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Ouvrer pour que les
populations rurales pauvres
se libèrent de la pauvreté

République islamique du Pakistan

Programme d'options stratégiques pour le pays

Conseil d'administration — Quatre-vingt-seizième session
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Pour: **Examen**

Note aux Administrateurs

Le présent document est soumis au Conseil d'administration pour examen.

Afin que le temps imparti aux réunions du Conseil soit utilisé au mieux, les Administrateurs qui auraient des questions techniques à poser au sujet du présent document sont invités à se mettre en rapport, avant la session, avec le responsable du FIDA ci-après:

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(Identification du groupe cible, questions prioritaires et options envisageables)**

Sigles et acronymes

BAsD	Banque asiatique de développement
COSOP	Programme d'options stratégiques pour le pays
DSRP	Document de stratégie pour la réduction de la pauvreté
EGPP	Équipe de gestion du programme de pays
EPP	Évaluation du programme de pays
OAC	Organisation à assise communautaire
PAR	Projet à risque
SAFP	Système d'allocation fondé sur la performance
PPAF	Fonds pakistanais d'atténuation de la pauvreté

Résumé de la stratégie pour le pays

1. Ce nouveau programme d'options stratégiques (COSOP) pour le Pakistan a été préparé dans un contexte opérationnel qui s'est rapidement transformé depuis l'adoption de la dernière stratégie du FIDA pour le pays, en 2002. Une évaluation du programme de pays (EPP) du FIDA a été réalisée en 2007 et l'accord conclusif a été signé en septembre 2008. L'EPP synthétise les enseignements instructifs tirés de l'expérience du FIDA au Pakistan qu'il conviendrait de prendre en compte dans le cadre du programme de pays pour en améliorer la pertinence et l'impact sur la pauvreté rurale. Le présent COSOP s'appuie sur les constatations de l'évaluation et tente de définir l'orientation stratégique du programme de pays du FIDA dans le contexte évolutif des cinq années à venir (2010-2014).
2. Près d'un quart de la population pakistanaise est classée dans la catégorie des pauvres (octobre 2006). Environ 80% des pauvres, soit quelque 35 millions de personnes, vivent en milieu rural. Si le taux de pauvreté a diminué de près de 10,6% par rapport à son niveau de 2001 (34,5%), les mesures de protection sociale autres que monétaires sont rares dans les domaines de la santé et de l'éducation par rapport à ce que font les autres pays de l'Asie du Sud. Les indicateurs socioéconomiques concernant les femmes sont les plus faibles de la sous-région. La hausse des prix internationaux des produits alimentaires au cours des premiers mois de 2008 a eu des répercussions très négatives sur les pauvres. En raison de l'inflation des prix des produits alimentaires au Pakistan, on estime que les ménages les plus pauvres consacrent actuellement plus de 70% de leur revenu à la nourriture. Environ 17 millions de personnes ont rejoint les rangs de ceux qui vivent dans l'insécurité alimentaire (60 millions), soit désormais la moitié environ de la population pakistanaise.
3. Le COSOP appuiera les stratégies et initiatives publiques en faveur de la réduction de la pauvreté rurale. Deux objectifs stratégiques ont été proposés: i) accroître l'accès des ruraux pauvres, hommes et femmes, aux avoirs productifs, au savoir-faire, aux services et aux technologies améliorées, en insistant particulièrement sur l'augmentation de la productivité; et ii) renforcer la capacité de participation des ruraux pauvres aux processus locaux de développement pour qu'ils en profitent davantage. Ces objectifs sont pleinement conformes au Cadre stratégique du FIDA 2007-2010.
4. Pour garantir l'impact durable sur la réduction de la pauvreté rurale de son programme de pays, le FIDA ciblera des zones où l'incidence de la pauvreté est forte ou qui rencontrent des problèmes particuliers de développement en raison de leur situation géographique. Dans les zones sélectionnées, la méthodologie de ciblage sera conçue pour encourager l'autosélection des pauvres et des ménages vulnérables, en prêtant une attention particulière aux: i) petits exploitants (y compris les petits éleveurs et les pêcheurs) qui ne possèdent guère de terre et de bétail; ii) paysans sans terre dont la stratégie de survie repose sur le travail salarié dans l'agriculture ou en dehors; et iii) ménages dirigés par une femme et femmes des familles pauvres qui n'ont guère accès aux ressources et aux services ou ne possèdent pas de biens propres. L'égalité entre les sexes et l'autonomisation des femmes seront un axe de travail, tout comme les problèmes posés par le changement climatique. En ce qui concerne les priorités importantes que sont l'innovation, la concertation et la gestion des savoirs, l'action sera intensifiée.

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Programme d'options stratégiques pour le pays

I. Introduction

1. La stratégie de pays qui guide actuellement le programme de pays du FIDA au Pakistan a été approuvée en novembre 2002. Ces dernières années, le pays a toutefois connu des transformations économiques, politiques et administratives dans bien des domaines. Une évaluation du programme de pays (EPP) du FIDA a été réalisée en juillet 2007 et a fait l'objet en juillet 2008 d'un atelier-table ronde national. L'accord conclusif a été signé en septembre 2008. L'EPP fait la synthèse des enseignements utiles tirés de l'expérience du FIDA au Pakistan. L'évolution globale du contexte national mentionnée plus haut a nécessité la préparation d'un nouveau programme d'options stratégiques pour le pays (COSOP) qui prenne en compte les constatations de l'EPP et définisse l'orientation stratégique du programme de pays du FIDA compte tenu des nouveaux enjeux de la réduction de la pauvreté rurale au Pakistan. Le présent COSOP est conforme aux directives du FIDA axées sur les résultats, d'après lesquelles les effets directs et résultats escomptés doivent être clairement définis et surveillés tout au long de la période d'exécution. Il couvre la période de cinq années allant de 2010 à 2014. La préparation du COSOP et le processus de consultation/validation, lancé en septembre après la mission d'EPP menée en juillet 2007, a comporté les étapes principales suivantes (voir l'appendice I): i) septembre 2007 – mise en place d'une équipe de gestion du programme de pays (EGPP); ii) octobre 2007 – études préparatoires et consultations; iii) octobre et novembre 2007 – mission COSOP pour consulter largement les parties prenantes du pays et les partenaires à tous les niveaux; iv) janvier à mars 2008 – consultations avec l'EGPP sur les premières constatations de la mission COSOP; v) octobre 2008 – examen du projet de COSOP avec l'EGPP et d'autres parties prenantes; et vi) novembre 2008 – réunion récapitulative dans le pays sur le COSOP.

II. Le contexte du pays

A. Économie, agriculture et pauvreté rurale

Situation économique générale

2. Après avoir connu une croissance régulière depuis 2004-2005, l'économie pakistanaise a amorcé un tournant dramatique pour le pire au début de 2008. Une crise économique semblait imminente durant les premiers mois de l'exercice budgétaire 2009 du fait de la diminution de l'investissement étranger direct, du creusement des déficits commerciaux, de la progression de l'inflation et de la dépréciation de la roupie pakistanaise. La perspective d'une crise économique s'était pourtant visiblement éloignée en novembre 2008 alors que le gouvernement prenait des mesures pour faire face aux risques les plus immédiats et lançait un programme de stabilisation macroéconomique pour appuyer les réformes à moyen terme mises en œuvre sous l'égide du Fonds monétaire international¹. Pour 2008-2009, on estime que la croissance réelle du PIB se situe entre 3,5 et 4,5%, par rapport à l'objectif de 5,5% qui avait été prévu pour l'année². On prévoit toutefois que le déficit budgétaire et le déficit de la balance courante vont l'un et l'autre s'amenuiser au cours de l'exercice 2009. L'inflation devrait revenir à un taux à un chiffre en 2010 et la croissance reprendre, à un rythme de plus de 5% par an à compter de 2011³.

¹ Banque nationale du Pakistan (SBP), *The State of Pakistan's Economy. First Quarterly Report for FY09*.

² SBP.

³ Economist Intelligence Unit.

3. La hausse des prix internationaux des produits alimentaires amorcée au début de 2008 a eu de graves répercussions sur l'économie pakistanaise en général et sur le segment le plus pauvre de la population en particulier. Le Pakistan était cité au nombre des 40 pays confrontés à une crise alimentaire à l'époque. La flambée des prix intérieurs des denrées est l'un des principaux facteurs de la progression régulière du taux global d'inflation, mesuré par l'indice des prix à la consommation, lequel avait atteint 24,7% en novembre 2008, contre 8,7% en novembre 2007.⁴ Les prix internationaux des produits de base ont certes considérablement baissé depuis le milieu de 2008, mais la tendance inflationniste de l'indice des prix à la consommation semble indiquer que cette baisse ne s'est que très faiblement répercutée sur l'économie nationale⁵. Au cours de la dernière campagne agricole, qui a pris fin en mars 2008, on a observé une hausse importante des prix des aliments de base, allant de 30% pour le blé à 88% pour le riz⁶. Cette évolution pourrait éventuellement entraîner une proportion croissante de la population au-dessous du seuil de pauvreté.

Agriculture et pauvreté rurale

4. L'agriculture reste le pilier de l'économie pakistanaise. Elle contribue à hauteur de 23% au PIB, emploie 43% de la main-d'œuvre nationale et fournit 60% des recettes d'exportation du pays. Les cultures représentent 65% du PIB agricole, l'élevage 31%, la pêche et la foresterie 4%. Les terres irriguées fournissent 90% de la production agricole totale. Plus de 65% de la population vit en milieu rural. On compte plus de 4 millions d'exploitations familiales, d'une superficie moyenne de 4,7 hectares. À l'heure actuelle, 50% des agriculteurs sont propriétaires-exploitants et 26% ne sont que fermiers; la proportion que représente le secteur des sans-terre (main-d'œuvre salariée) n'a toutefois pas été définie avec précision. L'approvisionnement en eau d'irrigation est un facteur crucial pour l'agriculture dans la plupart du pays. Près de 80% de la superficie cultivée est irriguée, l'agriculture étant de loin le secteur qui utilise le plus d'eau, avec une consommation moyenne d'environ 95% des ressources en eau disponibles au Pakistan. Malgré l'importance de la superficie irriguée, le secteur reste très exposé aux événements climatiques et aux attaques de ravageurs.
5. La politique agricole du gouvernement a pour objet d'améliorer la rentabilité des exploitations et leur compétitivité en exploitant le potentiel productif existant dans l'agriculture et l'élevage. Les principales difficultés rencontrées dans le secteur agricole sont les suivantes: i) la stagnation des rendements; ii) les énormes disparités des rendements entre les agriculteurs modernes et la moyenne des agriculteurs; iii) l'insuffisance des disponibilités en eau et l'utilisation inefficace des ressources hydriques disponibles; iv) l'offre insuffisante d'intrants et leur mauvaise qualité; v) l'inefficacité des services de recherche et de vulgarisation; vi) l'inadéquation des infrastructures rurales; vii) la fréquence des attaques d'insectes et de ravageurs; viii) la forte incidence des maladies végétales et animales; ix) le manque de capitaux et de ressources financières; et x) l'absence de compétitivité internationale de certains produits agricoles, par exemple les fruits, les légumes et les fleurs. La base de production du secteur horticole est très faible.
6. Les envois de fonds ont joué un rôle crucial au niveau tant macro que micro économique. Dans les années 70 et au début des années 80, ils ont atteint un record (environ 37 milliards d'USD) et, au niveau macroéconomique, ont servi à financer 97% du déficit commercial et 85% du déficit de la balance courante. Au niveau microéconomique, les migrants ont envoyé environ 78% du montant total de leurs gains à leur famille au Pakistan⁷. Ces fonds ont servi à financer la

⁴ SBP.

⁵ SBP.

⁶ Ministère de l'alimentation, de l'agriculture et de l'élevage, 2008.

⁷ Siddiqui, Rizwana et Kemal, A.R. (2002), *Remittances, Trade Liberation and Poverty in Pakistan: The Role of Excluded Variables in Poverty Change Analysis*, The Pakistan Development Review 3 45 (2006), p. 383 à 415.

consommation courante, à rembourser les dettes et à réparer les logements⁸. Les envois de fonds ont financé environ 13% des dépenses de consommation privées. Au milieu des années 80, ils ont commencé à diminuer et ne représentent aujourd'hui que moins de 10% de leur niveau de 1983. D'après certaines études, la diminution des envois de fonds est l'un des facteurs principaux de la progression de la pauvreté observée au Pakistan au cours des années 90⁹. Plusieurs raisons ont été avancées pour expliquer leur diminution. D'aucuns laissent entendre qu'elle pourrait être due à la baisse de la valeur nominale du dollar dans lequel sont libellés les salaires au Moyen-Orient. Pour d'autres, elle pourrait s'expliquer, d'une part, par le fait que les travailleurs expatriés ont décidé de commencer à se constituer une épargne à l'étranger et, de l'autre, par le recours accru à des réseaux informels et non plus officiels de transfert des fonds.

7. Au Pakistan, la pauvreté est avant tout un phénomène rural. Après une décennie de croissance économique modérée qui n'a guère changé les tendances concernant la pauvreté rurale, la production agricole, les revenus ruraux, la pauvreté rurale et les indicateurs de bien-être social ont nettement progressé entre 2001-2002 et 2004-2005¹⁰. D'après le gouvernement, le taux de pauvreté est tombé de 34,5% pour 2000-2001 à 23,9% pour 2004-2005. En chiffres absolus, ce pourcentage représente 49,23 millions de pauvres en 2001 et 36,45 millions pour 2004-2005¹¹. Si certains experts contestent ces chiffres, le gouvernement maintient que ce recul substantiel de la pauvreté a été rendu possible par une vigoureuse croissance économique, allant de pair avec des niveaux accrus d'investissement dans les secteurs utiles aux pauvres recensés dans le document de stratégie pour la réduction de la pauvreté (DSRP)¹². En dépit de ces progrès, les mesures de protection sociale autres que monétaires dans les domaines de la santé et de l'éducation sont rares par rapport aux autres pays de l'Asie du Sud.
8. Près d'un quart de la population pakistanaise a été classée en octobre 2006 dans la catégorie des pauvres. Le gouvernement estimait que 23,9% des Pakistanais vivaient au-dessous du seuil de pauvreté. L'envolée des prix internationaux des principaux produits alimentaires au début de 2008 a eu des répercussions très négatives pour les pauvres. On estime en effet que les ménages les plus pauvres dépensent actuellement plus de 70% de leur revenu pour se nourrir¹³. Il est à craindre que quelque 17 millions de personnes¹⁴ aient rejoint les rangs de ceux qui vivent dans l'insécurité alimentaire (60 millions) en raison de l'inflation des prix des produits alimentaires en 2008¹⁵. De plus, d'après un groupe de grands économistes pakistanais, le programme national de stabilisation économique de deux ans pourrait entraîner entre huit et dix millions de ménages de plus au-dessous du seuil de pauvreté et un autre million au seuil du chômage pour 2008-2009¹⁶.
9. **Incidence de la pauvreté rurale sur les hommes et sur les femmes.** Le Pakistan est mieux classé dans l'indicateur du développement humain que dans l'indicateur sexospécifique du développement humain, un résultat reflétant les inégalités entre hommes et femmes qui perdurent au sein de la société pakistanaise. Les indicateurs socioéconomiques du pays concernant le statut de la femme sont les plus faibles de toute l'Asie du Sud. La montée du fondamentalisme a aggravé les problèmes rencontrés par les femmes, notamment dans le nord du pays. Les femmes jouent un rôle crucial dans le secteur agricole, en particulier dans

⁸ Kazi Shahnaz, *Domestic Impact of Remittances and Overseas Migration*, Pakistan, BIT (document de travail n° 7), 1988.

⁹ Siddiqui, Rizwana et Kemal, A.R. (2002), op cit.

¹⁰ *Pakistan Promoting Rural Growth and Poverty Reduction*, Rapport n° 39303-PK, mars 2007, Banque mondiale.

¹¹ *Ensuring a Demographic Dividend: Unleashing Human Potential in a Globalized World*, Projet de synthèse du DSRP II, Ministère des finances, 2007.

¹² Ibid.

¹³ Banque mondiale, août 2008.

¹⁴ En 2008, la population est estimée à 160 millions d'habitants, dont 65,9% vit en milieu rural (FAO, FIDA).

¹⁵ Pakistan: Initiative sur la flambée des prix des aliments, FAO, août 2008.

¹⁶ Dawn, 30 novembre 2008.

la gestion de l'élevage. Sans transformation du statut socioéconomique de la femme, toute action de lutte contre la pauvreté n'aura qu'un impact limité dans le pays.

10. **Les causes de la pauvreté rurale.** L'une des principales causes de la pauvreté rurale est l'extrême inégalité de la répartition des richesses (en particulier la terre et l'accès à l'eau) dans le pays¹⁷. En raison de cette répartition inégale de la propriété des ressources productives et de l'accès à ces dernières, l'essentiel de l'augmentation directe des revenus de la production végétale, en particulier dans le secteur irrigué, concerne les exploitants dont les revenus sont les plus élevés. Les autres causes de la pauvreté rurale sont notamment le manque d'instruction, l'accès insuffisant aux services de santé, la taille importante des familles, la discrimination à l'égard des femmes et la vulnérabilité résultant de la dégradation de l'environnement et de l'appauvrissement de la base de ressources naturelles étant donné que les pauvres sont généralement extrêmement dépendants de ces ressources¹⁸. L'agriculture reste au centre de l'économie rurale mais de nombreux ruraux pauvres ne sont ni fermiers ni propriétaires et leur revenu dépend de sources extra-agricoles. Il est par conséquent crucial de développer le secteur non agricole, en particulier les microentreprises rurales. Le dossier clé 1 donne un aperçu des problèmes liés à la pauvreté rurale et au secteur agricole rural.

