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تمكين السكان الريفيين الفقراء
من التغلب على الفقر

جمهورية نيجيريا الاتحادية

برنامج الفرص الاستراتيجية القطرية

المجلس التنفيذي – الدورة التاسعة والتسعون
روما، 21-22 أبريل/نيسان 2010

للاستعراض

مذكرة إلى أعضاء المجلس التنفيذي

هذه الوثيقة معروضة على المجلس التنفيذي للاستعراض.

وبغية الاستفادة على النحو الأمثل من الوقت المتاح لدورات المجلس التنفيذي، يرجى من ممثلي الدول الأعضاء التوجه بأسئلتهم المتعلقة بالجوانب التقنية الخاصة بهذه الوثيقة قبل انعقاد الدورة إلى:

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المحتويات

الذيول

الذيل الأول – عملية التشاور الخاصة ببرنامج الفرص الاستراتيجية القطرية
الذيل الثاني – الخلفية الاقتصادية للبلد
الذيل الثالث – إطار إدارة نتائج برنامج الفرص الاستراتيجية القطرية
الذيل الرابع – إطار إدارة نتائج برنامج الفرص الاستراتيجية القطرية السابق
الذيل الخامس – اتفاق تقييم البرنامج القطري عند نقطة الإنجاز
الذيل السادس – ذخيرة المشروعات خلال فترة برنامج الفرص الاستراتيجية القطرية

الملفات الرئيسية

الملف الرئيسي 1: الفقر الريفي وقضايا القطاع الزراعي/الريفي
الملف الرئيسي 2: مصفوفة المنظمات (تحليل جوانب القوة والضعف والفرص والمخاطر)
الملف الرئيسي 3: المبادرة التكميلية للجهة المانحة/إمكانات الشراكات
الملف الرئيسي 4: تحديد المجموعة المستهدفة، وقضايا الأولويات، والاستجابة المحتملة

خريطة عمليات الصندوق في البلد

جمهورية نيجيريا الاتحادية

المصدر: الصندوق الدولي للتنمية الزراعية

إن التسميات المستخدمة وطريقة عرض المواد في هذه الخريطة لا تعني التعبير عن أي رأي كان من جانب الصندوق فيما يتعلق بترسيم الحدود أو التخوم أو السلطات المختصة بها.

موجز الاستراتيجية القطرية

1- يشكّل هذا البرنامج المحدّث للفرص الاستراتيجية القطرية المستند إلى النتائج الإطار المتفق عليه لمواصلة تقديم مساعدة الصندوق إلى نيجيريا خلال فترة السنوات الثلاثة 2010–2015. ويتضمن هذا البرنامج المسائل والتوصيات المنبثقة عن تقييم البرنامج القطري للفترة 2007–2008 والاتفاق عند نقطة الإنجاز الموّقع في أبريل/نيسان 2009 (الذيل الخامس). وتبوأت وزارة الزراعة وموارد المياه مركز الصدارة في إعداد هذا البرنامج الذي يسّر وضعه فريق إدارة البرنامج القطري. وبدأت عملية الإعداد في مطلع شهر ديسمبر/كانون الأول 2008 مباشرة بعد حلقة العمل الخاصة بتقييم البرنامج القطري التي شارك فيها لفيف من كبار المسؤولين في طائفة واسعة النطاق من الوكالات الحكومية والمنظمات الثنائية والمتعددة الأطراف (الذيل الأول). وأجاز الفريق مشروع برنامج الفرص الاستراتيجية القطرية عبر المناقشات التي أجراها فريق التخصص عند عرض البرنامج في 7 أكتوبر/تشرين الأول 2009 في إطار المجموعة المواضيعية بشأن الأمن الغذائي وفي حلقة عمل استشارية نهائية دعت الحكومة الصندوق للمشاركة فيها عقدت في كاتسينا من 18 إلى 20 أكتوبر/تشرين الأول 2009. وشاركت في هذا الاجتماع جهات معنية رئيسية على مستوى الاتحاد والولاية والمستوى المحلي وشركاء التنمية والمنظمات غير الحكومية والمجتمع المدني. وخضع مشروع برنامج الفرص الاستراتيجية القطرية لاحقا إلى عملية تعزيز وضبط الجودة داخل الصندوق.

2- **سياق الفقر الريفي.** ينتشر الفقر انتشارا واسعاً ويمثّل سكان الريف في نيجيريا أكثر من 70 في المائة من الأسر الفقيرة، أي ما يفوق 98 مليون شخص أو نحو 17 مليون أسرة. وأشار استقصاء مستويات المعيشة في نيجيريا للفترة 2003–2004 إلى أن الولايات الواقعة في منطقة الساحل السوداني سجّلت أعلى مستوى لانتشار الفقر؛ إذ بلغت نسبة المصنّفين في فئة الفقراء نحو 80 في المائة من السكان. وشهدت منطقة دلتا نهر النيجر أيضا تنامي الفقر طوال السنوات العشرين الماضية. ويعزى ذلك، في المقام الأول، إلى إهمال الحكومة في مستوياتها الثلاثة كلها. وفضلا عن ذلك، قوّض تدهور البيئة، بفعل شركات النفط في المقام الأول، قاعدة الموارد، لاسيّما الأراضي والمياه، ممّا ضيّق الخناق على تنمية الزراعة ومصايد الأسماك. وتفاقم هذا الموقف من جراء النزاعات الاجتماعية – الاقتصادية المتواصلة والاضطرابات بين الشباب، ممّا عرقل جهود التنمية وشكّل تهديدا جسيما لأمن السكان وممتلكاتهم.

3- وينبني برنامج الصندوق القطري لنيجيريا لفترة السنوات الست 2010–2015 على هدفين استراتيجيين يتسقان مع إطار الصندوق الاستراتيجي ومع برنامج التنمية الزراعية الشاملة لأفريقيا التابع للشراكة الجديدة من أجل تنمية أفريقيا والسياسات والاستراتيجيات الوطنية للتنمية الزراعية المستدامة والنمو الاقتصادي والبرنامج الوطني للأمن الغذائي ومع الأهداف الإنمائية للألفية بشأن الحد من الفقر والجوع.

4- **الهدف الاستراتيجي1: تحسين تمكّن فقراء الريف من الإنتاج المستدام اقتصاديا ومالياً وبيئياً والتزود بتقانات التخزين والتجهيز والدخول إلى الأسواق والحصول على خدمات الدعم.** وستصب العمليات الحالية والمقبلة اهتمامها على إتاحة الحصول على قسط أوفر وأفضل وأيسر منالاً من تقانات الإنتاج الزراعي ومدخلات الزراعة وخدمات الدعم.

5- **الهدف الاستراتيجي 2: تعزيز مشاركة المجتمع المحلي في التخطيط المحلي والتنمية وتكثيف الدعم الحكومي للبنى الأساسية الريفية** بغية تسريع وتيرة تطوير البنى الأساسية المجتمعية وتيسيير الدخول إلى الأسواق وإقامة صلات معها وتشجيع الأعمال التجارية غير الزراعية، لاسيّما في البيئات العصية والهشّة حيث تكون قاعدة الموارد ضعيفة والتربة مصابة بتدهور حاد ويسود القحل والتصحر وتتآكل السواحل وشواطئ الأنهار، فضلاً عن طقس يصعب التنبؤ به والتأثيرات الناجمة عن تغير المناخ.

جمهورية نيجيريا الاتحادية

برنامج الفرص الاستراتيجية القطرية

أولا ــ المقدمة

1- جمهورية نيجيريا الاتحادية من أعضاء الصندوق المؤسسين في عام 1977. ومنذ ذلك الحين، ظلّت نيجيريا داعماً وفياً للصندوق ومساهماً كبيراً فيه.

2- وأتاحت أول وثيقة عن برنامج الفرص الاستراتيجية القطرية بشأن نيجيريا اعتمدت في أبريل/نيسان 2001 لفترة السبع سنوات 2001–2007. قاعدة فعّالة لتمتين أواصر الشراكة مع الصندوق بغية تخفيف الفقر الريفي. ويشكّل هذا البرنامج القطري المنقّح للفرص الاستراتيجية القطرية[1] الإطار المتفق عليه لترسيخ المكاسب المحقّقة ومواصلة تقديم مساعدة الصندوق لنيجيريا طوال فترة السنوات الست 2010–2015. ويتضمن برنامج الفرص الاستراتيجية القطرية هذا النتائج والدروس والاستنتاجات والمسائل والتوصيات المشتركة التي أسفر عنها التقييم المستقل للبرنامج القطري للفترة 2008/2007 الذي تمّ توقيع اتفاق نهائي بشأنه عند نقطة الإنجاز في أبريل/نيسان 2009 (الذيل الخامس).

3- وتبوأت وزارة الزراعة وموارد المياه الاتحادية مركز الصدارة في إعداد برنامج الفرص الاستراتيجية القطرية، بمساعدة فريق إدارة البرنامج القطري[2]. واتسمت عملية إعداد برنامج الفرص الاستراتيجية القطرية التي بدأت مباشرةً بعد حلقة العمل بشأن تقييم البرنامج القطري، بقدر وافر من التشاور والتفاعل. وشارك فيها مسؤولون رئيسيون ينتمون إلى طائفة واسعة النطاق من الوكالات الحكومية والمنظمات الثنائية والمتعددة الأطراف (الذيل الأول).وأجاز الفريق مشروع برنامج الفرص الاستراتيجية القطرية، عبر مناقشات أجراها فريق التخصّص وبعد تقديمه رسمياً إلى الحكومة بغية استعراضه وعرضه في 7 أكتوبر/تشرين الأول 2009 في إطار الفريق النيجيري المواضيعي بشأن الأمن الغذائي. وتمّ التصديق النهائي عليه في حلقة عمل دعت الحكومة الصندوق إلى المشاركة فيها عقدت في كاتسينا من 18 إلى 20 أكتوبر/تشرين الأول 2009. وشاركت في حلقة العمل هذه جهات معنية رئيسية على مستوى الاتحاد والولاية والمستوى المحلي وشركاء التنمية والمنظمات غير الحكومية ومنظمات المجتمع المدني. وخضع مشروع برنامج الفرص الاستراتيجية القطرية لاحقاً لعملية تعزيز وضبط الجودة داخل الصندوق.

[1] يرمي الانتقال من التركيز على المشروع إلى الالتزام بالبرنامج القطري إلى تعزيز تقاسم القدرات والدروس والنتائج في سائر أنشطة الصندوق، في ضوء إطار مشترك لإدارة النتائج وبدعم من إشراف الصندوق المباشر والوجود القطري وفريق قطري مخصّص لإدارة البرنامج.

[2] يتألف الفريق الذي ينسّق مدير برنامج الصندوق القطري لنيجيريا أعماله من مسؤول الصندوق عن البرنامج القطري ومنسقي البرامج التي تتلقى مساعدة من الصندوق وسبعة متخصصين خواص في التنمية الزراعية والريفية.

ثانياً – السياق القطري

ألف – السياق الاقتصادي والزراعي وسياق الفقر الريفي

الخلفية الاقتصادية للبلد

4- يفوق عدد سكان نيجيريا 140 مليون نسمة وينمو السكان بنسبة 3.2 في المائة سنوياً. وتتمتع نيجيريا بإمكانات زراعية هائلة ورأس مال بشري ضخم وطائفة واسعة من الموارد المعدنية. وبسبب سوء التسيير وقصور الإدارة الاقتصادية، نما الاقتصاد بمعدل أقل من 3 في المائة في التسعينات، بينما بلغ نمو السكان 3.5 في المائة. واتسم معدل البطالة بالارتفاع كما ظلّ ميزان المدفوعات يسجل عجزاً متواصلاً. وبلغ حجم الديون 35.94 مليار دولار أمريكي بنهاية عام 2004 فسقط القطر في فخ الديون. وقبل مدة وجيزة، أدخلت الحكومة إصلاحات اقتصادية رئيسية لتحسين إدارة موارد القطر. وطرأ قدر من التحسن على الاستقرار السياسي كما اتضح من انتقال السلطة بنجاح بين المدنيين في مايو/أيار 2003 وفي عام 2007. وأسهمت هذه التغييرات، مقرونة بزيادة أسعار النفط وإنتاجه، في تحسين التوقعات الاقتصادية لنيجيريا في الأجل المتوسط. وارتفع الناتج المحلي الإجمالي للفرد المقدّر بمبلغ 530 دولاراً أمريكياً في نهاية عام 2001 إلى 1 000 دولار أمريكي بحلول عام 2007. وبلغ معدل النمو الحقيقي السنوي للناتج المحلي الإجمالي للفرد بين عامي 2003 و2007 نسبة 6.5 في المائة مع معدل نمو سنوي قوي في القطاع غير النفطي. وارتفع حجم الاحتياطيات الأجنبية إلى 60 مليار دولار أمريكي في مايو/أيار 2008. وانخفض التضخم من 30.6 في المائة في عام 1998 إلى 11.6 في المائة في عام 2007، بيد أنه ارتفع إلى 14.5 في المائة في مطلع يونيو/حزيران 2009. وانخفض الدين الخارجي للقطر من 35.94 مليار دولار في نهاية عام 2004 إلى نحو 3.72 مليار دولار بنهاية ديسمبر/كانون الأول 2008.

5- ورغم التقدم المحقّق في الآونة الأخيرة في النمو الاقتصادي، تواجه الحكومة تحديات إنمائية رئيسية كما يتضح من المؤشرات الاجتماعية الضعيفة نسبياً (الذيل الثاني). وتحتل نيجيريا الآن المرتبة 158 من أصل 177 بلداً في مؤشر التنمية البشرية، والمرتبة 80 من أصل 108 بلدان في مؤشر الفقر. وتقدر نسبة السكان الذين يعيشون تحت خط الفقر بمقدار 64 في المائة، وهي أكثر من ضعف النسبة المسجّلة في عام 1980. ويبلغ معدل وفيات الأطفال دون سن الخامسة 197 وفاة في كل 1 000 مولود حي في الوقت الراهن. ويبلغ مؤشر التنمية للتمايز بين الجنسين 0.456 أو المرتبة 139 من أصل 157 بلداً؛ وتقدّر معرفة القراءة والكتابة بنسبة 64 في المائة (2006) بينما يبلغ عدد الأميين بين الكبار 22 مليون شخص ممّا يضع نيجيريا ضمن بلدان العالم العشرة التي يفوق فيها عدد الأميين من الكبار 10 ملايين شخص. ويتفاوت الدخل تفاوتاً كبيراً بمعامل Gini قدره 0.49 بينما بلغ معدل وفيات الأمهات 800 حالة وفاة في كل 100 000 شخص في عام 2005.

6- وتتضافر عوامل عدة في تحقق مؤشرات نيجيريا الاجتماعية الضعيفة: (أ) يعتمد القطر اعتماداً مفرطاً على النفط والغاز وتفتقر إدارة هذا القطاع إلى الشفافية؛ (ب) أهملت الزراعة والاقتصاد الريفي إهمالاً كبيراً فأصبحت نيجيريا بلداً يستورد الأغذية بعد أن كان يصدرها؛ (ج) رغم انتقال السلطة بنجاح من

الحكم العسكري إلى الحكم المدني، لم تتحقّق بعد التحسينات المرتقبة في التسيير والإدارة للتغلب على الفساد.

الزراعة والفقر الريفي

7- **الزراعة** هي عصب اقتصاد نيجيريا، إذ تساهم بنحو 42 في المائة في الناتج المحلي الإجمالي وبنسبة تفوق 70 في المائة من العمالة سواءً على نحو مباشر أو غير مباشر (الملف الرئيسي 1). وتسود في هذا القطاع الأسر التي تعيش حياة كفاف أو شبه كفاف (تزرع 3 هكتارات أو أقل) والمنتجون الذين يوجهون إنتاجهم نحو السوق (يزرعون مابين 3 إلى 25 هكتاراً). وتنتج هذه المجموعات ما يفوق 90 في المائة من المنتجات الزراعية والفوائض القابلة للتسويق. ونيجيريا أكبر منتج للكسافا واليام واللوبياء الصينية في العالم وهي منتج رئيسي للأسماك بحجم يفوق 000 600 طن في العام تصطاد معظمه أساطيل تجارية من مصادر بحرية. وتعاني نيجيريا من العجز الغذائي وتستورد كميات كبيرة من الحبوب، لاسيّما الأرز (نحو 2 مليون طن في 2007–2008) وكميات كبيرة من الحيوانات والمنتجات الحيوانية (من خلال التجارة غير الرسمية وغير المسجلة عبر الحدود) ومنتجات الأسماك. ونمت الزراعة بنسبة 7 في المائة سنوياً خلال الفترة 2004–2007 ومن المستهدف أن تنمو بنسبة 10 إلى 13 في المائة خلال الفترة 2008–2011.

