p>Pro-poor commodity-chain potential development analysis undertaken in 2007.</p>	<p>Current and planned investments in the road network, also linking poorest rural areas to markets, respect planned delivery schedules.</p>

Previous COSOP results management framework

(a) Context

1. The 2000-2004 Country Strategic Opportunities Paper (COSOP) of IFAD, was not designed along a Results Management Framework such as is foreseen today. This appendix thus provides an overview of the main results achieved *vis-à-vis* the COSOP's defined priorities rather than *vis-à-vis* baseline indicators. Despite the fact that the COSOP's time-frame, 2000-2004, was exactly the same as that of Mauritania's first action plan (2000-2004) under its Poverty Reduction Strategy (*Cadre Stratégique de Lutte Contre la Pauvreté*-CSLP), the COSOP was actually designed before the CSLP and its relative action plan were approved. Thus, the COSOP actually makes reference to Mauritania's national strategy for poverty alleviation of 1997 identified by the specialized agency for poverty reduction, the *Haut Commissariat pour la Lutte contre la Pauvreté*, and which focused on five key objectives: (i) labour intensive public works, (ii) credit schemes for microenterprises and artisanal fisheries, (iii) development of rural community infrastructures, (iv) support to improved decentralized service delivery; and (v) the establishment of a poverty monitoring system.
2. Between 1994 and 2001, due to the persistence of a non-conducive environment for rural development, there were no new IFAD-funded projects in Mauritania. The country portfolio evaluation undertaken by IFAD's Office of Evaluation and Studies (OE)¹⁶, in collaboration with the West and Central Africa division (PA) and published in 1998, gave an in-depth assessment of IFAD ongoing projects, a thorough analysis of the causes of rural poverty in Mauritania and suggestions for future intervention strategies and implementation modalities such as: (i) exploiting the synergies for policy dialogue and investment lending can be an effective tool for improving the environment for rural development in Mauritania; (ii) effective participation of beneficiaries, without excluding anyone, in project formulation and implementation is critical for the achievement of the poverty reduction goals of IFAD projects in Mauritania; (iii) significant departure from traditional arrangements for project implementation is needed in order to ensure full autonomy of project management units, explicit protection from political interference, including systematic reliance on contractual arrangements with civil society institutions and on competitive selection of project staff under time-bound contracts; (iv) close monitoring of agreed decisions on personnel and financial management procedures is essential for proper project implementation.
3. The COSOP 2000-2004 and the subsequent design of the three currently ongoing IFAD interventions, the PASK, the Maghama Flood Recession Project Phase II (Maghama II) and the Oasis Sustainable Development Programme (PDDO), all drew heavily from the CPE and the lessons learned described above. The COSOP aimed at renovating and strengthening the collaboration and policy dialogue with the Government of Mauritania (GoM) in order to mainstream rural development in national policy agenda, increase empowerment of rural populations, and cooperate more with civil society institutions. It should be highlighted that the partnership established at the time between the WCA division and OE within the context of the Mauritania portfolio can be considered a successful story in terms of knowledge sharing for improved design and implementation.

(b) IFAD Proposed Strategy under the COSOP 2000-2004

4. Aiming at mainstreaming the policy issues and investment opportunities most critical to the well being of the rural poor, IFAD planned to use a two-pronged approach: (i)

¹⁶ Today's Office of Evaluation.

exploiting the synergies between policy dialogue and investment funding; and (ii) leveraging its capacity for policy dialogue and its finite financial resources through strategic alliances and partnerships with other donors sharing the same objectives and approaches. Interventions were envisaged to focus on the promotion of:

- the empowerment of rural populations, particularly the IFAD target group, to participate effectively in setting local development priorities, in defining and implementing local development programs, and in partaking of their benefits;
 - the development of grass-roots organizations with enhanced capabilities for advocacy and program design and implementation;
 - the decentralization of rural development processes through the establishment of effective mechanisms for transferring resources to the rural populations for the funding of local development programs that address their priorities; and
 - the alleviation of the access problems faced by the rural poor to land tenure security, to financial capital, and to markets.
5. The following cross-cutting issues chiefly guided the COSOP:
- **Targeting** the most vulnerable among the rural poor, those excluded from decision process and from the benefit of economic growth such as: (i) former slaves and other lower castes that have settled after independence in camps around towns and along major roadways, called "adwaba"; (ii) women and youth and (iii) small farmers depending of rain-fed agriculture for their livelihood.
 - **Policy dialogue** with the GoM to address those issues most critical to the interests of IFAD target groups such as: (i) design and mainstream a legal framework for the establishment of local development organizations; (ii) strengthen rural decentralization through capacity-building; and (iii) ensure that reforms and land tenure are not biased against landless farmers and other vulnerable groups and that they provide for their secured access to extended use rights and farm land.
 - **Partnerships and strategic alliances building** as essential both to leveraging the needs of the most rural poor disadvantaged groups and to meeting the funding requirements of proposed action. Among the potential partners mentioned in the COSOP were: (i) the German-cooperation and the WB as possible partners targeting most disadvantaged rural groups and strengthening the decentralization process; (ii) the Arab Fund for Economic and Social Development (AFESD), and the European Union to provide financial support to rural infrastructure activities in the Oasis regions; and (iii) Local and international NGOs to be partners in project implementation.
6. In view of an enhanced lending portfolio the COSOP envisaged funding three operations during the period 2000-2004 through concessional loans.
- (c) Main results achieved by IFAD during COSOP implementation**
7. The COSOP served as the guiding framework of the three new projects financed by IFAD between 2001 and 2004 for an overall concessional loan amount of US\$33 million (just 15 per cent less than the US\$39 million overall loan amount for the previous eight projects approved between 1980 and 1994.
8. After seven years since IFAD's Board approved the last loan to Mauritania, in October 2002, July 2003 and November 2004, the following three operations respectively became effective (i) the Poverty Reduction Support Project in Aftout South and Karakoro (PASK) in support of the *Adwaba* communities; (ii) the Maghama Flood Recession Project Phase II (Maghama II) targeting the rural poor in rain-fed and flood recession farming areas; and (iii) the Oasis Sustainable Development Programme (PDDO) seeking to broaden the support provided to the rural poor populations of the oasis regions.
9. In terms of cofinancing, it should be highlighted that the GoM has given high priority to the IFAD portfolio since it is contributing with counterpart funding amounting to

US\$20 million, about sixty percent of IFAD's overall total loan amount for the three projects of US\$33 million: (i) US\$8.12 million HIPC funding in support of the rural infrastructure investments prioritized by the target group in the communal development plans under the PASK project (US\$11.3 million IFAD loan and US\$3.49 million OFID loan); (ii) US\$8.15 million to the PDDO (US\$11.41 million IFAD loan); and (iii) US\$1.25 million additional, unexpected resources after three years of implementation of the Maghama II project plus the original US\$1.42 million counterpart funds while the World Bank also recently contributed an unforeseen US\$1.2 million for heavy rural infrastructures to the same project (US\$10 million IFAD loan). In 2006 IFAD began official procedures to access US\$5 million from the Global Environment Fund (GEF) to cofinance the sustainable management of the Oasis environment.

10. In terms of the empowerment of rural populations and the development of grass-roots organizations, one of the most important achievements of IFAD activities in Mauritania has been the support and development of institutions of the rural poor through the adoption of the Community-Driven Development (CDD) approach in most disadvantaged regions addressing the poorest segments of the population. As a result of capacity-building and information campaigns, the associations for the participatory management of the Oasis have decided to form a union of associations having the objective of becoming a counterpart *vis-à-vis* the government with regard to development activities in the oasis regions. The participatory approach in implementation is having an important impact in the area of social organization and changing attitudes among oasis communities. Farmers' groups supported under the Maghama project, decided to establish an association of users of the *walo* and have asked to take over full responsibility of the management of the flood recession infrastructure built under the Maghama II. Capacity-building to grass-roots organizations has been carried out by involving local NGOs and service providers, some receiving specific capacity-building training by IFAD. Support to women and youths is achieved through Information, Education and Communication (IEC) campaigns as well as functional literacy trainings addressing the specific needs of women and youths. The representation of women and youths in village/oasis/commune development committees is also promoted by establishing quotas and through sensitization and capacity-building activities.
11. In terms of the decentralization of rural development processes, all three projects have the objective of establishing, in a democratic fashion, village/oasis/communal management committees which in turn develop participatory village/oasis/communal development plans which make specific efforts to identify and target the poorest. All projects avoid direct targeting of a specific group within a community, but address the entire population and guide them towards a process of participation in decision-making on development priorities, expressed through development plans. These plans are based on communal interest, and do not exclude anyone *a priori*. From these village development plans a list of central priorities is made and the projects finance the priorities established by villagers themselves. In addition, the Maghama II project has begun delegating the procurement of local shopping directly to the communities. The communities therefore analyse contract offers for the building of simple infrastructure and select the contractor, supervise the works, and decide on payment. Not only is this an extremely empowering tool, it is also having an indirect impact on the creation of local employment in the Maghama area.
12. In terms of the alleviation of the access problems faced by the rural poor to land tenure security, the successful negotiated land agreement (*Entente Foncière*), a pre-condition for the effectiveness of the Maghama I project which took two years of negotiations and was eventually signed between land owners and poor farmers, demonstrates the importance of working through local communities and through customary laws governing community assets. Involving the local notables in these processes is a necessary condition of success. In August 2004, all 28 villages had