B. Politiques, stratégies et contexte institutionnel

Le contexte institutionnel national

11. Aux termes de la Constitution, l'agriculture est du ressort des provinces (à l'exception des questions d'envergure nationale telles que l'importation et l'exportation des intrants et des produits agricoles, la fixation des prix, la normalisation et les problèmes liés aux quarantaines, la recherche nationale et les problèmes interprovinciaux tels que la remise en état, l'exploitation et l'entretien des infrastructures primaires d'irrigation). Le principal interlocuteur du FIDA au Pakistan a été la Division des affaires économiques du Gouvernement pakistanais, qui coordonne toute l'aide accordée au pays. Cette division est chargée d'analyser les déficits de financement dans le pays et de coordonner les fonds reçus des donateurs en fonction des besoins recensés. Par l'intermédiaire de la Division des affaires économiques, le FIDA coopère également avec d'autres organismes fédéraux et ministères essentiels, notamment la Commission du plan, la Division des finances et le Ministère de l'alimentation, de l'agriculture et de l'élevage. Ces dernières années, du fait de la décentralisation, les gouvernements provinciaux ont assumé plus de responsabilités dans le domaine du développement. Dans ce contexte, bien que la Division des affaires économiques reste la principale instance avec laquelle le FIDA assure la coordination des activités de son programme de pays, le Fonds devra travailler de manière plus directe et en collaboration plus étroite avec les gouvernements provinciaux.
12. Les projets financés par le FIDA ont principalement été mis en œuvre par l'intermédiaire des organismes d'exécution des gouvernements provinciaux. Ces organismes sont généralement dotés de solides compétences techniques. Ils manquent toutefois en général d'orientation communautaire, de motivation et de ressources pour intervenir en zone rurale. Dans le cadre de la réforme globale de ses institutions, le gouvernement prend de plus en plus de mesures pour rendre ses organismes d'exécution plus performants. Le dossier clé 2 présente les points forts et les points faibles des différentes institutions partenaires.
13. Plus récemment, le FIDA s'est associé au fonds pakistanais d'atténuation de la pauvreté (PPAF) pour exécuter des projets de microfinancement et fournir un appui

¹⁷ D'après le recensement agricole de 2000, 37% seulement des ménages ruraux sont propriétaires de leurs terres, 61% d'entre eux ne possédant que moins de cinq acres, soit 15% de la superficie totale des terres.

¹⁸ Shah, Marshul Ali, *The Growth of Poverty in Pakistan – Issues and Causes Presented*, BAsD, octobre 2002, NIPA, Lahore.

aux communautés victimes du tremblement de terre dans les régions du nord et dans l'Azad Jammu et le Cachemire. Au cours de la période visée par le présent COSOP, le PPAF restera un partenaire clé pour ce qui est des projets et programmes exécutés dans le secteur de la microfinance. Le PPAF, une organisation en plein développement assumant de nombreuses responsabilités, est confronté à l'enjeu institutionnel que représente le besoin croissant de spécialisation à mesure que le volume, la gamme et la complexité de ses opérations augmentent.

14. Les organisations de la société civile, en particulier les ONG, ont été des partenaires essentiels dans la plupart des projets financés par le FIDA et ont principalement assumé la mise en œuvre des initiatives de mobilisation des communautés et de développement des petites infrastructures villageoises. Elles sont également le principal instrument d'exécution des composantes des projets du FIDA concernant la microfinance. Les ONG ont prouvé qu'elles sont des partenaires fiables dans bien des cas mais leurs moyens et leur rayon d'action sont limités et quelques-unes d'entre elles (par exemple le Programme national d'appui rural) dominent le secteur. Des alliances sont possibles avec d'autres organisations constituées sous forme de sociétés relevant de l'article 42 (à but non lucratif), telles que la Société pakistanaise de développement du secteur laitier, récemment créée. De telles organisations pourraient devenir des partenaires importants sous réserve qu'elles augmentent leur champ d'action en milieu rural et adoptent des critères rigoureux de ciblage des pauvres.
15. Les organisations à assise communautaire (OAC) composées de femmes et d'hommes ont été les principaux intermédiaires utilisés pour fournir des biens et des services dans le cadre de projets du FIDA à l'échelle des villages. Elles ont été très utiles pour cibler les pauvres, autonomiser les femmes et promouvoir l'utilisation efficiente et transparente des fonds. Elles pourraient en outre devenir des institutions locales autogérées capables d'influer sur la mobilisation des services et ressources publics à long terme.
16. Le secteur privé a joué un rôle important dans le secteur agricole. De nombreuses nouvelles initiatives, en particulier dans les secteurs laitier et agroalimentaire, sont menées en partenariat avec le secteur privé, qui a été le principal intermédiaire pour ce qui est de la diffusion des nouvelles technologies agricoles et de la fourniture de semences, d'engrais et de pesticides.

La stratégie nationale de réduction de la pauvreté rurale

17. Les principaux documents de politique générale qui précisent la stratégie nationale de réduction de la pauvreté au Pakistan sont "Vision stratégique à l'horizon 2030", le cadre de développement à moyen terme 2005-2010 et le deuxième document de stratégie pour la réduction de la pauvreté (DSRP II)¹⁹. "Vision stratégique à l'horizon 2030" définit les plans ambitieux de réduction de la pauvreté et vise à avoir "éliminé toutes les manifestations de l'extrême pauvreté bien avant 2030"²⁰. Le cadre de développement à moyen terme précise comment traduire cette vision en actions en privilégiant une croissance durable sur le long terme. Le DSRP II présente une stratégie conçue pour assurer une croissance généralisée qui fasse effectivement reculer la pauvreté. Il souligne le rôle important du secteur agricole et du secteur rural non agricole du point de vue de la création d'emplois. Dans le secteur agricole, le document recense les possibilités d'accroissement des rendements, de diversification des modes d'exploitation, de production de cultures de grande valeur et d'investissements dans le développement de l'élevage et de l'activité laitière. Les objectifs du gouvernement en matière de développement rural sont notamment d'améliorer la qualité de vie des populations rurales en renforçant l'économie rurale et en facilitant la vie dans les villages moyennant le

¹⁹ Le DSRP II, dont la préparation en est à un stade avancé, met l'accent sur les domaines de l'éducation, de la santé, de l'eau et de l'assainissement, de la création d'emplois ainsi que de la mondialisation et de ses répercussions sur l'économie pakistanaise.

²⁰ Vision stratégique à l'horizon 2030, Commission du plan.

développement de la productivité agricole et des ressources en eau, l'amélioration des infrastructures rurales, la création d'équipements collectifs et la mise en œuvre de projets productifs répondant aux besoins des communautés locales.

Harmonisation et alignement

18. Le FIDA est totalement acquis à la réforme des Nations Unies et participe notamment de très près à l'initiative Unité d'action, dont le Pakistan est l'un des pays pilotes. Le FIDA joue un rôle central au sein de l'équipe de pays des Nations Unies, en particulier dans son groupe thématique sur l'agriculture, le développement rural et la lutte contre la pauvreté, et travaille avec l'Organisation des Nations Unies pour l'alimentation et l'agriculture (FAO) et le Programme alimentaire mondial (PAM) dans le cadre de programmes conjoints pour garantir la complémentarité de leurs interventions. Le FIDA est membre du groupe informel des donateurs sur la microfinance et coordonne de près l'appui aux projets ayant trait à la microfinance avec les principaux donateurs de ce groupe, notamment le Ministère du développement international du Royaume-Uni (DFID), l'Agence suisse pour le développement et la coopération et la Banque asiatique de développement (BAsD). Le FIDA a mis en place des partenariats avec la Banque mondiale et la BAsD pour cofinancer des projets en vue de tirer parti des ressources disponibles pour la réduction de la pauvreté rurale et d'assurer la complémentarité des activités. Dans tous les projets cofinancés, le FIDA a pleinement harmonisé les procédures relatives à la passation des marchés, à la supervision et à l'établissement des rapports avec ses partenaires. L'aide du FIDA est conforme aux stratégies et initiatives de réduction de la pauvreté du gouvernement.

III. Enseignements tirés de l'expérience du FIDA dans le pays

A. Résultats, impact et performance des opérations antérieures²¹

19. Depuis le début de ses opérations au Pakistan en 1978, le FIDA a approuvé 22 prêts d'un montant total de 422,5 millions d'USD, soit 14% du total des prêts accordés à la région. Ce montant fait du Pakistan le cinquième emprunteur du Fonds dans la région Asie et Pacifique (après la Chine, l'Inde, le Bangladesh et l'Indonésie). Le coût total du programme du FIDA au Pakistan s'élève à 1,7 milliard d'USD. Quinze projets sont achevés et sept sont en cours. Outre les prêts, le programme de pays du FIDA englobe également des dons d'assistance technique, des activités de concertation, de gestion des savoirs et des partenariats.
20. L'EPP a montré que depuis 17 ans le FIDA contribue considérablement au développement agricole et rural du Pakistan et ce, malgré le niveau relativement faible de ses investissements dans le pays par rapport aux investissements publics dans les secteurs agricole et rural ainsi qu'à ceux d'autres donateurs tels que la BAsD et la Banque mondiale. Les opérations du FIDA ont ciblé des zones comptant parmi les plus isolées et marginalisées du pays, où les infrastructures et les services sont rares, l'accès aux intrants et aux marchés précaire et les moyens institutionnels souvent insuffisants.
21. L'EPP a relevé que le FIDA a privilégié des interventions axées en grande partie sur l'agriculture comme moyen principal d'améliorer les moyens de subsistance des populations rurales. Si cette approche a permis d'obtenir des résultats, une attention insuffisante a été accordée aux questions environnementales, au développement de l'élevage et à la promotion des cultures de valeur élevée qui ouvrent d'importantes perspectives pour les paysans sans terre et pour les petits exploitants. L'EPP a également indiqué que le FIDA aurait pu obtenir de meilleurs résultats s'il avait également pris en compte les activités non agricoles et l'emploi, et investi davantage dans ces dernières.

²¹ FIDA, Évaluation du programme de pays Pakistan, juillet 2008.

22. De bons résultats ont été obtenus dans le domaine de la mobilisation sociale et de la création d'organisations communautaires, qui revêtent une importance fondamentale pour promouvoir l'appropriation par le pays et la pérennité des acquis. Toutefois, on n'a pas prêté une attention suffisante au renforcement des gouvernements locaux, des conseils élus et des organismes de base ou aux partenariats avec le secteur privé.
23. L'EPP a jugé plutôt satisfaisante la performance des projets financés par le FIDA dans les régions isolées, défavorisées et touchées par le conflit. Elle a souligné qu'il faudrait à l'avenir réfléchir avec soin à toute assistance future du FIDA en faveur de ces régions. En particulier, le FIDA, comme le gouvernement, devrait adopter une approche plus différenciée que par le passé en matière de conception et d'exécution des projets dans ces zones. L'évaluation a également prôné de mettre davantage l'accent sur la pérennité de l'action, l'innovation, les activités autres que de prêt (par exemple, participation à la concertation sur les politiques, création de partenariats et gestion des savoirs), le renforcement des liens entre les projets financés par des dons ou par des prêts et celui du dispositif de présence dans le pays.
24. L'EPP a abouti à cinq recommandations essentielles: i) parvenir à un meilleur équilibre entre les investissements dans l'agriculture et les autres investissements; ii) fournir un appui pour développer les capacités des entités décentralisées et des autres organes œuvrant au niveau local; iii) continuer d'accompagner le gouvernement dans son engagement en faveur des zones désavantagées, reculées et touchées par le conflit tout en adoptant une approche plus différenciée; iv) renforcer la capacité du FIDA dans le domaine de la promotion des innovations; et v) adapter le modèle opérationnel du FIDA en fonction de la taille et des particularités de son programme au Pakistan. L'appendice V présente le texte de l'accord conclusif de l'EPP.

B. Enseignements tirés

25. Les principaux enseignements tirés des opérations du FIDA au Pakistan, tels que mis en évidence par l'EPP et par l'auto-évaluation réalisée par le FIDA en 2007, sont les suivants:
26. **Croissance économique et atténuation de la pauvreté:** i) il faudrait accorder plus d'attention à l'élevage et aux cultures de grande valeur qui permettraient d'accroître les revenus et auraient plus d'impact sur les ruraux pauvres; ii) il faudrait renforcer les mesures qui améliorent la gestion de l'environnement et des ressources naturelles; iii) les investissements dans les petites infrastructures villageoises, en particulier pour les ressources en eau, ont eu les effets les plus immédiats et les plus marqués sur le recul de la pauvreté en milieu rural; iv) des produits financiers innovants assortis de dispositifs de remboursement liés à la rémunération ont des effets considérables sur le recul de la pauvreté; v) pour accroître la productivité agricole, des sources fiables d'intrants agricoles sont nécessaires; vi) les investissements destinés à accroître les qualités marchandes des produits ruraux sont essentiels pour augmenter les revenus en milieu rural; vii) une stratégie plus efficace de développement des entreprises est nécessaire pour que se concrétise l'accroissement des revenus ruraux; et viii) un nouvel accent doit être mis sur les sources de création de revenus autres que l'agriculture moyennant le développement des compétences et la formation professionnelle.
27. **Renforcement des capacités.** La mobilisation sociale et le renforcement des OAC, des ONG locales et de la société civile rurale en général devraient rester des axes de travail importants. Si la plupart des projets, voire tous, ont mis en place une stratégie de participation des communautés fonctionnant efficacement durant la période d'exécution, rares sont ceux qui ont prévu une stratégie à long terme permettant d'assurer la pérennité des OAC créées. Il faudrait étudier la possibilité

de les transformer en mutuelles de crédit efficaces, en coopératives agricoles ou laitières, ou autres organisations similaires.

28. **Présence dans les zones reculées, défavorisées, touchées par le conflit.** La poursuite de l'engagement aux côtés du gouvernement dans ces régions devrait faire appel à une approche plus différenciée, c'est-à-dire à la fois plus souple et plus adaptée au contexte local. Il est essentiel de mobiliser des compétences notamment dans les domaines des affaires tribales, de la résolution des conflits et de la consolidation de la paix. De même, l'engagement des gouvernements provinciaux et du gouvernement fédéral est crucial pour le succès de l'exécution des projets dans ces zones.
29. **Innovation.** Le renforcement de la capacité de promotion par le FIDA des innovations pouvant être transposées et reproduites à plus grande échelle par le gouvernement, les donateurs et le secteur privé est un domaine d'activité qui mérite plus d'attention et de ressources. Une approche plus systématique est nécessaire pour recenser, expérimenter, documenter et diffuser des approches innovantes de développement agricole et rural; il faut également des ressources supplémentaires et une capacité accrue de concertation ainsi qu'une sélection soigneuse des institutions partenaires. Il faut par ailleurs développer les synergies entre les divers instruments disponibles et encourager le recours plus général à ces instruments.
30. **Conception et exécution des projets, y compris leur gestion financière.** Les aspects ci-après se sont avérés essentiels pour concevoir et exécuter des projets avec succès, à savoir: i) un solide attachement des parties prenantes aux objectifs du projet; ii) une approche différenciée de l'exécution, c'est-à-dire à la fois souple et adaptée à un contexte donné; iii) une direction et un personnel clé du projet solide, compétent et stable; iv) des niveaux suffisants de rémunération du personnel gouvernemental, en rapport avec l'ampleur de leurs responsabilités et de leurs résultats; v) des procédures permettant de réaliser des évaluations de l'impact et un suivi des bénéficiaires dès le départ; vi) un appui intensif à l'exécution ainsi qu'au suivi et à l'évaluation; et vii) un système fonctionnel de gestion financière, y compris de solides dispositifs d'acheminement des fonds, de passation des marchés et d'audit, ainsi qu'un suivi rapide des questions soulevées par les audits.
31. **Impact sur les politiques.** Un impact plus important sur les politiques peut être obtenu moyennant: i) l'harmonisation avec les partenaires qui travaillent sur les questions de politique générale; ii) une assistance technique aux organismes qui militent en faveur de la modification de certaines politiques au profit des ménages pauvres en milieu rural; iii) l'application des politiques en vigueur par le biais des interventions du projet; iv) des projets pilotes pour donner un bon coup de pouce à la réforme des politiques; et v) l'examen et l'analyse systématiques de l'expérience du FIDA au Pakistan pour en tirer des enseignements et les diffuser dans le cadre de tous les projets et, chose plus importante encore, auprès du gouvernement et des autres partenaires de développement.

IV. Cadre stratégique du FIDA pour le pays

A. Avantage comparatif du FIDA

32. En concevant ses programmes au Pakistan, le FIDA est resté fidèle à sa mission d'origine et a axé son action sur la lutte contre la pauvreté en milieu rural en mettant l'accent sur le développement agricole. Tant le gouvernement que la communauté des donateurs au Pakistan reconnaissent l'utilité des interventions du FIDA en raison de: i) son orientation sur la lutte contre la pauvreté dans les zones vulnérables et reculées; ii) l'accent mis sur la participation des communautés; iii) la capacité de repérer les possibilités d'innovation dans les initiatives visant à réduire la pauvreté rurale; et iv) l'aptitude à monter des dispositifs institutionnels qui tirent parti des points forts des partenariats entre les secteurs public et privé.