8- ومن مساحة مقدّرة للأراضي القابلة للزراعة قدرها 71 مليون هكتار لا يخضع للإنتاج سوى نصف هذه الأراضي في الوقت الحالي. وتطور الري محدود وبعض البنى الأساسية في حالة مزرية. وتحتل الغابات والأحراج نحو 17 مليون هكتار، بينما تزول الغابات الأولية بسرعة. وتقدر مساحة مجاري المياه الداخلية في نيجيريا بنحو 12 مليون هكتار ولدى نيجيريا مصادر بحرية كبيرة. وتوجد في نيجيريا أعلى كثافة من صائدي الأسماك البحريين التقليديين في أفريقيا وهم يمارسون عملهم في دلتا نهر النيجر أساساً.

9- وإنتاجية نيجيريا الزراعية [3] ضعيفة بوجه عام ويعزى ذلك في المقام الأول إلى ضعف الحصول على المدخلات التي تعزّز الإنتاج والاعتماد على تقانات كثيفة العمالة ومنخفضة المدخلات والمخرجات وفقدان كميات هائلة من المنتجات الزراعية بعد الحصاد (تهدر نحو 20 في المائة من الحبوب وأكثر من 40 في المائة من الفواكه والخضروات بسبب سوء المعالجة بعد الحصاد وقصور البنى الأساسية الريفية لتجهيز المنتجات الزراعية، لاسيّما الطرق الريفية) وفرص الحصول على رأس المال المحدودة وضعف مشاركة القطاع الخاص بسبب بيئة السياسات الحافزة الضعيفة.

10- **سياق الفقر الريفي.** ينتشر الفقر انتشارا واسعاً في نيجيريا ويمثّل سكان الريف أكثر من 70 في المائة من الأسر الفقيرة، أي ما يفوق 98 مليون شخص أو نحو 17 مليون أسرة. وأشار استقصاء مستويات المعيشة في نيجيريا للفترة 2003–2004 إلى أنَ الولايات الواقعة في منطقة الساحل السوداني سجّلت

[3] على سبيل المثال، متوسط مستويات الغلة للمحاصيل الرئيسية في حالة مزارعي الحيازات الصغيرة / المنتجين، قياساً بمتوسط ظروف البحوث الزراعية الوطنية، مثلاً 2.6 مقابل 7.0 طن/هكتار (37 في المائة) للذرة الشامية؛ 2.0 مقابل 3.3 طن/هكتار (60 في المائة) للذرة الرفيعة؛ 1.9 مقابل 10 طن/هكتار (19 في المائة) للأرز؛ 0.9 مقابل 2.6 طن/هكتار (35) في المائة للفاصوليا الصينية و9.6 مقابل 20 إلى 25 طن/هكتار (43 في المائة) للكسافا.

أعلى مستوى لانتشار الفقر؛ إذ بلغت نسبة المصنّفين في فئة الفقراء نحو 80 في المائة من السكان. وشهدت منطقة دلتا نهر النيجر أيضا تنامي الفقر طوال السنوات العشرين الماضية. ويعزى ذلك، في المقام الأول، إلى إهمال الحكومة في مستوياتها الثلاثة. وفضلا عن ذلك، قوّض تدهور البيئة، بفعل شركات النفط في المقام الأول، قاعدة الموارد، لاسيّما الأراضي والمياه، ممّا ضيّق الخناق على تنمية الزراعة ومصايد الأسماك. وتفاقم هذا الموقف من جراء النزاعات الاجتماعية – الاقتصادية المتواصلة والاضطرابات بين الشباب.

11- ويعتمد أكثر من 80 في المائة من سكان الريف على الزراعة، بما في ذلك الثروة الحيوانية ومصايد الأسماك. ويعتبر تدني الإنتاجية وقلة الفرص المتاحة لإضافة القيمة من العوامل الرئيسية المسببة للفقر الريفي. ويقوّض ضعف البنى الأساسية، بما في ذلك المياه والإصحاح، وسوء الطرق الريفية وقلتها وقلة الطاقة (لاسيّما الكهرباء) والمدارس والمرافق الصحية وضعف الاتصالات؛ سبل العيش الريفية. ويعرقل الحصول غير الكافي على الأراضي وانتشار انعدام الأمن بشأن حيازة الأراضي على نطاق واسع التنمية الزراعية ويحد من استثمارات القطاع الخاص ومن القروض[4]. كما أنّ فرص العمل البديلة المتاحة لفقراء الريف قليلة.

12- **للفقر الريفي بُعد يتعلق بالتمايز بين الجنسين.** أغلب فقراء الريف من النساء وهناك معيقات اجتماعية تعرقل حصول النساء على الأراضي والمياه الزراعية. وقلة هن النساء اللاتي يتمكن من الحصول على قروض الإنتاج دون إذن من أزواجهن أو أقربائهن من الرجال. وعلى النطاق الوطني، تقدر نسبة النساء اللاتي يملكن أرضاً بمقدار 10 في المائة فقط.

باء – السياق السياساتي والاستراتيجي والمؤسسي

السياق المؤسسي الوطني

13- نظام الحكم في نيجيريا نظام لا مركزي يتألف من ثلاثة مستويات – الاتحادي (المركزي) والمحلي والخاص بالولاية. وتوجد الآن 36 ولاية و774 حكومة محلية وإقليم العاصمة الاتحادية.

14- والمؤسسات الرئيسية ذات الصلة بالزراعة والتنمية الريفية هي وزارة الزراعة وموارد المياه الاتحادية ووزارات الزراعة في الولايات ومجالس الحكومات المحلية. والممثلون الاتحاديون للولايات والحكومات شركاء نشيطون أيضاً في هذا المجال. وتولت وزارة الزراعة وموارد المياه الاتحادية حتى الآن مهمة المؤسسة الاتحادية الرئيسية التي تنسق جهود الصندوق الإنمائية في نيجيريا وتقوم بالرصد والإشراف التقييمي. واتبعت ترتيبات التنفيذ بوجه عام نظام الحكومة اللامركزي: تعيين مكتب دعم للمشروع/البرنامج يُشرف على التنفيذ ويقدم الدعم التقني على مستوى الولاية بينما يتم الاضطلاع بالتنفيذ العملي للأنشطة المعتمدة على مستوى الحكومة المحلية. وحدّد تقييم البرنامج القطري للفترة 2007–2008 معيقات مؤسسية (شبيهة بالعمليات البيروقراطية) وأصدر توصيات بشأن النهج الكفيل

[4] تعكف الحكومة الاتحادية والبرلمان الوطني في الوقت الحالي على تعديل قانون استخدام الأراضي (1978) لتحسين المسألة الشائكة المتعلقة بملكية الأراضي وانعدام الأمن لدى أغلب المزارعين/المنتجين وذلك بدعم عملياتهم المتعلقة بالأراضي، بما في ذلك الرهون العقارية والاستئجار من الباطن واستخدام الأرض ضماناً للدين.

بتحسين تنفيذ برنامج الصندوق القطري في نيجيريا. والتوصيات الرئيسية هي: (أ) انتقاء الوكالات الاتحادية الشريكة بعناية (وفق المهارات والتجارب والمؤهلات المطلوبة) لكفالة التنفيذ الفعّال وتقديم الدعم للأنشطة غير أنشطة الإقراض؛ (ب) تعزيز إدارة التيسير المحلي، بما في ذلك جميع الجهات الفاعلة في المستوى الأول مثل حكومات الولايات والحكومات المحلية ووكالات القطاع الخاص والمنظمات غير الحكومية وغيرها من المنظمات المجتمعية؛ و(ج) بناء قدرات المؤسسات القاعدية ومجالس الحكومة المحلية في مضمار التخطيط الإنمائي وتوفير الخدمات وتحسينها.

الاستراتيجية الوطنية للحد من الفقر الريفي

15- ترد تفاصيل سياسة الحكومة وإستراتيجيتها لتحقيق النمو الاقتصادي في الاستراتيجية الوطنية للتمكين الاقتصادي والتنمية للفترة 2004–2007، وهي وثيقة على مستوى الاتحاد تعتبر مكافئاً محلياً لوثيقة إستراتيجية الحد من الفقر. وتستكمل الاستراتيجية الوطنية للتمكين الاقتصادي والتنمية وثيقة على مستوى الولاية مكافئة لها (إستراتيجية الولاية للتمكين الاقتصادي والتنمية) ومكافئ محلي هو (إستراتيجية الحكومة المحلية للتمكين الاقتصادي والتنمية). وتتمثل الرؤية في تحويل نيجيريا من بلد يحتل المرتبة 41 بين أكبر الاقتصادات العالمية في عام 2007 ليصبح ضمن أقوى 20 اقتصاداً بحلول 2020، وتحقيقاً لهذا الهدف، يُستهدف تحقيق معدل نمو وطني سنوي قدره 10–13 في المائة. ومن المقرر أن تتحقق هذه الرؤية عبر جدول أعمال يتضمن سبعة بنود تستهدف الزراعة وتطوير البنى المادية ورأس المال البشري وإصلاح ملكية الأراضي والأمن الغذائي والأمن البشري وسيادة حكم القانون فضلاً عن تسوية الأزمة الناشبة في الوقت الحالي في منطقة دلتا نهر النيجر.

16- وترد أدناه الملامح العامة لاستراتيجية الحكومة لحماية المجموعات الضعيفة:

المجموعة	*الأدوات والأنشطة*
فقراء الريف	الحصول على القروض والأراضي؛ والمشاركة في اتخاذ القرارات؛ وخدمات الإرشاد الزراعي؛ وأدوات البذور/الغرس المحسنة؛ المدخلات والمعدات الزراعية؛ وتعزيز الشركات التقليدية للتوفير والإقراض ونظم التوفير والتأمين.
فقراء الحضر	مشروعات الأشغال العمومية كثيفة العمالة؛ المساكن بتكلفة معقولة؛ المياه والإصحاح؛ اكتساب المهارات وتنمية قدرات الأعمال التجارية، الحصول على القروض؛ المنح الدراسية وتعليم الكبار.
النساء	إجراءات مناصرة (بغية زيادة تمثيل المرأة إلى 30 في المائة على الأقل) في جميع البرامج؛ التعليم، بما في ذلك تعليم الكبار والمنح الدراسية؛ الحصول على القروض، صحة الأمومة والطفولة.
الشباب	التعليم؛ تطوير قدرات الأعمال التجارية واكتساب المهارات، الحصول على القروض؛ الوقاية من فيروس نقص المناعة المكتسب/الإيدز والأمراض الأخرى المنتقلة جنسياً وضبطها.
الأطفال	بسط عدالة الأحداث، التعليم العام الأساسي، تعليم الفتيات؛ رعاية اليتامى والأطفال الضعفاء (الأطفال المصابين بفيروس نقص المناعة المكتسب/الإيدز) الوقاية من أمراض الطفولة وعلاجها.
المجتمعات الريفية	المياه، الطرق الريفية، الكهرباء، المدارس، المرافق الصحية؛ الاتصالات؛ زيادة انتاجية الزراعة، تشجيع الأعمال التجارية غير الزراعية.

التنسيق والمواءمة

17- أصبح اتساق البرامج المدعومة من الصندوق ومواءمتها مع الاستراتيجيات والبرامج الحكومية ميسوراً بفضل علاقة العمل الوثيقة مع المؤسسات العامة على الأصعدة الاتحادية والولايات والحكومات المحلية، بما في ذلك مؤسسة تطوير دلتا نهر النيجر. وسيتم إنشاء صلة عمل فعّالة من هذا القبيل مع وزارة شؤون نهر النيجر التي أنشئت منذ وقت وجيز (2009)، لا سيما بشأن العمليات في منطقة دلتا نهر النيجر.

18- وشارك الصندوق مشاركة تامة في إعداد إطار الأمم المتحدة للمساعدة الإنمائية للفترة 2009–2012. ورعت منظمة الأمم المتحدة للأغذية والزراعة، بصفتها رئيساً، والصندوق كأمانة، وبرنامج الأغذية العالمي وشركاء إنمائيون آخرون إنشاء فريق مواضيعي بشأن الأمن الغذائي تشارك فيه الحكومة. وسيكون الصندوق طرفا، عبر مكتبه الميداني في مقر الأمم المتحدة بأبوجا، في فريق إعداد البرامج الذي سيتم إنشاؤه أثناء تنفيذ إطار الأمم المتحدة للمساعدة الإنمائية–2 بغية تيسير مواءمة البرامج وتنسيقها، بما في ذلك استخدام الموارد، وفق إعلان باريس بشأن فعالية المعونة. وسيسعى الصندوق إلى تحقيق قسط أكبر من الاتساق في النهج الذي يتبعه حيال قطاع السلع (على سبيل المثال، في إطار التعزيز المقرر لإنتاجية أصحاب الحيازات الصغيرة) مع الشركاء الإنمائيين الرئيسيين الذين يقدمون مساعدات في هذا المجال (وكالة الولايات المتحدة للتنمية الدولية ووزارة التنمية الدولية في المملكة المتحدة والبنك الدولي ومصرف التنمية الأفريقي) وذلك سعياً لتحقيق تطور محتمل للدعم من المانحين متعددي الأطراف.

السياسة والاستراتيجية

19- تشمل أسباب الفقر الرئيسية التي يجب أن تعالجها السياسات وبرامج التنمية ما يلي: (أ) ضعف التسيير والإدارة والفساد وهي مثالب قلّلت تأثير أنشطة الحد من الفقر السابقة وأضعفت قدرة الأفراد والأعمال التجارية على اغتنام الفرص الاقتصادية؛ (ب) النزاعات الاجتماعية التي لم تؤد إلى فقدان الأرواح والأصول فحسب، بل وثبطت الاستثمارات المحلية والأجنبية؛ (ج) قصور الابتكارات التكنولوجية الذي أعاق الإنتاجية وقوض العمالة؛ (د) العوامل البيئية التي لا يزال لها ضلع كبير في الفقر؛ (هـ) التأثيرات المثبطة الناجمة عن الإصابة بفيروس نقص المناعة المكتسب/الإيدز والسل والملاريا؛ (و) قصور البنى الأساسية الريفية، لا سيما الطرق؛ (ز) نظام ملكية الأراضي الذي يعرقل الاستثمار في الزراعة؛ (ح) قلة فرص الحصول على القروض والخدمات المالية الريفية؛ (ط) ضعف فرص الدخول إلى الأسواق وإقامة صلات معها. وقد وضعت الحكومة سياسات لمعالجة هذه المشكلات ودعمتها بقوانين، عند الاقتضاء. ومن هذه السياسات إنشاء المفوضية المستقلة بشأن ممارسات الفساد ومفوضية الجرائم الاقتصادية والمالية والتشريعات الخاصة بإجراءات المشتريات الشفافة وقانون المسؤولية المالية للإدارة الفعالة لموارد الأمة وخصخصة الاستثمارات العامة (بلغت حصة الحكومة من الاستثمارات الكلية 70 في المائة قبل عام 1999) لتحسين مشاركة القطاع الخاص في الأنشطة المنتجة، مما يمكن كافة مستويات الحكومة من التركيز على إقامة بيئة حافزة؛ وتحسين الخدمات الصحية، لا سيما بغية التحكم في الإصابة بفيروس نقص المناعة المكتسب/الإيدز والسل والملاريا. وتعالج برامج الصندوق الحالية والمقترحة في نطاق

برنامج الفرص الاستراتيجية القطرية هذا عدداً من هذه المشكلات، وبوجه أخص البنى الأساسية الريفية وحيازة الأراضي والتمويل الريفي والدخول إلى الأسواق.

20- وتسعى أدوات السياسة الحالية بشأن المساواة بين الجنسين إلى إدماج المرأة إدماجاً كاملاً في المسار الاقتصادي الوطني العام بتعزيز قدراتها على المشاركة في الحياة الاقتصادية والاجتماعية والسياسية والثقافية وعلى تملك الموارد المنتجة، لا سيما الأراضي. وتشمل التدابير ما يلي: (أ) كفالة تمثيل المرأة تمثيلاً منصفاً في جميع مجالات التنمية واستخدام تدابير المناصرة لضمان أن تمثل المرأة 30 في المائة على الأقل من قوة العمل؛ (ب) تنفيذ أحكام اتفاقية الأمم المتحدة لإزالة جميع أشكال التفرقة ضد المرأة؛ (ج) تشجيع حصول المرأة على الأراضي ومياه الزراعة والتمويل الصغرى؛ (د) زيادة حصول المرأة والشباب والأطفال على المعلومات عن المسائل الوطنية الرئيسية؛ (هـ) تعميق الوعي بمخاطر الإصابة بفيروس نقص المناعة المكتسب/الإيدز وغيره من الأمراض المنتقلة جنسياً؛ (و) مواصلة حملة مكافحة استخدام وسوء استخدام المخدرات والانتماءات الطائفية والبغاء والاتجار بالمرأة.