signed the land agreement and were having a social land survey. The signature of the Entente is a unique demonstration of the solidarity ties existing in the project area through which land owners have agreed to facilitate land access for those having no land titles and costly and precarious access to land use. In particular the abolition of the *rempetien* (50 per cent of the harvest paid to the owner), the abolition of the duties to be paid to the owner for the succession of a precarious status land-user, the lessening of the *assakal*, the obligation to cultivate together the land in the *walo*, and the abolition of the role played by chief of the land (*diombedi*). Concerning land distribution, only 11 villages out of the 28 that have signed the Entente, were able to effectively share the land in the *walo* with precarious status land-users. Those villages are called "donor villages". Out of these 11 villages, 6 *procès-verbaux d'insertion* (PVI) were signed during phase I of the project. These PVI do not represent a recent distribution of the land of the *walo* to new precarious users but the written formalisation of an existing situation; 5 PVI are still to be signed¹⁷. An interministerial group of the GoM has adopted the mechanisms of the Maghama negotiated land access, the *procès-verbaux d'insertion* (PVI), as the instrument for securing land access for the poorest and landless members of the project zone.

13. In terms of the alleviation of the access problems faced by the rural poor to financial capital and markets, IFAD's experience shows how rural finance initiatives can be successful when adapted to the local context, when professionally supported, and when projects have the longer-term duration required for the creation of sustainable rural financial institutions. The Oasis projects have developed a network of 60 MICO, the Oasis version of the Financial Services Associations (Oasis Mutual Investment Associations), which are innovative, ownership based rural finance institutions in Mauritania and are currently the only reasonably extensive rural financial network catering to the rural poor. However, they are currently facing important sustainability and professionalization problems which will need to be addressed during the next COSOP life-span. During the implementation of the COSOP, access to markets was given focus mainly through the development of road infrastructure financed through counterpart and other donor financing. Now that this road infrastructure is in place, the next COSOP will be able to better address commodity supply chains and marketing strategies which will benefit the rural poor.

(d) Conclusion

14. The COSOP 2000-2004 has achieved most of the objectives set out at the start. In particular, through the well designed strategic dimension of the COSOP, IFAD has been able to build institutions of and for the rural poor where the poor are becoming active players of their own development. Building institutions is a long-term investment and IFAD should continue focusing on these institutions and providing further support in order for them to become better organized, to further reach out to their base and become fully recognized negotiating partners vis-à-vis the GoM and donors.

¹⁷ UNOPS, aide-mémoire, Maghama II supervision mission, 4 December 2006.

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

DOMAINE PRIORITAIRE	GROUPE CIBLE	PRINCIPAUX PROBLÈMES	ACTIONS REQUISES
Zone d'agriculture irriguée	Petits agriculteurs	Statut foncier précaire Aménagements peu satisfaisants Non-maîtrise de la gestion de l'eau Accès limité aux intrants et au crédit	Négocier des ententes foncières Réhabiliter les anciens aménagements Former les usagers à la gestion de l'eau Développement de services financiers ruraux
Zone d'agriculture de décrue	Agro-éleveurs Petits agriculteurs	Statut foncier faible ou précaire Difficultés d'accès aux marchés (enclavement) Difficultés d'accès au crédit	Négocier des ententes foncières Participer au désenclavement de la zone Développer des services financiers ruraux
Zone agriculture pluviale	Agro-éleveurs Éleveurs transhumants	Difficultés d'accès aux marchés Insuffisance des services d'appui Difficultés d'accès au crédit Conflits avec les agriculteurs Difficultés d'accès aux ressources (eau, terres, végétation) Insuffisance des infrastructures vétérinaires et zootechniques	Participer au désenclavement (pistes rurales) Formation des agents de développement et des responsables des organisations locales Développer des services financiers ruraux Développer des mécanismes de médiation autorités locales/agriculteurs/éleveurs Appuyer le développement des infrastructures vétérinaires et zootechniques
Oasis	Agro-éleveurs	Insuffisance et dégradation des ressources productives (eau, terres, végétation) Menaces d'ensablement Difficultés d'accès aux marchés Difficultés d'accès au crédit Vieillessement des plantations de dattiers	Promouvoir et appuyer les organisations locales de gestion participative des RN Appuyer les actions de fixation des dunes Appuyer les actions de désenclavement Appuyer le développement des MICO Appuyer la recherche et l'amélioration des techniques de phéniculture
Zone pastorale	Éleveurs transhumants	Capitalisation excessive en bétail sur pied et dégradation des parcours Insuffisance des infrastructures et des services vétérinaires et zootechniques	Vulgariser les pratiques d'exploitation rationnelle du cheptel et des parcours Développer des services vétérinaires et mettre en place des infrastructures d'appui à la santé et à la production animales Promouvoir la création des unités de transformation et de commercialisation des productions animales (lait, viande, cuirs et peaux) Promouvoir le ménage des petits animaux au niveau des ménages

Key file 2: Organizations matrix (strengths, weaknesses, opportunities and threats [SWOT] analysis)

