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Dar a la población rural
pobre la oportunidad
de salir de la pobreza

República Islámica del Pakistán

Programa sobre oportunidades estratégicas nacionales

Junta Ejecutiva — 96º período de sesiones
Roma, 29 y 30 de abril de 2009

Para examen

Nota para los Directores Ejecutivos

Este documento se presenta a la Junta Ejecutiva para su examen.

A fin de aprovechar al máximo el tiempo disponible en los períodos de sesiones de la Junta Ejecutiva, se invita a los Directores Ejecutivos que deseen formular preguntas técnicas acerca del presente documento a dirigirse al funcionario del FIDA que se indica a continuación antes del período de sesiones:

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Abreviaturas y siglas

BAsD	Banco Asiático de Desarrollo
COSOP	programa sobre oportunidades estratégicas nacionales
COSUDE	Agencia Suiza para el Desarrollo y la Cooperación
DELP	documento de estrategia de lucha contra la pobreza
DFID	Ministerio para el Desarrollo Internacional (Reino Unido)
EGPP	equipo de gestión del programa en el país
ENRAP	Red de Conocimientos para el Desarrollo Rural en la Región de Asia y Pacífico
EPP	evaluación del programa en el país
FAO	Organización de las Naciones Unidas para la Agricultura y la Alimentación
FRPP	Fondo para la reducción de la pobreza en el Pakistán
IRAI	índice de asignación de recursos de la Asociación Internacional de Fomento
PBAS	sistema de asignación de recursos basado en los resultados
PMA	Programa Mundial de Alimentos

Resumen de la estrategia en el país

1. Este nuevo programa sobre oportunidades estratégicas nacionales (COSOP) relativo al Pakistán se ha elaborado en un entorno operacional que ha conocido rápidos cambios desde la adopción, en 2002, de la última estrategia del FIDA para el país. En 2007, el FIDA realizó una evaluación del programa en el país (EPP) y en septiembre de 2006 se firmó el acuerdo en el punto de culminación. En la EPP se reúnen valiosas enseñanzas extraídas de la experiencia del FIDA en el Pakistán, que debían integrarse en el programa en el país con miras a mejorar su pertinencia e impacto en la pobreza rural. El COSOP está basado en las conclusiones de la EPP y se propone definir la orientación estratégica que seguirá el programa del FIDA en el contexto cambiante de ese país durante los próximos cinco años (2010-2014).
2. Casi una cuarta parte de la población del Pakistán está clasificada como pobre (octubre de 2006) y en torno al 80% de esos pobres, es decir, unos 35 millones de personas, viven en las zonas rurales. A pesar de que la tasa de pobreza ha disminuido alrededor de un 10,6% respecto del nivel registrado en 2001, que era del 34,5%, las medidas de fomento del bienestar no basadas en los ingresos en los sectores de la salud y la enseñanza son escasas en comparación con otros países de Asia meridional. Los indicadores socioeconómicos relativos a la mujer son los peores de la subregión. El alza de los precios internacionales de los alimentos experimentada en los primeros meses de 2008 ha tenido un impacto muy negativo en la población pobre. Como consecuencia de la inflación provocada por ese encarecimiento, se considera que los hogares pakistaníes más pobres actualmente dedican más del 70% de sus ingresos a la compra de alimentos. Se teme que unos 17 millones de pakistaníes han pasado a engrosar las filas de las personas en situación de inseguridad alimentaria (60 millones), que en la actualidad representan en torno a la mitad de la población total del país.
3. El COSOP secundará las estrategias e iniciativas del Gobierno encaminadas a reducir la pobreza rural. Se han propuesto dos objetivos estratégicos: i) mejorar el acceso de los hombres y mujeres pobres del medio rural a activos productivos, conocimientos prácticos, servicios y tecnologías mejoradas, haciendo hincapié en el aumento de la productividad, y ii) fortalecer la capacidad de la población rural pobre para participar en los procesos de desarrollo local y beneficiarse de los mismos. Estos objetivos están en plena consonancia con el *Marco Estratégico del FIDA (2007-2010)*.
4. Para garantizar que su programa en el país tenga un impacto sostenido en la reducción de la pobreza rural, el apoyo prestado por el FIDA estará destinado a las zonas en las que la pobreza tenga una alta incidencia o que estén afectadas por problemas de desarrollo específicos debidos a su situación geográfica. Dentro de las zonas seleccionadas, el método de focalización del FIDA estará concebido para propiciar la autoselección de los hogares pobres y vulnerables. Se prestará especial atención a los siguientes grupos de población: i) los pequeños agricultores con poca tierra y un número limitado de cabezas de ganado (incluidos los pastores y los pescadores en pequeña escala); ii) los agricultores sin tierra cuya supervivencia se basa en una combinación de empleo asalariado dentro y fuera del sector agrícola, y iii) los hogares encabezados por mujeres y las mujeres de hogares pobres que tengan escaso acceso por sí mismas a recursos, servicios o bienes. La igualdad de género y el empoderamiento de la mujer serán una esfera a la que se atribuirá especial importancia, así como al desafío que plantea el cambio climático. Se pondrá más empeño para poner en práctica el importante programa en materia de innovación, diálogo sobre políticas y gestión de los conocimientos.

República Islámica del Pakistán

Programa sobre oportunidades estratégicas nacionales

I. Introducción

1. La estrategia que orienta en la actualidad el programa del FIDA en el Pakistán se aprobó en noviembre de 2002. En los últimos años, sin embargo, el país ha experimentado importantes cambios económicos, políticos y administrativos en una amplia gama de esferas. En julio de 2007, el FIDA realizó una evaluación del programa en el país (EPP) seguida, en julio de 2008, por una mesa redonda nacional. El acuerdo en el punto de culminación correspondiente se firmó en septiembre de 2008. En la EPP se recopila una serie de enseñanzas útiles extraídas de la experiencia del Fondo en el Pakistán. Los cambios en el contexto general, a los que se hace referencia más arriba, han hecho necesario elaborar un nuevo programa sobre oportunidades estratégicas nacionales (COSOP) que esté basado en las conclusiones de la EPP y en el que se defina la orientación estratégica que seguirá el programa del Fondo en el país a la luz de los desafíos cambiantes con que se enfrenta la reducción de la pobreza rural en el Pakistán. El presente documento se ajusta a las directrices del FIDA sobre COSOP basados en los resultados, según las cuales los productos y efectos previstos deben expresarse con claridad y someterse a seguimiento durante todo el período de ejecución. Este COSOP abarcará el período de cinco años que comenzará en 2010 y concluirá en 2014. En septiembre de 2007, tras la misión de la EPP realizada en julio, comenzó el proceso de preparación y de consulta/validación, que ha pasado por las fases principales siguientes (véase el apéndice I): i) septiembre de 2007: formación de un equipo de gestión del programa en el país (EGPP); ii) octubre de 2007: estudios y consultas de carácter preparatorio; iii) octubre-noviembre de 2007: misión sobre el COSOP destinada a celebrar amplias consultas con los interesados y asociados nacionales a todos los niveles; iv) enero-marzo de 2008: consultas con el EGPP nacional sobre las constataciones iniciales de la misión encargada del COSOP; v) octubre de 2008: examen del borrador de COSOP con el EGPP y otros interesados nacionales, y vi) noviembre de 2008: reunión recapitulativa nacional sobre el COSOP.