ثالثاً – الدروس المستفادة من خبرة الصندوق في البلد

ألف – النتائج السابقة والأثر والأداء

21- منذ عام 1985، خصص الصندوق ما مجموعه 187.2 مليون دولار أمريكي دعماً لتسع عمليات استثمار في نيجيريا تم إنجاز أربع منها بين عامي 1997 و2001 (برنامج تكاثر الكسافا ومشروع تطوير مصايد الأسماك الحرفية ومشروعا تنمية الزراعة وتنمية المجتمعات المحلية في ولايتي سوكوتو وكاتسينا)؛ وينتظر إنجاز برنامج آخر في مارس/آذار 2010 (برنامج التوسع في إنتاج الجذريات والدرنيات) ويجري تنفيذ برنامجين (برنامج التنمية الزراعية والريفية القائمة على المجتمع المحلي وبرنامج إدارة الموارد الطبيعية القائمة على المجتمعات المحلية في دلتا النيجر). واعتمد في سبتمبر/أيلول 2006 برنامج واحد هو (برنامج بناء المؤسسات المالية الريفية) وتم التوقيع عليه في أغسطس/آب 2008 وأعلن تفعيله في يناير/كانون الثاني 2010؛ أما البرنامج التاسع (برنامج تنمية المشروعات الريفية الصغرى) فتمت الموافقة عليه في ديسمبر/كانون الأول 2007 والتفاوض بشأنه في سبتمبر/أيلول 2009 وهو في انتظار التوقيع والتنفيذ. وبوجه عام، تعالج البرامج المدعومة من الصندوق في نيجيريا احتياجات سبل العيش لدى أصحاب الحيازات الصغيرة والمجتمعات الريفية الذين يمارسون الزراعة المعيشية أو الزراعة الموجهة إلى الأسواق، لا سيما الرجال والنساء الذين ينتجون المحاصيل والمنتجات الحيوانية ويقومون بتجهيزها وصائدي الأسماك التقليديين وأصحاب الأعمال التجارية الريفية الصغرى. واتبعت الأنشطة ثلاثة نُهج مترابطة هي: (أ) نهج تشاركي مبني على المنطقة ويلبي الطلب ويقوده المجتمع المحلي ويركز على المستفيدين؛ (ب) نهج مجتمعي لتعزيز الإنتاجية والإنتاج والمعالجة اللاحقة للحصاد/إضافة القيمة والأمن الغذائي؛ (ج) نهج إدارة الموارد الطبيعية يقترن فيه النهج القائم على المجتمع المحلي بالتركيز الريفي. وروعي في تصميم الأنشطة الجاري تنفيذها والبرنامجين الجديدين استهداف مناطق جغرافية بعينها.

22- وتعتبر البرامج التي يدعمها الصندوق في نيجيريا مقبولة بوجه عام وذات جدوى عالية وفعّالة وذات أثر إيجابي[5]. ونتيجة لذلك، يعتبر أن: (أ) للصندوق دور متميز ومحفز في تحسين سبل عيش أصحاب الحيازات الصغيرة الذين يمارسون الزراعة المعيشية والمنتجين الذين يستهدفون الأسواق؛ (ب) يتسم النهج التشاركي القائم على الطلب والتنمية المركزة على المجتمع المحلي بالفعالية إذ يعول على دينامية المجموعات ويؤدي إلى تملك المجتمعات المحلية وتمكين المجتمعات المحلية المستفيدة من تحديد احتياجاتها الإنمائية ذات الأولوية والمشاركة في تخطيط أنشطتها وتنفيذها؛ (ج) تساهم الأنشطة في إحداث تغييرات في طريقة تفكير المسؤولين الرئيسيين في مجالس الحكومة المحلية وقادة المجتمعات المحلية الذين يعتمدون، بشكل متزايد – استراتيجيات تتسم بالشمول في اتخاذ القرارات وتخصيص الموارد للحد من الفقر الريفي مستعينين في ذلك بنهج التنمية المركزة على المجتمع المحلي؛ (د) أتاحت كل من البرامج ونهج التنمية المركزة على المجتمع المحلي توسيع نطاق أفضل الممارسات وتكرارها وترفيعها بصورة سريعة وسليمة نسبياً؛ (هـ) يُمثل استنباط أنواع جديدة من الكسافا الممول من المنح ونهج التنمية المركزة على المجتمع المحلي دليلاً ملموساً على الابتكار المناصر للفقراء.

باء – الدروس المستفادة

23- ترد الدروس الرئيسية المستخلصة من عمليات الصندوق طوال 23 عاماً في نيجيريا في الذيل الرابع.

24- **نطاق تغطية برنامج الفرص الاستراتيجية القطرية لعام 2001.** شكّل برنامج الفرص الاستراتيجية السابق (2001–2007) إطاراً متيناً للتعاون والتآزر الفعالين بين الصندوق ونيجيريا. ويظل تركيز هذا البرنامج على السياسات والمناصرة في الزراعة والتنمية الريفية والمؤسسات الريفية الفعالة والإنتاجية وإدارة الموارد الطبيعية مجدياً. بيد أن برنامج الفرص الاستراتيجية لعام 2001 اتسم بالقصور من وجهتين هما: (أ) كانت فحواه وتغطيته طموحتين نسبياً، لا سيما من حيث التدابير والأنشطة المقررة خارج المشروع؛ (ب) لم يكن تحليل الفرص والعوائق في القطاع الزراعي والريفي وإدارة المؤسسات وأوجه قصور التسيير والإدارة ملائماً.

25- **نهج التنمية القائمة على المجتمع المحلي فعّال.** يثبت نهج تنمية المجتمعات المحلية والمنظمات المجتمعية الذي تروجه الأنشطة التي يدعمها الصندوق نجاحه وهو يحظى بقبول متزايد على مستويات الحكومة الثلاثة. بيد أن بناء القدرات وتعزيز المهارات وما يتصل بها من تمكين في إطار نهج التنمية القائمة على المجتمع المحلي أنشطة مستمرة ودينامية بالضرورة وليست عملية وحيدة موقوتة. ويقوم

[5] وتظهر الأدلة المستمدة من تقييم البرنامج القطري أنه: (1) طرأت تغييرات إيجابية على سبل العيش لدى المستفيدين من المشروع/البرنامج مباشرة أو بصورة غير مباشرة – تعزيز كفاية الأغذية، تحقيق زيادات متواضعة في دخل الأسر؛ الحصول على خدمات الصحة والتعليم والنقل بصورة أفضل؛ وتعزيز الثقة والاعتداد بالنفس والاعتماد على الذات لدى المجتمعات المحلية وبين النساء؛ (2) استفادت قرابة 000 48 أسرة من خدمات الإرشاد الزراعي المحسنة وتم دعم 800 مستفيد مباشرة بحيوانات ومعدات زراعية في إطار مشروعي سوكوتو وكاتسينا اللذين تم إقفالهما؛ (3) استفادت أكثر من 750 18 أسرة من أدوات الفرص المحسنة وتم تدريب نحو 000 285 مزارع/منتج على تقانات إنتاج جديدة في إطار برنامج التوسع في إنتاج الجذريات والدرنيات الجاري تنفيذه؛ (4) درجة التغطية أعلى من ذلك في برنامج التنمية الزراعية والريفية القائمة على المجتمع المحلي بتحسين الإنتاجية الزراعية لدى عدد من الأسر المستفيدة يقدر بنحو 000 300 أسرة، وتدريب قرابة 000 41 شخص على التنمية القائمة على الطلب والمركزة على المجتمع المحلي وتدريب نحو 880 14 من مجموعات المجتمعات المحلية.

مصرف التنمية الأفريقي بتوسيع نطاق هذا النهج عبر برنامج التنمية الزراعية والريفية القائمة على المجتمع المحلي وكذلك البنك الدولي عبر مشروع فاداما (FADAMA) الوطني للتنمية.

26- **إعادة التركيز على أصحاب الحيازات الصغيرة.** ترى بعض الدوائر الحكومية أن تركيز الاستثمار في الآونة الأخيرة على التمويل الصغري والمؤسسات الصغيرة لا صلة له بالزراعة إلى حدٍ كبير. وهذا التفكير يبعث على القلق ويستدعي تجديد الاهتمام وإعادة تركيزه لمعالجة التحديات الرئيسية التي تواجه زراعة الحيازات الصغيرة وإنتاجية المزارع معالجة مستنيرة باستخدام سلاسل القيمة والآفاق التجارية والتوجه نحو الأسواق لتحسين الأمن الغذائي وزيادة الفوائض القابلة للتسويق.

27- **توزيع الموارد أضعف مما ينبغي.** يقدم الصندوق حداً أدنى من الموارد لدعم التنمية الزراعية والحد من الفقر في نيجيريا مقارنة باستثمارات الحكومة في هذا القطاع ومساهمات شركاء التنمية الآخرين، فضلاً عن ضخامة حجم هذا القطر. ومن شأن تقليص التغطية الجغرافية لعمليات الصندوق أن يزيد فعالية التنمية ويُسهل دعم الإشراف والتنفيذ ويحقق مزيداً من أوجه التآزر والفوائد المستدامة.

28- **تشجيع الابتكارات وأفضل الممارسات المناصرة للفقراء.** حققت الأنشطة التي يدعمها الصندوق قدراً معقولا من النجاح في تشجيع الابتكارات وأفضل الممارسات المناصرة للفقراء.

29- **تحديات الشراكات الاستراتيجية.** يواجه الصندوق ثلاثة أنواع من التحديات في ما يبذله من جهود لإعداد شراكات إستراتيجية في نيجيريا: (أ) وضع جميع الأنشطة في مؤسسة واحدة عوضاً عن توسيع نطاق انفتاح المؤسسات على الإشراف على المشروعات التي يدعمها الصندوق وتنويعه؛ (ب) تعقيدات العمليات من حيث التأخير في تدفق الأموال والوصول غير الموثوق به إلى الأموال المخصصة النظيرة وفعالية التنسيق والرصد والاتصالات؛ و(ج) شراكات غير ملائمة، لا سيما من حيث البرمجة والتمويل المشترك والصلات وأوجه التكامل والتآزر الملموسة والمشتركة القائمة على التعاون، مما يقلل فرص تكرار أفضل الممارسات وتوسيع نطاقها.

30- وجود قطري أكثر فعالية. يُسفر إنشاء مكتب قطري للصندوق وتوظيف مسؤول برنامج قطري في أبوجا في عام 2006 وفريق إدارة برنامج قطري في عام 2008 عن تأثير إيجابي على إدارة البرامج القطرية. وسيعالج المكتب القطري للصندوق التحديات العالقة الأخرى عبر حوار السياسات المستنير بالأدلة، بما في ذلك على مستوى الحكومة، الذي تأسس نجاح أنشطة الصندوق في إطاره.

رابعاً – الإطار الاستراتيجي القطري للصندوق

ألف – ميزة الصندوق النسبية على الصعيد القطري

31- رغم تواضع مساهمة الصندوق المالية نسبياً (أقل من 20 في المائة من المعونة الخارجية) في دعم التنمية الزراعية والحد من الفقر، يظل الصندوق شريكاً مهماً يحظى بالتقدير لدى نيجيريا في سعيها لتحقيق الهدف الإنمائي الأول للألفية. وتتمحور الشراكة في عدة مسائل رئيسية هي: (أ) التركيز على المناطق الريفية والمجتمعات الريفية حيث تعيش الأغلبية الغالبة من سكان نيجيريا الفقراء رجالاً ونساءً

ويمارسون سبل عيشهم؛ (ب) التركيز الحصري لكل من الصندوق والاتحاد الحالي وإدارات الولايات؛ (ج) التقدير المتزايد لمرونة الأنشطة التي يدعمها الصندوق وجودتها، لا سيما من حيث نهج التنمية التشاركية من القاعدة إلى القمة التي تقودها المجتمعات المحلية والقائمة على السوق، فضلاً عن تشجيع الحلول المبتكرة التي يمكن تكرارها وتوسيع نطاق تطبيقها.

باء – الأهداف الاستراتيجية

32- ينبني برنامج الصندوق القطري في نيجيريا لفترة السنوات الست 2010–2015 على هدفين إستراتيجيين يتسقان مع الإطار الاستراتيجي للصندوق وبرنامج التنمية الزراعية الشاملة لأفريقيا والشراكة الجديدة من أجل تنمية أفريقيا ومع السياسات والاستراتيجيات الوطنية للتنمية الزراعية المستدامة والنمو الاقتصادي والحد من الفقر والبرنامج الوطني للأمن الغذائي والأهداف الإنمائية للألفية بشأن الحد من الفقر والجوع.

33- **الهدف الاستراتيجي 1. تحسين تمكن فقراء الريفي من الإنتاج المستدام اقتصاديا وماليا وبيئياً والتزود بتقانات التخزين والتجهيز والدخول إلى الأسواق والحصول على خدمات الدعم.** وستصب العمليات الحالية والمقبلة اهتمامها على إتاحة الحصول على قسط أوفر وأفضل وأيسر منالا من تقانات الإنتاج الزراعي ومدخلات الزراعة وخدمات الدعم. وستهدف أيضاً إلى تحسين الوصول إلى أسواق المنتجات والخدمات المالية الريفية وتطوير المؤسسات التجارية الصغيرة وإنشاء بيئة حافزة من السياسات لتعزيز الاستثمارات في تطوير سلاسل القيمة ذات الصلة بأصحاب الحيازات الصغيرة. وسيُقدم الدعم أيضاً إلى الصلات بنظم البحوث الزراعية والفاعلين من القطاع الخاص بغية إعداد واختبار التقانات الملائمة لتجهيز المنتجات الزراعية في المزرعة وتقانات ما بعد الحصاد. وسيتم تشجيع جهود الحكومة الرامية إلى تحسين حصول أصحاب الحيازات الصغيرة على الأراضي وكفالة أمن الحيازات.

34- **الهدف الاستراتيجي 2. تعزيز مشاركة المجتمع المحلي في التخطيط المحلي والتنمية وتكثيف الدعم الحكومي للبنى الأساسية الريفية** بغية تسريع وتيرة تطوير البنى الأساسية وتيسير الدخول إلى الأسواق وإقامة صلات معها وتشجيع المؤسسات التجارية غير الزراعية، لا سيما في البيئة العصية والهشة حيث تكون قاعدة الموارد ضعيفة والتربة مصابة بتدهور حاد ويسود القحل والتصحر وتتآكل السواحل وشواطئ الأنهار، فضلاً عن طقس يصعب التنبؤ به والتأثيرات الناجمة عن تغير المناخ. وفي إطار هذا الهدف الاستراتيجي، سيركز الدعم على المجموعات المجتمعية وتعميق الوعي وبناء القدرات وتعزيز صمود المجتمعات المحلية بالاستعانة بوسائل التكيف لتقليل التأثيرات البيئية السالبة والناجمة عن تغير المناخ إلى أدنى حد. وسيتواصل بصفة خاصة تقديم الدعم إلى الأنشطة الحالية للتنمية المركزة على المجتمع المحلي في المنطقة القاحلة أو شبه القاحلة (برنامج التنمية الزراعية والريفية القائمة على المجتمع المحلي) وفي دلتا نهر النيجر (برنامج إدارة الموارد الطبيعية القائمة على المجتمعات المحلية)، بناءً على ما حققته من إنجازات لتكييف أفضل ممارساتها وتوسيع نطاقها بغية تعزيز تأثيرها الاجتماعي – الاقتصادي. وسيخص تصميم المشروعات تطوير إمكانات زراعة الكسافا والأرز بالأولوية في ضوء أنشطة الصندوق السابقة واللاحقة وتحالف تنمية زراعة الأرز في أفريقيا.

جيم – فرص الابتكار

35- أثناء فترة برنامج الفرص الاستراتيجية القطرية 2010–2015 ستركز الحلول المبتكرة على المجالات التالية دعماً للأهداف الاستراتيجية مستفيدة من نافذة منح الصندوق: (أ) تحسين إنتاجية المزارعين وإنتاجهم استجابة لارتفاع أسعار السلع الهائل – بما في ذلك التدابير الموجهة للإنتاج مثل بحوث التكيف لتلبية احتياجات مزارعي الحيازات الصغيرة والمنتجين الذين يمارسون الزراعة المعيشية أو يوجهون إنتاجهم نحو السوق وتشجيع مزارع الخضروات المنزلية واستخدام الأراضي المروية خارج الموسم وتيسير الحصول على التمويل والقروض وإعانات المدخلات ودعم أسعار المنتجين. وسيساهم استخدام موارد منح الصندوق استخداماً فعالاً في استنباط التقانات الملائمة وتحديد النُهج المبتكرة حيال التنمية الزراعية المستدامة؛ (ب) تقليل تأثيرات تغير الطقس والمناخ السالبة عبر جهود مشتركة مع الحكومة وشركاء إنمائيين آخرين وذلك لتعزيز القدرات على توقع التأثير على خيارات الإنتاج الزراعي أو اتقاء هذا التأثير أو تقليله إلى أدنى حد؛ (ج) تمتين شراكات القطاع العام– الخاص لمصلحة أصحاب الحيازات الصغيرة؛ (د) تحسين التنسيق والتعاون المؤسسي مع الوزارات والإدارات والوكالات وفي ما بينها ومع الشركاء الإنمائيين الاستراتيجيين. وستسهل المنح الحالية المقدمة إلى المعهد الدولي للزراعة الاستوائية ومركز الأرز الأفريقي والمعهد الدولي لبحوث المحاصيل في المناطق الاستوائية شبه القاحلة والمؤسسة الريفية لأفريقيا الغربية والجماعة الاقتصادية لدول غرب أفريقيا وشبكة التنمية والحد من الفقر في أفريقيا الغربية والوسطى البحوث والاتصالات والابتكار والتعلّم وبناء القدرات والتفاعل بين المشروعات قيد التنفيذ والحكومة.