33. Le FIDA a conscience de l'importance croissante que revêt le secteur non agricole, y compris celle du développement des microentreprises rurales. Conformément à son Cadre stratégique 2007-2010, l'accent mis sur le développement du savoir-faire, la formation professionnelle et l'accès aux services financiers sera un moyen essentiel pour répondre aux besoins des ménages ruraux pauvres (en particulier ceux qui tirent leur subsistance d'activités non agricoles). Les activités dans ces domaines contribueront à ouvrir de plus larges perspectives aux ruraux pauvres et à favoriser les liens avec les marchés et le secteur privé et leur insertion dans ces derniers. Pour diversifier le potentiel productif des ménages ruraux, de nouvelles possibilités d'investissements productifs seront étudiées. À ce titre, des mesures seront prises pour évaluer l'utilisation faite actuellement des envois de fonds ainsi que les moyens d'accroître les flux de revenus provenant de l'investissement productif des sommes envoyées. Il s'agit là d'une dimension qui sera particulièrement utile pour les femmes recevant des fonds du Moyen-Orient et ne disposant pas des possibilités ou de l'information nécessaires pour accroître durablement leurs ressources propres.
34. Pour rendre son programme de pays plus pertinent, le FIDA tiendra compte des éléments essentiels ci-après au stade de la conception: i) travailler avec les institutions et les dispositifs institutionnels susceptibles de perdurer après la fin des projets; ii) rechercher les synergies potentielles entre les divers projets du FIDA dans le pays, et en tirer le parti maximal; iii) se concentrer sur les sous-secteurs qui sont cruciaux pour combattre la pauvreté des femmes et des hommes en milieu rural; et iv) associer les instruments de prêt à d'autres activités pour qu'ils aient plus d'impact sur la pauvreté rurale. Le FIDA s'intéressera à des domaines qu'il n'avait pas privilégiés dans le COSOP précédent, notamment les cultures de grande valeur, le développement de l'élevage et l'accès aux marchés. L'enjeu du changement climatique sera dûment pris en compte, en privilégiant l'adaptation à ses effets. S'il y a lieu, les projets financés par le FIDA appuieront l'adoption d'approches durables de gestion des terres prenant en compte les scénarios prévus du changement climatique et leurs répercussions sur les populations et les écosystèmes.

B. Objectifs stratégiques

35. Le programme de pays du FIDA appuiera les initiatives de réduction de la pauvreté lancées par le gouvernement et aidera à stimuler la croissance de l'économie rurale. Il part de l'hypothèse qu'il est nécessaire d'accroître la productivité en milieu rural et d'améliorer les liens avec les marchés – de puissants moyens de combattre la pauvreté. L'un des principaux obstacles à surmonter en milieu rural est le manque d'accès aux ressources productives, aux intrants essentiels, au savoir-faire et aux services. En outre, bien des zones défavorisées souffrent d'un vide institutionnel. En réponse à ces besoins, et compte tenu des conclusions de l'EPP, le COSOP propose deux objectifs stratégiques pour le programme de pays: i) accroître l'accès des ruraux pauvres, hommes et femmes, aux avoirs productifs, au savoir-faire, aux services et aux technologies améliorées, en veillant particulièrement à augmenter la productivité; et ii) renforcer la capacité de participation des ruraux pauvres aux processus locaux de développement pour qu'ils en profitent davantage.
36. **Premier objectif stratégique: accroître l'accès des ruraux pauvres, hommes et femmes, aux avoirs productifs, au savoir-faire, aux services et aux technologies améliorées, en veillant particulièrement à augmenter la productivité.** De nombreux petits exploitants agricoles manquent de ressources et n'ont pas accès au crédit, aux semences certifiées, à la formation, au matériel agricole, à des services appropriés de vulgarisation, etc. Les possibilités d'accroissement de la productivité sont considérables sous réserve que ces obstacles majeurs, ainsi que ceux énumérés au paragraphe 5 ci-dessus, puissent être surmontés. Accroître la productivité sans augmenter aussi les possibilités de

commercialisation n'aurait qu'un effet limité sur la pauvreté. Un appui devrait également être accordé pour développer les possibilités de commercialisation en investissant dans les infrastructures commerciales, notamment les petites routes rurales, l'entreposage après récolte, les installations des marchés ruraux, etc.

37. **Deuxième objectif stratégique: renforcer la capacité de participation des ruraux pauvres aux processus locaux de développement pour qu'ils en profitent davantage.** Les institutions travaillant en milieu rural sont relativement rares et, si l'on ne renforce pas les institutions existantes et que l'on n'en crée pas de nouvelles, les ruraux pauvres n'auront que très peu accès aux services et au savoir-faire dont ils ont besoin pour lutter contre la pauvreté rurale. Le FIDA continuera d'aider à renforcer la capacité des organismes d'exécution du gouvernement au niveau local, en particulier ceux qui travaillent dans les zones reculées et vulnérables. Des ONG offrent toute une gamme de services mais leur implantation en milieu rural dépend de la disponibilité des financements des donateurs. Les OAC sont efficaces pour assurer la gestion des initiatives de développement rural, particulièrement pour sélectionner et exécuter les travaux d'infrastructure communautaire et pour aider à mobiliser l'épargne des communautés et à décaisser les prêts. Toutefois, la viabilité institutionnelle des OAC reste problématique. Le FIDA s'efforcera d'aider à renforcer la capacité de ces institutions qui œuvrent en faveur des pauvres pour qu'elles fassent durablement reculer la pauvreté en milieu rural. L'ensemble des efforts mis en œuvre pour atteindre le deuxième objectif stratégique seront étroitement coordonnés avec d'autres partenaires de développement pour garantir la complémentarité, assurer l'ajout de valeur et éviter les doublons.

C. Perspectives d'innovation

38. Le programme de pays privilégiera activement l'innovation par rapport à ces deux objectifs stratégiques. En ce qui concerne le premier objectif stratégique, il existe plusieurs possibilités d'innovation pour le FIDA dans le cadre de ses activités visant à accroître l'accès aux ressources productives: i) programme pilote de distribution de terres: le FIDA a été invité par le gouvernement du Pendjab à mettre à l'essai un système novateur de distribution de terres dans le sud de cette province; ii) nouveaux produits de microfinancement: les projets en cours et prévus du FIDA dans le secteur de la microfinance devraient aboutir à l'offre d'une gamme innovante de produits financiers (par exemple, microépargne, microassurance maladie, etc.) et encourager la création de liens entre les ONG du secteur de la microfinance et les banques commerciales; et iii) accès aux marchés.
39. Pour ce qui est du deuxième objectif stratégique, le FIDA envisage de promouvoir des modalités innovantes susceptibles d'encourager la transformation institutionnelle en faveur des pauvres en contribuant à modifier la façon dont certains des principaux organismes d'exécution du gouvernement travaillent avec les communautés au niveau local. Il peut à cet égard tirer parti de son expérience pour encourager les organismes d'exécution du gouvernement à adopter une approche plus participative de la planification et de l'exécution des programmes de développement agricole et rural. Il peut également tirer parti de son association à l'Agence de développement de la région barani pour inciter des partenaires d'exécution potentiels, par exemple les Autorités de développement de la zone côtière et la Société pakistanaise de développement du secteur laitier, à travailler avec les communautés locales. L'innovation institutionnelle est également possible au niveau local pour aider les organisations communautaires à se développer et à devenir des mutuelles de crédit, des coopératives agricoles ou laitières, ou autres organisations similaires.

D. Stratégie de ciblage

40. La stratégie de ciblage du programme de pays sera pleinement conforme à la politique du FIDA en la matière. Le FIDA ciblera des zones où l'incidence de la pauvreté est forte ou qui rencontrent des problèmes particuliers de développement en raison de leur situation géographique (par exemple les régions montagneuses, la ceinture côtière et les zones de faible pluviométrie). Les localités sélectionnées correspondent à celles où le gouvernement considère qu'il est nécessaire de mettre en œuvre des programmes axés sur la pauvreté. Les organisations communautaires y organiseront les ménages pauvres et recenseront les plus vulnérables d'entre eux.
41. Les principaux groupes cibles des futurs projets du FIDA sont les suivants: i) les petits exploitants qui ne possèdent guère de terre et de bétail; ii) les paysans sans terre (y compris les petits éleveurs et les pêcheurs) dont la stratégie de survie repose sur le travail salarié dans l'agriculture ou en dehors; et iii) les ménages dirigés par une femme et les femmes des ménages pauvres qui n'ont guère accès aux ressources et aux services ou ne possèdent pas de biens propres. Le groupe cible particulier de chaque projet sera défini à partir d'un travail de cartographie de la pauvreté réalisé lors de la conception du projet. Dans toutes les activités du programme de pays, le FIDA veillera spécifiquement à donner une place centrale aux femmes pour encourager l'égalité des sexes et l'autonomisation des femmes et contribuer à résoudre les problèmes d'exclusion et de marginalisation.

E. Articulation au niveau des politiques

42. Pour ce qui est du premier objectif stratégique, le FIDA s'efforcera de fournir un appui dans deux grands domaines, à savoir: i) les programmes de distribution des terres; et ii) le développement de l'accès à la microfinance. S'agissant du premier domaine, bien que la réforme foncière soit l'un des objectifs importants en matière de politique, rares sont les réformes effectives lancées dans ce domaine. Toutefois, le gouvernement du Pendjab aimerait lancer un projet de distribution de terres qui, s'il est couronné de succès, peut contribuer à l'élaboration d'une stratégie réaliste d'accès à la terre pour les ménages pauvres. Le programme de réforme foncière est politiquement trop litigieux pour que le FIDA l'assume tout seul. Le moyen le plus adapté serait pour le FIDA d'aider à mettre en œuvre des projets innovants, comme celui prévu dans le Pendjab, et d'en diffuser les résultats. S'agissant du second domaine, l'amélioration de l'accès aux services de microfinancement en milieu rural est un domaine d'action central du FIDA. À ce titre, le FIDA soutiendra les réformes entraînant une participation accrue des institutions du secteur formel à celui de la microfinance et la mise en place d'un environnement plus propice pour les fournisseurs existants, notamment les ONG. Pour atteindre cet objectif, le FIDA collaborera avec ses partenaires d'exécution qui se sont activement engagés aux côtés de la Banque nationale du Pakistan pour aider à instaurer un environnement propice à l'inclusion des ruraux pauvres dans le système financier. À ce titre, le FIDA travaillera en collaboration étroite avec des partenaires cruciaux tels que le DFID et la BASD, qui ont actuellement des programmes au Pakistan visant à inclure les pauvres dans le système financier. Il recourra à une gamme diversifiée d'instruments et d'activités, par exemple des dons au profit de la recherche, une assistance technique et la diffusion des savoirs de façon à influencer sur les politiques.
43. Pour ce qui est du deuxième objectif stratégique, le FIDA renforcera l'impact du programme de pays au niveau des politiques par les moyens suivants: i) en aidant les organisations telles que les organismes d'exécution à se transformer pour qu'ils soient axés sur les résultats, sur la participation communautaire et sur l'emploi des femmes; ii) en déterminant s'il est nécessaire ou non d'en passer par des réformes légales pour aider les organisations communautaires à se convertir en mutuelles de crédit, en coopératives de commercialisation, laitières ou de pêche, etc.; et iii) en suivant de près les progrès et les perspectives de réforme du secteur de la microfinance grâce à sa participation au groupe informel des donateurs sur la

microfinance. Le fait d'inclure le représentant de la Banque nationale du Pakistan au sein de ce groupe facilitera la concertation.

V. Gestion du programme

A. Gestion du COSOP

44. Le cadre de gestion des résultats du COSOP présenté à l'appendice III précise les principaux résultats et indicateurs du COSOP pour la période 2010-2014. Ces indicateurs sont conçus pour mesurer les résultats escomptés des projets en cours et des nouveaux projets susceptibles d'être mis en œuvre au cours de la période visée par le COSOP. Les cibles et les indicateurs du cadre de gestion des résultats seront affinés lors de la conception des nouveaux projets qui seront sélectionnés dans la réserve (voir l'appendice VI).
45. À compter de 2010, un rapport annuel de situation sur la mise en œuvre du COSOP sera préparé par l'EGPP. Ce rapport de situation contiendra les renseignements précis ci-après: i) l'impact sur la réduction de la pauvreté; ii) une évaluation du degré de réalisation des objectifs stratégiques du COSOP; iii) la qualité du ciblage; iv) la performance du portefeuille de projets; et v) des examens des informations remontées des clients. Le rapport de situation sera présenté pour examen et discuté lors d'une réunion annuelle conjointe à laquelle participeront les représentants du gouvernement, du FIDA et des parties prenantes concernées. Un examen à mi-parcours du COSOP sera effectué à la fin de 2012.

B. Gestion du programme de pays

46. L'EGPP sera la principale instance de gestion du programme. Elle est composée de représentants de l'organisme gouvernemental qui est l'interlocuteur du FIDA (c'est-à-dire, la Division des affaires économiques), d'autres organismes et ministères fédéraux essentiels (par exemple, le Ministère des finances, la Commission du plan, le Ministère de l'alimentation, de l'agriculture et de l'élevage, etc.), des gouvernements provinciaux et des responsables des projets, des donateurs et des organismes des Nations Unies, des ONG et d'autres organisations de la société civile, du secteur privé ainsi que du siège du FIDA et du personnel chargé du programme de pays au Pakistan. En ce qui concerne le portefeuille des projets en cours, la réunion semestrielle existante d'examen du portefeuille de pays, qui est présidée par la Division des affaires économiques et à laquelle participe le FIDA, se poursuivra et servira d'instance de gestion du portefeuille et d'examen des résultats des projets.
47. À l'exception de deux projets en cours qui sont cofinancés ou liés à des activités financées par la Banque mondiale, tous les projets sont directement supervisés par le FIDA. Une participation plus étroite à l'exécution des projets devrait offrir au FIDA de plus amples possibilités de coopérer avec le gouvernement, les équipes chargées de la gestion des projets et les cofinanceurs pour résoudre plus efficacement et plus rapidement les problèmes d'ordre opérationnel ou politique liés à l'exécution des projets, et pour améliorer les capacités mutuelles d'apprentissage et de gestion des savoirs.
48. Le FIDA jouit d'une présence indirecte au Pakistan depuis 2005, une situation qui l'a aidé à se positionner dans le pays. Cette capacité a été complétée de temps à autre en faisant appel à une assistance technique nationale supplémentaire dans les domaines de l'agriculture, du développement rural et de la problématique hommes-femmes. Conformément à la proposition approuvée par le Conseil d'administration à sa quatre-vingt-quinzième session, en décembre 2008 (document EB 2008/95/R.9), la présence indirecte dans le pays sera renforcée dans le courant de 2009 de façon à y établir un bureau de pays. Outre qu'il poursuivra la concertation avec les pouvoirs publics et la communauté des donateurs, le bureau de pays privilégiera bien davantage l'appui à l'exécution efficace des projets en cours par des moyens tels que la supervision des projets, des missions de suivi, le

système trimestriel de suivi de la situation des projets et des activités de gestion des savoirs. La note correspondant aux projets à risque (PAR) du portefeuille de pays et la situation des projets faisant problème sont deux aspects qui seront suivis de près.

C. Partenariats

49. **Partenariat avec les parties prenantes nationales.** Pour renforcer l'impact du programme de pays sur la pauvreté, le FIDA cherchera à élargir ses partenariats avec les parties prenantes nationales, notamment les ONG et les autres organisations de la société civile, les instituts de recherche et les universités ainsi que le secteur privé.
50. **Partenariat avec les organismes des Nations Unies.** Le FIDA participe au programme pilote de l'initiative Unité d'action et à toutes les activités de l'équipe des Nations Unies dans le pays. Il joue également un rôle actif au sein du groupe thématique sur l'agriculture, le développement rural et la réduction de la pauvreté et collabore avec les autres institutions des Nations Unies, en particulier l'Organisation des Nations Unies pour l'alimentation et l'agriculture (FAO) et le Programme alimentaire mondial (PAM), à l'appui de leurs objectifs communs dans le secteur agricole. Il poursuit également sa collaboration avec la FAO et le PAM pour étudier les possibilités de programmes conjoints.
51. **Partenariat avec d'autres organismes de développement.** Le FIDA a cofinancé des projets avec la Banque mondiale et la BAsD et étudiera les possibilités de collaboration avec ces banques et avec d'autres institutions financières internationales, notamment la Banque islamique de développement. Il améliorera la concertation menée avec les donateurs bilatéraux, tant dans le cadre du groupe informel des donateurs sur la microfinance qu'individuellement, par exemple en poursuivant le dialogue avec l'organisme de coopération pour le développement du Gouvernement italien et l'Agence suisse de développement et de coopération, entre autres. Le FIDA collabore avec le Centre international de recherches agricoles dans les zones arides (ICARDA) qui exécute un projet de don financé par le FIDA à l'appui de la recherche participative dans le domaine de la petite production animale. Il veillera surtout à trouver les moyens de resserrer les liens entre les projets financés au moyen de dons et ceux financés par des prêts. Pour relever le défi du changement climatique, le FIDA étudiera la possibilité de travailler avec le Mécanisme mondial pour progresser dans l'application de la Convention des Nations Unies sur la lutte contre la désertification et de la Convention-cadre des Nations Unies sur le changement climatique.