II. Contexto nacional

A. Situación económica, agrícola y de la pobreza rural

Antecedentes de la economía del país

2. Después de experimentar un crecimiento constante desde 2004-2005, la economía pakistani comenzó a empeorar bruscamente a comienzos de 2008. La percepción de una crisis económica inminente dominó los primeros meses del ejercicio financiero de 2009, a medida que la inversión extranjera directa menguaba, el déficit comercial aumentaba, la inflación crecía y la rupia pakistani se depreciaba. Sin embargo, la perspectiva de una crisis económica se había disipado visiblemente en noviembre de 2008, cuando el Gobierno entró en acción para abordar los riesgos más inmediatos y puso en marcha, bajo los auspicios del Fondo Monetario Internacional, un programa de estabilización macroeconómica destinado a apoyar reformas a medio plazo.¹ Se calcula que en 2008-2009 el crecimiento real del PIB se situará entre el 3,5% y el 4,5%, frente a un objetivo anual fijado en un principio en el 5,5%.² Aun así, está previsto que en el ejercicio financiero de 2009 disminuya tanto el déficit fiscal como el déficit por cuenta corriente. Se prevé que en 2010 la inflación vuelva a reducirse a un solo dígito, y para 2011 el crecimiento debería superar el 5% anual.³

¹ Banco del Estado del Pakistán: "The State of Pakistan's Economy. First Quarterly Report for FY09".

² Banco del Estado del Pakistán.

³ Economist Intelligence Unit.

3. El alza de los precios internacionales de los alimentos, que comenzó a apreciarse a principios de 2008, tuvo un gran impacto en la economía pakistaní, en general, y en el segmento más pobre de su población, en particular. En aquel momento se incluyó al Pakistán en la lista de los 40 países en crisis a causa del encarecimiento de los alimentos. El aumento interno del precio de los alimentos ha sido uno de los factores principales del constante incremento de la tasa general de inflación: el índice de precios al consumidor llegó al 24,7% en noviembre de 2008, mientras que en noviembre de 2007 era del 8,7%.⁴ Pese a que los precios internacionales de los productos básicos han disminuido notablemente desde mediados de 2008, la evolución de la inflación con arreglo al índice de precios al consumidor apunta a que el efecto en la economía nacional, por lo que parece, se está dejando sentir excesivamente.⁵ Durante la última temporada agrícola, que terminó en marzo de 2008, se señalaron notables aumentos en el precio de los productos básicos —el 30% en el del trigo y el 88% en el del arroz—.⁶ Esta tendencia podría empujar a un segmento creciente de la población por debajo de la línea de pobreza.

La agricultura y la pobreza rural

4. La agricultura sigue siendo el pilar de la economía pakistaní: representa el 23% del PIB, da empleo al 43% de la población activa y aporta el 60% de los ingresos de exportación del país. Los cultivos arables representan el 65% del PIB agrícola, la ganadería el 31% y la pesca y la silvicultura, el 4%. Las tierras de regadío producen el 90% de la producción agrícola total. Más del 65% de la población vive en zonas rurales. Hay más de 4 millones de explotaciones familiares, cuyo tamaño medio es de 4,7 hectáreas. Actualmente, el 50% de los agricultores explotan sus propias tierras y el 26% sólo son arrendatarios, pero no se ha determinado con precisión cuántas personas pertenecen al segmento de población sin tierra (trabajo asalariado). El abastecimiento de agua de riego es un factor decisivo para la agricultura de casi todo el país. Cerca del 80% de la superficie cultivada es de regadío, y la agricultura es con mucho el sector que más agua utiliza, pues consume en promedio alrededor del 95% de los recursos hídricos de que dispone el país. A pesar de esa extensa superficie de regadío, el sector sigue siendo bastante vulnerable a los factores climáticos y al ataque de plagas.
5. La política agrícola del Gobierno tiene por objeto aumentar la rentabilidad y competitividad de las explotaciones desarrollando el potencial que encierra la producción agropecuaria. Los retos principales con que se enfrenta el sector agrícola son los siguientes: i) el estancamiento de los rendimientos; ii) las grandes diferencias de rendimiento entre los agricultores progresistas y el agricultor medio; iii) un abastecimiento de agua insuficiente y la ineficiencia con que se utilizan los recursos hídricos disponibles; iv) la provisión de insumos insuficientes y de mala calidad; v) servicios de investigación y extensión ineficientes; vi) la deficiente infraestructura rural; vii) los ataques frecuentes de insectos y plagas; viii) una elevada incidencia de las enfermedades de las plantas y el ganado; ix) la falta de recursos financieros y de capital, y x) el hecho de que ciertos productos agrícolas, como la fruta, la verdura y las flores, no sean competitivos en el plano internacional. La base productiva del sector hortícola es muy débil.
6. Las remesas han desempeñado un papel fundamental tanto en el plano macroeconómico como microeconómico. En los años setenta y principios de los ochenta, las remesas alcanzaron su nivel máximo (alrededor de USD 37 000 millones) y, en el plano macroeconómico, se utilizaron para financiar el 97% del déficit comercial y el 85% del saldo en cuenta corriente. A nivel microeconómico, los migrantes enviaban a sus familias residentes en el Pakistán

⁴ Banco del Estado del Pakistán.

⁵ Banco del Estado del Pakistán.

⁶ Ministerio de Alimentación, Agricultura y Ganadería, 2008.

alrededor del 78% de todas sus ganancias.⁷ Esos fondos se utilizaban para el consumo corriente, el pago de deudas y la reparación de viviendas.⁸ Las remesas cubrían en torno al 13% de los gastos de consumo privado. A mediados de los ochenta, las remesas comenzaron a disminuir, y su volumen actual no llega al 10% del nivel que habían alcanzado en 1983. Los estudios apuntan a que la disminución de las entradas de remesas es uno de los factores que más han contribuido al aumento de la pobreza observado en el Pakistán durante los años noventa.⁹ Ese descenso se ha atribuido a varias razones. Hay quien sugiere que puede deberse a la brusca disminución del valor nominal en dólares de los salarios en Oriente Medio. Otros estudiosos opinan, en cambio, que puede deberse en parte a que las personas que enviaban las remesas empezaron a optar por conservar sus ahorros en el extranjero y en parte a que, para enviar los fondos, en vez de canales formales comenzaron a utilizarse canales informales.

7. La pobreza en el Pakistán es un fenómeno predominantemente rural. Tras un decenio de crecimiento económico moderado pero pocos cambios en la evolución de la pobreza rural, entre 2001-2002 y 2004-2005 todos los indicadores relativos a la producción agrícola, los ingresos rurales, la pobreza rural y el bienestar social registraron mejoras considerables.¹⁰ Según datos gubernamentales, la tasa de pobreza pasó del 34,5% en 2000-2001 al 23,9% en 2004-2005. En cifras absolutas, el índice de recuento de la pobreza pasó de 49,23 millones en 2001 a 36,45 millones en 2004-2005.¹¹ Si bien algunos expertos cuestionan esas cifras, el Gobierno sostiene que el notable descenso de la pobreza ha sido posible gracias al sólido crecimiento económico, unido al creciente gasto en los sectores favorables a la población pobre señalados en el documento de estrategia de lucha contra la pobreza (DELP).¹² A pesar de esas mejoras, las medidas de fomento del bienestar no basadas en los ingresos en los sectores de la salud y la enseñanza son escasas en comparación con otros países de Asia meridional.
8. En octubre de 2006 casi una cuarta parte de la población del Pakistán se clasificó como pobre: el Gobierno calculó que el 23,9% de la población vivía por debajo de la línea de pobreza. El alza de los precios internacionales de los principales productos alimentarios a comienzos de 2008 ha tenido un impacto muy negativo en la población pobre. Se cree que actualmente, a consecuencia de la inflación causada por el encarecimiento de los alimentos, los hogares más pobres gastan más del 70% de sus ingresos en comida.¹³ Se teme que, debido a la inflación provocada por el alza del precio de los alimentos en 2008, unos 17 millones de pakistaníes¹⁴ han pasado a engrosar las filas de las personas en situación de inseguridad alimentaria (60 millones).¹⁵ Además, un grupo de eminentes economistas pakistaníes ha dado a entender que el programa bienal de estabilización económica podría empujar a entre 8 y 10 millones de hogares más, aproximadamente, por debajo de la línea de pobreza y sumir en el desempleo a otro millón de personas en 2008-2009.¹⁶
9. **Aspectos de la pobreza rural relacionados con el género.** El Pakistán ocupa una posición mejor en el índice de desarrollo humano que en el índice de desarrollo relativo al género. Esa diferencia refleja las desigualdades entre hombres y mujeres que persisten en la sociedad pakistaní. Los indicadores socioeconómicos nacionales

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

⁸ Kazi, Shahnaz: *Domestic Impact of Remittances and Overseas Migration: Pakistan*, OIT (Working paper 7), 1988.