دال – استراتيجية الاستهداف

36- وفق مبادئ الاستهداف المعتمدة لدى الصندوق والحكومة، ستتضمن النهج المتبعة أثناء فترة برنامج الفرص الاستراتيجية القطرية ما يلي: (أ) الاستهداف الجغرافي (في البرامج غير الوطنية من حيث التغطية)، بتركيز الأنشطة على المناطق التي تسجل معدلات فقر عالية وتجمعات السكان الفقراء المنتجين والصراعات الاجتماعية وتدهور البيئة؛ (ب) الاستهداف المباشر، بما في ذلك النُهج القائمة على المجتمعات المحلية عندما يتضح أن مجموعة اجتماعية – اقتصادية أو جنسانية محددة أو مجموعة أخرى محرومة بشكل خاص؛ (ج) الاستهداف الذاتي بمشاركة حثيثة من الفقراء المنتجين رجالاً ونساءً في تصميم الخدمات والسلع المناسبة التي تستجيب بشكل محدد لأولوياتهم وما لديهم من أصول وقدرات عمل – مرشدين أفراد مجتمعاتهم في إعداد آلياتهم للاستهداف الذاتي دون استبعاد أي شخص مسبقاً.

37- **الاستهداف الجغرافي** للمناطق الريفية وشبه الحضرية الرئيسية الثلاث الأكثر تضرراً من الصراعات والظروف الإيكولوجية الهشة لإنتاج المحاصيل والحيوانات ومصايد الأسماك والغابات: المنطقة القاحلة/شبه القاحلة، منطقة السافانا والغابات والمستنقعات الشاطئية في دلتا نهر النيجر. وستُمنح الأولوية في هذه المناطق الجغرافية المستهدفة لأفقر الولايات وفي داخل كل ولاية منتقاة لأفقر الحكومات المحلية بالاستعانة بمعلومات المكتب الوطني للإحصاءات عن مستويات الفقر وعدم الإنصاف بين الجنسين والارتباط بسلع محددة وبسلاسل سلع ومستوى إنشاء الأعمال التجارية.

38- وسيتضمن **الاستهداف المباشر** التشاركي داخل المجتمع المحلي: (أ) أصحاب الحيازات الصغيرة من الرجال والنساء والشباب الذين يمارسون زراعة الكفاف أو يوجهون إنتاجهم إلى السوق ويزرعون مابين 1 إلى 25 هكتار لكل أسرة؛ (ب) الفاعلين الآخرين من الرجال والنساء النشيطين في سلسلة القيمة الزراعية؛ (ج) المجموعات المجتمعية المشاركة في أعمال تجارية صغيرة وصغرى زراعية وغير زراعية؛ (د) فرادى الجهات الفاعلة الرئيسية مثل المؤسسات التجارية المتوسطة الحجم والكبيرة المندرجة في سلسلة القيمة ولديها قدرات محتملة لتعزيز الدخول إلى الأسواق بشكل أفضل وأكثر فعالية وزيادة الفوائد المالية المحققة للأسر. وعلى المنوال نفسه، سيمكّن **الاستهداف الذاتي** المجتمعات المحلية من تحديد الأفراد الأكثر ضعفاً – بما في ذلك الأسر التي تعولها النساء أو الشباب وأصحاب الإعاقات البدنية والمصابون بفيروس نقص المناعة المكتسب/الإيدز الواقعون في حصار أسر دورة الفقر.

39- **استهداف التمايز بين الجنسين والشباب.** تشمل الاستراتيجيات لمراعاة بُعد التمايز والوصول إلى النساء والشباب التقديرات السريعة وتعميم مراعاة منظور التمايز بين الجنسين، وتعميق الوعي، والتدريب وبناء القدرات، وتحسين المهارات وتعليم القراءة والكتابة للكبار، وكفالة تمثيل المرأة تمثيلاً منصفاً في المجموعات المجتمعية. وأثناء التنفيذ ستُوجه الجهود لتعزيز حصول المرأة على الأراضي ومياه الزراعة والتمويل الصغري. وسيتم توعية النساء والشباب بمخاطر الأمراض المتنقلة جنسياً واستخدام العقاقير وسوء استخدامها وإتباع الطوائف الدينية والبغاء والاتجار بالمرأة.

هاء – الصلات السياساتية

40- أثناء فترة برنامج الفرص الاستراتيجية القطرية ستكون روابط الصندوق من حيث السياسات متعلقة بثلاثة مجالات ذات أولوية ترتبط ارتباطاً وثيقاً بالأهداف الاستراتيجية. وهي ترتبط بثلاثة مجالات ذات أولوية في مضمار السياسات والإصلاح القانوني لتحسين فعالية التنمية في نيجيريا ببناء قدرات: (أ) منظمات المزارعين والمجتمعات المحلية الريفية؛ (ب) الحكومات المحلية في تخطيط الممتلكات المجتمعية وإدارتها وصيانتها؛ بدعم من السياسة الوطنية لتعزيز اضطلاع الحكومة المحلية بدور طليعي في التخطيط المجتمعي وإدارة الممتلكات العامة وصيانتها؛ (ج) المؤسسات المالية الريفية، في إطار إستراتيجية وطنية لتنمية التمويل الصغير الحجم بغية إتاحة حصول فقراء الريف على الخدمات المالية.

خامساً – إدارة البرنامج

ألف – إدارة برنامج الفرص الاستراتيجية القطرية

41- يتواءم برنامج الفرص الاستراتيجية القطرية وأهدافه الاستراتيجية بدرجة كبيرة مع جدول أعمال الحكومة المؤلف من سبعة بنود ومع الاستراتيجية الوطنية للتمكين الاقتصادي والتنمية، ولا سيما تلك التي تركز على التخفيف من وطأة الفقر وتنمية الزراعة والتسيير والإدارة وتنمية رأس المال البشري على النحو التالي:

التركيز على جدول الأعمال المؤلف من سبعة بنود/الاستراتيجية الوطنية للتمكين الاقتصادي والتنمية – 2	الأهداف الاستراتيجية لبرنامج الفرص الاستراتيجية القطرية
الزراعة، إصلاح الأراضي وتنمية رأس المال البشري (البندان (1) و(3) من جدول الأعمال): تحسين التسيير والإدارة وتوفير الخدمات بصورة فعالة (البندان (4) و(5) من جدول الأعمال) الطاقة والنقل وإمدادات المياه وبنى الإصحاح الأساسية (البند (5) من جدول الأعمال) والإدارة الفعالة للاقتصاد الجزئي والركن الخاص باستخدام العلوم والتقانة والابتكار لزيادة الإنتاجية في الاستراتيجية الوطنية للتمكين الاقتصادي والتنمية	الهدف الاستراتيجي 1: تحسين تمكن فقراء الريف من الإنتاج المستدام اقتصادياً وماليا وبيئياً والتزود بتقانات التخزين والتجهيز والدخول إلى الأسواق والحصول على خدمات الدعم
التنمية الريفية، بما في ذلك دلتا نهر النيجر والبيئة (البند (6) من جدول الأعمال) الطاقة والنقل وإمدادات المياه وبنى الإصحاح الأساسية (البند 3) من جدول الأعمال	الهدف الاستراتيجي 2: تعزيز مشاركة المجتمع المحلي في التخطيط والتنمية على الصعيد المحلي وتكثيف الدعم الحكومي للبنية الأساسية الريفية

42- **رصد برنامج الفرص الاستراتيجية القطرية.** ستتم إدارة برنامج الفرص الاستراتيجية القطرية عبر الرصد السنوي للتقدم المحرز واستعراض منتصف المدة وتقييم إنجاز برنامج الفرص الاستراتيجية القطرية. وسيتم تقييم التقدم المحرز في اجتماعات تُعقد في الفصل الأول من كل سنة. وينظم المكتب القطري للصندوق هذه الاجتماعات في أبوجا ويحضره مشاركون من وزارة الزراعة وموارد المياه الاتحادية ووزارة المالية الاتحادية ووزارة البيئة الاتحادية ووزارة شؤون المرأة والتنمية الاجتماعية ومفوضية التخطيط الوطنية ومكتب الأهداف الإنمائية للألفية ومكتب إدارة الديون وممثلو الولايات والحكومات المحلية التي تنفذ البرامج المدعومة من الصندوق والشركاء الإنمائيون الرئيسيون المشاركون في التنمية الزراعية والريفية والمنظمات غير الحكومية والمنظمات المجتمعية ذات الصلة بالبرنامج القطري. وسيكون التقرير المرحلي للبرنامج القطري المتمخض عن ذلك رافداً لتقرير استعراض الحافظة السنوي. وفي مطلع دورة برنامج الفرص الاستراتيجية القطرية، سيتم تحديث خطوط الأساس الحالية وإعداد النواتج المتوقعة ومؤشرات نوعية وكمية موقوتة. وسيُجرى استعراض منتصف المدة أثناء الفصل الأول من عام 2013. وسيصدر تقرير استعراض إنجاز مشروع الفرص الاستراتيجية القطرية في منتصف عام 2015 بغية استخلاص دروس من تنفيذه. وسيتم رصد بيانات الفقر القاعدية المفصلة المجمعة في المنطقة المستهدفة كجزء من نظام إدارة الأثر والنتائج التابع للصندوق.

باء – إدارة البرنامج القطري

43- كشفت الدروس المستخلصة من تنفيذ الاستراتيجيات والبرامج في إطار برنامج الفرص الاستراتيجية القطرية السابق (2001–2007) عن مجالات رئيسية تستوجب إدخال تحسينات عليها.

44- **الإشراف البرامجي.** بينما تتم معالجة إدارة القروض والإدارة المالية، ينبغي مواصلة الاهتمام بتنفيذ دعم الخدمات لتعزيز الأثر. وسيتم تعزيز الدعم التقني لتنفيذ البرامج من قبل بعثات الإشراف وبناء القدرات المحلية لتحسين تنفيذ الأداء. ومن شأن تعزيز المكتب القطري للصندوق وفعالية فريق إدارة البرنامج القطري أن يحسنا الإشراف البرامجي ودعم التنفيذ. وسيؤدي الإشراف المستمر من قِبل الصندوق، الذي بدأ في عام 2008، إلى تحسين إدارة البرنامج القطري وتعزيز أثره.

45- **تنفيذ البرنامج.** أسفر تأخير بدء البرنامج وصرف الأموال النظيرة عن تأثير سالب على أداء برنامج الصندوق القطري في نيجيريا. وأسهمت أوجه الضعف في ملكية البرنامج والإطار القانوني لتخصيص الموارد الاتحادية والمسؤولية المالية في الصعوبات التي واجهها البرنامج. وخلال فترة تنفيذ برنامج الفرص الاستراتيجية القطرية ستحظى خمس مبادرات بالدعم هي: (أ) تحسين الوجود القطري وفريق إدارة البرنامج القطري سيتيح إجراء مشاورات أوثق مع وكالات شريكة أخرى على المستويات الاتحادية والولايات والحكومات المحلية؛ (ب) ستتسم البرامج الجديدة بقسط أوفر من المشاركة، بما في ذلك إقامة روابط أوثق مع منظمات المجموعة المستهدفة والمؤسسات العامة والمنظمات المجتمعية بغية تعزيز الملكية وإتاحة فهم واضح للأدوار والمسؤوليات؛ (ج) بالتعاون مع وزارة الزراعة وموارد المياه الاتحادية سيسعى الصندوق إلى إنشاء مكتب مركزي في أبوجا لتقديم الدعم لخدمات التنفيذ المشتركة؛ (د) سيُبسط تصميم البرنامج بحيث يركز على تعزيز الإنتاجية وإضافة القيمة في زراعة الحيازات الصغيرة، بما في ذلك الثروة الحيوانية ومصايد الأسماك؛ (هـ) سيتم توسيع نطاق التجارب الناجحة المتعلقة بالأطر المؤسسية والتزامات الجهات المعنية.

46- **حوار السياسات.** تكمن إحدى مواطن قوة الصندوق في استفادته من التجارب والدروس الميدانية في إحداث تأثير إيجابي على السياسات والاستراتيجية بشأن زراعة الحيازات الصغيرة وتعزيز السلطة المؤسسية المجتمعية والمحلية. وإذ يفعل الصندوق ذلك، فإنه سيفيد المنتديات الوطنية الحالية مثل اللجنة التنفيذية للمشروع الاتحادي للتنمية الزراعي والمجلس الاستشاري بشأن التمويل الصغير الحجم (للتمويل الريفي) واللجنة الاستشارية بشأن السياسة الوطنية إزاء المؤسسات التجارية المتوسطة والصغيرة والصغرى (لتنمية الأعمال التجارية الريفية).

47- تعديل البرامج الجاري تنفيذه. ستُربط الأنشطة الجديدة المحتملة بالبرامج الحالية لكفالة تكرار وتوسيع نطاق التجارب الناجحة وأفضل الممارسات. وبينما يركز التمويل الريفي على إتاحة الحصول على الخدمات المالية (الهدف الاستراتيجي 1) سيولى مشروع الزراعة والتنمية الريفية القائمة على المجتمع المحلي وبرنامج إدارة الموارد الطبيعية القائمة على المجتمع المحلي (الهدف الاستراتيجي 1) اهتمامها للبنى الأساسية المجتمعية وإدارة الموارد الطبيعية (الهدف الاستراتيجي 2).

جيم – الشراكات

48- سيتم تعزيز الشراكات مع مستويات الحكومة الثلاثة جميعها ومع وكالات الأمم المتحدة والمانحين الثنائيين ومؤسسات التمويل المتعددة الأطراف (على وجه الخصوص البنك الدولي ومصرف التنمية الأفريقي ومنظمة الأغذية والزراعة للأمم المتحدة) ومؤسسات القطاع الخاص، (بما في ذلك القطاع الخاص المنظّم والمنظمات غير الحكومية والمنظمات المجتمعية ومنظمات المزارعين والمنتجين) (الملفان الرئيسيان 2 و 3).

49- **شراكات الهدف الاستراتيجي 1:** تحسين حصول فقراء الريف على تقانات الإنتاج والتجهيز المستدامة بيئياً وعلى الخدمات. وسيشكّل دعم استنباط التقانات المبتكرة القائمة على الطلب ونشرها وتحسين الدخول إلى الأسواق والحصول على التمويل الريفي أسس السعي لتحقيق هذا الهدف الاستراتيجي.

ويستدعي ذلك عقد شراكات بين أصحاب الحيازات الصغيرة ومعاهد البحوث الزراعية الوطنية، لا سيّما المهتمة منها بالمحاصيل الغذائية؛ ومنظمات البحوث الزراعية الدولية (المعهد الدولي للزراعة الاستوائية والمركز الدولي للبحوث الزراعية في المناطق القاحلة والمركز الدولي لفسيولوجيا وإيكولوجيا الحشرات ورابطة تنمية زراعة الأرز في غرب أفريقيا) بغية استحداث تقانات ملائمة بتكلفة معقولة لزيادة إنتاجية أصحاب الحيازات الصغيرة (الملف الرئيسي 3). وسيحظى التمويل الجديد المقدم من المانحين إلى شركات القطاع الخاص بأولوية عليا كذلك. وسيتم السعي لإقامة تعاون مع البنك الدولي ومصرف التنمية الأفريقي ووكالة التنمية الدولية التابعة للولايات المتحدة بشأن الهيكل والتوظيف والتنظيم والإدارة المتعلقة بالشرائح المخصصة لسلاسل القيمة.

50- **شراكات الهدف الاستراتيجي 2:** تعزيز المشاركة المجتمعية في التخطيط والتنمية على الصعيد المحلي. ويتضمن الشركاء الرئيسيون المحتملون مجالس الحكومات المحلية التي يسند لها نهج التنمية المركزة على المجتمع المحلي دوراً رئيسياً والمنظمات غير الحكومية والمنظمات المجتمعية التي لها ضلع في استنفار جهود المجتمع المحلي ومنظمات المزارعين والمنتجين. وعلى الصعيد الوطني، يتألف الشركاء الرئيسيون من مفوضية تنمية دلتا نهر النيجر ووزارة شؤون دلتا نهر النيجر ووزارات البيئة الوطنية والولايات. وتستلزم الزراعة الهادفة للحفاظ على البيئة عقد شراكات وثيقة مع مراكز البحوث الزراعية الوطنية وخدمات الإرشاد الزراعي على مستويات الحكومة كافة.