INSTITUTION	FORCES	FAIBLESSES	OPPORTUNITÉS /RISQUES	REMARQUES
I. Institutions publiques				
1. Ministère des affaires économiques et du développement (MAED)	Restructuration interne réalisée pour assurer coordination et suivi des actions de développement	Structures techniques encore en rodage	Servir de cadre effectif de coordination des actions et des acteurs du développement	Besoin de renforcement technique
2. Ministère du développement rural (MDR)	Existence de stratégies et de politiques sectorielles Disponibilité de CMDT sectoriel Appuis importants des PTF dans le développement rural Bonne collaboration avec les OR	Présence insuffisante sur le terrain, en qualité et en quantité Manque d'harmonisation et difficultés d'application de la législation rurale Faible niveau de délégation de pouvoir au niveau régional et local	Servir de relais entre les organisations rurales et les autres intervenants en développement rural Fournir de support institutionnel aux interventions des projets	Nécessité de renforcer les capacités techniques des cadres et du personnel de terrain
3. Ministère de l'hydraulique et de l'énergie (MHE)	Existence d'une politique de développement hydraulique Présence sur terrain d'une structure (ANEPA) et de techniciens compétents en matière d'hydraulique rurale	Absence de document de politique énergétique Insuffisance de délégation de pouvoir au niveau régional	Fournir l'expertise technique pour l'élaboration des dossiers techniques et la supervision des réalisations hydrauliques Risques de conflits de compétences avec MDR pour l'utilisation de l'eau rurale	Nécessité d'un cadre de concertation technique avec le MDRE et d'autres intervenants sur terrain en matière de développement rurale et de gestions des ressources naturelles (eau, bois, etc.)
4. Ministère de l'intérieur, des postes et télécommunications (MIPT)	Contacts permanents avec la population via les administrations locales Présence de services fonciers au niveau départemental	Absence d'une politique prospective d'aménagement du territoire Progression lente du processus de décentralisation	Collaboration institutionnelle dans l'appui aux communautés et organisations rurales	Nécessité d'appuyer le processus de décentralisation

5. Secrétariat d'État à la condition féminine (SECF)	Implication importante des femmes dans les activités économique Existence de référentiels importants sur des AGR	Persistance des comportements et des pratiques discriminatoires envers les femmes Féminisation de la pauvreté	Partenariat avec des organisations féminines dans des actions de lutte contre la pauvreté	Nécessité de promouvoir des actions spécifiques de lutte contre la pauvreté et les pratiques discriminatoires envers les femmes
6. Commissariat aux droits de l'homme, à la lutte contre la pauvreté et à l'insertion (CDHLCPI)	Vision claire de la politique de lutte contre la pauvreté Disponibilité de moyens financiers importants	Mandat trop vaste: droits de l'homme, lutte contre la pauvreté, insertion des couches marginalisées	Cofinancement des actions de lutte contre la pauvreté Risques de conflits de compétence avec le MDR	Support pour l'intégration des politiques des groupes les plus vulnérables des zones rurales
7. Commissariat à la sécurité alimentaire (CSA)	Moyens financiers importants Existence d'une agence spécialisée d'exécution de microprojets (AEMP)	Absence d'une stratégie nationale de sécurité alimentaire	Cofinancement des actions de sécurité alimentaire Partenariat avec AEMP pour l'exécution de microprojets	Nécessité de se doter d'une stratégie nationale de sécurité alimentaire
8. Services techniques déconcentrés	Compétences techniques Proximité avec les populations	Manque de moyens matériels, logistiques et financiers Faible niveau de délégation de pouvoir et de responsabilités	Partenariat technique comme opérateurs dans le suivi et l'exécution des actions promues par les projets	Nécessité de délégation effective de pouvoir et de responsabilités du niveau central vers le niveau local
9. Collectivités locales	Proximité des populations	Insuffisances des ressources propres Faible niveau de formation Poids important des autorités de tutelle	Partenariat institutionnel dans les actions d'appui aux communautés de base	Nécessité d'accélérer le processus de décentralisation Besoins de renforcement de capacités

* L'analyse se réfère à la période précédant la constitution du nouveau gouvernement créée en fin d'avril 2007. Le nouveau gouvernement prévoit les changements suivants: (i) Le Ministère des affaires économiques et du développement (MAED) a été incorporé dans le Ministère de l'Economie et Finance; (ii) Le Ministère du développement rural a été incorporé dans le Ministère de l'agriculture et l'élevage, (iii) le Commissariat aux droits de l'homme, à la lutte contre la pauvreté et à l'insertion (CDHLCPI) a été incorporé dans le Ministère de la décentralisation et du développement local.