D. Gestion des savoirs et communication

52. Les activités de gestion des savoirs et de communication du programme de pays seront conformes à la stratégie du FIDA en matière de gestion des savoirs. Les activités de gestion des savoirs seront organisées d'une manière plus systématique et plus structurée, en commençant par la formulation d'un plan d'action stratégique. L'accent sera surtout mis sur les activités qui contribuent à la réalisation des objectifs stratégiques du COSOP et sur celles qui ont une pertinence générale pour réduire la pauvreté rurale (par exemple les dispositions relatives à la location de terres pour les investissements du secteur privé). Les activités de gestion des savoirs seront organisées à deux niveaux. Au niveau du programme de pays, les dispositions existantes en la matière seront maintenues et améliorées, notamment le bulletin du programme de pays, les études spéciales et le recours à des experts locaux pour promouvoir l'échange d'expériences entre programmes et entre secteurs de développement. Les liens avec les réseaux tels que la mise en réseau des savoirs pour le développement rural dans la région Asie-Pacifique (ENRAP) seront renforcés pour toucher un public plus large. Au niveau des projets, lors de la conception de tous les projets futurs de don et de prêt, un programme de gestion des savoirs ou d'apprentissage sera prévu. Les échanges entre projets

seront encouragés en organisant des événements tels que des visites d'échanges, des ateliers, etc.

E. Cadre de financement SAFP

53. Le système d'allocation fondé sur la performance (SAFP) fixe le montant des fonds que le FIDA peut mettre à la disposition du Pakistan au cours de la période visée par le présent COSOP. L'allocation annuelle du pays dépend de diverses variables, dont une évaluation du cadre sectoriel du développement rural et une note PAR, l'indice d'allocation des ressources de l'Association internationale de développement (IDA) et les notes finales obtenues. Au cours de la période 2010-2014 proposée pour ce COSOP, le montant indicatif total de l'allocation disponible pour le Pakistan est d'environ 87,5 millions d'USD. Ce montant devrait servir à financer deux ou trois projets. Conformément à la décision prise lors de la réunion récapitulative sur le COSOP organisée conjointement par le Gouvernement pakistanais et le FIDA, en novembre 2008, ces deux ou trois projets seront choisis le moment venu par le gouvernement sur la liste des cinq propositions énumérées à l'appendice VI (réserve de projets correspondant à la période du COSOP). Un financement au titre du programme de dons du FIDA sera également étudié pour appuyer de petits projets stratégiques exécutés par des ONG, des organisations du secteur privé ou d'autres institutions appropriées. La disponibilité d'un financement du FIDA sous forme de dons devrait permettre d'encourager l'innovation, la prise de risques, la concertation sur les politiques et le renforcement des partenariats. On veillera particulièrement à établir une interface entre ces dons et les projets financés par un prêt lors de l'élaboration des propositions de don.

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

<i>Indicateurs – COSOP Année 1</i>		<i>Notes évaluant le secteur rural</i>
A i)	Dispositif politique et juridique encadrant les organisations rurales	3,80
A ii)	Dialogue entre le gouvernement et les organisations rurales	4,00
B i)	Accès à la terre	3,40
B ii)	Accès à l'eau à usage agricole	3,14
B iii)	Accès aux services de recherche et de vulgarisation agricoles	3,00
C i)	Conditions propices au développement des services financiers ruraux	4,75
C ii)	Climat des investissements pour les entreprises rurales	4,00
C iii)	Accès aux marchés des intrants et des produits agricoles	4,00
D i)	Accès à l'éducation dans les zones rurales	3,33
D ii)	Représentation des femmes	3,75
E i)	Affectation et gestion des fonds publics en faveur du développement rural	4,00
E ii)	Obligation redditionnelle, transparence et corruption dans les zones rurales	3,78
Somme des notes cumulées		44,95
Moyenne des notes cumulées		3,75
Notation des projets à risque (PAR) 2008		3,50
Indice d'allocation des ressources de l'IDA (2006)		3,62
Note du pays (2007)		3,62
Allocation annuelle (en millions de dollars des États-Unis, 2009)		17,50

Tableau 2

Relations entre les indicateurs de performance et la note du pays

<i>Scénario de financement</i>	<i>Note PAR (+/- 1)</i>	<i>Note de performance du secteur rural (+/- 0,3)</i>	<i>Variation en pourcentage du score SAFF du pays par rapport au scénario de base</i>
Hypothèse basse	2,5	3,45	-25%
Hypothèse de base	3,5	3,75	0%
Hypothèse haute	4,5	4,05	28%

F. Risques et gestion des risques

54. La situation globale dans le pays, en particulier sur le plan de la sécurité, pourrait avoir une nette incidence sur la réalisation des objectifs stratégiques proposés et sur l'impact des opérations du FIDA sur la pauvreté. D'après l'expérience du FIDA, la poursuite de l'appui aux projets dans certaines zones et localités du pays pourrait poser des risques importants au niveau tant de la conception que de l'exécution. Les autres risques ont trait à la situation macroéconomique et à des facteurs d'ordre opérationnel, ces derniers ayant surtout trait à la capacité et à l'engagement des institutions. On verra au tableau 3 les principaux risques pour les objectifs stratégiques du COSOP ainsi que les mesures de gestion des risques qui doivent être prises.

Tableau 3

Facteurs risquant de compromettre la réalisation des objectifs stratégiques du COSOP

<i>Objectifs stratégiques (OS)</i>	<i>Risque</i>	<i>Gestion des risques</i>
OS 1 et OS 2	Situation incertaine en ce qui concerne la sécurité et l'environnement politique	<ul style="list-style-type: none"> repérer des zones d'intervention relativement sûres et stables pour la conception, l'exécution et la supervision des projets développer encore la coordination avec les partenaires de développement pour assurer l'harmonisation et la complémentarité
OS 1 et OS 2	Instabilité macroéconomique	<ul style="list-style-type: none"> orienter davantage les projets sur les initiatives à assise communautaire
OS 1	Manque d'engagement des organismes publics d'exécution et des autres organisations partenaires	<ul style="list-style-type: none"> veiller à ce que les activités des projets soient prises en charge par des parties prenantes locales et à ce que ces partenaires ne soient pas obligés d'y participer faire en sorte de nommer du personnel compétent pour diriger les projets
OS 2	Capacité limitée des partenaires locaux d'exécution	<ul style="list-style-type: none"> inclure suffisamment d'activités de renforcement des capacités lors de la conception des projets s'assurer que les partenaires d'exécution sont en mesure de renforcer leurs capacités en recrutant du personnel supplémentaire

COSOP consultation process

1. September 2007 – Initiation of the COSOP formulation process

In light of the preliminary findings of the Country Programme Evaluation (CPE) mission in July 2007, the process for developing a new COSOP for Pakistan was initiated in September 2007 when an initial COSOP formulation plan was prepared and a team was identified to undertake the preparation of preliminary studies, organization of the COSOP workshop and development of a programme for the COSOP mission. To enhance country ownership, preliminary meetings were held with the Economic Affairs Division (EAD) of the Government of Pakistan (GOP) in October, 2007 in which Government representatives were briefed about the COSOP process, the composition and TORs of the CPMT. GOP agreed to co-host the COSOP workshop planned for November 2007.

2. September 2007 – Establishment of a country programme management team (CPMT)

A CPMT for Pakistan was formed in September 2007 which included key stakeholders for IFAD in Pakistan and at IFAD to provide guidance and feedback when required during the entire cycle of COSOP design and implementation. Letters were sent to all in-country members of the CPMT informing them about the COSOP purpose and process and requesting their participation. These letters were followed up by individual meetings with each member of the CPMT.

The in-country component of the CPMT originally consisted of representatives from:

- GOP – key officials and focal points from Economic Affairs Division (GOP's focal point ministry for IFAD), Ministry of Finance, MINFAL, Project Directors of all ongoing IFAD projects
- IFI and UN system – the World Bank, AsDB, UNDP, FAO, WFP
- Other partners – National Rural Support Programme (NRSP), Kashf Foundation, SAFWCO, Nestle Pakistan, Pakistan Poverty Alleviation Fund
- IFAD proxy country presence

The core of the CPMT's in-house component consists of the CPM, the responsible legal counsel and the loan officer. Depending on the nature of the country programme activities, the in-house component of CPMT may also include IFAD staff from other divisions (Technical Advisory, Policy, Communications, etc.) on a case by case basis.

3. October 2007 – Preparatory studies and consultations

The data requirements and availability for updating COSOP were mapped and reports on the agriculture and livestock sectors, rural development and a gender sensitive Baseline Poverty Analysis were commissioned in early October 2007. This also involved a review of key Government documents such as the Poverty Reduction Strategy Paper II, the Medium Term Development Framework (2005-2010) and the Vision 2030, etc.

4. October-November 2007 – COSOP mission²²

Taking into account the preliminary findings of the CPE mission in July 2007, a COSOP mission was fielded from October to November 2007 to hold in-country consultations with the focal points of the government, donor agencies, project staff and selected civil society organizations. The mission met with the Federal and all provincial Governments to learn about their future priorities and assess how IFAD could address these in keeping with its own Strategic Framework 2007-

²² The COSOP mission consisted of Ms. Maliha Hamid Hussein (mission leader), Mr. Agha Imran Hamid (rural development specialist), Mr. Zhaour Alam (agricultural specialist), Mr. Rahid Khan (infrastructure specialist), Ms. Rashda Syed (gender specialist), and Mr. Qaim Shah (IFAD country presence officer).

2010. This helped to identify government priorities, assess the strategic direction and projects of other donors and synchronize the IFAD programme to capitalize on the available opportunities. In line with the policy of the One UN Reform Programme, the mission held extensive meetings with the UN Resident Coordinator, UNDP and FAO to identify how best to assist in furthering this agenda and how to shape IFAD's future programme in line with the identified priorities.

5. January-March 2008 – Consultations with the in-country CPMT on the findings of the COSOP mission

The findings of the COSOP mission, in the form of a draft COSOP mission report, was forwarded in January 2008 to the all members of the in-country CPMT for reflection.

6. October 2008 – Reviews of draft COSOP by CPMT

Upon the conclusion of the CPE process after the National Round-Table Workshop (NRTW) in July 2008, the initial findings of the COSOP mission was developed into a draft COSOP which was worked out in September 2008. It builds on (i) the CPE findings and the views and recommendations of the CPE NRTW, (ii) the draft COSOP mission report; and (iii) comments of some of the CPMT members. The draft COSOP was circulated to the in-country CPMT and the Pakistani Embassy in Rome for review and comments.

7. November 2008 – In-country COSOP wrap-up meeting

The GOP/IFAD COSOP wrap-up meeting was held on 27 November 2008 to validate the COSOP. The meeting was chaired by GOP, and was participated by the concerned ministries and agencies of the federal government, the provincial authorities, civil society organizations, and representatives from the private sector and the academia. The meeting unanimously supported and endorsed the two proposed COSOP strategic objectives and the COSOP documentation. Prior to the meeting, country stakeholders at both federal and provincial levels provided written comments on the draft COSOP, which were communicated to IFAD by EAD.

The following are the main suggestions of the wrap-up meeting:

- IFAD projects should be closely aligned with the MTFD and ongoing government initiatives for rural poverty reduction and agricultural development to avoid overlap of support.
- Future project design should also ensure close coordination with other development partners, to avoid duplication of efforts and effective use of available resources. One area of particular attention is the support for capacity building at the local level (for line departments), where there are major, ongoing projects / programmes of other donors such as DFID etc.
- IFAD support could focus on regions and sub-sectors that are particularly disadvantaged or neglected. IFAD could initiate project activities to deal with specific constraints linked to water shortage, post-harvest losses, women's access to credit, social capital, high value crops, new technology / technical innovation, etc. Gender and post-project sustainability should be adequately dealt with during project design.
- Greater efforts are needed in putting in place the system for monitoring project impact. For the purpose of establishing a baseline, poverty mapping should be undertaken as part of the project design.
- To ensure a broader participation, the CPMT membership should preferably be expanded to include representation of the provincial governments (apart from the project directors).

Country economic background

Land area (km2 thousand) 2006 1/	771	GNI per capita (USD) 2006 1/	800
Total population (million) 2006 1/	159.00	GDP per capita growth (annual %) 2006 1/	5
Population density (people per km2) 2006 1/	206	Inflation, consumer prices (annual %) 2006 1/	8
Local currency Pakistan Rupee (PKR)		Exchange rate: USD 1 = PKR 79	
Social Indicators		Economic Indicators	
Population (average annual population growth rate) 2000-2006 1/	2.4	GDP (USD million) 2006 1/	126 836
Crude birth rate (per thousand people) 2006 1/	26	GDP growth (annual %) 1/	
Crude death rate (per thousand people) 2006 1/	7	2000	4.3
Infant mortality rate (per thousand live births) 2006 1/	78	2006	6.9
Life expectancy at birth (years) 2006 1/	65	Sectoral distribution of GDP 2006 1/	
Number of rural poor (million) (estimate) 1/	n/a	% agriculture	19
Poor as % of total rural population 1/	n/a	% industry	27
Total labour force (million) 2006 1/	59.59	% manufacturing	19
Female labour force as % of total 2006 1/	27	% services	53
Education		Consumption 2006 1/	
School enrolment, primary (% gross) 2006 1/	84	General government final consumption expenditure (as % of GDP)	11
Adult illiteracy rate (% age 15 and above) 2006 1/	n/a	Household final consumption expenditure, etc. (as % of GDP)	75
Nutrition		Gross domestic savings (as % of GDP)	14
Daily calorie supply per capita	n/a	Balance of Payments (USD million)	
Malnutrition prevalence, height for age (% of children under 5) 2006 2/	37	Merchandise exports 2006 1/	16 930
Malnutrition prevalence, weight for age (% of children under 5) 2006 2/	38	Merchandise imports 2006 1/	29 825
Health		Balance of merchandise trade	-12 895
Health expenditure, total (as % of GDP) 2006 1/	n/a	Current account balances (USD million)	
Physicians (per thousand people)	n/a	before official transfers 2006 1/	-17 825
Population using improved water sources (%) 2004 2/	91	after official transfers 2006 1/	-6 795
Population with access to essential drugs (%) 2/	n/a	Foreign direct investment, net 2006 1/	4 163
Population using adequate sanitation facilities (%) 2004 2/	59	Government Finance	
Agriculture and Food		Cash surplus/deficit (as % of GDP) 2006 1/	-4
Food imports (% of merchandise imports) 2006 1/	10	Total expenditure (% of GDP) 2006 1/	n/a
Fertilizer consumption (hundreds of grams per ha of arable land) 2006 1/	1 913 a/	Total external debt (USD million) 2006 1/	35 909
Food production index (1999-01=100) 2006 1/	117	Present value of debt (as % of GNI) 2006 1/	26
Cereal yield (kg per ha) 2006 1/	2 553	Total debt service (% of GNI) 2006 1/	2
Land Use		Lending interest rate (%) 2006 1/	11
Arable land as % of land area 2006 1/	28 a/	Deposit interest rate (%) 2006 1/	4
Forest area as % of total land area 2006 1/	3 a/		
Irrigated land as % of cropland 2006 1/	85 a/		

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

1/ World Bank, *World Development Indicators* database CD ROM 2008

2/ UNDP, *Human Development Report*, 2007/2008

COSOP results management framework²³

Country strategy alignment	COSOP Strategic Objectives	COSOP Outcome Indicators	COSOP Milestone Indicator	COSOP Institutional/Policy Objectives (in partnership mode)
<p><u>Vision 2030</u> A key pillar of this policy document is economic justice in which the State is an enabler for access to essential public goods such as education, employment, health and safety.</p> <p><u>MTDF (2005-10)</u> The MTDF's rural and agriculture development strategy emphasizes enhancing the asset ownership of the poor by improving access to land, water and livestock; provision of agricultural inputs; access to new technologies, agricultural credit; marketing infrastructure, etc.</p> <p><u>PRSP</u> It gives a key role to the rural sector in accelerating growth and reducing rural poverty, playing major emphasis on employment generation.</p> <p><u>Baseline Data</u> Proportion of population below 2350 calories (poverty line) per day is 23%.</p> <p>Proportion of children under 5 years who are underweight for their age is 35%.</p> <p>Almost 50% of rural households own no land.</p> <p>Only 1 out of 10 poor people who need credit have access to it.</p>	<p>SO1: Enhancing the access of poor rural men and women to productive assets, skills, services and improved technologies, with particular emphasis on productivity enhancement</p>	<p>Increased access to financial services for 100,000 rural households.</p> <p>50% of the 200,000 households participating in the IFAD programme report improvement in household assets by 2014.</p> <p>70% of the 120,000 rural households participating in the IFAD programme report an increase in productivity by 2012 and 200,000 by 2014.</p> <p>Less than 20% of the children under five are underweight in the 120,000 participating households by 2012 and 200,000 participating households by 2014.</p> <p>About 90% of the participating households have a dietary energy consumption of more than 2,350 calories per day.</p>	<p>80% of the rural men and women in the participating communities are organized into 8,500 community organizations.</p> <p>About 50,000 households benefit through investments in small scale infrastructure projects.</p> <p>Increased skills for 10,000 men and women.</p> <p>About 100,000 men and women have access to financial services and 75,000 have received loans.</p> <p>Increased market access for 100,000 rural households.</p> <p>10,000 men and women have received training in improved agriculture and livestock management.</p> <p>3,000 men and women have received training in vocational and enterprise development.</p> <p>100,000 men and women are selling their produce in the market.</p>	<p>Advocacy for increase in female extension workers from the current 1% to 5% in Government line agencies especially the livestock extension department.</p> <p>Collaborate with Government of Punjab to test its land reform initiative</p> <p>Closely engage in micro-finance policy issues through participation in the Informal Donor Group to advocate specific policy issues such as cash flow based lending, debt-equity ratio cap, etc.</p>
<p><u>Vision 2030</u> Wider participation of rural population in the development of their communities through their own associations and organizations together with local government and facilitating private sector participation.</p> <p><u>MTDF (2005-10)</u> The MTDF sees the participation of local communities, local government agencies, NGOs, the civil society and the private sector as key for balanced development in rural areas.</p> <p><u>Baseline Data</u> Only 50,000 CCBs have been registered so far and less than 20% of the rural poor are organized into community groups.</p> <p>There is limited service delivery by government agencies and the private sector in rural areas.</p>	<p>SO2: Strengthening the capacity of the rural poor to engage in and benefit from local development processes</p>	<p>50% of the 600 IFAD project villages are informed about new agriculture and livestock management practices by 2012 and 1,000 villages by 2014.</p> <p>At least 3 NGOs become sustainable and the overall outreach of the micro-finance sector reaches 3 million by 2012 and 5 million by 2014.</p> <p>At least 30% of the 5,000 community organisations (COs) and 15% of the 1,000 women's organisations (WOs) in IFAD villages are able to sustain themselves beyond project life.</p>	<p>About 100 government line agency staff trained.</p> <p>About 15 NGOs provided capacity building support and 50 staff members imparted specialised training.</p> <p>6,000 community organizations provided capacity development support.</p> <p>About 1,000 COs and WOs undertaking innovative initiatives such as village banking, cooperative dairy farming, agricultural marketing and enterprise development.</p>	<p>Advocate institutional reform to ensure a more participatory system of planning and engaging of line agencies with community organisations.</p>

²³ The baseline data and target indicators will be refined during the design of the new projects for the COSOP period.