دال – الاتصالات وإدارة المعرفة

51- ستعمّق نهج الإدارة والاتصالات المتبعة في الوقت الراهن في شتى البرامج قيد التنفيذ وسيوسّع نطاقها بحيث تصبح أوثق صلة وأفضل استجابة للمسائل الناشئة في مضمار المساواة بين الجنسين واحتياجات المجموعات الضعيفة الخاصة، لا سيّما أصحاب الإعاقات البدنية منهم، وللتأثيرات السالبة المتزايدة على الزراعة الناجمة عن تغير المناخ. وسيكون فريق إدارة البرنامج القطري بمثابة محفّز وميسّر في هذه المجالات. وتحقيقاً لهذا الهدف، سيستثمر الفريق الأدوات والآليات الناجحة المستمدة من المشروعات والشركاء الآخرين في إعداد إستراتيجية لتقاسم المعرفة وللاتصالات وتشجيع التعلّم المتبادل من خلال استعراض الحافظة وبناء القدرات وحلقات العمل والمطبوعات وحلقات الدراسة تعزيزاً لأداء الحافظة وتحقيقاً لفعالية العمليات. وسترفد أفضل الممارسات والمفاهيم التي أثبتت جدواها نظم إدارة المعرفة المحلية والاتحادية. وسيربط الفريق البرامج التي تنفذ في الوقت الحالي بوحدة الرصد والتقييم التابعة للمفوضية الوطنية للتخطيط حتى تدخل الدروس المستخلصة وأفضل الممارسات النطاق الوطني بقصد إعادة تطبيقها وتوسيع نطاقها. وسيتم إثراء شبكة فيدأفريكا (www.fidafrique.net) وغيرها من المواقع ذات الصلة على شبكة الإنترنت بمساهمات. وستشمل الأنشطة الخاصة وحلقات العمل اجتماعات للجهات المعنية وحلقات عمل للتخطيط المشترك معها وتبادل الزيارات والمشاركة في المعارض.

52- وسيحظى تقاسم المعرفة بشأن التنمية المركزة على المجتمع المحلي بعناية خاصة (انظر الفقرة 25 عن التنمية المركزة على المجتمع المحلي والسبل ذات الصلة بتوسيع النطاق). وستعزز إدارة المعرفة الحوار القطري وتشجع الحكومة المحلية على الترحيب بإشراك المجتمع المحلي. وستطبّق المعرفة العملية القيّمة

التي تمكّن الزبناء المحليين من التعلّم من التجربة وإعداد تدابير ملائمة للتنمية المركزة على المجتمع المحلي وتوسيع نطاق استخدامها في القطاعات ذات التأثير العميق وذلك بغية إتاحة فرص لمشاركة المجتمع المحلي.

53- وسيحث فريق إدارة البرنامج القطري على استحداث المعرفة بشأن سلاسل القيمة من خلال أنشطة البحوث الأولية، بما في ذلك إجراء دراسات مستفيضة عن سلاسل القيمة في نيجيريا. وفضلاً عن ذلك، سيتم إعداد أفضل الممارسات والمبادئ التوجيهية والتوصيات القابلة للتطبيق وذلك دعماً لسلاسل القيمة. وستعقد حلقات عمل ودورات تدريب عن سلاسل القيمة بالتعاون مع المانحين والممارسين لتمكين المشروعات التي يمولها الصندوق والشركاء في التنفيذ من تقاسم النهج وأفضل الممارسات والدروس المستخلصة من تنفيذ المشروعات.

هاء – إطار التمويل بموجب نظام تخصيص الموارد على أساس الأداء

54- يقدّر تخصيص الموارد على أساس الأداء لدورة الثلاث سنوات من برنامج الفرص الاستراتيجية القطرية (2010–2013) بمبلغ 83 مليون دولار أمريكي حسب حصيلة تقييم أداء القطاع الريفي لعام 2008. أمّا التخصيص لدورة السنوات الثلاث الثانية التي تغطي الفترة 2013–2016 فغير متاح بعد. وسيعتمد حجم الموارد المخصّصة على جودة أداء البرنامج القطري وفعاليته (انظر الذيل السادس). ويرد أدناه أساس التقدير:

المؤشر	*دورة الثلاث سنوات الأولى*
	(13/2010)
سياسات وإطار المنظمات الريفية القانوني	3.80
الحوار بين الحكومة والمنظمات الريفية	2.55
الحصول على الأراضي	2.73
الحصول على المياه للزراعة	2.95
إتاحة الحصول على البحوث الزراعية وخدمات الإرشاد	3.10
تهيئة الظروف الحافزة لتنمية الخدمات المالية الريفية	3.75
بيئة الاستثمار للأعمال التجارية الريفية	3.77
الدخول إلى أسواق المدخلات والمنتجات الزراعية	3.97
الحصول على التعليم في المناطق الريفية	3.80
التمثيل	3.07
تخصيص الموارد العامة للتنمية الريفية وإدارتها	3.15
المساءلة والشفافية والفساد في المناطق الريفية	3.25
مجموع النقاط المحرزة	3.31
متوسط مجموع النقاط المحرزة	3.32
تصنيف تقييم الأداء	3.80
مخصصات فترة الثلاث سنوات الأولى (دولار أمريكي)	83 مليون

واو – المخاطر وإدارة المخاطر

55- ثمّة مخاطر تكتنف تنفيذ البرنامج القطري بفعالية ويسر أثناء فترة برنامج الفرص الاستراتيجية القطرية على النحو المبيّن بإيجاز أدناه:

(أ) **الفساد وقصور الإدارة والتسيير.** تنتشر الإدارة غير الشفافة للموارد العامة انتشارا واسع النطاق. ومن شأن الفساد أن يزيد تكلفة البرامج ويعرقل حدوث التأثير المرتقب على المجتمعات المحلية. ومن اللازم أن تتسم إدارة الموارد العامة بمزيد من المساءلة والشفافية. وقد أنشأت الحكومة مفوضية مستقلة للممارسات غير الشفافة لمعالجة هذه المسألة. وسيخفّف هذا التهديد باستكمال المبادرات الحكومية للولايات والاتحاد الرامية إلى تقليل الفساد إلى أدنى حد وتعزيز المساءلة. وسيعزّز نهج التنمية المركزة على المجتمع المحلي المشاركة المحلية في التسيير والإدارة وسيساهم في إدارة الموارد وكفالة المساءلة على الصعيد المحلي.

(ب) **الصراعات الاجتماعية والسياسية في منطقة دلتا نهر النيجر** وفي مواقع أخرى من القطر قد تصيب الحياة الوطنية الاجتماعية والاقتصادية بالاضطراب وتعمّق انعدام أمن الأرواح والممتلكات وتبطئ وتيرة الاستثمارات العامة والخاصة. وتنفجر هذه الصراعات بسبب تذمر الشباب الناجم عن ضيق فرص العمل والحرمان من ملكية الأراضي والتهميش. وإضافة إلى المبادرات والجهود الحالية التي تبذلها حكومات الولايات والاتحاد لإحلال السلام، يمكن تخفيف حدة هذا الخطر بالجمع بين مشاركة المجتمعات المحلية مشاركة نشطة في إطار نهج التنمية المركزة على المجتمع المحلي الذي يحث برنامج الفرص الاستراتيجية القطرية هذا على إتباعه وبين الآليات المحلية لتسوية الصراعات الموجودة قبلاً في المجتمعات الريفية النيجيرية. وستخفف حدة المخاطر الاجتماعية عبر المؤسسات التجارية الصغرى المراعية للتمايز بين الجنسين والمعزّزة لوجود المرأة في المستويات الحكومية كافة.

(ج) **تدهور البيئة وتغير المناخ.** قلّل تلويث شركات النفط المياه من إنتاج الأسماك والمحاصيل. وتعرقل إزالة الغابات والتصحر وتغير المناخ التنمية الزراعية للحيازات الصغيرة. ولذلك سيلتزم تصميم البرامج أشد الالتزام بالمبادئ التوجيهية الهادفة إلى تعزيز الأثر البيئي مع صب الاهتمام على تحسين الحفاظ على البيئة، وبوجه أخص التربة والمياه.

(د) **التأخير في التمويل النظير وبدء المشروعات** يشكلان تهديداً متنامياً في نيجيريا ويبعثان على القلق. وسيكون هذا التهديد موضع اهتمام منذ طور الإعداد بتعزيز ملكية البرامج وتصميم أنشطة بسيطة والحصول على التزامات قاطعة بالترتيبات المؤسسية للتنفيذ.

COSOP consultation process

Date/Period	Event/Issue	Participation/Representation
27-28/11/2008	IFAD Country Programme Manager (CPM) for Nigeria presented a Concept Note on planned preparation of result-based COSOP for Nigeria, 2010-15 – as follow-up to 2007-08 Country Programme Evaluation (CPE) exercise and Agreement-at-Completion national roundtable workshop, Abuja.	Federal Ministry of Agriculture and Water Resources (FMAWR) led by Minister Abba Ruma, plus representatives of Federal Ministry of Finance (FMF), National Planning Commission (NPC), Federal Ministry of Commerce and Industry (FMCI), State Ministries of Agriculture, World Bank, African Development Bank (AfDB), Food and Agriculture Organization (FAO), as well as members of IFAD's in-Country Programme Management Team (CPMT –coordinated by the CPM and comprised of the Country Programme Officer, Coordinators of programmes assisted by the Fund and private senior agricultural and rural development specialists)
01/12/2008	IFAD CPM further introduced COSOP agenda, preparation process and timeframe at a focused mini workshop of CPMT, Abuja.	CPMT members, National Food Reserve Agency (NFRA) of FMAWR and FAO Country Representative.
10-13/02/2009	IFAD CPM launched COSOP process in Abuja, charged a team of four (4) CPMT members for the preparation of the draft COSOP and solicited support for the process.	The COSOP launch included interactive consultation at various levels of key institutions: FMAWR and its NFRA, FMF, FMCI, FAO, UNDP, as well as CPMT.
March 2009	IFAD Director of Western and Central Africa Division sent formal letter dated 11/03/2009 to Minister of FMAWR on COSOP preparation arrangement in which he urged the ministry to: (a) facilitate the effective participation of FMAWR and other key FGN institutions in the preparation process; (b) prompt each ministry, department and agency to name a person/persons as designated focal points to enhance the interaction with COSOP team; and (c) solicited Government support through the preparation process for enhanced ownership of the spirit and substance of the COSOP.	Among FGN institutions named in IFAD's 11/03/2009 letter were FMF, NPC, Nigerian Institute of Social and Economic Research (Ibadan), Federal Ministry of Women Affairs and FMAWR. Other key FGN officials to whom the letter was copied included Minister of FMF, Permanent Secretary of FMF, Director of Multilateral Institutions of FMF, Director of Agriculture and Industry of NPC, Permanent Secretary of FMAWR, Director of Federal Department of Agriculture of FMAWR, Executive Director of NFRA of FMAWR, Minister of FMCI, as well as Coordinators of ongoing programmes assisted by IFAD – Roots and Tubers Expansion Programme (RTEP), Community-Based Agricultural and Rural Development Programme (CBARDP) and Community-Based Natural Resources Management Programme (CBNRMP). Also copied were UN Resident Coordinator, FAO Representative and World Bank Country Director.
March 2009	Taking advantage of the 16-29/03/2009 2nd IFAD direct supervision of RTEP, IFAD CPM, backed by the entire supervision mission team, pursued further consultation in parts of the South-West geo-political zone on the planned COSOP.	Interactive visits to key officials of Ministries of Agriculture in Kwara, Oyo, Ondo and Ogun States –the Governor in the case of Ogun.
March 2009	Also taking advantage of the 2nd IFAD direct supervision of RTEP: (a) the COSOP preparation team presented work-in-progress, strategic direction, scope of work and timeframe; and (b) the meeting directed the COSOP team to visit FGN ministries, departments and agencies – especially since no response to IFAD's letter of 11/03/2009 was forthcoming from FMAWR.	IFAD CPM, CPMT members, as well as representatives of FMF, NFRA of FMAWR. State Agricultural Development Programmes, FAO and International Institute for Tropical Agriculture.
22/04/2009	In facilitating and supporting the COSOP process, NFRA of FMAWR signed a letter dated 22/04/2009 and addressed to various key FGN ministries, departments and agencies in which they: (a) informed about the planned visits by the COSOP preparation team; (b) forwarded a Concept Note on key issues to be addressed in the COSOP; (c) attached a schedule of visits; (d) urged for the designation of specified staff as focal points; and (e) prompted effective collaboration, cooperation and interaction to enhance Nigeria's ownership of the direction and substance of the COSOP.	Recipients of the NFRA/FMAWR letter of 22/04/2009 included FMF, NPC, Federal Ministry of Women Affairs, Universal Basic Education Commission, Debt Management Office, Millennium Development Goals Office and FMAWR.

Date/Period	Event/Issue	Participation/Representation
20-30/04/2009	Visits to offices of key development partners, based on previous written notification by IFAD's Abuja Country Office, during which: (a) the COSOP process was discussed; (b) details of ongoing/planned projects were solicited; and (c) possible areas of cooperation, collaboration and partnership with IFAD were solicited.	UNDP, FAO, UK Department for International Development (DfID), United States Agency for International Development (USAID), European Union, World Bank, AfDB, German Technical Cooperation (GTZ), Canadian International Development Agency (CIDA), Japan International Cooperation Agency (JICA) and International Food Policy Research Institute (IFPRI).
04-06/05/2009	COSOP preparation team made intensive, interactive visits to FGN institutions in Abuja, during which: (a) they were updated on the COSOP preparation process and issues; (b) the team sourced relevant documentation and information; (c) solicited specific ideas on priority issues/activities; and (d) obtained names of individuals designated as focal persons – for further consultation and involvement/participation in the COSOP validation process.	All the ministries, departments and agencies earlier contacted by NFRA of the FMAWR were visited and interacted with: FMF, FMAWR, NPC,. Federal Ministry of Women Affairs, Debt Management Office, Universal Basic Education Commission and MDGs Office.
17-19/06/2009	In-house review of Zero Draft COSOP in Port Harcourt, during which period IFAD CPM took the opportunity and: (a) updated key partner institutions about the COSOP preparation process; (b) informed about the essence of the planned area and programme coverage; and (c) solicited ideas to enrich the substance of the partnership with IFAD.	CPMT members, NFRA of FMAWR, Niger-Delta Development Commission (NDDC), Green Valley Project of Nigerian Agip Oil Company.
July 2009	Revised (post-Port Harcourt) version of draft COSOP was submitted to IFAD CPM on 30/06/2009 for wider stakeholders review and validation.	FGN, development partners in Abuja and Rome-based CPMT members.
07/102009	IFAD's Country Programme Officer, backed by the COSOP preparation team, presented draft COSOP at 07/10/2009 meeting of Nigeria's Food Security Theme Group, Abuja, during which members were updated on the process, perspective and planned support – consistent with UN Development Assistance Framework.	Established at the instance of Rome-based Food and Agriculture Organizations (FAO, IFAD and WFP) and chaired by FAO Representative, participants at the FSTG meetings include UN organizations, bilateral agencies, international financing institutions, FGN ministries/departments/agencies, as well as such other institutions/project as Oxfarm, FEWSNET, PrOpCom, IFPRI, IFDC, NEPAD Nigeria and the National Programme for Food Security.
October 2009	CPM led an IFAD validation mission to Nigeria from 18-20/10/2009 where/when: (a) consultation with FGN on the draft COSOP was finalized; and (b) members participated at a joint IFAD-FGN validation workshop in Katsina to wrap-up the COSOP process.	FGN ministries/departments/agencies, State Ministries of Agriculture, Local Government Councils, key development partners, farmer/producer organizations, as well as other non-governmental and civil society organizations.
04 – 19 November 2009	COSOP team and CPMT meetings between 04-19/11/2009 to incorporate comments from IFAD Rome and the Katsina Validation Workshop	COSOP team and CPMT.