⁹ Siddiqui, Rizwana y Kemal, A. R., op. cit.

¹⁰ *Pakistan Promoting Rural Growth and Poverty Reduction*, Report N.º 39303-PK, marzo de 2007, Banco Mundial.

¹¹ "Ensuring a Demographic Dividend: Unleashing Human Potential in a Globalized World", proyecto de resumen del DELP-II, Ministerio de Finanzas, 2007.

¹² *Ibíd.*

¹³ Banco Mundial, agosto de 2008.

¹⁴ Según estimaciones, en 2008 la población era de 160 millones de personas, el 65,9% de las cuales vivía en las zonas rurales (FAO, FIDA).

¹⁵ *Pakistan: Initiative on Soaring Food Prices*, FAO, agosto de 2008.

¹⁶ Dawn, 30 de noviembre de 2008.

relacionados con la situación de la mujer son los más bajos de toda el Asia meridional. El auge del fundamentalismo ha ocasionado nuevos problemas para las mujeres, especialmente en la zona septentrional del país. La mujer desempeña una función esencial en el sector agrícola, sobre todo en la ordenación ganadera. A menos que la situación socioeconómica de la mujer cambie, las medidas de alivio de la pobreza no pueden tener más que un impacto limitado en la situación del país.

10. **Causas de la pobreza rural.** Una de las principales causas de la pobreza rural es la gran desigualdad en la distribución de los activos (en particular, la tierra y el acceso al agua) existente en el Pakistán.¹⁷ A causa de esa distribución asimétrica en la propiedad de los activos productivos y en el acceso a ellos, la mayor parte de los beneficios directos en forma de ingresos provenientes de la producción de cultivos, especialmente en la agricultura de regadío, van a parar a los agricultores de ingresos más elevados. Otras causas de la pobreza rural son la falta de educación, el escaso acceso a servicios de salud, el gran tamaño de las familias, la discriminación de género y la vulnerabilidad a la degradación medioambiental y al deterioro de la base de recursos naturales, dado que la población pobre tiende a depender enormemente de esos recursos.¹⁸ Aunque la agricultura es el eje de la economía rural, muchos habitantes pobres de las zonas rurales no son ni agricultores arrendatarios ni propietarios de la tierra que cultivan, y dependen de fuentes de ingresos no agrícolas. Por consiguiente, es esencial desarrollar el sector no agrícola, en particular las microempresas rurales. En el expediente principal 1 se ofrece un panorama general de las cuestiones relacionadas con la pobreza rural y el sector agrícola y rural.

B. Políticas, estrategias y contexto institucional

Contexto institucional nacional

11. Según la Constitución, el sector agrícola es de la incumbencia de los gobiernos provinciales (a excepción de cuestiones de ámbito nacional, como la importación y exportación de insumos y productos agrícolas, la fijación de precios, los asuntos ligados a la estandarización y las cuarentenas, la investigación nacional y las cuestiones interprovinciales como la rehabilitación, explotación y mantenimiento de la infraestructura primaria de riego). El interlocutor principal del FIDA en el país ha sido la División de Asuntos Económicos del Gobierno del Pakistán, puesto que es la encargada de coordinar toda la asistencia que recibe el Gobierno y de analizar los déficit de financiación en el país y coordinar los fondos de los donantes de acuerdo con esas necesidades. Por conducto de la División de Asuntos Económicos, el FIDA también colabora con otros organismos y ministerios federales clave, como la Comisión de Planificación, la División de Finanzas y el Ministerio de Alimentación, Agricultura y Ganadería. En los últimos años, a raíz del proceso de transferencia de competencias, los gobiernos provinciales han ido asumiendo cada vez más la responsabilidad de las actividades de desarrollo. En estas circunstancias, si bien la División de Asuntos Económicos seguirá siendo el organismo principal por conducto del cual el FIDA coordinará su programa en el país, el Fondo tendrá que entablar relaciones mucho más directas y estrechas con los gobiernos provinciales.
12. La ejecución de los proyectos financiados por el FIDA ha corrido a cargo principalmente de los departamentos públicos competentes a nivel provincial que, aunque suelen tener un buen nivel técnico, se ven limitados por la falta de orientación comunitaria, la escasa motivación y los pocos recursos destinados a su

¹⁷ Según el censo agrícola de 2000, sólo el 37% de los hogares rurales poseían tierra; de ellos, el 61% poseían menos de 5 acres, es decir, el 15% de la superficie total.

¹⁸ Shah, Marshul Ali: "The Growth of Poverty in Pakistan – Issues and Causes", BAsD, Instituto Nacional de Administración Pública, Lahore, octubre de 2002.

implantación en las zonas rurales. En el marco de la reforma institucional global, el Gobierno está tomando cada vez mayores medidas para que los departamentos públicos competentes se orienten progresivamente a la obtención de resultados. En el expediente principal 2 se ofrece un panorama de las fortalezas y debilidades de las diferentes instituciones asociadas.

13. En tiempos más recientes el FIDA ha entablado una asociación con el Fondo para la reducción de la pobreza en el Pakistán (FRPP) para ejecutar proyectos sobre microfinanciación y prestar apoyo a las comunidades afectadas por el terremoto en los Territorios del Norte y en Azad Jammu y Cachemira. Durante el período abarcado por el presente COSOP, el FRPP seguirá siendo un asociado clave en los proyectos y programas realizados en el sector de la microfinanciación. Como organización en rápida expansión dotada de una amplia gama de atribuciones, el FRPP se enfrenta al reto institucional que supone la necesidad cada vez más acuciante de especialización a medida que aumenta el nivel, la amplitud y la sofisticación de sus operaciones.
14. Las organizaciones de la sociedad civil, en particular las ONG, han sido asociados clave en muchos de los proyectos financiados por el FIDA y las principales responsables de la ejecución de iniciativas de movilización comunitaria y construcción de infraestructura rural en pequeña escala. Además, son los principales vehículos para la ejecución de los componentes de microfinanciación de los proyectos del FIDA. Las ONG se han revelado asociados fiables en muchos casos, pero su capacidad e implantación presentan limitaciones, y un puñado de ellas (como el Programa Nacional de Apoyo Rural) dominan el sector. Hay posibilidades de entablar alianzas con otras organizaciones establecidas como empresas en virtud de la sección 42 de la Ordenanza sobre las Empresas (relativa a las entidades sin fines de lucro), como la recién creada Compañía Pakistání de Fomento Lechero. Esas organizaciones podrían convertirse en asociadas importantes si desarrollaran su capacidad de implantación en las zonas rurales y obedecieran a criterios rigurosos de focalización de la pobreza.
15. El principal vehículo para el suministro de bienes y servicios en las aldeas por parte de los proyectos del FIDA han sido organizaciones comunitarias en las que participan tanto hombres como mujeres. Esas entidades han demostrado ser un instrumento importante de focalización de la pobreza, potenciación de los asuntos de género y utilización eficiente y transparente de los fondos. Además, tienen el potencial de convertirse en instituciones autónomas locales con la capacidad para presionar y obtener recursos y servicios públicos a largo plazo.
16. El sector privado ha desempeñado una función importante en el sector agrícola. Muchas nuevas iniciativas, especialmente en los sectores lechero y agroindustrial, se están llevando a cabo en asociación con el sector privado, que ha sido el canal principal de difusión de nuevas tecnologías agrícolas y suministro de semillas, fertilizantes y plaguicidas.