Previous COSOP results management framework

	Situation Before the COSOP	Situation After the COSOP	
A. Strategic Objectives of the Country			
Sustainable economic growth and poverty reduction.	GDP per Capita US\$ (2001) People living in poverty 34.4% (2001) Life Expectancy at birth 63 (2001) Primary school enrolment 74 (2001) Access to improved water sources 88 (2001) External Debt US\$ 32 billion (2000)	GDP per Capita 926 (2006) People living in poverty 23.9% (2006) Life Expectancy at birth Primary school enrolment Access to safe water Access to health services External Debt	
B. Strategic Objectives of the COSOP			
	Situation Before the COSOP	Situation After the COSOP	Lessons Learnt
Strengthening the capacity of the rural poor and their organizations.	The general perception in the country was that the poor were incapable of intelligently thinking about their own development and as such top down approaches were used with little or no involvement of local men and women.	<p>There has been considerable progress in Pakistan regarding community participation for more equitable and sustainable social development.</p> <p>One of IFAD's main contribution's to the capacity building of the poor was gaining acceptance for the principle that the poor must participate in identifying, designing, implementing and managing project interventions.</p> <p>IFAD only provided valuable opportunities for skill development and changed the way in which extension training and skill development was conceived and subsequently delivered. It is estimated that close to 100,000 people were trained under the completed IFAD projects in Pakistan.</p> <p>The government has introduced participatory approaches in many aspects of its service delivery and has completed transformed the system of local governance.</p> <p>The Rural Support Programmes have been the leaders in forming village-based community organizations which collectively identify, implement and maintain village level projects.</p>	<p>The rural poor are capable of leading their own development if given the opportunity and resources.</p> <p>There is need to transform the orientation and operating procedures of government line agencies with respect to their engagement with local communities for meaningful participation.</p> <p>For sustained improvement in local capacity there is a need to transfer development resources and real decision-making authority to local communities.</p> <p>Innovative arrangements need to be established for strengthening the capacity of rural poor.</p>
Improving equitable access to productive natural resources and technology.	The main reason for poverty in rural Pakistan is limited access to land and water resources. Almost half of the poor do not have access to land and those in rain-fed areas have limited access to water or other productive resources.	<p>IFAD financed projects helped in increasing poor farm household's access to land and water. While IFAD did not increase the landholding of farming families, it helped to increase the cultivated area.</p> <p>IFAD assisted in the development of irrigation systems and</p>	

	<p>Out of 79.61 million hectares of total area only about 22 million hectares is cultivated.</p>	<p>on-farm water management. As a result, there was a reduction in inequity in water supply between head and tail users and a dramatic reduction in litigation within the farming communities.</p> <p>IFAD helped in the construction of mini-dams and ponds under the Second Barani Area Development project which has transformed many parts of the project area.</p> <p>At the individual farmer's field, the quantum of water available for irrigation was increased substantially and encouraged farmers to adopt improved on-farm management practices.</p> <p>IFAD financed projects have generally had a positive impact on yields, cropping intensities and diversification in the agriculture sector. This has been due largely to the "use of high yielding seed variety, supplementary irrigation, fertiliser application, etc.</p> <p>The benefits of those projects which adopted low-cost measures for soil and water conservation have spread to a large number of farmers in IFAD's target groups.</p>	
<p>Increasing access to financial services and markets.</p>	<p>The micro-finance sector was at a nascent stage of development in 2003.</p> <p>The overall reach of the sector was under 50,000 active clients.</p> <p>There were only a few NGOs delivery micro-finance on a limited basis and a few State owned banks which had been forced into forming partnerships with donors.</p> <p>While the Government had announced the Micro-Finance Ordinance designed to encourage the entry of banks and up-scaling of NGOs, there was limited capacity to make use of this supporting regulatory framework in the country.</p> <p>The major partner in IFAD projects were State owned Banks which were not interested in delivering financial services and as such this was one of the weakest components of IFAD investments in Pakistan.</p>	<p>The overall outreach of the sector is close to one million active clients. However, this is still well below potential and the range of financial products is limited. Nevertheless, the micro-finance sector is poised for rapid expansion.</p> <p>Six new micro-finance banks have been established even though their outreach is limited.</p> <p>While some NGOs have grown exponentially there are capacity and financing constraints for their future growth. However, two NGOs are poised to transform into Micro-Finance banks.</p> <p>The entry of commercial banks in the sector is still highly limited and while a few banks such as Standard Chartered, National Bank of Pakistan and CresBank are running micro-finance banks, their outreach is limited.</p>	<p>Effective partnerships for the delivery of micro-finance require a strong commitment to delivery of rural credit as an important and sustainable line of business.</p> <p>The long-term development of the sector requires growth on a sustainable basis with access to commercial sources of funds.</p> <p>There is need to place emphasis on capacity building of the sector institutions and human resources employed in the sector.</p>

CPE Agreement at Completion Point

Background

In 2007/2008, IFAD's Office of Evaluation (OE) conducted a Country Programme Evaluation (CPE) in Pakistan. The main objectives of the CPE were to: (i) assess the performance and impact of IFAD's strategy and operations in Pakistan; and (ii) develop a series of findings and recommendations that would serve as building blocks for the preparation of the new IFAD results-based country strategy and opportunities programme (COSOP) for Pakistan. The COSOP would be formulated by the Asia and Pacific Division (PI) of IFAD in close collaboration with the Government of Pakistan.

This Agreement at Completion Point (ACP) includes the key findings and recommendations contained in the CPE. It also benefits from the main discussion points that emerged at the CPE national roundtable workshop, organized in Islamabad on 17-18 July 2008. This ACP captures the understanding between the IFAD management (represented by the Programme Management Department) and the Government of Pakistan (represented by the Ministry of Economic Affairs and Statistics) on the core CPE findings, and their commitment to adopt and implement the evaluation recommendations contained in this document within specified timeframes.

The main CPE findings:

The Fund has made an important contribution to agriculture and rural development in Pakistan, the significance of which is highlighted given the current food crisis. This has been achieved despite IFAD's relatively small level of total investments in Pakistan, and in spite of the lack of a permanent country presence until recently. IFAD's results are particularly noteworthy as several of its operations have covered the most remote and marginal areas of the country which manifest amongst the lowest social indicators in the country, and where infrastructure and services are limited, access to input supply and markets is uncertain and institutional capabilities are often inadequate.

A number of achievements support the aforementioned overarching conclusion of the CPE, for example, the Fund's instrumental role in scaling up the successful Aga Khan Rural Support Programme (AKRSP) model to grassroots development and adapting it to a government implementation model. IFAD has also contributed to strengthening community-based organizations (CBOs), to women's empowerment and to improving agricultural productivity of small farmers. These achievements are the result of IFAD's focus on agricultural-based interventions including the strengthening of research and extension capabilities, promoting pro-poor agriculture technology, and building community infrastructure. However, insufficient consideration has been given to areas such as the environment, market linkages, livestock development and the promotion of high value crops – which offer crucial opportunities for landless and small farmers.

Notwithstanding the above, the CPE concludes that IFAD could have achieved greater results through a wider consideration of and investments in non-farm activities and employment, including attention to the development of rural microenterprises with adequate linkages to financial services.

Enhanced attention in project design to the consequences of migration would have been useful. This is particularly relevant in light of Pakistan's categorization as a transforming country with a modest 40 percent contribution of agriculture to rural incomes.

Good results are to be found in social mobilisation and in building CBOs, both of which are fundamental for promoting country ownership and sustainability of benefits. However, the CPE concludes that the Fund could have taken a more broad-based approach to support decentralization and Pakistan's devolution plan of 2000, particularly the strengthening of local governments. A more proactive approach to seek partnerships with the private sector could have been beneficial in ensuring growth in the agriculture and rural development sector.

IFAD has worked in various remote, disadvantaged and conflict-affected areas including the Federally Administered Tribal Areas (FATAs), parts of the North West-Frontier Province (NWFP) and Azad Jammu and Kashmir (AJK). Despite the difficulties, the performance of IFAD-funded activities in these areas has been moderately satisfactory, and future IFAD assistance deserves serious consideration. While the CPE noted the strong desire of the Government to ensure the Fund's continued engagement in such areas, the Fund cannot continue working in these areas without a differentiated approach.

Two overarching factors require special attention by the Fund. First, sustainability – an institution-wide issue for IFAD – is of concern also in the Pakistan portfolio. Second, despite various examples of innovations in the portfolio, such as the introduction of new agricultural products (horticulture and fruits), innovation has not been conspicuous in Pakistan.

Moreover, evidence of replication and upscaling of innovations remains weak. The latter can be partly attributed to the inadequate attention to non-lending activities, namely IFAD's engagement in policy dialogue, partnership building and knowledge management, as well as the poor links between grants and loans.

Until 2008, none of IFAD's operations in Pakistan were under direct supervision. Supervision and implementation support by cooperating institutions focused on fiduciary aspects, to the detriment of project implementation. Furthermore monitoring and evaluation systems were weak. The establishment of a country presence in 2005 has contributed to a better positioning of IFAD in Pakistan.

Recommendations

Recommendation 1: Better balance between agricultural and non-farm investments

The need to develop a better balance between agricultural and non-farm investments in the rural sector in Pakistan. This is important, as most (57 per cent) of the rural poor are from non-farm households (that derive their income from activities other than crop and livestock production) and more off-farm opportunities are now being offered by the country's growing business environment. The CPE recommends that more resources be devoted to non-farm opportunities, including small agri-businesses and family-based rural microenterprises. It also stresses the importance of promoting wider market linkages for both agricultural and non-farm outputs. In addition, further developing rural financial services and products for agriculture and non-agricultural activities is central to ensuring that the poor have access to financing for rural poverty alleviation initiatives. In terms of agricultural activities, greater attention should be paid to livestock development and high-value crops such as fruit, vegetables and flowers that provide higher returns on investments. Agricultural land investments should be accompanied by measures aimed at improving environmental and natural resource management, such as integrated catchment management and increasing the efficiency of water use under rainfed conditions, and to instituting environmental assessments for infrastructure constructed by projects.

Recommendation 2: Capacity development support to decentralized entities

Provide capacity development support to decentralized entities and other bodies working at the local level to complement the work of other larger development partners. This requires that continued attention be given to social mobilization and the strengthening of CBOs, local NGOs and rural civil society in general. At the same time, the Fund should take a more inclusive approach to supporting decentralization by establishing the building blocks for a more service orientated relationship between governments and local organizations. This entails building up the capacity both of local governments (at the district, tehsil and union levels) and of representatives of elected bodies (e.g. village councils, local legislative assemblies, etc.) that play an important role in planning and resource allocation for rural poverty alleviations at the grass-roots level and in promoting accountability and transparency of local administrations involved in IFAD-supported projects. Greater participation by private-sector groups of farmers and enterprises is also warranted to ensure better results.

Recommendation 3: Working in disadvantaged, remote and conflict-ridden areas

The CPE recommends that the Fund continue to support the Government in its engagement in disadvantaged, remote and conflict-ridden areas such as the NWFP, AJK and the FATAs. However, this requires a much more differentiated approach which is flexible and adapted to such challenging areas, paying careful attention to the specific social context, culture and priorities of the rural people living there. The importance of ensuring the commitment and ownership of provincial and federal governments to IFAD's efforts in these areas cannot be overemphasized. In addition, it will be also essential to mobilize specific expertise for project design, implementation and supervision. In fact, IFAD could play a complementary developmental role – in support of the rural poor – to the Government's own initiatives and those of other donors working in such environments. The interventions should be given more time in project execution, without having negative impact on country PBAS score

Recommendation 4: Promote innovations

The strengthening of IFAD's capacity to promote innovations that can be scaled up and replicated by the Government, donor organizations and the private sector, merits increased attention and resources in Pakistan. This will include a more systematic approach to identifying and piloting innovative approaches to agriculture and rural development; better documentation; the sharing of successfully tested innovations; greater resources and capacity to engage in policy dialogue (e.g. on local governance issues, rural finance outreach, pro-poor agricultural policies); and carefully selecting partner institutions with a good track record both in introducing and nurturing innovations and in working with the rural poor in similar IFAD priority areas. This will also call for greater synergies between, and the wider use of, the mix of instruments (loans, grants, policy dialogue, etc.) available to the Fund as well as enhanced country involvement in and ownership of grants. Innovative approaches are needed in a number of areas such as remittances (savings accounts, investment opportunities); migration (improving the value of landless people on the employment market through vocational training and helping them find employment in small towns, urban centres and overseas); promotion of local governance; and the use of grants (as opposed to loans) to support efforts by larger development actors in conflict areas such as FATAs.

Proposed timeframe to implement the recommendations 1-4

The recommendations will be taken into account in formulating the new results-based COSOP and new operations in Pakistan.

Key partners to be involved

Government of Pakistan (especially the Economic Affairs Division), IFAD, and the concerned technical and financial partners at both the federal and local levels.

Recommendation 5: Adjust IFAD's operating model

The Fund's overall development effectiveness would be further enhanced by adjustments to its operating model that take account of the size and specificities of its programme in Pakistan. This includes establishing a more consolidated and permanent country presence in line with Executive Board approved policies and budget allocation (one option to strengthen country presence in Pakistan is to outpost the Country Programme Manager from Rome); undertaking direct supervision and implementation of IFAD-funded projects and programmes which, in fact, IFAD has already started since the beginning of 2008; and making efforts to improve both knowledge management and project- and country-level monitoring and evaluation systems.

Proposed timeframe to implement the recommendations 5

2009 onward.

Key partners to be involved

Government of Pakistan and IFAD.

Project pipeline for the COSOP period

The PBAS country allocation available for the Pakistan country programme during 2010-2014 will be used to finance 2-3 projects. As decided by the COSOP wrap-up meeting in November 2008, these 2-3 new projects would be selected by GOP from the 5 proposals listed below. The Economic Affairs Division of GOP, as the government's focal agency, will coordinate the selection process on the basis of consultations with all the concerned stakeholders, at both federal and provincial levels.

Project proposal 1: Land allocation scheme for poverty eradication in Southern Punjab

(with possibility of including districts in Sindh where similar province is planned)

Possible geographic area of intervention and target group: The project shall initially be implemented on a pilot basis in the southern districts of Bahawalpur, Bahawalnagar, Muzaffargarh and Rajanpur. In each district, initially 500 poor landless tenants and farm labourers will probably be considered for inclusion in the project.

Justification and rationale: Punjab Province is pre-dominantly an agrarian economy and the mainstay of its inhabitants is agriculture. The population of Punjab is 87.548 million (2006), out of which 59.829 million (69%) live in the rural areas. The latest available estimates reveal that 21 per cent of Punjab's population (i.e. 18.4 million) were living below the poverty line during 2005-06. The government is providing a two kanal 'House-cum Garden Plot' to the poor households in the rural area for growing vegetables, orchards and rearing of livestock. In addition to arranging free of cost land for the intervention, the government would also provide necessary socio-economic infrastructure and required training to the beneficiaries.

Key project objectives: the overarching objective of the project is to reduce poverty, increase own assets and bridge the gap between the rich and poor. Specific objectives include: (i) to distribute land for developing small gardens, growing vegetables, rearing livestock, etc and to improve/increase the monetary and social security of the land-less poor households; (ii) to increase food security by increasing the consumption of nutritious fruits, vegetables, grains; (iii) to encourage independent living by reducing the dependency on others for their livelihood; and (iv) to reduce migration, which is happening mainly due to non-availability of work in rural areas.