II. Institutions socioprofessionnelles				
1. Association des usagers du Walo (AUW)	Relais pour la gestion des aménagements agricoles	Faible niveau de formation des membres et des dirigeants	Transfert des aménagements agricoles à l'Association	Besoin de renforcement des capacités techniques et de gestion des responsables
2. Association de gestion participative des oasis (AGPO) et leur Union	Mobilisation des populations oasiennes et volonté de prise en charge de leurs ressources naturelles	Confusion de responsabilités avec les communes et les services techniques en matière de gestion des ressources naturelles	Partenariat technique et institutionnel dans les activités oasiennes	Nécessité de clarifier les rôles et responsabilités des différents intervenants dans la gestion des ressources naturelles
3. Groupement national des associations pastorales (GNAP)	Importantes capacités de lobbying auprès des administrations et des PTF	Absent dans l'Adrar et le Tagant	Partenariat technique dans la définition, le suivi et la mise en œuvre des actions d'appui à l'élevage	Besoin de renforcement des capacités techniques et de gestion des responsables
4. Coopératives agricoles	Présence dans tout le pays	Faible niveau de formation et de structuration	Partenariat technique dans la définition, le suivi et l'exécution des actions d'appui à l'agriculture	Besoin de renforcement des capacités techniques et de gestion des responsables
5. Coopératives d'épargne et de crédit	Appui important des PTF, des ONG et du Gouvernement	Insuffisance de contrôle et de suivi de la part de la BCM	Partenariat technique dans les actions d'appui aux communautés	Besoin de renforcement des capacités techniques et de gestion des responsables
6. Mutuelle d'investissement et de crédit oasiens (MICO)	Présence dans les oasis appuyés	Insuffisance de professionnalisme des promoteurs de la microfinance Insuffisance de contrôle et de supervision de la part de la BCM	Partenariat technique dans les actions d'appui aux communautés oasiennes	Besoin de renforcement des capacités techniques et de gestion des responsables
7. Centre national du patronat mauritanien (CNPM) / Fédération des agriculteurs et éleveurs mauritaniens (FAEM)	Interlocuteur reconnu des PTF et du Gouvernement	Faible niveau d'organisation interne	Dialogue politique sur la conception et la mise en œuvre des actions de développement	Besoin appui institutionnel
III. Institutions privées				
1. Association nationale pour le développement local (ANADELPA)	Bonne connaissance du milieu rural et surtout oasien Maîtrise des techniques d'animation et de communication	Personnel insuffisant Insuffisance des moyens logistiques	Prestataire de services	Besoin renforcement des capacités, humaines et logistiques

	participatives			
2. Association des professionnels et opérateurs de la micro-finance (APROMI)	Volonté de former les professionnels de microfinance	Beaucoup de professionnels de microfinance n'en font pas partie	Prestataire de services	Besoin renforcement des capacités, humaines et logistiques
3. Association pour la promotion de la micro-entreprise (APEM)	Volonté de former les professionnels de micro-entreprise	Beaucoup d'entrepreneurs restent méfiants	Prestataire de service	Besoin renforcement des capacités, humaines et logistiques
5. Fédération luthérienne mondiale (FLM)	Moyens financiers et logistiques importants Personnel qualifié	Etiquette religieuse suscite méfiance dans certains milieux	Cofinancement Prestation de services	
6. Caritas	Moyens financiers et logistiques importants Personnel qualifié	Etiquette religieuse suscite méfiance dans certains milieux	Cofinancement Prestation de services	
7. Association française de Volontaires du Progrès (AFVP)	Bonne connaissance du terrain Soutien de la coopération française	Présence limitée sur le terrain	Cofinancement Prestation de services	
8. Groupe de recherche et d'échanges technologiques (GRET)	Personnel technique qualifié et spécialisé	Présence limitée sur le terrain	Prestation de services	En Mauritanie, le GRET intervient dans le développement urbain et la microfinance

Key file 3: Complementary donor initiative/partnership potential

Key file 3a

BAILLEUR DE FONDS	PROJETS OU AUTRES INTERVENTIONS	DOMAINE D'INTERVENTION	ZONE D'INTERVENTION	ETAT D'AVANCEMENT	SYNERGIE/COMPLÉMENTARITÉ
1. Banque Mondiale	Suivi du CAS 2007-2010	Programmation et suivi des interventions	Global	2007-2010	Concertation et harmonisation des interventions
	PDIAIM 2	Agriculture irriguée	Zone du fleuve	2003-2007	Réhabilitation périmètres irrigués, gestion de l'eau agricole, systèmes financiers ruraux, statistiques agro-pastorales
	PDRC	Développement rural et communautaire	Zone d'agriculture pluviale	2004-2011	Mise en place et appui aux activités des associations de développement communautaire Développement des AGR
	PRISM 2	Renforcement des capacités du secteur minier	National		Développement des micro-entreprises
	PNDSE	Education	National		Formation professionnelle
	PRECASP	Renforcement des capacités	National	2007-2011	Appui à la Décentralisation
	Programme santé/nutrition		National	2006-2010	Lutte contre les pandémies, notamment VIH/SIDA
	BM/GEF Watershed	Environnement	Nationale		Gouvernance locale des RN
2. BAD/FAD	PADEL	Elevage	National	2001-	Santé et production animales
	Lutte préventive contre le criquet pèlerin	Agriculture	National	2004-2009	Informations agricoles
	Hydraulique rurale	Accès à l'eau	Aftout		Gestion de l'eau
3. BID	Réhabilitation petits et moyens périmètres irrigués	Agriculture	Zone du fleuve Sénégal	2003-2007	Vulgarisation agricole
	Projet de développement agricole du bassin de R'Kiz				Culture maraîchère