Country economic background
Nigeria

Land area (km^2 thousand) 2007[1]	911	GDP per capita (US$), 2007[2]	1000
Total population (million) 2006[1]	140	Average annual rate of growth of GNP per capita (%), 2007[3]	3.6
		Average annual rate of growth of inflation (%) 2007[3]	5.4
Local Currency	Naira (NGN)	Average rate: UDSD 2009 2009[2]	N149
Social Indicators		**Economic Indicator**	
Population (average annual population growth rate 2007[3]	3.2	GDP (US$ million) 2007[3]	141.7
Crude birth rate per 1000 people	-	Average annual rate growth as % of GDP 2007[3]	6.2
Crude death rate per 1000 people	-		
Infant mortality rate per 1000 live birth 2007[3]	101	**Sectoral distribution** 2006[2]	
Live expectancy at birth in years 2007[3]	46.6	% agriculture	41.7
		% industry	26.0
Number of rural poor (million) approximate		% manufacturing	na
Total labour force (million) 2007[3]	49.9	%services	32.2
		Consumption, 2007[2]	
		General Government C as % consumption as % of GDP	69.7
Education		Private Consumption as % of GDP	7.4
Primary school gross enrolment (% of relevant age group) 2007[1]	62.4	Gross Domestic Saving as % of GDP	62.3
Adult literacy rate (% of total population) 2007[1]	64.2		
		Balance of Payment (US$ million)	25.7
Nutrition		Merchandise exports 2007[3]	61.8
Prevalence of child malnutrition (height for age % of children under 5) 2007[1]	41.0	Merchandise imports 2007[3]	-38.8
Prevalence of child malnutrition (weight for age % of children under 5) 2007[1]	23.0	Balance of merchandise trade	-
		Current account balance (US$ million) 2007[3]	2,352.0
		Foreign direct investment (net inflows) 2005[4]	2.013
Health			
Health expenditure, total (as % of GDP), 2007[5]	4.0	**General Finance**	
Physicians (per 1000 people), 2003[5]	2	Overall budget surplus/deficit (including grants) as % of GDP, 2007[3]	8.4
% population without access to safe water, 2006[4]	52	Total expenditure as % of GDP, 2007[3]	20.5
% population without access to sanitation, 2007[5]	50.9	Total external debt (US$ million) 2008[6]	3.720
		Present value of external debt as % of GDP, 2008[6]	2.0
		External debt-to GDP ratio (%), 2008[6]	7.0
		External debt service-to-Export ratio (%), 2008[6]	1.2
Agriculture and Food		Nominal lending rate of Banks 2007[3]	16.7
Food import as % of total merchandise imports 2007[1]	18.83	Nominal deposit rate of Banks 2007[3]	10.3
Food merchandise imports 2007[1]	6.1		
Fertilizer consumption (100g per ha of arable land) 2007[1]	150,000		
Food production tax 2007[1]	189.63		
Land use			
Arable land as % of land area 2007[1]	34		
Forest area (km^2 thousand)	-		
Forest area as % of total land area 2007[1]	16		
Irrigated land as % of cropland 2007[1]	2		

n.a: not applicable

1 National Bureau of Statistics
2 Central Bank of Nigeria
3 Economic Intelligence Unit
4 World Bank
5 DHS
6 Debt Management Office

COSOP results management framework

Poverty Reduction Strategies 7-Point Agenda and NEEDS	COSOP Strategic Objectives	COSOP Outcomes in IFAD Programme Area[6]	COSOP Milestone Indicators[7]	Institution/Policy Reforms/Changes (Policy Dialogue Agenda)
Agriculture, land reform and human capital development (Agenda i & iii), improvement of governance and effective service delivery (agenda ii), and NEEDS-2 Pillar – Effective application of science, technology and innovations to raise productivity, infrastructure energy/power, transport, water supply and sanitation (agenda iii); and efficient macro-economic management	**SO-1: The access of rural poor to economically, financially and environmentally sustainable production, storage and processing technologies, market performance and access, and support services are improved**	• 25% increase in household income • 25% increase in household food security • 50% of rural enterprises adopt improved technology and knowledge[8] • 25% increase in volume of credit provided to rural enterprises • 25% increase in volume of commodities marketed by rural enterprises • At least 30% of farmers and fishers in programme areas adopt conservation agriculture (grazing reserves, soil and water conservation practices, agroforestry and community forestry)	• Productive and processing infrastructures are improved • Improved productive and processing technologies are available, accessible and appropriate • Conventions for linkages are created between smallholders, farmers organizations, processors, traders, research institutes and financial services • Training is provided to community groups on management and environmental conservation • Improved environmental protection and management practices are available and contribute to mitigate climate change	• Pro-poor legislative framework is developed to implement institutional reforms • Evidenced based policy reforms for seed/planting material production and input supply to benefit smallholder agriculture is initiated; and • Land policy is in place to facilitate women's access to land
Regional development including Niger-Delta and the environment (agenda vi); infrastructure – energy/power, transport, water supply and sanitation (agenda ii)	**SO-2:** The engagement of rural community groups in planning and development at the local government area level and government support to rural infrastructure are strengthened	• At least 30% of rural communities in participating local government areas participate in planning, development and maintenance of village rural infrastructure • At least 50% of participatory plans have been implemented	• Training is provided to community groups on local development planning	• Adequate local capacity is developed to implement participatory planning • Explore options for Government's increased allocation to CDD and smallholder agriculture.

[6] A baseline survey will be undertaken at the start of the implementation in target areas. The monitorable indicators will feed into the local and state government planning, M&E and also provide the national planning data to regularly assess IFAD COSOP performance.
[7] These indicators will be refined in light of the Annual Work Programme and Budget of existing programmes and in the design of pipeline programmes.
[8] Producers, processors and traders

Previous results management framework

Country Programme Issues Sheet

NIGERIA

A. COSOP Dates

COSOP Date	**28 March 2001**	Expected MTR	**n.a**
Planned COSOP	**December 2009**	Completion Review	**n.a**

B. Results Framework

A results-based COSOP for Nigeria is being developed and will be presented to the April 2010 EB. This assessment is of the progress made against the strategic objectives outlined in the current COSOP (2001) and the findings of the Country Portfolio Evaluation (CPE) completed in 2008 and the Agreement at Completion Point (ACP) signed between PMD and Federal Government of Nigeria's National Food Reserve Agency.

Strategic Objectives	Progress with respect to targets	Risks and mitigation strategy
Strategic Objective N° 1 Empowering target smallholder farmers, the landless, rural women, CBOs and civil-society organizations in order to generate sustainable incomes from on and off-farm activities	PA's Regional Operating Strategy places highest priority on initiatives in the following areas: (I) Improvement of food security with particular emphasis on the needs of women and youth; (II) Developing rural financial services that reach isolated populations without previous access to financial markets, and are well-integrated into national financial sector framework; (III) Natural resource management and environment, with an emphasis on supporting anti-desertification initiatives; (IV) Capacity building in support of decentralized decision-making process for participatory rural development. To achieve these objectives, PA will continue to stress the importance of gender-differentiated target group participation in defining project objectives and priority activities; maximizing use of local knowledge and experience; and pursing a strategic orientation	**Main risks**: 1) Resource control conflict in the Niger Delta where IFAD programmes operate (particularly CBNRMP and forthcoming RUFIN and RUMEDP). 2) Delays due to non timely release of financial contributions from the Government of Nigeria (Federal, State and Local) **Mitigation Strategy**: 1) Resource control conflict: Direct support to communities at risk is the main mitigation strategy in the event of conflicts resulting in political instability. The Country

Strategic Objectives	Progress with respect to targets	Risks and mitigation strategy
	to its investments through strengthened collaboration with governments, civil society, and other donors to ensure project intervention fits closely within the context of overall economic and sectoral development strategies for individual countries. Specifically, the strategy and programmes of COSOP have been implemented as specified below; SO 1 is being achieved through the implementation of two community-based programmes: CBARDP and CBNRMP, and RTEP. The natural resource management process is adopted by beneficiaries leading to arresting of desertification and degradation of environment. Off-farm income generating activities have been promoted through capacity building and linkage to financing institutions. These have increased income and enhanced sustainable production in the programme	Office is closely monitoring the political situation and informing Headquarters as soon as there is a risk impacting on IFAD projects. 2) Counterpart funds: More structured sensitization missions to State / Local Governments demonstrating results and impact of the IFAD investment projects is proving useful for more commitments and engagement of local partners. Also, active participation of Federal Ministry of Finance in supervision missions is contributing to streamlining the institutional arrangements for budget preparations and release as well as programme ownership at FG level
Strategic Objective N° 2 Supporting pro-poor reforms and local governance in order to expand access to information and communication, village infrastructure and technologies	SO 2 is being achieved through CBARDP, CBNRMP and RTEP that are being satisfactorily implemented and which emphasizes implementation arrangements at the lowest tiers of government and capacity building of local level support service providers and community groups. Decentralization has been promoted strengthening democracy and good governance. Rural infrastructure has been rehabilitated and expanded, allowing for the rural economy to benefit from private sector led growth.	

C. Country Context

Institutional and political environment **Politico-economic context:** Nigeria is at the beginning of a long and difficult road towards rehabilitating its economy and significantly reducing rural poverty and increasing employment for women and youth. It's future will depend on the manner and speed by which it can overcome its development challenges. The rural poor of Nigeria have high expectations of the government's efforts for improvement in the economy as a democracy dividend. It Is expected that the FGN, despite the threat of socio-economic conflict in the Niger Delta region and the Northern States, would be able to deliver the promised reforms on time. The private sector will assume its role in leading economic growth in the rural areas. Civil society and the NGO community will continue to support government strategy for poverty reduction and the current efforts to improve governance will take root, strengthening state and local governments.	Current institutional and political environment favour closer alignment of development assistance with national priorities and improved efficiency and effectiveness of aid programmes. Improvements in the direction and management of development policy are contributing to a positive medium-term economic outlook. Nevertheless there remains a multiplicity of collaborative efforts with some overlapping coordination structures. This coupled with the federal structure of government makes program anchorage very challenging. IFAD has worked towards increasing direct partnership with all tiers of government's institutions to increase ownership and overcome implementation issues more effectively. However, the capacity constraints of the lower tiers of government limit the scope and level of activities to be engaged at the field level.
Policy linkages and dialogue	Nigeria has not yet managed to resolve its income disparity and rural poverty problems. Despite its relatively high income, vast oil and gas exports, high volumes of hard currency earnings, and adequate financial resources, economic and social welfare remains problematic and rural poverty is high. The importance of harmonization of assistance for development effectiveness, as laid out in the Paris Declaration, approved by IFIs, the UN system and the donor agencies continues to grow. Harmonized approaches led by the Federal Government, supported by in-country donor representatives permit engagement for Joint and Common Monitoring Indicators. In the above context, IFAD will broaden and deepen its focus with traditional partners (WB, AfDB, FAO, IITA, the UN system, etc.). Particular attention being given to the importance of co-financing, which could include some aspects / elements of nation-wide agriculture sector programs, led and managed by governments, (e.g. modified SWAPs). In this context emerging alternative sources of development finance, e.g. private foundations will also be favourably promoted. The importance, and in some cases, the private sector investment in agriculture investment and in policy influence, is expanding. IFAD will therefore enhance its focus, starting with the RB-COSOP and opportunities for engaging the private sector in the co-financing of country programme and grant operations. In that context, there is a growing technological changes taking place in agriculture, with increasing farm productivity, improved varieties of crops,

	improved techniques of production, increased integration of farming with processing and marketing, and increased dominance of the consumer in determining the types and quality of products provided. The market is more dominant than ever before, and the Federal Government (and donors) less so. Governments and donors are often ill-equipped to address these issues and IFAD will support the development of instruments to partner with the private sector to source these skills and knowledge. Nigeria can feed itself – but the food crisis issue is now that of inequitable, food distribution and affordability. The very poor in some states do not have adequate access to necessary food due to low income, limited access to land, and other assets, and markets. In many cases, the need therefore is 'income earning opportunities' alongside improved "access to assets and markets". The potential impact of climate change on agriculture is not well mapped, but could be very important, e.g. increased food insecurity and vulnerability of rural poor. IFAD will have a role in helping agriculture sectors adapt to climate change. From the IFAD target group perspective, adaptation would mean positioning the rural poor to: (i) reduce cropping systems' vulnerability to variability in temperature and rainfall; and (ii) foster change in farming/land-use systems in response to emerging market signals, e.g. food crops to bio-energy-producing cash crops. Other areas of policy dialogue will relate to access and ownership of land by poor rural households particularly Women Headed Households; institutional rationalization across the three levels of government; and water resource control and management focusing on micro and small-medium scale schemes. As now policy dialogue focused mainly on issues pertaining to the rural finance and rural micro enterprise development, to accompany the development of the Rural Finance Institutions-Building programme (RUFIN) and the Rural Micro Enterprise Development Programme (RUMEDP). These areas of dialogue are to be pursed in the future in order to keep the momentum for government's support to these key areas that are contributing to. Inter alia, the microfinance policy framework launched in December 2005 and the micro, small and medium enterprise policy framework launched in 2007
Partnerships	IFAD Partnership building has been pursued with the World Bank, FAO and other key partners such as DFID, GTZ, USAID, and Nigeria-based UN institutions. They indeed contributed to the design of RUFIN and RUMEDP. The World Bank and UNDP continue to be closely involved in rural finance policy and institutional reforms, including reform of the National Agric & Rural Dev Bank (NACRDB) and largely supportive of IFAD's RUFIN and with potential for up-scaling RUFIN and RUMEDP. The Country Programme Officer and CPMT's attention to policy and advocacy in agriculture and rural development continues to promote effective rural institutions and to support smallholder productivity and natural resource management. The approach (especially with FAO and World bank) which reduces duplication of efforts is appreciated, relevant and important in the current aid and development architecture.

D. Country Programme Management and Pipeline Development

Common implementation issues	***All projects have had common problems of delays in loan effectiveness, and in timeliness of release of counterpart funds from all tiers of Government. Also, the recent Community based operations have not devoted adequate levels of attention to agricultural activities. Delays in project/programme start off, and implementation are being tackled through institutional rationalization, capacity building, simplification of project design a, and improved supervision and implementation support services*** ***Roots and Tuber Expansion Programme (RTEP)*** was redesigned to focus on processing and marketing. Direct supervision by IFAD started in 2008 and performance is satisfactory with loan closing scheduled for early 2010. The 2009 Supervision Mission noted that processing activities needed to be consolidated with more emphasis on technical and business capacity of groups, more appropriate (technological and health and safety) processing units, and increased attention to marketing. An exit strategy is being developed by the Government and needs to be submitted to IFAD by the end of 2009. ***Community-based Agriculture and Rural Development Programme (CBARDP*)**: IFAD started direct supervision of this project as from 1 June 2009. Overall a sound programme confirmed by recent CPE exercise. The Community Driven Development (CDD) is very successful and considered as best practice for local development. The approach has been adopted by several financers in several states, including the African Development Bank (AfDB CBARDP) and the World Bank (Fadama project). However, insufficient attention was devoted to smallholder agriculture activities and the limited positioning of CDD within the broader local governance framework, where linkages to the private sector, such as rural banks, could have provided credit for enterprises and income-generating activities. ***Community-based Natural Resource Management Programme - Niger Delta (CBNRMP):*** Implementation since January 2006 and activities are well engaged. The project is under direct IFAD supervision from 1 June 2009. The CDD approach is being up-scaled and replicated with very satisfactory performance, despite recurrent insecurity in the Niger Delta. With persistent conflicts and food price volatility some States and Local Governments are "torn" between their reflexes to intervene in the name of smallholder agriculture support services or to let the communities prioritise their projects which favour rural and social infrastructure. The two new programmes ***Rural Finance Institution-Building Programme (RUFIN)*** *and* ***Rural Micro-enterprise Development Programme (RUMEDP)*** were approved by the Executive Board in September 2006 and December 2007 respectively. RUFIN and RUMEDP are complementary and propose to work and partner with a broad range of Federal level stakeholders (Federal Ministry of Agriculture and Water Resources, the Central Bank of Nigeria, the Federal Ministry of Commerce and Industry) as well as State Governments, and Local Governments. Other institutions such as the National Agricultural and Rural Development Bank (NACRDB), the National Food Reserve Agency (NFRA), the Small and Medium Enterprises Development Agency (SMEDAN) are also project parties. The multiplicity of institutions as well as engagement in broad areas of Federal Government coverage introduced delays especially at a time of institutional reforms in rural finance and micro-enterprise policy and institutional framework in Nigeria. Also, the two projects which were designed and focussed on new policy areas were very different to the typical agricultural and natural resource management projects which hitherto had significant allocations to production and area based rural development activities. The net result is that progress towards meeting conditions for negotiations and of effectiveness has been very slow. RUFIN was signed in September 2008, while RUMEDP is yet to be signed. Bothe programmes are expected to be effective early 2010
Evaluation recommendations	The Country Programme Evaluation (CPE) in Nigeria was completed in December 2008. An Agreement at Completion Point (ACP) was signed in April 2009 between and Federal Government of Nigeria, represented by the Federal Ministry of Agriculture and Water Resources (FMAWR) confirming the parties' commitment to adopt and implement the core CPE findings and evaluation recommendations within a specified timeframe. The CPE: (i) assessed the performance and impact of IFAD's strategy and operations in the country to be satisfactory; and (ii) developed a series of recommendations that has become building blocks for the preparation of the new results-based country strategy and opportunities paper (COSOP) for Nigeria which is being formulated in close collaboration with the Federal Government of Nigeria.