Ownership, harmonization and alignment: The scheme is included in the MTFD 2007/08 – 2009/10 (Vol-I at General Serial No.32697).

Components and activities: Possible components will include: (i) land distribution, (ii) infrastructure development, (iii) microfinance, and (iv) agriculture and livestock extension advise.

Costs and financing: The state land will be provided free of cost, and IFAD will provide technical assistance and access to improved technologies and on-farm infrastructure on a cost sharing basis. Total project cost will be up to US\$50 million, with the possibility of including districts of Sindh province where similar initiative is planned.

Organization and management: The necessary socio-economic infrastructure would be provided by the government. Micro-finance would be implemented through the Rural Support Network. The Agriculture and Livestock & Dairy Development Departments would be associated to impart necessary training to the beneficiaries.

Monitoring and evaluation indicators: Implementation of the scheme shall be monitored by the concerned provincial departments and district governments, whereas, Punjab Economic Research Institute, P&D Department will be entrusted the responsibility of evaluating the scheme. The project Director, Bahawalpur Rural Development Project (BRDP) will also be involved for further preparation and coordination of the intervention as two of the four proposed districts already lie within the scope of responsibilities of Project Management Unit, BRDP.

Risks: The district governments may not be able to find suitable land for distribution.

Timing: 2010 onwards.

Project proposal 2: Chitral and Northern Areas Development Programme

Possible geographic area of intervention and target group: The Project will be targeted at the poor households of Chitral District of NWFP and the six Districts of the Northern Areas. Agriculture is the main source of income of these rural communities. However, the land and irrigation base is narrow and the productive potential is limited by the high altitude of these mountain valleys. Most villagers practise mixed mountain agriculture by growing agricultural and horticulture crops along with livestock, mainly for subsistence rather than cash income. Poverty is widespread due to small holding and limited productivity. Off-farm employment opportunities are limited in the villages in the project area. Survey of the socio-economic profile of the Chitral District by AKRSP showed that at least 36% of the households were categorized as poor and 11% were categorized as very poor and there are questions

Justification and rationale: IFAD has successfully managed two projects previously in the same project area; The Chitral Area Development Project (1987) and the Northern Areas Development Project (1997). The Chitral Area Development Project proved to be a watershed for IFAD's programme in Pakistan. This was the first truly participatory multi-sector development project. The Northern Areas Development Project is due to close in June 2008. Chitral and the Northern Areas have suffered particularly because of the unstable situation in Afghanistan and rising trend towards fundamentalism in the country. The benefits of the rapid growth have not been shared equitably with these mountain communities. As such there is strong justification for IFAD to continue its support to these regions.

Key project objectives: The main objectives of the project would be to (i) boost agricultural production and incomes of poor households (ii) enhance their access to basic services (iii) enhance access to financial and marketing services (iv) strengthen the capacity of local communities to manage their natural resources (v) provide support to selected village and women's organizations to transform into innovative enterprises (vi) improve the status of women.

Ownership, harmonization and alignment: There is a strong Government commitment to continuing its support in these areas due to the fact that these areas have received limited development financing. The Asian Development Bank is also interested in continuing its support to these areas. Although the ADB has decided to discontinue most of its rural development projects in the country it is strongly committed to supporting these areas. IFAD and AsDB will likely co-finance this project with IFAD focusing on small-scale community oriented development projects, agriculture and livestock development and supporting micro-finance by building synergies with its on-going MIOP and PRISM projects.

Components and activities: The project is likely to consist of investments in (i) community organizations (ii) small-scale village level infrastructure (iii) credit

(iv) agriculture and livestock development. AsDB will finance hydro-power projects and in the improvement of the road network.

Costs and financing: AsDB's share of the financing will be around US\$100 and IFAD investments will be in the range of up to US\$30 million.

Organization and management: The project will have a dual implementation mode with the Chitral area activities being implemented through the Planning and Development Department, Government of NWFP and the Northern Areas component being administered directly by the Federal Government through the Ministry of Kashmir Affairs and Northern Areas (KANA).

Risks: The security situation in the northern parts of the country may hinder road access to Chitral.

Timing: 2010 onwards.

Project proposal 3: Piloting Community Livestock Farms

Possible geographic area of intervention and target group: The Pakistan Dairy Development Company is active through the whole country, wherever dairying is practiced. However, given the livestock holding pattern in the country it is likely that this project will be implemented in Punjab, Sindh and NWFP. The target group for this programme is very small dairy farmers, having between 1- 4 animals. The participating households are likely to be landless or own very small plots of land. The project will be targeted primarily at women.

Justification and rationale: There are several rationales for the project:

- The Government of Pakistan wishes to develop the dairy sector, and through the dairy sector, drive rural development and achieve poverty alleviation. For these objectives to be met, programmes which reach the smallest farmers must be designed and implemented.
- The pressing need within the dairy sector is for basic farm management practices to be modernised and made much more productive. It is very difficult to reach the huge numbers of smallholder and landless farmers, but by grouping these into community based organisations, more effective and efficient technology transfer can be achieved.
- The Community Farm Programme is intended to demonstrate that by co-operating as a group, the lot of community members can be improved, and stakes in society can be built.
- It is intended that formal finance be used to fund part of the Community Farm development, hence bringing cheaper credit within the reach of some of the poorer elements of society.

Key project objectives: The key objective is to develop and demonstrate models for the establishment of profitable community managed farms.

Ownership, harmonization and alignment: This project is consistent with the Government of Pakistan's Medium Term Development Framework, in which the development of the livestock sector is given as a priority. A PC-1 has been submitted to the Government of Pakistan for pilot testing this idea by establishing 100 farms at a cost of US\$10 million. The Pakistan Dairy Development Company has discussed collaboration with the Governments of Sindh and Punjab. DFID has also shown interest in the idea and may invest in Punjab.

Components and activities: The components are likely to include social mobilisation, land acquisition, development of farms, technical assistance, training in livestock management and farm business operation.

Costs and financing: The costs of the project will depend upon the number of farms developed. Over a five year period 300 model farms will be established at a cost of US\$30 million. Equity of US\$4 million is expected from the community member.

Organisation and management: The implementing agency for this programme will be the Pakistan Dairy Development Company. This Company has been established under the Federal Ministry of Industries, Production and Special Initiatives. PDDC will have a team dedicated to the Community Farm Programme. Social Mobilisation skills will be contracted out by PDDC to organisations with the relevant skills and experience.

Monitoring and evaluation indicators: No of farms established. The different type of models established cooperative, individual, community, etc. Change in production techniques and production quantities. Profit margins from different business models. Farm management measures including profitability, fertility, disease, morbidity etc. Effectiveness of training in animal, farm and business management. Cash flow for members, and ability to re-pay loans. Participation of women.

Risks: Lack of willingness of community members to establish community farms.

Timing: PDDC intends to commence its own Community Farm Programme shortly. This will provide the concept prior to any IFAD funding, and in addition means that PDDC will be able to scale up its activities in a timely manner by the time IFAD funding becomes available.

Project proposal 4: Sindh Coastal Area Development Project
(with possibility of merging with proposal 5 below)

Possible geographic area of intervention and target group: The coastal communities of Sindh living in the districts of Thatta and Badin. It is estimated that there around 1.2 million households in the coastal Talukas of Sindh. The ones in the most vulnerable Talukas with a potential to develop fishery, livestock or other sources of livelihoods in the area will be supported through this intervention.

Justification and rationale: The coastal areas of Sindh which were once thriving sea ports have deteriorated rapidly in the current century into deserted outposts. These have suffered particularly as a result of both man made and natural disasters. The rapid deforestation of the mangroves, salt water intrusion, flooding, cyclones, water scarcity, ill-planned investments such as the Left Bank Outfall Drain Project have further exacerbated the problems of the area. The local communities are unable to cope with these growing problems and have shifted from farming to livestock to fisheries to wage employment. Targeting these areas is needed to help the marginalized communities in disaster prone areas of the country

Key project objectives: To rehabilitate the livelihoods of these vulnerable communities by investing in basic social and economic infrastructure and providing access to skills, financial and marketing services and access to productive technologies and resources. To strengthen the institutions working in the area such as the Sindh Coastal Area Development Authority and NGOs so that they are able to provide more effective services to local communities for a more sustained impact on poverty alleviation.

Ownership, harmonization and alignment: There are several initiatives which are being undertaken in the coastal areas of Sindh. The Government has established the Sindh Coastal Areas Development Authority with the specific responsibility of focusing on these areas. The Asian Development Bank has approved a US\$40 million for the Sindh Coastal Area Development Programme. The World Bank is considering a programme for

the coastal areas. The Pakistan Poverty Alleviation Fund (PPAF) is implementing an initiative to support communities in the coastal belt and the LBOD backwash areas. PPAF is already using some of the funds from MIOP to pilot test an approach to target the ultra poor on a pilot basis. There is a potential to co-finance this programme with agencies such as the World Bank, with IFAD focusing on components which are of specific interest to IFAD

Components and activities: The programme is likely to include the following components: (a) improving access to basic services such as drinking water supply; (b) increasing incomes through improved crop, fisheries and livestock production; (c) securing access to, and better management of, coastal areas natural resources; (d) forming viable community organizations that are inclusive, well governed, and can operate in partnership with the public and private sector; (e) small infrastructure grants (f) micro-credit; (vi) promoting technological and institutional innovations, particularly the use of solar and wind energy for pumping water and generating electricity;

Costs and financing: The project is expected to cost up to US\$30 million over a five year period,

Organization and management: While AsDB has chosen to work with the Sindh Coastal Development Authority and the World Bank has chosen to work with the PPAF's Water Management Centre, IFAD's approach will be to try and bring these two together in partnership in the implementation of the project.

Risks: The level of motivation of the Sindh Development Authority may not be commensurate with the motivation required to manage such a programme.

Timing: 2010 onwards.

Project Proposal 5: Fisheries Development in the Coastal Areas of Balochistan (with possibility of merging with proposal 4 above)

Possible geographic area of intervention and target group: The Project will be targeted at the two coastal districts of Balochistan, namely Gwadar and Lasbela along the Mekran Coast. There area bout 1129 kms between the Hub River and the Iranian Border in the West. It is estimated that there are about 40 fishing towns and villages in this area with about 40,000 active fishermen.

Justification and rationale: The fishing sector is one of the most neglected sectors in Balochistan. There is considerable potential to development this sector to its potential and use it as a vehicle for poverty alleviation. The sector currently produces about 200,000 metric tones of fish. However, the ability of the fishing community to properly store and process this fish is limited due to ill-equipped boats, lack of proper equipment and facilities and lack of knowledge. This limits the demand for this fish and was the main reason behind EU's banning imports of fish from Pakistan.

Key project objectives: The key project objective is to develop the production and marketing potential of local fisheries resources for poverty alleviation in the coastal communities through investment in infrastructure, processing and storage facilities, access to credit and training, public private partnership and institutional strengthening of the Fisheries Department.

Ownership, harmonization and alignment: The Ministry of Food and Agriculture in Islamabad is committed to the development of the fisheries resources of the Balochistan Province. The Ministry has recently approved a training center in Gwadar. There is strong

commitment to the project at the provincial level and the Planning and Development Department has indicated its strong support for fisheries development and has also indicated it as a high priority project in its Vision 2030 and outlined its importance in its Economic Development Report.

Components and activities: The components of the Balochistan Coastal Fisheries Development Project will include (i) establishment of fishery Cooperatives (ii) small-scale community infrastructure projects (iii) investment in fishing and marketing equipment and facilities (iv) credit (v) training in fish processing, storage and marketing and (vi) institutional development of the Balochistan Fishery Department.

Costs and financing: The project is likely to cost up to US\$30 million.

Organization and management: The Project will be implemented as a model of public-private sector partnership between the Fisheries Department and an NGO which will be selected through competitive bidding from among the National Rural Support Programme or the Balochistan Rural Support Programme.

Monitoring and evaluation indicators: The principal monitoring mechanisms will be number of fishing cooperative established, participation of women, increase in fish production and marketing, increase in incomes, etc.

Risks: The main risk to the project is the limited capacity of the Fisheries Department and the inability of the NGO and the Department to forge a partnership.

Timing: 2010 onwards.

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

Priority Areas	Affected Group	Major Issues	Actions Needed
Rural Poverty	35 million rural poor	<ul style="list-style-type: none"> The proportion of the population below the poverty line remains high. Despite recent indications of improvement, social and living standards remain well below countries with similar incomes and growth rates. Widespread structural inequity leads to the exclusion of the poor from both owning and accessing assets and services. Although agriculture is at the heart of the rural economy, the majority of Pakistan's rural poor are neither tenant farmers nor farm owners. 	<ul style="list-style-type: none"> Sustain economic growth performance. Ensuring that economic growth translates into reduction of income and non-income poverty on a sustainable basis. Undertake measures that will lead to a more equitable distribution of land and water resources. Initiate programmes that will help in improving the access of the poor to skills, credit, employment and social services. Empowering the poor and protecting the most vulnerable through, safety nets and transfer payments.
Rural organizations	The rural poor	<ul style="list-style-type: none"> There is lack of organizations serving the poor in rural areas. There is little accountability and motivation of government line agencies to serve in poor rural areas. The outreach of formal sector financial institutions in rural areas is either non-existent or very low. NGOs lack resources to serve in rural areas. The private sector offers limited services in rural areas. The Citizen Community Boards formed under the Local Government ordinance have a limited mandate and resource allocation to them is highly dependent on the attitude of the District Nazim. The broad based village organizations established by many rural development initiatives are not sustainable beyond the project period. There has been little investment in helping village and community organizations transform into modern day enterprises that will enhance productivity, access to markets and generate incomes for its members. 	<ul style="list-style-type: none"> Greater accountability and performance incentives for service delivery by government line agencies to poor rural areas. Especially targeted and subsidized programmes for rural areas by NGOs unable to develop effective models. Institutional strengthening of community organizations. Experimenting with innovative models for establishing agriculture, dairy, cooperatives and transforming. Assessing the feasibility of transforming village banks into credit unions through pilot initiatives. Investment in communication and marketing infrastructure in rural areas. Enhancing the effectiveness and governance of rural institutions.
Agriculture sector.	Small farmers and tenants.	<ul style="list-style-type: none"> Average crop yields in Pakistan are low. Salinization of many irrigated areas; land degradation, particularly in the rain-fed areas and rangelands; Ineffective support services; Rural poor lack access to land and irrigation water. Lack of access to timely credit for purchase of improved agriculture inputs. High variation in agriculture prices over the year. Lack of storage and other marketing infrastructure. 	<ul style="list-style-type: none"> Improve productivity of crops. Diversification into higher-value crops. Improved water use efficiency. Improved access to land. Improved access to micro-finance services. Investment in marketing infrastructure. Programmes to combat desertification.
Water sector	Small farmers,	<ul style="list-style-type: none"> Rapid population growth particularly in urban areas, depleting 	<ul style="list-style-type: none"> Improvements in water delivery (including investments in

Priority Areas	Affected Group	Major Issues	Actions Needed
	tenants and tail end users.	<p>existing reservoirs storage capacities and lack of augmentation of water resources;</p> <ul style="list-style-type: none"> • Inadequate information data base on water resources planning, development and management at National level; • Limited private sector and stakeholders participation in development, management, operation and maintenance of water resources. • Pakistan has demonstrated extremely low irrigation efficiencies, creating problems related to water conservation and water logging and salinity; • The current estimated irrigation efficiency in Pakistan is 35.5%. • Inefficiency in the allocation of water within canal systems causing lower crop productivity at both the head ends of canals due to over-use of water and water-logging and at the tail ends due to water shortages; • Lack of access to water saving technologies. 	<p>drainage, control structures and conveyance mechanisms);</p> <ul style="list-style-type: none"> • Better water management (through strengthening of water course organizations, farmers organizations, area water boards or professional canal management agencies); • Greater efficiency of water use at the farm level (crop choice and adoption of water saving technologies).
Livestock sector	Small livestock farmers and women.	<ul style="list-style-type: none"> • Lack of improved feed; • Lack of veterinary services; • Limited access to credit and improved technology; • Limited attention to increasing productivity and efficiency of tasks that women undertake. • Inefficient marketing infrastructure and marketing channels for dairy products; • Lack of rural organizations; 	<ul style="list-style-type: none"> • Increasing livestock's commercial potential through breed improvements, proper feeding, increasing the milk yield per animal and further value addition, disease control, improved market infrastructure, higher access to credit and insurance arrangements. • Better veterinary services; • Establishment of vertically integrated cooperatives that deliver both the requisite technology, veterinary and marketing services to small farmers; • Designing effective programs that pay attention to the cultural and economic constraints facing rural women, who play a major role in the care of livestock, including the collection of fodder, cleaning of sheds and the processing of animal products.
Fisheries sector	Coastal communities of Sindh and Balochistan	<ul style="list-style-type: none"> • Lack of basic services. • Lack of improved fishing technologies. • Lack of marketing facilities. 	<ul style="list-style-type: none"> • Improvements in post-harvest handling (chilling, refrigeration, preservation and hygienic conditions). • Establishing new hatcheries. • Soft loans for fish farms. • Development of sea-food processing industry, • Strengthening of extension services • Introduction of new fishing methodologies and development of value added products.
Non-farm rural sector	Landless labourers, small entrepreneurs	<ul style="list-style-type: none"> • The development of the non-farm rural economy is critical for poverty alleviation as a major share the incomes of the rural poor emanate from this sector. 	<ul style="list-style-type: none"> • Investment in the rural and small-town non-farm sector. • Creating an enabling environment for the rural non-farm sector.