Estrategia nacional de reducción de la pobreza rural

17. Los documentos normativos clave en los que se delinea la estrategia nacional para la reducción de la pobreza en el Pakistán son "Visión 2030", el Marco de desarrollo a medio plazo 2005-2010 y el segundo documento de estrategia de lucha contra la pobreza (DELP-II).¹⁹ En "Visión 2030" se trazan planes ambiciosos para reducir la pobreza cuyo objetivo es haber eliminado la pobreza extrema en todas sus manifestaciones mucho antes de 2030.²⁰ El segundo documento citado es un marco para traducir las intenciones expresadas en "Visión 2030" en medidas concretas, poniendo el acento en el crecimiento sostenido a largo plazo. En el DELP-II se presenta una estrategia concebida para garantizar que el crecimiento esté

¹⁹ El proceso de terminación del DELP-II se halla en una fase avanzada. El documento se ha centrado en esferas tales como la enseñanza, la salud, el agua y el saneamiento, la creación de empleo y la globalización y sus repercusiones en la economía pakistání.

²⁰ "Visión 2030", Comisión de Planificación.

ampliamente repartido y conduzca a una reducción efectiva de la pobreza, y se subraya la importante función que cumplen el sector agrícola y el sector rural no agrícola en la creación de empleo. Dentro del sector agrícola se señalan las posibilidades existentes de aumentar los rendimientos, diversificar las modalidades de cultivo, producir cultivos de gran valor e invertir en el fomento ganadero y lechero. Los objetivos del Gobierno en lo relativo al desarrollo rural son aumentar la calidad de vida de la población rural fortaleciendo la economía rural y mejorando las condiciones de vida en las aldeas mediante el incremento de la productividad agrícola y el abastecimiento de agua, la mejora de la infraestructura rural, la prestación de servicios sociales y la ejecución de proyectos productivos destinados a atender las necesidades de las comunidades locales.

Armonización y alineación

18. El FIDA participa con empeño en la reforma de las Naciones Unidas, en particular interviniendo muy de cerca en la iniciativa "Una ONU", en la que el Pakistán es uno de los países piloto. El FIDA toma también parte activa en las actividades del equipo de las Naciones Unidas en el país, especialmente en el Grupo temático sobre desarrollo rural y reducción de la pobreza, y ha colaborado con la Organización de las Naciones Unidas para la Agricultura y la Alimentación (FAO) y el Programa Mundial de Alimentos (PMA) en programas conjuntos con el objetivo de garantizar la complementariedad. El Fondo es miembro asimismo del grupo informal de donantes sobre microfinanciación y coordina estrechamente su apoyo a los proyectos en esa esfera con los donantes clave del grupo, como el Ministerio para el Desarrollo Internacional (DFID) del Reino Unido, la Agencia Suiza para el Desarrollo y la Cooperación (COSUDE) y el Banco Asiático de Desarrollo (BAsD). El FIDA se ha asociado con el Banco Mundial y el BAsD en la cofinanciación de proyectos, con el fin de maximizar los recursos disponibles para reducir la pobreza rural y garantizar la complementariedad. En todos los proyectos realizados en régimen de cofinanciación, el FIDA ha armonizado plenamente con sus asociados los procedimientos de adquisición, contratación, supervisión y elaboración de informes. La asistencia del FIDA está alineada con las estrategias e iniciativas del Gobierno para reducir la pobreza.

III. Enseñanzas de la experiencia del FIDA en el país

A. Resultados, impacto y desempeño anteriores

19. Desde el inicio de sus operaciones en el Pakistán, en 1978, el FIDA ha aprobado 22 préstamos por un monto total de USD 422,5 millones, cantidad que representa el 14% de su actividad crediticia en la región. Eso convierte al Pakistán en el quinto prestatario más importante del Fondo en la región de Asia y el Pacífico (después de China, la India, Bangladesh e Indonesia). El costo total del programa del FIDA en el Pakistán asciende a USD 1 700 millones. Se han ultimado 15 proyectos y siete están en curso de ejecución. Además de esos préstamos, el programa del FIDA en el país también incluye donaciones de asistencia técnica y actividades de diálogo sobre políticas, gestión de los conocimientos y asociación.
20. La EPP puso de manifiesto que en los últimos 17 años el FIDA había realizado una importante aportación a la agricultura y al desarrollo rural en el Pakistán. Ese resultado se ha alcanzado a pesar del nivel general relativamente bajo de las inversiones del FIDA en el país, en comparación con las inversiones públicas y de otros donantes, como el BAsD y el Banco Mundial, en los sectores agrícola y rural. Las operaciones del FIDA han abarcado algunas de las zonas más remotas y marginadas del país, en las que la infraestructura y los servicios son limitados, el acceso a los insumos y los mercados está rodeado de incertidumbre y las capacidades institucionales suelen ser insuficientes.

21. En la EPP se destacó que el FIDA había centrado su labor en llevar a cabo principalmente intervenciones de carácter agrícola como principal instrumento para mejorar los medios de vida rurales. Si bien ese planteamiento había producido algunos logros, no se había prestado la suficiente atención a las cuestiones medioambientales, el fomento de la ganadería y la promoción de cultivos de gran valor que ofrecen importantes oportunidades a las personas sin tierra y a los pequeños agricultores. En la EPP también se observó que el FIDA habría podido alcanzar resultados aún mejores si hubiese atribuido mayor importancia a las actividades y el empleo no agrícolas, invirtiendo más en esos sectores.
22. Se habían logrado buenos resultados en la esfera de la movilización social y en la creación de organizaciones comunitarias, que revestían una importancia fundamental en la promoción del sentido de apropiación del país y en la sostenibilidad de los beneficios alcanzados. Sin embargo, no se había prestado atención suficiente al fortalecimiento de las administraciones locales, los consejos y organismos de base electos y las asociaciones con el sector privado.
23. La calificación atribuida por la EPP a los resultados de los proyectos financiados por el FIDA en zonas remotas, desaventajadas y afectadas por conflictos fue de moderadamente satisfactoria, subrayando que cualquier asistencia futura del FIDA en esas esferas debía someterse a un examen detallado. En particular, el FIDA y el Gobierno debían adoptar un enfoque más diferenciado que en el pasado para diseñar y ejecutar proyectos en esas zonas. En la EPP también se pidió que se hiciera mayor hincapié en la sostenibilidad, la innovación, las actividades no crediticias (es decir, la participación en el diálogo sobre políticas, la creación de asociaciones y la gestión de conocimientos), se reforzaran los vínculos entre los proyectos financiados con préstamos y con donaciones y se mejoraran las disposiciones relativas a la presencia en el país.
24. La EPP contenía cinco recomendaciones generales: i) mejorar el equilibrio entre las inversiones agrícolas y no agrícolas; ii) prestar apoyo al desarrollo de la capacidad de las entidades descentralizadas y otros organismos que trabajan en ámbito local; iii) seguir respaldando al Gobierno en sus intervenciones en zonas desaventajadas, remotas y afectadas por conflictos, aunque aplicando un enfoque más diferenciado; iv) fortalecer la capacidad del FIDA para promover innovaciones, y v) adaptar el modelo operativo del FIDA al tamaño y las peculiaridades de su programa en el Pakistán. En el apéndice V figura el texto del acuerdo en el punto de culminación de la EPP.