4. FAO	EMPRES et lutte contre le criquet	Sécurité alimentaire	National		Alerte précoce
	PESA (Espagne)	Palmiers dattiers	Adrar		Développement oasien, gestion de l'eau
		Microfinance/appui UNCACEM	National		Systèmes financiers ruraux
5. PAM	Vivres contre nourriture	Développement local	National		Possibilités de cofinancement
	IPSR (observatoire sécurité alimentaire)	Sécurité alimentaire	National	A partir de 2006	Evolution sécurité alimentaire
6. PNUD	CPAP	Volet Environnement	National		Gouvernance locale des RN
	Programme Pauvreté	Micro entreprises	National		Promotion AGR et Aspects genre
	Appui à la décentralisation	Développement institutionnel	Assaba		Renforcement capacitaire
	Etude sur la corruption	Bonne gouvernance	National		Gestion locale
7. UNICEF	Projet Femme/Développement intégré du jeune enfant	Genre et Développement	National		Systèmes financiers ruraux Accès services sociaux de base Education nutritionnelle
8. UE	ACP-UE Facilité eau	hydraulique	Dar Naim et Kiffa		Gestion eau
	Programme conjoint d'appui au développement communal (Allemagne/France/Espagne)	Décentralisation			Développement local
9. France	Programme VAINCRE (AFD)	Lutte contre la pauvreté	Assaba et Guidimaka		Développement communautaire
	Projet de renforcement des champs captants	Hydraulique	National		Gestion de l'eau
	Projet d'appui à la décentralisation et à la démocratie en Mauritanie (PADDEM)	Appui institutionnel	National		Développement local
	Projet d'appui aux communes de l'Assaba (PACA)	Décentralisation	Assaba	2004-2007	Développement local
	Fonds social de développement	Genre et développement	National		Aspects genre
	FFEM	Environnement	National		Formation et informations environnementales

10. Allemagne	Programme Bonne Gouvernance (PNB) (MIPT/DGCL, SECF)	- Décentralisation / Dev. Communal - Genre et Développement	Niveau national Guidimaka et Hodh El Gharbi	2005 - 2010	Développement communautaire Aspects genre
	Programme Gestion des Ressources Naturelles (ProGRN) (SEE)	-Politiques Environnementales -Gestion décentralisée des RN - Parc National de Banc d'Arguin	Ibidem PNBA	2005-2010	Approche Gestion locale des ressources naturelles
11. Espagne	Microréalisations	Développement rural et communautaire			Mise en place e appui aux activités des associations de développement communautaire et aux AGR
	Etude sur l'amélioration du cadre réglementaire et institutionnel des IMF	Microfinance	National	2006-2010	Systemes financiers ruraux
12. Japon	KR	Sécurité alimentaire	national		Stocks aliment Aires villageois
	Développement des oasis centré sur la promotion féminine (JICA)	Genre et Développement	Zone oasisienne		Aspects genre
14. OPEP	PASK	Développement rural et communautaire	Aftout South and the Karakoro Region	2002-2010	Cofinancement

Key file 3b

OPÉRATIONS EN COURS	POINTS FORTS	POINTS FAIBLES	OPPORTUNITÉS / DIFFICULTÉS DE COLLABORATION	OBSERVATIONS
1. Programme de développement de l'agriculture irriguée en Mauritanie (PDIAM 2 /BM)	Bonne expérience en matière de réhabilitation et de mise en valeur des périmètres irrigués	Se termine en 2007	Valoriser ses expériences en matière de réhabilitation des périmètres irrigués et de gestion de l'eau agricole	Le CAS collaboratif et le COSOP peuvent servir de cadre de référence pour un partenariat opérationnel
2. Projet de développement rural communautaire (PDRC/BM)	Approche centrée sur les communautés de base	Interventions dispersées sur tout le pays	Collaboration et échanges d'information sur l'approche de développement centrée sur les communautés	Idem
3. Projet d'appui au développement de l'élevage (PADEL/BAfD)	Couverture nationale		Echanges d'informations sur la santé et les techniques de production animales	La BAD est ouvert à discuter d'un cadre de partenariat opérationnel et/ou institutionnel
4. Programme de valorisation des initiatives économiques en milieu pauvre (VAINCRE/AFD)	Axé sur les actions de lutte contre la pauvreté		Cofinancement des actions de lutte contre la pauvreté appuyées par le FIDA	Partenariat opérationnel nécessaire dans les projets logés au CDHLCPI et AFD ouvert à des cofinancements
5. Projet d'appui aux communes de l'Assaba (PACA/AFD/FENU/PNUD)	Expériences en matière de développement local et de décentralisation		Échanges d'information sur l'approche de développement centré sur les communautés et la décentralisation	Voir comment impliquer davantage le PNUD et le FENU (cofinancements) dans les projets appuyés par le FIDA
6. Programme national de bonne gouvernance, composante Appui à la promotion féminine (GTZ)	Maîtrise des concepts genre et développement		Formation des équipes de projets et des acteurs sur les aspects genre	
7. Programme national de gestion des RN, composante mise en valeur décentralisée des RN dans le Guidimaka et le Hodh el Gharbi (KFW)	Maîtrise des techniques et des outils de gestion participative des ressources naturelles		Formation des équipes de projet et des acteurs locaux en matière de gestion participative des ressources naturelles	Partenariat opérationnel utile dans la zone du PASK, surtout s'il y a extension de celui-ci
8. Plan cadre des Nations Unies pour l'aide au développement (UNDAF/SNU)	Concertation des intervenants en développement et Coordination des interventions		Participation aux réunions de concertation sur les thématiques relatives à la lutte contre la pauvreté rurale.	Clarifier les modalités de participation à l'UNDAF quand on est membre non-résident