Priority Areas	Affected Group	Major Issues	Actions Needed
	including women.	<ul style="list-style-type: none"> • Lack of access to credit; • Lack of skills for more refined production and design. • Lack of access to modern production techniques. • Lack of links with markets. • Inadequate infrastructure especially roads, electricity, gas, transport, marketing, etc. 	<ul style="list-style-type: none"> • Improvement in rural public service delivery in infrastructure, health and education. • Skill training and vocational training for rural men and women. • Facilitating access to productive assets and new technology through access to micro-credit, leasing services and information. • Improving links with markets.

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

ORGANISATION	STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
Enablers				
The Economic Affairs Division (EAD) is expected to provide an analysis of the funding gaps in the country and coordinate donor financing in accordance with those needs.	<ul style="list-style-type: none"> The Economic Affairs Division (EAD) is the main coordinating agency for all donor funds including IFAD and is able to identify areas of duplication. EAD has generally been very supportive of IFAD initiatives in the country. 	<ul style="list-style-type: none"> Current trends towards greater decentralisation at the provincial level lead to EAD not always being able to play its role effectively. EAD is unable to play its role effectively due to lack of information of key financing gaps. Lack of field experience and lack of understanding of key constraints and development issues on the ground. Frequent changes in the staff of EAD leads to lack of continuity. Limited capacity to keep abreast of changes and development needs at the provincial level. 	<ul style="list-style-type: none"> To build a good understanding and rapport with EAD of country needs and position the IFAD COSOP to help address those needs. The COSOP consultation process also provided an opportunity for EAD to interact with provincial governments to better understand their development priorities. 	<ul style="list-style-type: none"> EAD may not be fully aware of government financing needs and situation on the ground to play an effective role in donor coordination. Lack of staff continuity can lead to problems with relationship management.
The Ministry of Finance (MOF) deals with the subjects pertaining to finance of the Federal Government and financial matters affecting the country as a whole, preparation of annual budget statements and supplementary excess budget statements for the consideration of the parliament.	<ul style="list-style-type: none"> Finance Division maintains financial discipline through financial advisors organization attached to each Ministry/ Division etc. The Ministry of Finance is perceived as one of the most powerful Ministries due to its control of finances. The Ministry of Finance generally has strong leadership. 	<ul style="list-style-type: none"> Lack of field experience and lack of understanding of key constraints and development issues on the ground. Frequent changes in the staff of MOF leads to lack of continuity. 	<ul style="list-style-type: none"> To build a good understanding and rapport with MOF of country needs. 	<ul style="list-style-type: none"> The reporting relationships between different Government agencies like EAD and MOF can delay approvals. Lack of staff continuity can lead to problems with relationship management.
Ministry of Food, Agriculture and Livestock (MINFAL) and agriculture	<ul style="list-style-type: none"> The government has outlined a new Agriculture Strategy which outlines a clear investment path 	<ul style="list-style-type: none"> The Ministry of Food, Agriculture and Livestock is fragmented on the basis of 	<ul style="list-style-type: none"> There is considerable scope to work closely with the Ministry to assist in helping to increase 	<ul style="list-style-type: none"> While Government has a clearly articulated strategy these priorities

ORGANISATION	STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
and livestock departments at the provincial level.	<p>for the sector.</p> <ul style="list-style-type: none"> The government is playing a minimal role in establishing price controls or providing subsidies and is allowing market forces to operate in the country. 	<p>different commodities and is unable to play an effective role or comprehensive role.</p> <ul style="list-style-type: none"> At the policy and investment level some commodities like wheat have been given an overwhelming importance to the neglect of others such as dairy development. At the provincial level the agriculture and livestock departments are weak and agriculture extension services have been under-resourced and have provided limited services. The provincial departments suffer from lack of a performance orientation, weak accountability and poor performance. 	<p>the productivity of the sector.</p> <ul style="list-style-type: none"> To help identify investment opportunities which will redress the imbalance between the crop and dairy sector. The MINFAL is keen to invest in the coastal areas to develop the fishery resources of poor coastal communities. 	<p>are subject to change on the ground in view of the dynamic marketing environment.</p> <ul style="list-style-type: none"> Pakistani commodities are unable to meet the growing quality standards and export controls which can limit the income and employment potential of IFAD investments.
Service Providers				
<p>The Pakistan Poverty Alleviation Fund (PPAF) was established in 1997 by the Government of Pakistan as an innovative model of public private partnership. PPAF is incorporated under section 42 of the Companies Act 1984 and follows the regulatory requirements of the Securities and Exchange Commission</p>	<p>PPAF has developed into a successful apex fund with a good strategy for outreach to rural areas through its Partner NGOs.</p> <p>PPAF also finances community physical infrastructure and social sector investments on a cost-sharing basis.</p> <p>PPAF has been able to develop a micro-finance programme based on subsidized loans to its Partner Organizations. This has helped to grow the sector exponentially.</p> <p>PPAF has been able to attract a large number of donors chief among whom are the World Bank, USAID, UNDP, IFAD, etc.</p> <p>PPAF has built a huge resource base and has established a healthy</p>	<p>Due to growth in the microfinance sector and enhanced absorptive capacities of partner organisations, PPAF is constrained by shortage of funds to meet the needs of the sector and to facilitate in sustaining the current growth rate.</p> <p>PPAF has weak monitoring and evaluation capacity and has been unable to attract qualified staff for its M&E section.</p>	<p>IFAD has in partnership with PPAF designed several new initiatives designed to enhance rural outreach, encourage new players, diversify financial products, develop links with commercial sources of credit, help organizations become more sustainable, reduce donor dependence, etc.</p>	<p>The Government may redefine PPAF's mandate and limit its role.</p> <p>DFID's investment in the micro-finance sector may crowd out some of the potential opportunities PPAF is envisaging at this stage.</p>

ORGANISATION	STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
	revenue stream.			
Coastal Area Development Authority of Sindh and Balochistan	<p>Coastal Area Development Authorities have been established in Sindh and Balochistan by the Government in order to focus attention on the specific development challenges of coastal areas.</p> <p>These coastal authorities have been allocated special budgets to focus on the poor communities of Thatta and Badin in Sindh and the Mekran Coast in Balochistan.</p> <p>The Sindh Coastal Authority has been able to build an effective partnership with the Asian Development Bank. The Sindh Coastal Development Authority has been able to build a partnership with NRSP for its community oriented projects.</p> <p>These institutions can help to achieve sustainable improvements in the livelihoods of coastal communities.</p>	<p>These authorities work like government line agencies and do not have a high performance orientation.</p> <p>These authorities are primarily coordinating agencies and while, in a few cases, they also have implementation responsibility, this is limited.</p> <p>These authorities do not have a community orientation or capacity for social mobilisation.</p>	<p>There is an opportunity to work closely with these authorities in close cooperation with other donors to redress the gaps in existing capacity and programming and make a long lasting impact on poverty in coastal communities.</p> <p>There is an opportunity for IFAD to help develop the fishery cooperatives in coastal communities and transform the institutional base of these communities on a sustainable base.</p>	<p>The bureaucratic nature of the Sindh and the Balochistan Coastal Authorities may not be very open to considering innovation.</p> <p>The lack of a performance orientation may lead to a very slow pace of implementation of identified opportunities.</p>
Pakistan Dairy Development Company (PDDC) has been established under the Ministry of Industries as a section 42 company.	<p>The PDDC is focusing on the neglected dairy industry in Pakistan.</p> <p>The PDDC has strong technical capacity to deal with dairy management issues.</p> <p>The PDDC has developed a range of technical packages for enhancing the productivity of the dairy industry such as helping to build fences, provision of cooling tanks for the collection of milk</p>	<p>It has not established a programme which will result in a revenue stream for its operations. Thus it will be continually dependent upon financing from an outside source.</p> <p>It has not developed a good strategy or criteria for targeting poor households or for outreach to rural areas.</p>	<p>PDDC can play a significant role in helping small livestock owners increase their productivity and incomes from the dairy sector. PDDC has an opportunity to develop a programme which recognises the critical role that women play and help to increase their productivity and incomes from the sector.</p> <p>There is considerable scope for innovation in the community livestock farming component which PDDC is planning to initiate.</p>	<p>The principal threat for PDDC is that it will be unable to secure government financing for its ambitious programme.</p> <p>PDDC will be unable to develop a programme with an effective outreach to rural areas or to poor households.</p> <p>While PDDC's approach is technically sound it may not fully appreciate the social dynamics within which its programmes have to operate.</p>

ORGANISATION	STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
Non-Governmental Organizations (NGOs)	<p>NGOs have become an expected partner in rural development in Pakistan. Government and donors have both expected that NGOs can play a critical role in community mobilisation, development of small scale community infrastructure and micro-finance.</p> <p>The government has formalised new opportunities for the citizen sector to contribute to national development. Some of the major NGOs in the country have received endowment funds from the government such as the National Rural Support Programme, the Punjab Rural Support programme and the recently established Sindh Rural Support Organization.</p> <p>NGOs have also been asked to participate in innovative experiments in the delivery of social sector services such as in the management of the government's primary health care services in the Punjab.</p> <p>Some like the Aga Khan Rural Support Programme, the National Rural Support Programme, Kashf, SAFWCO, TRDP have developed innovative approaches to increasing the access of services to rural areas and understanding specific problems of vulnerable areas.</p> <p>NGOs are generally performance and target oriented and are able to infuse a high level of motivation into project implementation.</p>	<p>The number of good NGOs is limited and the same four or five are often relied on excessively.</p> <p>The rural outreach in terms of coverage of households is limited.</p> <p>NGOs are generally staffed by people with strong skills and orientation towards social development, their technical skills are limited.</p> <p>The absorption capacity of NGOs is limited and their technical capacity does not grow as rapidly as their responsibilities.</p> <p>NGOs do not have sufficient financing for institutional strengthening.</p> <p>Most NGOs are not financially sustainable and are donor dependent.</p>	<p>The Poverty Reduction Strategy Paper recognises the contribution that the NGOs sector can make in social development and poverty alleviation in Pakistan.</p> <p>The Medium Term Development Framework 2005-2010 recognises the contribution of some of the leading NGOs to the delivery of social sector and micro-finance sectors and envisages a key role for them in social mobilisation.</p> <p>NGOs ability to organize communities for development of a wide range of programmes such as community infrastructure, micro-finance and skill development is invaluable for any rural development initiative.</p>	<p>NGOs are perceived as being Western sponsored and promoting Western ideas especially about women's empowerment and flaunting local traditions. As a result there is growing opposition to them in areas where there has been an emergence of fundamentalism.</p>
Client Organisations Citizen Community Boards (CCBs) are the mechanism	The CCBs are a good mechanism for helping communities build small infrastructure projects at the village level.	Where CCBs have been registered, there are some apprehensions about their legitimacy given that any 25 members can get organised as a CCB.	The experience of the CCBs can be used to experiment with innovative arrangements for local level investments.	The Nazims often view the CCBs as a parallel competing institution and often refuse to allocate financing to them.

ORGANISATION	STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<p>contemplated in the Local Government Ordinance 2001 to extend community participation broadly. It is envisaged that the Citizens Community Boards will participate in project implementation for which they will receive development funds equivalent to 80% of the project costs and will be expected to provide the remaining 20% from their own resources.</p>	<p>There are specific funds allocated for the CCBs which do not lapse at the end of the financial year.</p> <p>It is estimated that by the end of 2008 the total number of CCBs would be around 50,000.</p>	<p>Some view the CCBs as a supply driven process and feel that they are likely to be opportunistic institutions which will be project driven and are not likely to generate any sustained level of interest beyond the project completion.</p>	<p>The CCBs provide a good opportunity for local communities to interact with local government institutions.</p>	
<p>Village and community men and women's organizations have been established by many rural development initiatives as a pre-requisite to undertaking development activities at the village level.</p>	<p>These organizations are a good precursor to village level governance and a good mechanism for poverty targeting.</p> <p>These organizations have proved to be a very effective mechanism for reducing the transactions cost of delivering services and skills at the village level.</p> <p>These organizations have proved to be one of the most effective mechanisms for identifying and implementing small scale infrastructure projects at the village level.</p> <p>Some of the village organizations have worked effectively as village banks and have also undertaken cooperative marketing ventures.</p>	<p>These organizations atrophy quickly at the end of the Project period.</p> <p>There has been little investment in long-term institutional development and transformation of these organizations into modern day dairy or agricultural marketing cooperatives.</p> <p>While many projects have experimented with using the community organizations as village banks few have taken a long-term approach to transforming these into a credit union model.</p>	<p>These organizations provide a good mechanism for reducing the transactions costs of projects at the village level.</p> <p>These organizations are a good instrument for poverty targeting and the participation of women.</p> <p>Greater innovation is required to assess if it is possible to transform these into agriculture and dairy cooperatives as well as developing some of them as credit unions.</p>	<p>The massive investment in these organizations will be lost because of failure to develop a strategy for their sustainability.</p>

Key file 3: Complementary donor initiative/partnership potential

Agency	Priority sectors and areas of focus	Period of current country strategy	Complementarity/Synergy Potential
<p>World Bank ²⁴ A flexible IBRD/IDA lending program of up to US\$6.5 billion (approx US\$3.1 billion IDA and US\$3.4 billion IBRD) is proposed in support of the PRSP. Pakistan's IDA allocation has been increased under IDA 14, with the three-year envelope set at SDR 1.5 billion (equivalent to about US\$725 million per year). In addition Pakistan will have access to additional IDA on hard terms estimated at SDR 130 million.</p>	<ul style="list-style-type: none"> • Immediate priority is to assist in addressing the impact of the October 2005 earthquake – up to US\$1 billion in IBRD/IDA commitments are being used to support reconstruction and recovery. • Bank Group program priorities will retain considerable continuity with the FY03-05 CAS, focusing on the areas which are most critical for poverty reduction. • The three inter-linked and mutually reinforcing pillars of the current CAS correspond to the strategic priorities of the PRSP: (i) sustaining growth and improving competitiveness; (ii) improving government effectiveness and service delivery; and (iii) improving lives and protecting the vulnerable. 	2006-2009	<ul style="list-style-type: none"> • Reconstruction and Recovery in earthquake affected areas. The World Bank and IFAD are already coordinating efforts in the earthquake affected areas. The IFAD financed REACH project is being coordinated closely with the World Bank which is also supervising this programme for IFAD. • A key pillar of the World Bank strategy in Pakistan is improving lives and protection of the vulnerable. As part of this endeavour the World Bank is testing innovative approaches to micro-insurance to address life cycle risks and micro-finance through the PPAF. IFAD is closely coordinating its micro-finance investments with those of the World Bank by using PPAF as the implementing partner and appointing the World Bank as its supervisor in the MIOP Project. • The Bank will also support the Government's newly announced program for rural poverty alleviation through social mobilization. There might be some potential here for collaboration with IFAD which has always laid stress on strengthening the capacity of the rural poor. However, IFAD will wait to see how the Bank's programme unfolds before determining the exact potential for partnership. • The World Bank is planning support to the irrigation and drainage programme through a range of instruments including development policy lending in support of key reforms as well as through investment lending to finance infrastructure and institutional development. There maybe scope for collaboration and for IFAD to add value to past investments in the water sector by assessing the extent to which it can help to strengthen water user associations and water use efficiency in the country. • The World Bank is also experimenting with an innovative safety nets programme which is in response to the negative fall out of its investments in the National Drainage Programme and the Left Bank Outfall Drain Programme. This programme is being tested on a pilot basis with funding from CGAP in the coastal areas of Sindh. While MIOP funds may also be used to help supplement the financing from CGAP, IFAD could consider a full fledged programme for coastal areas building on this experience. PPAF is managing a Sindh Coastal Area Development Project (SCAD) with World Bank social mobilization funds.

²⁴ Country Assistance Strategy for Pakistan. FY 2006 to 2009. The World Bank. Report No. 35718-PAK. April 2006.