B. Enseñanzas extraídas

25. Como se puso de manifiesto en la EPP y en el autoexamen realizado por el FIDA en 2007, las enseñanzas clave extraídas de las operaciones del FIDA en el Pakistán son las que se exponen a continuación.
26. **Crecimiento económico y reducción de la pobreza.** Éstas son las enseñanzas más importantes: i) debe prestarse más atención a la ganadería y los cultivos de gran valor que darían mayores rendimientos y tendrían un impacto mayor para la población rural pobre; ii) hay que reforzar las medidas destinadas a mejorar la ordenación del medio ambiente y los recursos naturales; iii) las inversiones en infraestructuras rurales en pequeña escala, especialmente en la esfera de los recursos hídricos, han sido las que han tenido un impacto más inmediato e importante en el alivio de la pobreza en las zonas rurales; iv) los productos financieros innovadores con disposiciones de reembolso vinculado al rendimiento tienen una notable incidencia en la reducción de la pobreza; v) para aumentar la productividad agrícola se precisan fuentes fiables de insumos agrícolas; vi) para aumentar los ingresos rurales es esencial invertir en la

mejora de las posibilidades de comercialización de los productos rurales; vii) es necesario elaborar una estrategia más eficaz de fomento empresarial con el fin de incrementar los ingresos rurales, y viii) es menester prestar más atención a las fuentes no agrícolas de generación de ingresos mediante la capacitación técnica y la formación profesional.

27. **Apoyo a la capacidad.** La movilización social y el fortalecimiento de las organizaciones comunitarias, las ONG locales y la sociedad civil en general deben recibir constante atención. Si bien la mayoría de los proyectos, si no todos, han contado con una estrategia de participación comunitaria que funciona eficazmente durante el período de ejecución, no se ha puesto gran empeño en elaborar una estrategia a largo plazo que propicie la sostenibilidad institucional de las organizaciones comunitarias establecidas. Debe estudiarse la posibilidad de transformar esas organizaciones en cooperativas de crédito efectivas, en cooperativas agrícolas o lecheras, o en otras organizaciones parecidas.
28. **Intervención en zonas desaventajadas, remotas y afectadas por conflictos.** El apoyo constante a las intervenciones del Gobierno en esas zonas debe basarse en un enfoque mucho más diferenciado, es decir, que sea flexible y se adapte a las circunstancias de esas regiones. Es esencial movilizar servicios especializados, en particular en lo relacionado con los asuntos tribales, la solución de conflictos y el fortalecimiento de la paz. De modo análogo, una de las claves para ejecutar con éxito proyectos en esas zonas consiste en garantizar el compromiso de las administraciones provinciales y el gobierno federal.
29. **Innovaciones.** Reforzar la capacidad del FIDA para promover innovaciones que el Gobierno, las organizaciones donantes y el sector privado puedan ampliar y reproducir es una esfera de actividad que merece más atención. Es preciso ser más sistemáticos en la determinación, experimentación, documentación e intercambio de enfoques innovadores aplicables al desarrollo agrícola y rural, y se necesitan recursos adicionales y una mayor capacidad para propiciar el diálogo sobre políticas y seleccionar minuciosamente las instituciones asociadas. También hay que potenciar las sinergias entre los distintos instrumentos disponibles y utilizarlos más ampliamente.
30. **Diseño y ejecución de proyectos, con inclusión de la gestión financiera.** Los elementos que se enumeran a continuación han demostrado desempeñar un papel fundamental en el diseño y ejecución de proyectos que han dado buenos resultados: i) el firme compromiso de los interesados para lograr los objetivos del proyecto; ii) un enfoque de ejecución diferenciado, es decir, que sea flexible y al mismo tiempo adaptado a unas circunstancias particulares; iii) un equipo directivo y un personal básico enérgicos, competentes y estables; iv) personal gubernamental suficientemente remunerado, conforme a sus niveles de responsabilidad y desempeño; v) procedimientos para realizar evaluaciones del impacto y proceder al seguimiento de los beneficiarios desde el principio; vi) la prestación de apoyo intensivo a la ejecución y al seguimiento y evaluación, y vii) un sistema funcional de gestión financiera que incluya disposiciones idóneas para el flujo de fondos, las adquisiciones, la contratación y las auditorías, así como el seguimiento oportuno y riguroso de las cuestiones de auditoría.
31. **Impacto normativo.** Se logrará un mayor impacto normativo adoptando las medidas siguientes: i) alinearse con asociados que persigan objetivos en la esfera normativa; ii) prestar asistencia técnica a los organismos que defiendan cambios normativos concretos destinados a beneficiar a los hogares pobres de las zonas rurales; iii) garantizar la observancia de las políticas vigentes a través de las intervenciones de los proyectos; iv) recurrir a proyectos de carácter experimental

para garantizar un impulso notable a la reforma normativa, y v) revisar y analizar sistemáticamente la experiencia del FIDA en el Pakistán con el objetivo de extraer enseñanzas, divulgarlas entre los distintos proyectos y, lo que es más importante, darlas a conocer al Gobierno y a los otros asociados en el desarrollo.

IV. Marco estratégico del FIDA en el país

A. Ventaja comparativa del FIDA en el país

32. En el diseño de los programas ejecutados en el Pakistán, el FIDA se ha mantenido fiel a sus orígenes y se ha centrado en combatir la pobreza en las zonas rurales poniendo el acento en el desarrollo agrícola. Tanto el Gobierno como la comunidad de donantes en el país reconocen el valor de la labor del FIDA por los siguientes motivos: i) la atención prioritaria que asigna al alivio de la pobreza en zonas vulnerables y remotas; ii) el acento que pone en la participación comunitaria; iii) su habilidad para detectar posibilidades de innovación en las iniciativas de reducción de la pobreza rural, y iv) su capacidad para formalizar acuerdos institucionales que aprovechan las ventajas de las asociaciones entre los sectores público y privado.
33. El FIDA es consciente de la creciente importancia del sector no agrícola, en particular de la promoción del desarrollo de microempresas rurales. En consonancia con el *Marco Estratégico del FIDA (2007-2010)*, una estrategia esencial para atender las necesidades de los hogares rurales pobres (especialmente los que dependen para su supervivencia del sector no agrícola) consistirá en centrarse en la mejora de los conocimientos prácticos, la formación profesional y el acceso a los servicios financieros. De ese modo se contribuirá a ofrecer más oportunidades a la población rural pobre y a promover los vínculos y la integración de ésta con los mercados y el sector privado. Con el fin de ampliar las posibilidades productivas de los hogares rurales, se estudiarán nuevas posibilidades de realizar inversiones productivas. En virtud de esta línea de acción se adoptarán medidas para evaluar la utilización corriente de los ingresos procedentes de remesas y se estudiarán formas de mejorar la corriente de ingresos generada mediante la inversión de las remesas en actividades productivas. Esta dimensión será especialmente útil para las mujeres que reciben remesas del Cercano Oriente y no tienen posibilidades de lograr un aumento sostenible de su corriente de ingresos ni la base de información necesaria para ello.
34. Con el fin de incrementar la pertinencia del programa en el país, el FIDA incorporará las siguientes consideraciones básicas en el diseño del mismo: i) colaborar con las instituciones y utilizar acuerdos institucionales que tengan probabilidades de seguir vigentes una vez que el proyecto haya terminado; ii) estudiar y aprovechar al máximo las sinergias posibles entre los distintos proyectos del FIDA dentro del país; iii) concentrarse en subsectores que sean esenciales para la reducción de la pobreza rural tanto entre las mujeres como entre los hombres, y iv) combinar los instrumentos crediticios con actividades no crediticias de forma que se potencien sus respectivos efectos en la reducción de la pobreza rural. El FIDA se centrará en esferas en las que no hizo hincapié en el COSOP anterior, como los cultivos de gran valor, el fomento ganadero y el acceso a los mercados. Se asignará la debida importancia a los desafíos planteados por el cambio climático, centrándose en la adaptación a sus efectos. Cuando proceda, los proyectos financiados por el FIDA apoyarán la adopción de enfoques sostenibles de ordenación de la tierra que tomen en consideración las posibles situaciones derivadas del cambio climático y su impacto en las poblaciones y ecosistemas.