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

TYPLOGIE	NIVEAU ET CAUSE DE LA PAUVERTE	MÉCANISMES DE SUBSISTANCE	BESOINS PRIORITAIRES	INITIATIVES D'AUTRES ACTEURS	RÉPONSE DU COSOP
Paysans dépendant principalement des cultures pluviales et Adwaba	Extrêmement élevé <ul style="list-style-type: none"> ▪ 8% de la population rurale ▪ Dépendance aux aléas climatiques et potentielle des ressources naturelles limité ▪ Productivité dans l'agriculture et l'élevage extrêmement faible ▪ Enclavement ▪ Production alimentaire insuffisante ▪ Peu de cheptel (décapitalisation après sécheresse) ▪ Manque de sources de revenu non-agricoles ▪ Dépendance à la volatilité des prix ▪ Fort endettement et recours à l'usure ▪ Pas ou très faible accès au Walo ▪ Accès très insuffisant aux services sociaux (éducation santé, eau potable) ▪ Malnutrition (24% de malnutrition aigue des enfants) et sous-nutrition ▪ Appauvrissement récurrent en période de soudure ▪ Fort taux d'analphabétisme (supérieure à la moyenne nationale) 	<ul style="list-style-type: none"> ▪ Émigration saisonnière ▪ Exploitation des bas-fonds ▪ Élevage de case de petits ruminants ▪ Travail comme ouvrier agricole pour la production de charbon de bois 	<ul style="list-style-type: none"> ▪ Augmentation et stabilisation de revenus pendant l'année ▪ Développement et amélioration de l'élevage de case ▪ Reconstruction de capacité d'épargne ▪ Access aux services sociaux de base ▪ Désenclavement ▪ Diversification économique 	<ul style="list-style-type: none"> ▪ Programme de valorisation des initiatives économiques en milieu pauvre en Assaba et Guidimaka (VAINCRE/ AFD) ▪ Programme national de gestion des RN, composante mise en valeur décentralisée des RN dans le Guidimaka et le Hodh el Gharbi (KFW) ▪ Développement locale avec des vivres contre nourriture (PAM) ▪ Programme conjoint d'appui au développement communal (UE: Allemagne, France, Espagne) ▪ Développement institutionnelle et appui à la décentralisation en Assaba (PNUD, France) 	<ul style="list-style-type: none"> ▪ Renforcement des mécanismes de solidarité communautaire, mise en place d'infrastructures économiques structurantes qui visent à mieux intégrer ces populations dans la vie économique e sociale du pays, appui à la décentralisation ▪ Amélioration de l'accès aux services de base (éducation, santé, eau potable) ▪ Désenclavement ▪ Appui au développement des activités génératrices des revenus ▪ Création de fonds de développement autogérées