Country presence/country team	**Country presence** has been effective in Nigeria since December 2005. A restructuring of country office was completed in 2008 and recruitment of new Country Programme Officer (CPO) on the basis of updated IFAD TORs that takes into account new needs for IFAD direct supervision was finalised. A CPO and a Programme Assistant with support from a dedicated CPMT ensure an active participatory and interactive process with key stakeholders in agriculture and rural development. With the Federal Ministry of Agriculture and Water Resources and the Federal Ministry of Finance as IFAD's focal ministries, the CPO and CPMT are strengthening partnership with the government and other development partners. The CPO and members of the CPMT also contribute to project implementation support by participating in supervision missions. The CPMT members are made up of a core of dedicated Senior Nigerian professionals who have had at least Director level experience in IFAD or Federal Government of Nigeria. As such, the CMPT are very useful for capacity building of both the CPO and Project teams.
Pipeline development	All programmes scheduled in the 2001-2006 COSOP have been fully developed. The new Results-Based COSOP for period 2010-2015 should ensure consistency with government policy and strategy for rural poverty reduction, and planned programmes for smallholder agricultural and rural development; harmonization with, and possible scaling-up of ongoing IFAD assisted programme/projects, and lessons of experience. The RB-COSOP team will also ensure that the Agreement at Completion Point in reference to the recently completed Country Programme Evaluation, and IFAD's strategic framework are fully taken into account. **Given the above,** and given that there is a continued out-migration of people from agriculture and rural areas to cities; the percentage of the poor living in cities is fast increasing, the COSOP will have two Strategic Objectives, namely: (i) Improved income and food security through small holder agricultural productivity and value-chain and (ii) Enhanced natural resources management, environmental conservation and climatic change. It is envisaged that IFAD assistance for Nigeria during the next COSOP period will be harmonised with the two ongoing and upcoming programmes of IFAD with a continued focus of investment in institutional capacity building and reform, food security, community based and market based production and agri-business support and value chain development. IFAD's Corporate Thrust that would be related to the proposed programme are: Thrust A: Support to projects and programmes driven by beneficiary participation in both design and implementation; Thrust B: effective portfolio management; Thrust C: Ensuring an effective presence and impact by maintaining a credible level of lending and expanding IFAD's outreach; Thrust D: Expanding and use of knowledge networks for the development of the rural poor; Thrust E: Efficient human resources and management system.

Country programme evaluation agreement at completion point

The Federal Republic of Nigeria

A. Background

1. In 2007/2008, the IFAD Office of Evaluation (OE) conducted a Country Programme Evaluation (CPE) in Nigeria. The main objectives of the CPE were to: (i) assess the performance and impact of IFAD's strategy and operations in the country; and (ii) develop a series of findings and recommendations that will serve as building blocks for the preparation of the new results-based country strategy and opportunities paper (COSOP) for Nigeria. The COSOP will be formulated by the West and Central Africa Division (PA) of IFAD and the Federal Government of Nigeria.

2. This Agreement at Completion Point (ACP) presents 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 (NRTW), organised in Abuja on 27-28 November 2008. The ACP captures the understanding between IFAD management, represented by the Programme Management Department, and Government of Nigeria, represented by the Federal Ministry of Agriculture and Water Resources (FMAWR) on the core CPE findings and on their commitment to adopt and implement the evaluation recommendations contained herein within specified timeframe.

B. Main CPE Findings

3. **Development setting**. The pro-poor development environment in Nigeria is unusual in that its vast oil and gas exports provide the country with high volumes of hard currency earnings, adequate financial resources to promote economic and social welfare and reduce rural poverty. Despite its relatively high income, Nigeria has not yet managed to resolve its income disparity and rural poverty problems. The per capita gross national income was around US$620, based on 2005 data (World Bank, 2008). The poverty challenge is illustrated by the fact that Nigeria accounts for around 25 per cent of the rural poor in sub-Saharan Africa, and still has 64 per cent of the population living below the poverty line in 2006, with around 80 per cent incidence among woman-headed households

4. During the period under review, and in 2007 only about four per cent of the federal public expenditure was allocated to agriculture. In 2008 the present Government raised this figure to seven per cent with plans to increase it to more than the ten per cent target agreed at the Conference of the Ministers of Agriculture of the African Union in Maputo in 2003. Overseas development assistance to Nigeria is extremely limited comprising only 0.5 per cent of GDP and the IFAD contribution is minimal compared to total Government revenues or the contributions of donors such as the European Union and the World Bank.

5. Agriculture and rural development are crucial to the Nigerian economy. Around 45 per cent of GDP is generated from agriculture and almost 70 per cent of the poor live in rural areas and derive their livelihoods primarily from small scale agriculture and rural activities. Small farmers account for 90 per cent of national food production. Limited accessibility to inputs, equipment, new technology, and markets has kept agricultural productivity low. Small farmers are also more acutely affected by climate change and commodity price volatility.

6. Government is committed to the sector as indicated in the National Economic Empowerment and Development Strategy, the National Policy on Integrated Rural Development and the New Agricultural Policy Thrust. IFAD is considered by Government

as an important development partner because of: (i) its focus on agriculture and rural development for rural poverty reduction; (ii) its flexibility as a development organisation and the quality of its interventions; and (iii) its experience in participatory approaches and in promoting innovative solutions to rural poverty reduction that can be replicated and scaled up by the Government, donors, the private sector and others. Also, according to the IFAD Performance Based Allocation System, Nigeria is entitled to over 40 per cent of the Fund's overall financial allocations to the West and Central Africa Region.

Performance and impact of IFAD's strategy and operations

7. **IFAD Country strategy issues**. The CPE found the analysis of opportunities and constraints in the agriculture and rural sectors, as well as of rural poverty in the 2001 COSOP, to be limited in depth. However, the COSOP provided a useful framework for cooperation with the country. Its attention to policy and advocacy in agriculture and rural development, to promoting effective rural institutions and to productivity and natural resource management were, and remain, relevant and important in the aid architecture of today.

8. The vast geographic coverage of IFAD's activities, with near national coverage of some operations also raises concerns related, *inter alia,* to synergies within and across projects as well as to the sustainability of benefits. Nevertheless, the approach and content of IFAD supported CDD concept projects have lent themselves to rapid and sound expansion and replication at National, State and LGA levels, with broad support to the by Government and donors and considered as best practice for local development. However, insufficient attention was devoted to smallholder agriculture activities and the limited positioning of CDD within the broader local governance framework, where linkages to the private sector, such as rural banks, could have provided credit for enterprises and income-generating activities. With regard to the latter, for example, a wide geographic spread of activities would cause greater challenges to the Government in providing the technical assistance and follow–up needed by the rural poor after project completion.

9. **IFAD Operational Issues**

(a) Centrality of agriculture. Despite its modest financial contribution, IFAD has a distinct and catalytic role in improving the livelihoods of small farmers, including women, artisanal fisher folk, pastoralists and other disadvantaged communities. However, recent operations financed by IFAD have not devoted adequate levels of attention to agricultural activities.

(b) Local governance. IFAD interventions have contributed to a change in mind-sets in the local government agencies (LGAs) and community leaders, who have adopted a more inclusive approach to decision making and resource allocation for rural poverty reduction activities. Positive results are visible especially under the CDD approach. These include: (i) pioneering of participatory processes, beneficiary empowerment and fostering of group and community cohesion and self-reliance for development; (ii) involvement of LGAs in development planning and execution, leading to better local governance; and (iii) contribution to construction, cost-effective completion, timely achievement and organization for operations and maintenance and management of social infrastructure.

(c) Institutional framework and partnership. The CPE underlines three specific issues related to institutional arrangements and partnerships for project planning and implementation. Firstly, the recent development of operations outside the purely agricultural sector has created new challenges and very strong reservations by the Federal Ministry of Agriculture and Water Resources in terms of institutional roles and responsibilities among federal

agencies, for project implementation. Secondly, while the CPE recognizes the importance of working with Federal and State Governments, it finds the various administrative layers introduce complexity in operations, for example, in terms of delays and denials in funds flows, arising from difficulties in securing counterpart funding, as well as implementation, coordination, monitoring and communication. Thirdly, there has been only limited cofinancing of IFAD interventions, so that opportunities for replication, up-scaling and joint pro-poor policy dialogue have not been maximized.

(d) Promotion of pro-poor replicable innovations. IFAD has been successful in promoting pro-poor innovations in its operations in Nigeria. However, a more systematic and organized effort by IFAD might have ensured even wider replication and up-scaling and insufficient human and financial resources, and time, were devoted for IFAD's engagement in policy dialogue, knowledge management and the fostering of strategic partnerships with key players in agriculture activities. Although the grant-funded support to the International Institute of Tropical Agriculture to develop new cassava varieties, and the promotion of community-driven development (CDD) in projects in the Katsina and Sokoto States and other community-based programmes are examples of successful innovations that have been replicated and scaled up by local governments and others. IFAD's performance in non-lending activities was only moderately satisfactory. Also, the CPE found that insufficient synergies were developed between IFAD grant-funded and loan-funded activities, thus limiting the benefits of grant-funded initiatives. Grants have been used, *inter-alia,* for developing and piloting new technologies, which have not always found their way into wider loan-funded activities.

(e) **IFAD Country Presence**. Operational activities and participation in in-country meetings and working groups' activities have improved with the recent establishment of the country presence office (CPO). The CPE acknowledges that the sound move towards direct supervision and implementation support in recent operations should further contribute to better development effectiveness on the ground. As such, the evaluation commends IFAD for strengthening its presence by establishing an office in such a large and important country as Nigeria. However, its view is that the current human resources arrangements, level of delegation of authority and resources deployed for the country presence should be of a calibre that would allow it to play a greater role in improving IFAD's assistance to Nigeria.

C. Recommendations

Recommendation 1: Renewal of Focus on Small-scale Agriculture for Poverty Alleviation

10. The evaluation recommends that the future IFAD strategy and activities in Nigeria should pay critical attention to addressing the main challenges related to the low productivity of smallholder farmers. This would serve as the main vehicle for improving small farmer competitiveness, including enhancing their incomes and promoting better livelihoods. The heterogeneity of small farmers would require different approaches that cater to the needs of both subsistence and market-oriented individuals and groups. The prime importance of a value chain-based and commercialised approach to enhancing small farm livelihoods is acknowledged. As such, particular attention should be given to ensuring more systematic access to markets by adopting a value-chain approach, as well as linkages with the private sector, for example, for the provision of sustainable rural financial services and agro-processing. It is also recognised that, where required, rural finance and micro-enterprise development, adaptive research and extension, environmental management, and improvement of livestock production and marketing are key elements of small farm development.

11. In addition, it is recommended that the renewed focus should be accompanied by a reduced geographic coverage of IFAD-supported operations, including those that have a national coverage as well as those that take an area-based development approach. This would, *inter-alia*, contribute to better development effectiveness in general, and at the same time facilitate supervision and implementation support, the promotion of innovations, monitoring, evaluation and co-ordination, as well as ensure wider synergies within and across projects. The criteria for selection from the reduced areas to target in the future will be further discussed during the formulation of the next Nigeria COSOP. For instance, the levels of rural poverty and gender inequality are examples of two important criteria for choosing the intensity of support to States and LGAs upon which to focus.

Recommendation 2: Adaptation of the Institutional Framework and Partnerships

12. The CPE also recommends that the current operational arrangements whereby the roles and responsibilities of the Federal Government and State and Local Governments are adequately stratified be further deepened to emphasise intensity of action at the local levels. Lending to State Governments under the Subsidiary Loan Agreements with the Federal Ministry of Finance is an effective way of increasing ownership and giving greater direct responsibility to facilitate the flow of funds and allocation of counterpart financing by the States authorities. Also, allocation of grant resources to national agricultural research institutions will contribute to development of appropriate technologies and identify innovative approaches to sustainable agricultural development.

13. The CPE recommends that IFAD needs to ensure that the federal partner agencies selected have the required skills, experience and competencies to ensure effective implementation and support to IFAD-financed activities. In this regard, it was recommended to expeditiously develop a mutually satisfactory understanding on pending institutional issues, in terms of coordination, division of labour and implementation, especially as they relate to RUMEDP, which has not yet been negotiated. In the absence of such an understanding, IFAD management may consider a cancellation of the corresponding loan in the near future, thereby allowing IFAD to devote its limited resources to other pressing country strategy, programme development and implementation issues.

Recommendation 3: Promoting Pro-poor Innovative Solutions

14. The total volume of ODA to Nigeria is minimal and the IFAD financial contribution is a very small proportion of total ODA. Therefore, the CPE recommends that IFAD should focus its future country strategy and programme on promoting pro-poor innovative solutions to rural poverty, which can be replicated and scaled up by the Government, donors, private sector and others. It is proposed that a more systematic approach be taken to finding and piloting innovations, and greater attention be paid to policy dialogue, knowledge management and development of strategic partnerships, which are important factors in replication and scaling up of successful innovations. Similarly, proactive efforts are required to link grants to loan-funded investment projects. Grants may be used for testing innovative solutions, which can then be applied more broadly through loans. Among other areas, innovations should be centred on the objective of improving smallholder farmer productivity, taking account of the challenges currently facing farmers, including those of rising commodity prices. This should also include due consideration of adaptive research oriented to the needs of small farmers. Likewise, innovative solutions that would assist farmers to limit the effects of climate change should be explored. The CPE advocates that more attention be given to private/public sector partnerships, donor coordination and policy dialogue. The Federal Government of Nigeria has developed a National Food Security Programme with emphasis on commercial agriculture, food security and sustainable land management, amongst

others. In this regard, IFAD will consider to partner on all aspects consistent with its mandate.

Recommendation 4: Strengthening Local Governance

15. The CPE recommends that more attention be devoted to positioning CDD within the broader local governance framework, strengthening the capability of all actors at the local level such as States and LGAs, elected local bodies, the private sector, local NGOs, and CBOs. In particular, at the State and LGA level, there is a need to reinforce grass roots and local government capabilities in development planning, delivery and improvement of service provision. Empowerment and consolidation for progressive devolution of governance to the local level should be supported through policy dialogue and improved knowledge management. The CDD approach should in fact be adopted even more widely as an instrument for participatory agriculture and rural development activities in Nigeria.

16. The development of robust farmer associations as part of a stronger local governance framework that can lead to better empowerment of the poor would be another area of innovation for IFAD and Government to pursue in the future. In this regard, IFAD's positive experience of promoting farmer associations in both Western and Central Africa and in other regions might prove valuable. IFAD can play a role in supporting the broader participation of all tiers of government and research institutions and grass roots organisations in development, principally through sensitisation, capability building, counselling and mentoring.

Recommendation 5: Adaptation of the IFAD Operating Model

17. Nigeria is a large country of strategic importance to IFAD. Given the vast number of rural poor, the increasing financial allocations under the performance-based allocation system (PBAS) and the proposed re-emphasis on promotion of replicable innovations, it was recommended that IFAD should seek ways and means of strengthening its country presence, for example in terms of human and financial resources, infrastructure, roles and responsibility. In this regard, the option of out-posting the country programme manager (CPM) should be explored. Such an IFAD country presence could eventually have a sub-regional dimension, which would entail the CPM covering and based in Nigeria also assuming responsibilities for IFAD operations in selected neighbouring countries. A stronger country presence would allow IFAD to be more fully engaged in policy dialogue, further its commitment to meeting the provisions of the Paris Declaration on Aid Effectiveness, improve its knowledge management, and ensure even better implementation support.

18. The introduction of the PBAS has important implications for the projects funded by IFAD in Nigeria. Increasing the total volume of resources allocated to the country under the PBAS calls for serious thought as to the number of projects to be developed and the corresponding volumes of loans. Given the current levels of IFAD human resources allocated to Nigeria, it was suggested that financing fewer projects with larger loan amounts would appear to be the most plausible option.

Proposed Timeframe to Implement the Recommendations

All of these recommendations will be taken into account in formulating the new results-based COSOP, which is expected to be finalised and discussed by the IFAD Executive Board before the end of 2009.

Key Partners to Be Involved

19. The West and Central Africa Division will be the main IFAD Division responsible for ensuring the implementation of the recommendations in this Agreement at Completion

Point. In fact, within the framework of the IFAD President's Report on the Implementation Status and Management Actions, prepared annually and submitted to the Board for consideration, the PA Division will provide an account of how the recommendations were incorporated in the new Nigeria COSOP. The main partner in the Government of Nigeria responsible for ensuring the implementation of the recommendations will be the Federal Ministry of Agriculture and Water Resources.