B. Objetivos estratégicos

35. El programa del FIDA en el país respaldará las iniciativas de reducción de la pobreza del Gobierno y contribuirá a estimular el crecimiento de la economía rural. Se basa en la premisa de que es necesario aumentar la productividad de los medios de vida rurales y facilitar los vínculos comerciales como potentes instrumentos de reducción

de la pobreza. Una de las limitaciones principales existentes en las zonas rurales es la falta de acceso a recursos productivos, insumos básicos, capacidades técnicas y servicios. Además, en muchas zonas pobres existe un vacío institucional. A tenor de estas necesidades nacionales, y basándose en las conclusiones de la EPP, en el presente COSOP se propone que el programa en el país tenga dos objetivos estratégicos: i) mejorar el acceso de los hombres y mujeres pobres del medio rural a los activos productivos, conocimientos prácticos, servicios y tecnologías mejoradas, haciendo hincapié en el aumento de la productividad, y ii) fortalecer la capacidad de la población rural pobre para participar en los procesos de desarrollo local y beneficiarse de los mismos.

36. **Objetivo estratégico 1: mejorar el acceso de los hombres y mujeres pobres del medio rural a los activos productivos, conocimientos prácticos, servicios y tecnologías mejoradas, prestando especial atención al aumento de la productividad.** Un gran número de pequeños agricultores disponen de pocos recursos y carecen de acceso a crédito, semillas certificadas, capacitación, equipo agrícola, asesoramiento apropiado en materia de extensión, etc. Hay un gran margen para poder aumentar la productividad si se abordan estas graves limitaciones y las que se enumeran más arriba, en el párrafo 5. Si se aumentara la productividad sin incrementar las oportunidades de comercialización, el impacto en la reducción de la pobreza sería limitado. También deberá prestarse apoyo con el fin de mejorar las posibilidades de comercialización realizando inversiones en las infraestructuras correspondientes, como pequeños caminos rurales, depósitos poscosecha, mercados rurales, etc.
37. **Objetivo Estratégico 2: fortalecer la capacidad de la población rural pobre para participar en los procesos de desarrollo local y beneficiarse de los mismos.** Hay relativamente pocas instituciones que trabajen en las zonas rurales y, a menos que se refuercen las instituciones existentes y se creen otras nuevas, la población pobre del medio rural tendrá un acceso muy limitado a los servicios y conocimientos prácticos que necesitan para hacer frente a la pobreza rural. El FIDA seguirá ayudando a fortalecer la capacidad de los organismos públicos competentes en el plano local, especialmente los que operan en zonas remotas y vulnerables. Las ONG proporcionan una amplia gama de servicios, pero su implantación en las zonas rurales depende de que los donantes pongan a disposición fondos para ello. Las organizaciones comunitarias son instrumentos eficaces para gestionar las iniciativas de desarrollo rural, especialmente en lo relativo a determinar la infraestructura comunitaria necesaria y construirla, así como para ayudar a movilizar los ahorros de las comunidades y desembolsar préstamos. Aun así, uno de los principales desafíos es la sostenibilidad institucional de las organizaciones comunitarias. El FIDA procurará ayudar a fortalecer la capacidad de esas instituciones favorables a la población pobre para que tengan un impacto sostenible en la reducción de la pobreza en las zonas rurales. Los esfuerzos globales necesarios para tratar de alcanzar el segundo objetivo estratégico se desplegarán en estrecha coordinación con otros asociados en el desarrollo con el fin de garantizar la complementariedad y el valor agregado, y evitar duplicaciones.

C. Oportunidades de innovación

38. En el marco del programa en el país se procurará poner en práctica activamente un plan de innovaciones basado en los dos objetivos estratégicos mencionados. En lo relativo al primero de ellos, el FIDA tiene a su alcance varias posibilidades para introducir innovaciones en su labor destinada a ampliar el acceso a los recursos productivos, a saber: i) plan experimental sobre distribución de tierras: el Gobierno del Punjab ha invitado al FIDA a poner en práctica a título experimental un plan de distribución de tierras en la zona meridional de esa provincia; ii) nuevos productos de microfinanciación: los proyectos en curso y futuros del FIDA en el sector de la

microfinanciación, según lo previsto, propiciarán la innovación en la gama de productos financieros disponibles (p. ej., microahorros, microseguros de salud, etc.) y promoverán la creación de vínculos entre las ONG dedicadas a la microfinanciación y los bancos comerciales, y iii) acceso a los mercados.

39. En la puesta en práctica del segundo objetivo estratégico, el FIDA tiene la oportunidad de promover formas innovadoras de provocar cambios institucionales favorables a la población pobre ayudando a transformar el modo en que algunos de los principales organismos públicos competentes se relacionan con las comunidades a nivel de base. El Fondo puede aprovechar su experiencia al respecto para alentar a los organismos públicos competentes a adoptar un enfoque más participativo en la planificación y ejecución de programas de desarrollo rural y agrícola. También puede sacar partido de la experiencia acumulada colaborando con el Organismo de Desarrollo de las Zonas de Secano para influir en el modo en que los posibles asociados en la ejecución, como la Autoridad de Desarrollo de la Zona Costera y la Compañía Pakistaní de Fomento Lechero, colaboran con las comunidades locales. También hay margen para la innovación institucional a nivel de base por medio del crecimiento de las organizaciones comunitarias y su conversión en cooperativas de crédito, cooperativas agrícolas y lecheras, y otras organizaciones parecidas.

D. Estrategia de focalización

40. La estrategia de focalización del programa en el país estará en plena consonancia con la política del FIDA al respecto. La asistencia del Fondo estará destinada a las zonas en las que la incidencia de la pobreza es elevada o que adolecen de problemas de desarrollo específicos debidos a su ubicación geográfica (p. ej., las regiones montañosas, el cinturón costero y las zonas de escasas precipitaciones). La selección de esos emplazamientos es coherente con la opinión del Gobierno sobre dónde se deben ejecutar programas de lucha contra la pobreza. Dentro de las zonas seleccionadas, las organizaciones comunitarias coordinarán los hogares pobres y determinarán cuáles son los más vulnerables.
41. Los grupos-objetivo principales de los futuros proyectos del FIDA serán los siguientes: i) los pequeños agricultores con poca tierra y un número limitado de cabezas de ganado (incluidos los pastores y los pescadores en pequeña escala); ii) los agricultores sin tierra cuya supervivencia se basa en una combinación de empleo asalariado dentro y fuera del sector agrícola, y iii) los hogares encabezados por mujeres y las mujeres miembros de hogares pobres que tengan escaso acceso por sí mismas a recursos, servicios o bienes. La definición de los grupos-objetivo específicos de un proyecto determinado se basará en actividades de cartografía de la pobreza realizadas durante la fase de diseño de la operación. En todas las actividades del programa en el país el FIDA dará gran importancia a la integración de los aspectos de género para promover la igualdad y el empoderamiento de la mujer y contribuir a abordar las cuestiones de la exclusión y la marginación.