Exploitants des terres oasiennes	Élevé <ul style="list-style-type: none"> ▪ Enclavement ▪ Désertification et mouvement des dunes ▪ Pression démographique ▪ Capacités limitées de gestion de ressources naturelles aggravée par des pratiques de surexploitation ▪ Techniques culturelles rudimentaires ▪ Accès difficile aux marchés, informations commerciales et intrants agricoles ▪ Faibles accès aux services sociaux de base (éducation, santé, eau) ▪ Accès difficile aux services financiers 	<ul style="list-style-type: none"> ▪ Élevage extensif ▪ Apports monétaires des émigrés ▪ Recours à l'usure ▪ Activités de commerce ▪ Utilisation des écoles coraniques ▪ Maraîchage oasienne 	<ul style="list-style-type: none"> ▪ Désenclavement ▪ Amélioration des techniques culturales ▪ Lutttes contre les ennemies des cultures et la divagation des animaux ▪ Aménagement complémentaires et entretien et gestion des infrastructures hydrauliques 	<ul style="list-style-type: none"> ▪ Développement oasien, gestion de l'eau (FAO) ▪ Projet de renforcement des champs captant (France) ▪ Projet national de développement rural communautaire (PDRC/BM) 	<ul style="list-style-type: none"> ▪ Renforcement des communautés de base ▪ Désenclavement et investissements en services sociaux de base (accès à l'eau, éducation, santé) ▪ Appui/conseil agricole et formation ▪ Diversification agricole ▪ Appui pour une exploitation plus rationnelle et soutenable des ressources naturelles ▪ Renforcement des IMF de proximité ▪ Promotion féminine et des jeunes
Femmes	Élevé à très élevé <ul style="list-style-type: none"> ▪ Surcharge de travail (temps disponible limité pour les activités économiques) ▪ Manque de main d'œuvre pour les gros travaux ▪ Faible accès à la terre ▪ Faible accès aux informations et aux technologies ▪ Malnutrition, ▪ Fort taux d'analphabétisme (57% pur les femmes adultes) ▪ Faible niveau et diversification des revenus propres aux femmes ▪ Faibles accès aux services financiers ▪ 	<ul style="list-style-type: none"> ▪ Activités économiques dont elles contrôlent le revenu (petit commerce, artisanat, maraîchage, petit élevage, agriculture pluviale) ▪ Organisation en tontines ▪ Organisation en coopératives pour recevoir des appuis et subventions ▪ ▪ Fortes implication des enfants dans 	<ul style="list-style-type: none"> ▪ Savoir lire et écrire ▪ Accès aux services sociaux de base ▪ Amélioration de l'état nutritionnel ▪ Accès aux services financiers ▪ Augmentation et diversification des revenus ▪ Mieux maîtriser les techniques de production et de gestion ▪ Participation aux décisions communautaires ▪ 	<ul style="list-style-type: none"> ▪ Programme national de bonne gouvernance, composante Appui à la promotion féminine (GTZ) ▪ Développement des MFI (FAO) ▪ Projet national Genre et Développement intégré du jeune enfant (UNICEF) ▪ Fonds sociale de développement sur les aspects de genre (France) 	<ul style="list-style-type: none"> ▪ Dialogue politique sur la prise en compte méthodique du genre dans la formulation et mise en œuvre des programmes du développement ▪ Renforcement des capacités du personnel ▪ Création des fonds de développement autogérés ▪ Alphabétisation fonctionnelle ▪ Appui à la construction/réhabilitation des infrastructures sociales ▪ Appui à la construction/réhabilitation de points d'eau

	<ul style="list-style-type: none"> ▪ Ne participent pas aux organes des décisions villageois ▪ Faible niveau d'information sur les droits des femmes, la santé, la nutrition, etc. 	les travaux domestiques et agricoles	<ul style="list-style-type: none"> ▪ Renforcement des mécanismes de solidarité communautaire ▪ Activités génératrices de revenus 		<ul style="list-style-type: none"> ▪ Promotion des réseaux des IMF accessibles aux femmes et répondant à leur besoins ▪ Formation technique et en gestion ▪ Financement des microprojets des femmes ▪ Programmes des sensibilisation en matière de santé, nutrition et scolarisation ▪ Intégration des femmes dans les organes de décision villageois et pour la planification des activités ▪ Appui aux activités de conservation/transformation et de petit commerce Suivi et évaluation de l'impact des différentes initiatives du programme sur les femmes
Jeunes	<ul style="list-style-type: none"> ▪ Accès difficile aux moyens de production (notamment terre) ▪ Connaissances limitées ▪ Accès limité à la terre ▪ Accès limité aux services financiers ▪ Faible intégration dans les organes communautaires des décisions 	<ul style="list-style-type: none"> ▪ Groupements entraide ▪ Petit commerce (biens alimentaire + bétail) ▪ Émigration (saisonniers et de long durée) ▪ Vent force de travail ▪ Participer aux travaux communautaires 	<ul style="list-style-type: none"> ▪ Promotion de AGR et de micro-entreprises rurales ▪ Formation professionnelle techniques et en gestion ▪ Accès aux services financiers ▪ Meilleures reconnaissance et représentativité dans les organes de décision 	<ul style="list-style-type: none"> ▪ Formation professionnelle par le projet PNDSE/BM ▪ Appui national au développement des micro-entreprises (PNUD) 	<ul style="list-style-type: none"> ▪ Identification des activités économiques porteuses ▪ Appui aux activités de transformation et de petit commerce pour les jeunes ▪ Conseils techniques pour l'intensification, la diversification et la valorisation des produits ▪ Appuyer la création d'associations de jeunes et la mise en œuvre de programmes orientés l'insertion dans les filières ▪ Formation professionnelle ▪ Financement des microprojets