Agency	Priority sectors and areas of focus	Period of current country strategy	Complementarity/Synergy Potential
			<ul style="list-style-type: none"> IFAD has been in negotiations for the financing of a minor irrigation project in Balochistan. Discussions regarding this investment have stalled because of delays by the Bank in the initiation of this investment.
Asian Development Bank²⁵	<p>The focus of the country strategy and program (CSP) approved in May 2002 is to support poverty reduction in Pakistan through interventions in the following three areas: (i) supporting good governance (devolution, legal, judicial, and police reforms, as well as sector- and province-based reforms); (ii) sustainable pro-poor growth (rural development and employment generation); and (iii) inclusive social development (education, health, water supply and sanitation, and social protection). The major focus of the CSP is good governance. In addition, sub-regional cooperation, sustainable environmental management, and gender and development were identified as crosscutting themes in the CSP.</p> <p>Under the country strategy and program update, CSPU (2005–2006), endorsed by the Board in September 2004, ADB supported the Government's shift in emphasis towards higher sustained growth. ADB had concluded that given the favourable economic and political situation, the strategy updated in CSPU (2005–2006) continues to be relevant. AsDB's strategic focus on social sectors will continue to support progress towards attainment of the Millennium Development Goals (MDGs) and improvements in social development outcomes.</p> <p>The emphasis on lending for economic infrastructure will be continued, which is consistent with the high priority attached to it in the Government's Medium-Term Development Framework (MTDF). AsDB's support for economic infrastructure development will be mainly, but</p>	<p>2006-2008. AsDB has developed a new CSP for 2007-2011 which is in the process of approval.</p>	<ul style="list-style-type: none"> AsDB's strategic focus on social sectors will continue to support progress towards attainment of the Millennium Development Goals (MDGs) and improvements in social development outcomes. Recommendations in the Sector Assistance Programme Evaluation SAPE "as the need to promote public private partnerships in delivery of basic services" are being incorporated in designing the new DSSP for Balochistan. Governance continues to be mainstreamed in all AsDB operations. The focus will be on ensuring effective implementation of the Access to Justice Program (AJP) and the Decentralization Support Program (DSP), as well as on provincial resource management programs (RMPs). AsDB supports expanding the outreach of small and medium-sized enterprises and microfinance services and strengthening institutions with private sector participation. ADB currently has a portfolio of equity investments, loans, and complementary cofinancing loans in power generation, cement production, export finance, and venture capital, among others. Consideration is being given to supporting private sector investment projects in water, power, and energy infrastructure, mining, and local currency financing. In addition, ADB is currently processing a Private Partnership in Infrastructure Development (PPID) Project. AsDB can play a catalytic role in promoting and strengthening regional cooperation in South and Central Asia. In addition to support for the feasibility studies of the Turkmenistan–Afghanistan–Pakistan Gas Pipeline Project (TAP) and projects to improve regional connectivity among Pakistan, Afghanistan and the Central Asian Republics, new road projects are proposed. In view of AsDB's decision to discontinue its rural development and agriculture sector projects, the only scope for collaboration with ADB are the two area development projects it is considering in the Northern Areas and Chitral. IFAD has been in discussion with ADB about these projects. <p>AsDB is lending \$36 million to reduce poverty and improve environmental management in six coastal sub-districts of Sindh,</p>

²⁵ Country Strategy and Program Update. 2006-2008. Pakistan. Asian Development Bank. August 2005.

Agency	Priority sectors and areas of focus	Period of current country strategy	Complementarity/Synergy Potential
	<p>not exclusively, in the areas of water resources, power, transport and communications, and urban renewal and development. AsDB views itself as one of Pakistan's strategic development partners for infrastructure development. The capacity building and strategic planning technical assistance (TA) loans for infrastructure (power, water resources, and energy), rural modernization and mega city renewal included in the 2005 assistance program will provide an overall strategic framework to further strengthen and promote long-term partnership in these sectors. The TA loans will, among other things, support sector assessments, preparation of projects, and capacity building in these sectors.</p> <p>AsDB had also undertaken an Agriculture Sector Reform Programme (US\$ 350 million) with the MINFAL. This was intended to lead to a more efficient market based system. However, AsDB feels that it did not achieve the success which it expected in this programme due to the resistance from provincial governments. For the future it has decided to deal directly with provincial governments in this regard.</p> <p>The recently concluded Country Programme Evaluation of AsDB's assistance to Pakistan was very critical of its investments in the agriculture and rural development sectors. It concluded that AsDB had spread itself too thin and recommended closing down all its area development projects based on their performance ranking. As such AsDB will not be undertaking anymore agriculture and rural development projects in Pakistan. The only exception to this will be the area development projects in Northern Areas and Chitral due to a long standing government request for these.</p> <p>For the future, AsDB expects that it will focus on two sectors; (i) water resource and irrigation and (ii) investments in agriculture value chains.</p>		<p>Pakistan. The loan is the first to be approved by AsDB's Board of Directors in 2007. The project focus includes job creation, community-driven development, and methods for households to cope with environmental degradation in parts of Thatta and Badin districts, where million people live in poverty. While it is to late for IFAD to consider co-financing this project, there maybe a potential for IFAD to finance some of the gaps in the available financing such as for livestock investments and focusing programmes on women.</p>

Agency	Priority sectors and areas of focus	Period of current country strategy	Complementarity/Synergy Potential
	To this end it is thinking of investing in agric-business and establishment of an agriculture business support fund from which it will make equity contributions. AsDB is also helping MINFAL in the development of a National Agriculture Strategy.		
<p>DFID (UK)²⁶ DFID's aid to Pakistan has risen dramatically since 2001. The current level is £70 million per annum rising to £90 million in 2007/08.</p>	<ul style="list-style-type: none"> • Increased incomes for the poor • Improved delivery of education and health services to the poor • Greater accountability of the state to its citizens. 	<p>2005 to 2007</p> <p>DFID plans to continue to focus on North West Frontier Province and Punjab. It is also thinking about expansion to FATA and perhaps Balochistan. However, it also continues to support federal initiatives, particularly in key areas such as service delivery in health and education and macroeconomic reforms.</p> <p>DFID plans to work with civil society to strengthen the capacity of poor people to take an active part in decisions affecting their lives.</p>	<ul style="list-style-type: none"> • DFID is recognized as an influential donor in health and population, education, sustainable livelihoods, governance and social policy. DFID feels it should support those in Pakistan working towards equitable economic growth and poverty reduction, focusing in particular on the Millennium Development Goals which are going to be hardest to reach and where DFID has particular strengths. • More recently DFID's large commitments and policy engagements have been at federal level. It proposes to shift this balance so that more work and programming is done at provincial and district level supporting the Pakistan Government's commitment to devolution and strengthening institutions and systems which work closer to the point of access or delivery for the poorest. DFID proposes to complement this engagement at all tiers of government by working with civil society organizations, non-governmental organizations, research and advocacy organizations and the media, and support government policy to promote public-private partnerships. • DFID also plans to consider the case for further poverty reduction budget support at federal level and also at provincial level. • As a result of recent reorganization DFID has three main thrusts in Pakistan; Growth and Governance, focus on basic services and policy issues. It has initiated two large projects in Pakistan. The first is its Financial Inclusion (UK 50 million) Project which is similar in some respects to IFAD's recently approved PRISM Project. There are opportunities for DFID and IFAD to continue to work closely in the area of micro-finance to ensure that the potential synergies and complementarities in this area are fully captured. • DFID is also contemplating a Punjab Poor Areas Development Programme (UK 30million) which will try and identify the poorer districts in Punjab to work on value chains, land issues, markets. DFID plans to undertake a sector base approach. However, the design mission for this project is expected in November 2007 and as such the specific design of this Project has not been finalised.

²⁶ Country Assistance Plan. 2005-2007. DFID. January 2005.

Agency	Priority sectors and areas of focus	Period of current country strategy	Complementarity/Synergy Potential
UN Agencies	<p>Some 19 UN entities have operational activities in Pakistan, disbursing nearly \$400m per annum. Each entity has a distinct mandate and different management systems.</p> <p>In Pakistan, the UN is planning to build one programme at UNDP while preserving the identity of the individual UN agencies. The UN agencies will “deliver as one” at the country level centred around four ‘ones’: one leader, one programme, one budget, and whenever appropriate, one office. This is the ultimate objective of UN reform in Pakistan.</p> <p>Reform will start from programmatic coherence and efficiency, driven by content more than by structure and process. The UN agencies believe that a successful pilot will have country-level leadership.</p> <p>Five Thematic Working Groups (TWGs) have been created to develop relevant Joint Programmes to better support the MDGs in the country: Agriculture, Rural Development & Poverty Reduction [MDG 1], Education [MDG 2], Health and Population [MDGs 4, 5 & 6], Environment [MDG 7], Disaster Management [country specific].</p> <p>Four issues will cut across all Joint Programmes: Gender equality [MDG 3] Human rights, Civil society participation and Refugees.</p> <p>Under the stewardship of the Resident Coordinator several thematic working groups have been identified one of which is Agriculture and Rural Development (ARD).</p>		<p>UNDP is considering working in Southern NWFP with SRSP especially in the area of water conservation. After its successful experience with the Lachi Project it is considering expanding to seven other southern districts of NWFP.</p> <p>UNDP has also got an Area Development Project in Balochistan which expects to cover nine districts. This covers a range of integrated development activities including seed improvement, irrigation, breed improvement, nursery development, etc. UNDP is looking for assistance to bridge the financing gap in this project.</p> <p>UNDP is also considering working on a salinity control programme in Punjab through biological means. It is also looking for a partner in this project to bridge its financing gap.</p> <p>UNDP is implementing an innovative programme in the Livestock sector in collaboration with two of the largest private sector partners in Pakistan ENGRO (Sindh) and NESTLE (Punjab). Training of women livestock workers is the key component of this project.</p> <p>IFAD is a member of the Agriculture and Rural Development (ARD) thematic group and will keep abreast of the type of investment opportunities that might arise. In addition, IFAD will explore the possibility of collaborating with some of the innovative project ideas outlined above.</p>
European Delegation. The EC has committed, since 1976, a total of euro 365 million in grants.	The EC has continued to fund projects to strengthen Pakistan’s institutional and infrastructure base, though its programme has in accord also with the shifts in the Government of Pakistan’s own policies, placed greater emphasis		IFAD will keep in close touch with EU’s investments in the country and identify opportunities for collaboration and coordination as they arise. In particular, IFAD will share lessons and experiences with EU in the country.

Agency	Priority sectors and areas of focus	Period of current country strategy	Complementarity/Synergy Potential
	on human development and on environmental management. Projects are being designed to take into account the gender dimensions of development and also to promote closer participation of local communities.		
USAID²⁷ The mission's program budget is around US \$75 million a year.	<p>After a seven-year pause due to US-imposed nuclear non-proliferation sanctions, USAID reopened its Mission in Pakistan in July 2002. Its program focused on four sectors: education, health, governance and economic growth. The just completed three-year USAID/Pakistan Strategy in the four sectors was as follows:</p> <ul style="list-style-type: none"> • Increase Knowledge, Training, and Infrastructure to Develop High Quality education Programs for Girls and Boys throughout Pakistan" • More Participatory, Representative, and Accountable Democracy in Pakistan" • Increased Economic Opportunities for the Poor • Improve Health of Vulnerable Population in Pakistan. <p>For the future USAID is planning two major programmes. One programme of economic growth is valued at US\$ 110 to 200 million over a five year period. This will be for investments across the country. The other will be a US\$ 750million livelihoods programme. This is FATA specific. It will have a large capacity building component and will include community infrastructure, finance and payment for work. Through the Development Credit Authority, USAID is also considering providing a Guarantee Facility to Kashf and Tameer Bank who have approached it for the purpose.</p>	<p>Interim Strategic Plan 2003 to 2006.</p> <p>Future Plans</p>	<p>For the future USAID is considering focusing on FATA. The FATA Secretariat has recently developed the FATA Sustainable Development Plan (SDP) with an allocation of just over US\$ 2 billion or Rs. 124 billion in order to bring improvements in the areas of education, health, roads, bridges, industries, tourism, commerce and agriculture to the tribal and frontier regions over a nine-year span. The financing requirements needed for the project will be met by the government which intends to spend \$1 billion through Public Sector Development Program (PSDP) and the remaining financing will be bridged in the shape of financial assistance from donors. USA has committed \$750 million for FATA development over the next five years.</p> <p>There may not be too many opportunities for investment in partnership with USAID. While IFAD has an on-going programme in FATA, progress on this has been slow due to the poor security situation. It will be increasingly difficult for IFAD to work in these areas through the Government line agencies as the relationship between the Government and local tribal leaders has become strained in the last few months.</p>

²⁷ USAID Pakistan Interim Strategic Plan May 2003 to September 2006. USAID. May 2003.

Agency	Priority sectors and areas of focus	Period of current country strategy	Complementarity/Synergy Potential
<p>CIDA (Canada). In 2004-2005, CIDA development funding to Pakistan totalled \$18.56 million. Overall Canadian Official Development Assistance funding to Pakistan for that same year was of \$49.78 million.</p>	<p>The objectives of CIDA's current Country Programme Framework for Pakistan are:</p> <ul style="list-style-type: none"> • To promote democratic local governance through support to devolution and effective citizen participation, especially that of women. • To improve the quality and delivery of social services, especially for the female population, and to increase access to those services by the poor. • To contribute to the improvement of women's human rights, health and education, and economic empowerment. 	<p>CIDA's Pakistan Country Program Framework (2000/01 - 2005/06).</p>	<p>A major focus for CIDA's program in Pakistan is to promote the role of women improving their access to health care, education, and income opportunities; to support them in their new roles in local politics; and to assist them in their advocacy work with the government and the general public. CIDA also supports the Government of Pakistan's devolution program, helping develop policies and implement programs that benefit the poor, fostering public participation, and sensitizing local governments to community needs and priorities.</p>
<p>SDC (Switzerland)</p>	<ul style="list-style-type: none"> • Improving Governance and Devolution • Investing in Human Capita • Targeting the Poor and Vulnerable. 	<p>2003-2007</p>	<ul style="list-style-type: none"> • The overall goal of SDC's cooperation programme in Pakistan is to reduce poverty through promoting a people-driven, equitable and ecologically sound development. The programme is structured around three broad domains: Improving Governance , Increasing Income, and Reconstruction and Rehabilitation, underlined by a Human Rights Based Approach. Gender and HIV/AIDS are mainstreamed throughout the programme. SDC is cooperating with a broad range of public and private sector as well as international partner organisations. • Micro-finance: SDC and IFAD are both active members of the Donor group on finance and both institutions try and coordinate their support.

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

Typology	Poverty Level and Causes	Coping Actions	Priority Needs	Support from Other Initiatives	COSOP Response
Small farmers and livestock herders	<ul style="list-style-type: none"> • Small farmers vulnerable to extreme weather conditions. • Lack of access to education. • Lack of access to adequate land and water. • Lack of access to competitive financial sources. • Lack of access to technology that will enhance yields such as good quality seed, fertiliser. • Lack access to market information or marketing infrastructure that will help to enhance profits. 	<ul style="list-style-type: none"> • Migration • Employment with Army, daily wage labour or as domestic servants. • Diversify sources of income from agriculture, labour and livestock. • Sale of livestock. • Sale of wood and grasses scavenged from common lands. • Credit from relatives and moneylenders. 	<ul style="list-style-type: none"> • Access to social sector services. • Access to improved agriculture technology and services. • Access to financial services. • Access to marketing facilities and infrastructure. 	<ul style="list-style-type: none"> • Agricultural and livestock extension programmes. • Land and water resources development programmes. • Micro-credit from NGOs. 	Small and marginal farmers are target group for agricultural technology support, micro-finance for increasing the productivity and marketability of their produce.
Landless households depending on non-farm sector in rural areas.	<ul style="list-style-type: none"> • Lack of education and skills. • Lack of access to productive resources. • Lack of access to markets and market information. 	<ul style="list-style-type: none"> • Daily wage labour. • Sale of wood and grasses scavenged from common lands. • Employment with Army or as domestic servants. • Borrow from relatives and moneylenders. • Reduce consumption. 	<ul style="list-style-type: none"> • Access to social sector services. • Access to improved agriculture technology and services. • Access to financial services. • Access to marketing facilities and infrastructure. 	<p>The Government has established a Small Enterprise Development Bank. However, this does not deal with the small loans required by those engaged in the non-farm rural sector. Furthermore, the rural outreach of SMEDA is limited.</p> <p>Rural development initiatives by donors have started allocating support for non-farm rural enterprises but this support has been limited. NGOs have limited experience of dealing with this sector and apart from some forays into skill development they do not have the expertise to deal with this sector.</p>	Small rural entrepreneurs are a target group for enterprise development

<p>Women and women headed households</p>	<ul style="list-style-type: none"> • Lack of access to social sector services. • Denial of land and property rights. • Lack of access to productive resources. • Disproportionate share of domestic burden. • Lack of remuneration for productive work. • Most time spent on scavenging for water, fuel and fodder for animals. • Restrictions on mobility. • Restrictions on types of productive employment that women can assume. 	<ul style="list-style-type: none"> • Reduce consumption. • Sell eggs. • Sale of wood and grasses scavenged from common lands. • Borrow from relatives and friends. 	<ul style="list-style-type: none"> • Right to decision-making. • Liberty to travel and freedom to work. • Right to own and inherit property. • Access to social sector services. • Access to financial services. • Access to marketing facilities. . 	<p>A National Plan of Action has been prepared through a consultative process, with focus on literacy, education, reproductive health, family planning, economic empowerment and violence against women.</p> <p>A Gender Reforms Action Programme is being implemented with an agenda to align policies, structures and procedures for enabling the government to implement its national and international commitments on empowerment of women. Mainstreaming gender issues into policies, development plans and programmes is stated to be one a key development strategy to promote gender equity in Pakistan.</p> <p>The Pakistan Poverty Alleviation Fund (PPAF), the First Women Bank Limited (FWBL), Rural Support Programmes and many NGOs provided micro-credit and training to women to increase their income potential.</p> <p>Poverty Alleviation Programmes initiated by the current Government combines public works, food support, Usher and Zakat, micro credit and social services as an integrated package for poverty alleviation. For poor women, the programme has recommended provision of micro-credit, establishment of crisis centres, skill development centres, effective utilisation of funds for women in distress and detention, and support from the Bait ul Mal and the Zakat and Usher System.</p> <p>Donors have provided support to women and emphasized gender mainstreaming in their programmes. Many NGOs are also making a special effort to target women especially to provide women access to micro-finance services.</p>	<ul style="list-style-type: none"> • Women will be an important target group for IFAD and 30% to 50% of all benefits will be targeted at them.
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