E. Vinculaciones con las políticas

42. En relación con el primer objetivo estratégico, hay dos ámbitos normativos generales en los que el FIDA procurará prestar apoyo, a saber: i) los planes de distribución de tierras, y ii) la mejora del acceso a la microfinanciación. En el primer caso, a pesar de que la reforma agraria ha constituido un importante objetivo normativo, no ha habido grandes transformaciones. Sin embargo, el Gobierno del Punjab está interesado en poner en práctica un proyecto de distribución de tierras que, de tener éxito, puede contribuir a elaborar una estrategia realista para que los hogares pobres estén en condiciones de obtener acceso a la tierra. El programa de reforma agraria es demasiado problemático desde el punto de vista político como para que el FIDA trate de ponerlo en práctica por su cuenta. La línea de acción más apropiada para el Fondo sería prestar asistencia a la ejecución de proyectos innovadores, como el previsto en el Punjab, y divulgar luego los resultados alcanzados. En el segundo ámbito mencionado, la ampliación del acceso a servicios de microfinanciación en las

zonas rurales es una esfera de actividad esencial para el FIDA. En el marco de las iniciativas que emprenderá a este respecto, el FIDA procurará poner en práctica reformas normativas que favorezcan una mayor participación de las instituciones del sector formal en la esfera de la microfinanciación y la creación de un entorno más propicio para los proveedores existentes, como las ONG. El FIDA tratará de lograr este objetivo con la ayuda de sus asociados en la ejecución, que han colaborado activamente con el Banco del Estado del Pakistán y contribuido a crear un entorno favorable a la inclusión financiera de la población rural pobre. En esta tarea el FIDA ha colaborado activamente con asociados clave como el DFID y el BASD, que están ejecutando programas de fomento de la inclusión financiera en el Pakistán. El FIDA empleará un conjunto variado de instrumentos y actividades, como donaciones para investigación, prestación de asistencia técnica y difusión de conocimientos, con el fin de influir en las políticas.

43. Con respecto al segundo objetivo estratégico, el FIDA fortalecerá los vínculos normativos del programa en el país adoptando las medidas siguientes: i) prestar apoyo al cambio institucional en las organizaciones —por ejemplo, en los departamentos competentes—, para que den más peso al desempeño y fomenten la participación comunitaria y el empleo de las mujeres; ii) determinar si hacen falta cambios jurídicos para ayudar a las organizaciones comunitarias a convertirse en cooperativas de crédito, de comercialización, de productores de leche o de pescadores, etc., y iii) seguir de cerca los progresos y determinar las posibilidades de reforma del sector microfinanciero mediante su participación en el grupo informal de donantes sobre microfinanciación. Gracias a la inclusión en ese grupo del representante del Banco del Estado del Pakistán se facilitará el diálogo sobre políticas.

V. Gestión del programa

A. Gestión del COSOP

44. En el marco de gestión de los resultados del COSOP contenido en el apéndice III se definen los indicadores de los resultados y los puntos de referencia pertinentes que se aplicarán al presente COSOP, relativo al período 2010-2014. Esos indicadores están basados en los resultados previstos de los proyectos en curso y de las nuevas intervenciones que probablemente se ejecutarán durante el período abarcado por el COSOP. Las metas e indicadores del marco de gestión de los resultados se perfilarán con mayor precisión durante el diseño de las nuevas intervenciones que se seleccionarán entre los proyectos en trámite (véase al respecto el apéndice VI).
45. A partir de 2010, el EGPP elaborará un informe anual sobre la marcha de la ejecución del COSOP que contendrá información específica sobre los aspectos siguientes: i) el impacto en la reducción de la pobreza; ii) una evaluación de la medida en que se han alcanzado los objetivos estratégicos del COSOP; iii) los resultados de la focalización; iv) los resultados de la cartera de proyectos, y v) exámenes de las opiniones de los clientes. El informe se examinará y debatirá en una reunión anual conjunta a la que asistirán representantes del Gobierno, el FIDA y las partes interesadas. A finales de 2012 se realizará la revisión a mitad de período del COSOP.

B. Gestión del programa en el país

46. El EGPP, que es el instrumento principal de gestión del programa en el país, está formado por representantes del organismo público que coordina las relaciones con el FIDA (es decir, la División de Asuntos Económicos) y de otros organismos y ministerios federales importantes (como el Ministerio de Finanzas, la Comisión de Planificación, el Ministerio de Alimentación, Agricultura y Ganadería, etc.), funcionarios de los gobiernos provinciales y encargados de la gestión de proyectos, representantes de los donantes y los organismos de las Naciones Unidas, ONG y otras organizaciones de la sociedad civil, el sector privado y funcionarios del FIDA en

la Sede y a nivel nacional responsables del programa en el país. En lo relativo a la cartera actual, la reunión semestral que se celebra actualmente para examinar la cartera en el país, presidida por la División de Asuntos Económicos y a la que el FIDA asiste, seguirá siendo el foro de gestión del conjunto de operaciones y análisis de los resultados de los proyectos.

47. La supervisión de todos los proyectos corre a cargo directamente del FIDA, a excepción de dos proyectos en curso que están cofinanciados por el Banco Mundial o vinculados a iniciativas financiadas por éste. Está previsto que la mayor implicación del FIDA en la ejecución de los proyectos le brinde más oportunidades de colaborar más estrechamente con el Gobierno, los equipos de gestión de proyectos y los cofinanciadores a fin de abordar de un modo más eficaz y oportuno los problemas operacionales y normativos que se deriven de la ejecución de las operaciones y mejorar las capacidades mutuas de aprendizaje y gestión de los conocimientos.
48. El FIDA dispone desde 2005 de una forma de presencia indirecta en el Pakistán, lo que ha contribuido a definir mejor su propia ubicación en el país. Para complementar esa presencia se ha recurrido de vez en cuando a la prestación adicional de asistencia técnica nacional en las esferas de la agricultura, el desarrollo rural y el género. En consonancia con la propuesta aprobada por la Junta Ejecutiva en su 95º período de sesiones de diciembre de 2008 (documento EB 2008/95/R.9), en el curso de 2009 la presencia indirecta se transformará en una oficina en el país. Además de proseguir el diálogo con el Gobierno y la comunidad de donantes, la oficina en el país insistirá mucho más en facilitar apoyo a la ejecución efectiva de los proyectos en curso por medio de mecanismos tales como la supervisión, misiones de seguimiento, el sistema de seguimiento trimestral de la situación de los proyectos y actividades de gestión de los conocimientos. Dos esferas en las que se hará especial hincapié serán la calificación atribuida a los proyectos en situación de riesgo y el estado de los proyectos problemáticos.

C. Asociaciones

49. **Asociación con interesados nacionales.** Para potenciar el impacto del programa en el país en la pobreza, el FIDA procurará ampliar sus asociaciones con interesados nacionales, en particular con ONG y otras organizaciones de la sociedad civil, instituciones de investigación y universidades, y el sector privado.
50. **Asociación con organismos de las Naciones Unidas.** El FIDA participa en el programa piloto "Una ONU" y en todas las actividades del equipo de las Naciones Unidas en el país. Además, toma parte activa en el Grupo temático sobre agricultura, desarrollo rural y reducción de la pobreza y está colaborando con otros organismos de las Naciones Unidas, en especial la FAO y el PMA, para secundar los objetivos comunes en el sector agrícola. El FIDA, además, sigue colaborando con la FAO y el PMA para estudiar las posibilidades de ejecutar programa conjuntos.
51. **Asociación con otros socios en el desarrollo.** Algunos proyectos del FIDA están cofinanciados por el Banco Mundial y el BASD, y el Fondo estudiará las posibilidades de colaborar con esos organismos y otras instituciones financieras internacionales, como el Banco Islámico de Desarrollo. El FIDA potenciará el diálogo que mantiene con los donantes bilaterales, tanto en el contexto del grupo informal de donantes sobre microfinanciación como individualmente, por ejemplo, prosiguiendo los contactos con el departamento de cooperación para el desarrollo del Gobierno de Italia y la COSUDE, entre otros organismos. El FIDA colabora con el Centro Internacional de Investigación Agrícola en las Zonas Secas (ICARDA), que está ejecutando un programa financiado con una donación del Fondo para apoyar la investigación participativa en el ámbito de la producción pecuaria en pequeñas explotaciones. Se prestará gran atención a los medios de mejorar los vínculos entre los proyectos financiados con donaciones y con préstamos. Para afrontar el reto del

cambio climático, el FIDA estudiará la posibilidad de colaborar con el Mecanismo Mundial para avanzar en la aplicación de la Convención de las Naciones Unidas de Lucha contra la Desertificación y la Convención Marco de las Naciones Unidas sobre el Cambio Climático.

D. Gestión de conocimientos y comunicación

52. En el marco del presente programa en el país, la gestión de los conocimientos y las comunicaciones se llevarán a cabo de acuerdo con la estrategia del FIDA en la materia. Las actividades en ese ámbito se organizarán de una forma más sistemática y estructurada, empezando con la formulación de un plan de acción estratégica. Recibirán atención prioritaria las esferas que contribuyan al logro de los objetivos estratégicos del COSOP, así como las que tengan que ver con temas de importancia general para la reducción de la pobreza rural (p. ej., los contratos de arrendamiento de tierras relativas a inversiones del sector privado). Las actividades de gestión de los conocimientos se organizarán a dos niveles. A nivel del programa en el país, se mantendrán y mejorarán las disposiciones vigentes sobre gestión de los conocimientos, como el boletín sobre el programa en el país, los estudios especiales y la utilización de expertos locales para que contribuyan al intercambio de experiencias tanto en el interior del programa en el país como en el sector del desarrollo. La relación con redes como la Red de Conocimientos para el Desarrollo Rural en la Región de Asia y el Pacífico (ENRAP) se reforzará aún más para garantizar que los conocimientos se den a conocer a un público más amplio. A nivel de los proyectos, todas las operaciones futuras, financiadas con préstamos o donaciones, se diseñarán de modo que incluyan un programa de gestión de los conocimientos o aprendizaje. Se promoverá el intercambio de conocimientos entre distintos proyectos por medio de visitas de intercambio, talleres y otras actividades.

E. Marco de financiación con arreglo al PBAS

53. Mediante el sistema de asignación de recursos basado en los resultados (PBAS) se determina el monto de financiación que el FIDA puede poner a disposición del Pakistán durante el período abarcado por el presente COSOP. La asignación anual al país se basa en algunas variables, como una evaluación del marco sectorial para el desarrollo rural y una calificación relativa a los proyectos en situación de riesgo, el índice de asignación de recursos de la Asociación Internacional de Fomento (IRAI) y las puntuaciones finales. Durante el período abarcado por el COSOP propuesto (2010-2014), el volumen total de la asignación disponible para el país es, a título indicativo, de USD 87,5 millones, aproximadamente. Según lo previsto, esos recursos se utilizarán para financiar dos o tres proyectos. Tal como se decidió en la reunión recapitulativa sobre el COSOP organizada conjuntamente por el Gobierno del Pakistán y el FIDA en noviembre de 2008, cuando llegue el momento el Gobierno seleccionará esos dos o tres proyectos entre las cinco propuestas enumeradas en el apéndice VI (Proyectos en trámite para el período abarcado por el COSOP). También se estudiará la posibilidad de utilizar los fondos del programa de donaciones del FIDA para apoyar pequeños proyectos estratégicos ejecutados por ONG, organizaciones del sector privado y otras instituciones idóneas. Se prevé que la financiación del FIDA disponible en forma de donación ayudará a promover la innovación, la asunción de riesgos, las intervenciones normativas y la creación de asociaciones. En el diseño de propuestas de donación, se prestará especial atención a vincular esas donaciones con los proyectos financiados mediante préstamos.

Cuadro 1
Cálculo para el primer año del COSOP con arreglo al PBAS

<i>Indicadores – Primer año del COSOP</i>	<i>Puntuaciones del sector rural</i>
A. i) Marco normativo y jurídico de las organizaciones rurales	3,80
A. ii) Diálogo entre el Gobierno y las organizaciones rurales	4,00
B. i) Acceso a la tierra	3,40
B. ii) Acceso al agua para uso agrícola	3,14
B. iii) Acceso a los servicios de investigación y extensión agrícolas	3,00
C. i) Condiciones propicias para el fomento de servicios financieros rurales	4,75
C. ii) Clima favorable a la inversión para las empresas rurales	4,00
C. iii) Acceso a los mercados de insumos y productos agrícolas	4,00
D. i) Acceso a la enseñanza en las zonas rurales	3,33
D. ii) Representación femenina	3,75
E. i) Asignación y gestión de recursos públicos para el desarrollo rural	4,00
E. ii) Responsabilización, transparencia y corrupción en las zonas rurales	3,78
Suma de las puntuaciones acumuladas	44,95
Promedio de las puntuaciones acumuladas	3,75
Calificación de los proyectos en situación de riesgo – 2008	3,50
Calificación con arreglo al IRAI – 2006	3,62
Puntuación del país – 2007	3,62
Asignación anual en millones de USD (2009)	17,50

Cuadro 2
Relación entre los indicadores de resultados y la puntuación del país

<i>Hipótesis de financiación</i>	<i>Calificación de los proyectos en situación de riesgo (+/-1)</i>	<i>Puntuación de los resultados del sector rural (+/-0,3)</i>	<i>Variación porcentual de la puntuación del país con arreglo al PBAS respecto de la hipótesis básica</i>
Hipótesis baja	2,5	3,45	-25%
Hipótesis básica	3,5	3,75	0%
Hipótesis alta	4,5	4,05	28%

F. Riesgos y gestión del riesgo

54. La situación general en el país, especialmente en lo que respecta a la seguridad, podría influir profundamente en las posibilidades de alcanzar los objetivos estratégicos propuestos así como en el impacto de las operaciones del FIDA en la pobreza. Tomando como base la propia experiencia del FIDA, se considera que la prestación constante de apoyo a proyectos en ciertas zonas y localidades del país puede plantear riesgos importantes tanto en la fase de diseño como de ejecución. Otros riesgos están ligados a la situación macroeconómica y a factores de índole operacional; respecto de estos últimos merecen especial consideración la capacidad y el compromiso de las instituciones. En el cuadro 3 se definen los riesgos más importantes que corren los objetivos estratégicos del COSOP y las medidas de gestión que se adoptarán para hacerles frente.

Cuadro 3

Factores que obstaculizan el logro de los resultados estratégicos del COSOP

Objetivos estratégicos	Riesgos	Gestión de los riesgos
Objetivos estratégicos 1 y 2	Situación de seguridad y entorno político inciertos	<ul style="list-style-type: none"> • Determinar las zonas que resulten relativamente seguras y estables para diseñar, ejecutar y supervisar un proyecto • Potenciar aún más la coordinación con los asociados en el desarrollo para garantizar la armonización y complementariedad
Objetivos estratégicos 1 y 2	Inestabilidad macroeconómica	<ul style="list-style-type: none"> • Centrar más los proyectos en iniciativas comunitarias
Objetivo estratégico 1	Falta de compromiso por parte del departamento público competente y de otras organizaciones asociadas pertinentes	<ul style="list-style-type: none"> • Garantizar que los interesados locales hagan suyas las iniciativas del proyecto y que esos asociados no se vean obligados a participar • Velar por que se designe a personal de gestión del proyecto competente
Objetivo 2	Capacidad limitada de los asociados locales en la ejecución	<ul style="list-style-type: none"> • Contemplar en el diseño del proyecto suficientes oportunidades de creación de capacidad • Garantizar que los asociados en la ejecución sean capaces de reforzar las capacidades contratando a personal adicional

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 too late for IFAD to consider co-financing this project, there may be 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 Capital • 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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