Signed by:

Dr. S. A. Ingawa
Executive Director of the National Food Reserve Agency
Federal Ministry of Agriculture and Water Resources, Abuja, Nigeria

_____ Date _____

Mr. Kevin Cleaver
Assistant President, IFAD Programme Management Department, Rome

_____ Date _____

Project pipeline during the COSOP period

SUPPLEMENTARY SUPPORT FOR- COMMUNITY-BASED AGRICULTURE AND RURAL DEVELOPMENT PROGRAMME-CBARDP

Possible geographic Area of Intervention and Target groups

1. The supplementary support to CBARDP would operate in the same geo-political regions of North East and North West. However, actual project area will reflect the commitments demonstrated during the implementation of CBARDP. Commitment of States (Katsina, Sokoto, Zamfara, Yobe, Kebbi, Jigawa, and Borno) included in the CBARDP have been evaluated by the timeliness and adequacy of counterpart contribution, responsiveness to institutional changes, scaling-up of successful experiences of the programme, and maintenance of developed infrastructure. To some extent, all the states but Borno have demonstrated strong commitment in the programme, especially in the use of Community Driven Development Approach (CDDA) at the Local Government Council level and they will be included in the extension phase. Actual level of commitment by concerned states/LGCs will be determined during top-up and/or redesign. .

2. The target groups will not change. The definition and targeting instruments, which have been detailed in the appraisal report of CBARDP and successfully applied during implementation, will apply. In broad terms the target groups are: active poor rural men and women, youths (boys/girls); physically challenged, and individuals living with HIV/AIDS, and families/individual who are suffering from the consequence of HIV/AIDS e.g. poor households/individuals burdened by HIV/AIDS related orphans.

Justification and Rationale

3. The States/LGCs/communities in the programme area have demonstrated their commitments to self-driven development and are willing to expand development to get more of their poor people particularly those still living below the poverty line, out of poverty. Further assistance to be provided under the proposed supplementary financing will help towards this goal. Some infrastructures which have been developed need further improvement e.g. a number of water control and small-scale irrigation schemes will need consolidation, expansion and improve management. Also some primary schools and health centres developed by the communities under the CBARDP lack basic facilities including potable water and waste disposal facilities and in general environmental safe guards. Culverts have not been provided on a number of rural access roads and this type of infrastructure needs to be provided to enhance all season use of the rural roads. Furthermore, majority of the micro-projects are stand-alone projects which need complementary projects for completeness and required impact. Improved community organization and training in rural infrastructure maintenance will be needed to further enhance sustainability. Streamlining of institutional framework to promote linkages between LGC/states/FGN has proved difficult but some progress has been recorded in a few cases which should be further assisted to provide lessons for future development efforts. The institutional framework already established will be handy towards expansion and consolidation.

Programme Goal and Objectives

4. The **goal** and **objectives** of the proposed supplementary assistance will remain as for CBARD and are; **Goal**: *improvement of the livelihoods and living conditions of the rural poor with emphasis on women and other vulnerable group particularly the physically challenged*. The **objectives** are (i) empowerment of poor rural

women and men, and youths to critically analyse their constraints, opportunities and support requirement, to increasingly manage their own development; (ii) Support institutional rationalization and improvement for policy development programme, planning, and development process management, and (iii) Support for a balanced and sustainable rural infrastructure, agricultural, and other rural development interventions.

Ownership, Harmonization and Alignment

5. CBARDP is premised on the leadership of communities/producers in deciding the development thrust. They undertook the planning and execution of development initiatives including their contribution to development and operation. This approach has made them own the activities supported by the programme. The same approach will be followed under the proposed expansion. Ownership will be further enhanced through the building of the lessons already learnt. The programme is being implemented using the existing government institutional framework at the FGN, State and LGC levels. Improvements and streamlining of institution which has been supported will be further enhanced. The development is grassroots based, ensuring harmonization with community development concerns, and integration with LGC development plans and budget. The CDD approach of CBARDP assured full alignment with the people-centred development approach under NEED/SEEDS/LEEDS, and the agricultural and rural development strategy of government. The additional initiatives will, apart from building on the successful experience of CBARDP.

Components and Activities

6. The proposed programme will seek to consolidate and expand successful experiences of CBARDP, and will build on the foundation laid for a community driven socio-economic development. Over 4000 community groups have been developed to plan and execute rural infrastructures .The approach has proved successful in terms of costs, transparency and sustainability. The proposed programme would focus on the following components (i) **Community driven development** which will consolidate and expand rural infrastructure mainly in rural water development for human, livestock and crops, rural roads, adult literacy, and enhancement of primary education; and (ii) **Institution streamlining and capacity building** for programme implementation.

Component 1: Community Driven Rural Infrastructure Development

7. The following infrastructures which have been established but need upgrading will be supported to improve services and ensure sustainability. Further training of users on operation and maintenance, and resource management will be assured. About 407 primary schools in six States covering 60 Local Government Councils will be improved by providing water and waste disposals; similar improvement will be carried out in 316 health centres. About 1367 water points developed will be improved to raise water supply capacity and will be fitted with solar pumps which are easy to manage in the remote areas. The new approach will be to replace a stand-alone micro-project approach with an integrated and or complementary micro-project approach for completeness, impact and environmental safe-guards considerations. Adult illiteracy continue to constitute major problems for agricultural and rural enterprise development, therefore the support to adult literacy will continue to receive support. Over 1,308kms of rural roads will be improved to permit access to remote areas in all seasons. The government universal basic education programme has fully taken–off and should provide physical infrastructures. No new initiatives in this area are anticipated however, mobilization of communities to increase enrolments particularly for girls will continue. New rural water points, rural roads and primary health services including support to HIV/AIDS control advocacy will continue but will be

supported within the LGC development framework to promote improve ownership and sustainability. Building on the lessons, detailed guidelines will be developed at the programme design stage to ensure scaling up and sustainability of rural development efforts.

Component 2: Institutional Streamlining and Capacity Building for Programme Implementation.

8. The implementation structures for implementation established at the FGN, State and LGC will be reviewed during the design of the proposed programme with a view to reduce cost, enhance management, and avoid duplication and conflicts. Particular areas of focus will be on effective coordination of implementation, noting the ongoing reform in FMAWR; and monitoring/evaluation system that will redress weaknesses in the existing system. Another area that will deserve major review and improvement is the planning, and monitoring/evaluation capacity of the LGCs.

Costs and Financing.

9. The proposed programme is estimated to cost US$18 million over a three-year period. The cost would be financed by an IFAD loan of US$13 million, and the balance of US$5MILLION would be financed by the FGN, the participating states and local government councils, and the benefiting communities.

Summary Tentative costs and Financing Arrangement (US$ million)

Components	Possible Financing Agreement						
	Total cost (Million)	%	IFAD	FGN	States/LGCs	Comm.	Total
1) Community-driven Rural Infrastructure	15.0	61.0	13.0	-	1.5	0.5	15.0
2) Institution Streamlining and Capacity Building	3.0	11.0	2.0	0.5	0.5	-	3.0
Total	18.0	100.0	15.0	0.5	2.0	0.5	18.0
% financed	-	-	83.3	2.8	11.1	2.8	100.0

Organization and Management

10. The programme would be implemented using the existing structure. However, coordination, and monitoring and evaluation arrangements may be modified to reflect changes that may occur from the ongoing reorganization of FMAWR, and the need to align the monitoring and evaluation arrangement with the national system involving allocation of greater responsibilities to LGCs, and impact evaluation to National Planning Commission. The programme organization and management will be defined at the programme design stage and will ensure greater alignment with government institutional arrangement to ensure sustainability and replicability.

Monitoring and Evaluation Indicators

11. Since the goal, objectives and components of the programme would be similar to the ones for CBARDP, the indicators (output/outcome/impact) would be similar except for values. The logical framework, and results framework will be prepared at the design stage through up-dating the CBARDP monitoring and evaluation indicators. CBARDP has adopted the IFAD's Results and Impact Management System (RIMS) framework. The same will be the case for the new programme.

Risks and Mitigants

12. The following are fundamental risks experienced by CBARDP and which may also affect the proposed follow-on programme.

a) Untimely and inadequate contribution by governments. This risk causes delays in implementation and negatively affects IFAD disbursement level and pattern. This risk will be minimized by excluding those states/LGCs that have not met their responsibilities in this respect under CBARDP. Direct firm undertakings to contribute counterpart funds timely and adequately will be given by the participating states/LGC, as against indirect commitment provided through FGN under CBARDP. FGN is also a culprit although the situation has changed positively in the last two years. Nevertheless, firm commitments will be required from the respective participating FGN ministries/agencies.

b) Institution streamlining and capacity building has not received deserved attention by governments. The issue will receive close attention at design stage and basic agreements will be reached on action required. Such commitment by all levels of government will be part of the loan agreement.

c) Where Agriculture is included in the extension phase, intensification will heighten environmental degradation and negatively impact on climate change. The proposed programme will promote conservation agriculture, including soil and water conservation practices, improved range managements, agro forestry and intensification of soil enriching practices. Awareness creation and training on issues of environment and climate change will be provided. In order to share the risks that may arise from climate change, the programme will promote agricultural insurance through training and awareness creation among smallholders, and encourage participation by private insurance companies. Emphasis will be given on private extension service providers to improve on the effectiveness and efficiency of extension services delivery to participating farmers and farmer groups

Timing for Design

13. Programme design could commence in the second quarter of 2010 for presentation to IFAD's September 2010 Executive Board.

NIGERIA: VALUE CHAIN DEVELOPMENT SUPPORT PROGRAMME

Possible geographic Area of Intervention and Target groups

1. The proposed programme will focus on key food crops, livestock and fisheries in which smallholders have comparative advantages and which are important for food security at both the rural household and national levels. The commodities which will satisfy these basic criteria have been identified to include; (a) **cereals** - maize; rice, sorghum and millet; (b) **pulses**: groundnuts, cowpeas; (c) **oil seeds**; oil palm, cotton. (d) **roots and tubers**: cassava, potatoes and yam; (e) **fruits and** vegetables: onions, tomatoes, plantain and bananas; (f) livestock: poultry and small ruminants; and (g) fisheries. The geographic area of intervention will be primarily dictated by the choice of commodities, and the intensity of poverty within the selected commodity production area. The target areas would include the northern, middle and southern belts.

2. The target groups will comprise: (a) subsistence and market-oriented active smallholder men, women, and youths who cultivate 1-25ha/household; (b) active women, youth and men who are active in the agricultural commodity chain; (c) communities, groups /associations involved in agro processing, and commodity trading and (d) physically challenged and people with HIV/AIDS. During programme design the programme area will be carefully identified and defined with characteristics justifying proposed interventions. Similarly the target groups will be defined fully along with targeting instruments, in line with IFAD's guidelines.

Justification and Rationale

3. Agricultural development intervention in Nigeria over the past two decades have succeeded in raising production essentially through expansion of cultivated areas. Productivity improvement has been minimal and yields of crops in most cases are less than 50% of what is achievable. There is significant domestic supply gap for all the commodities. For instance over 40% of the nation's 6.3million metric tons of domestic demand in rice is imported. The development approach (supply-driven) has not only impacted negatively the environment, but has failed to show significant improvement in the incomes of agricultural producers, particularly smallholder farmers. Low smallholder income hampers adoption of available improved technologies including the use of production-enhancing inputs while the private sector and service operators are disconnected from the producer, thus making extension service inefficient and ineffective as well as continued lack of access and capacity to use yield-enhancing inputs. Smallholder economic performance is also affected by poor linkage to markets, and limited knowledge, skills and financial resources to participate in commercial transactions. In order to improve their lots, smallholders are striving to enhance their agricultural productivity and diversify into agro-related rural businesses. The shortage and high cost of capital, weak infrastructure, and inadequate legal and regulatory framework have, however, constrained their progress. A few have succeeded in making a transition from subsistence to semi-subsistence/semi-commercial status. Many more can break the bondage of poverty if the constraining factors are addressed. The proposed programme seek to address the constraining factors through a coordinated smallholder agricultural commercialisation approach which is market-led, demand-driven and which will make smallholders and the private sector operators key actors in agricultural commodity value chains.

4. The CPE has identified inadequate focus on agriculture by IFAD country programme as a weakness hampering contribution to food security and rural poverty alleviation. In this regard, the CPE recommended that more emphasis

should be given to agriculture, and that a commodity value chain development should be considered. Consistent with the CPE recommendations, the Federal Government of Nigeria, in partnership with the World Bank, has begun to implement a large scale commercial agricultural development initiative which is anchored on value chain. Besides this Government/World Bank supported initiative, a number of donor assisted agricultural projects/programmes (USAID Funded MARKETS Project and DFID funded PrOpCom) have started initiatives in value chain approach to agricultural development. Consequent upon these developments, IFAD, in partnership with the Federal Government of Nigeria, will, under the COSOP (2010 – 2016), build on the emanating experiences and lessons to support an integrated commodity value chain programme to improve rural livelihoods in carefully selected areas. The intervention will, as well, follow a business and commercialisation oriented pathway that will expand economic opportunities in the agricultural and rural sector and targeting smallholders and other entrepreneurs supporting rural economy (farmers, input dealers, processors, and markets actors).

5. The proposed programme will address IFAD strategic objectives of assisting poor rural women and men to develop skills and organisation to take advantage of: improved agricultural technologies and effective production services; competitive agricultural input and produce markets, a range of financial services; and opportunities for rural off-farm employment and enterprise development.

Programme Goal and key Objectives

6. The programme **goal** is to improve incomes and food security of economically active poor rural households engaged in production, processing and marketing of selected agricultural commodities, through their linkage with the commercial sector. The key **objectives** are (a) to strengthen selected agricultural commodity chains by improving enabling environment and institutional capacity to enhance smallholder agricultural productivity and commercialization; (b) to facilitate the access of poor rural households to market, and strengthen their participation in agricultural commodity trade chains; and (c) provide institutional support for effective implementation of the programme.

Ownership, harmonization and alignment

7. IFAD will continue to partner with governments at all levels to build upon achievements of previous interventions, and enhance the impact of the 7-point Agenda of the Federal Government of Nigeria. Experience has, however, shown that lack of enthusiasm of Government to meet their counterpart fund obligation has been a major hiccup in the implementation process. The proposed programme will emphasize ownership through: a participatory design process which will require expression of commitments from FGN/State/LGC including firm undertaken to provide counterpart funds; implementation within the existing institutional framework which will be streamlined and strengthened; and empowerment of the target groups through organization, training and awareness creation.

8. The programme objectives are aligned with the key agricultural strategies of government including promotion of value-chain through productivity increases, promotion of agro-processing, storage and market linkage; encouragement of private sector investment in agriculture; creation of enabling environment for agriculture and rural enterprise development; and facilitating linkages between financial institutions and farmers/producers' groups. The government in collaboration with WB, AfDB, USAID and DFID has initiated development of value chains for key crops. IFAD has also supported value chain development for roots and tubers. The proposed programme will build on the lessons from these

initiatives and replicate successful experiences. The proposed programme, will be harmonized with programmes in existing IFAD country programme for synergy: RUFIN will provide access to finance; and RUMEDP will provide institutional support base for rural agro-industries which may be supported under the proposed programme. The programme would be developed in response to demands from the states/LGCs, and the commodity selection will be by the target groups in response to market demand and their technical, financial and management capability.

9. The proposed programme will emphasize raising agricultural productivity through expansion and efficient management of irrigation schemes, promotion of conservation agriculture through appropriate technologies, enhancement of livestock production through improved range management to ameliorate overgrazing and improved animal health services. This will be in alignment with the FGN/Agricultural sector development strategy and the Comprehensive Africa Agriculture Development Programme (CAADP) which is the agricultural part of the New Partnership of Africa's Development (NEPAD). The proposed programme is also consistent with the four pillars of CAADP, namely: (i) expansion of the area under sustainable land management and reliable water control; (ii) improvement in rural access; (iii) increasing food supply and reduced hunger; and (iv) agricultural research, technology dissemination and adoption. Nigeria is a member of the Coalition for African Rice Development (CARD), seeking to raise productivity and production of rice in Africa. Nigeria has an active rice production programme using the value chain approach and involving smallholders and private processors. Rice is a key commodity to be promoted by the proposed programme. Therefore, active partnership will be forged with CARD during design and implementation.

Components and Activities

10. The proposed programme would comprise three components: (i) capacity building and promotion of enabling environment for value chain; (ii) improved smallholder productivity and access to markets; and (iii) programme management. A summary of the components description which will be detailed at full-project design is given below.

Component 1- Capacity building and promotion of enabling environment for value chain development

11. A major problem for smallholder farmers is their low capacity to organize themselves in order to (i) strengthen their bargain power vis-à-vis traders and processors, and (ii) influence agricultural development policies. As a result, their needs are not well taken into account in agricultural and rural development. Another problem facing smallholder farmers is the weak and defused institutional base that hampers rendering of effective services to producers. The programme will seek to strengthen farmers' organizations and streamline government institutional framework to facilitate institutional linkages for agricultural extension services between the FGN, the states and the LGCs. Responsibilities and cost sharing will be defined in a participatory way involving management staff at the three levels of government. The objective is to create necessary synergy, avoid duplication which breeds conflicts and raise productivity. Technical and management training will be provided to all cadres of staff. Refinement of technologies will be promoted through a system of participatory technology generation and dissemination involving the research institutes, the extension services, and the farmers. In addition to supporting the public research/extension system, the programme will promote private extension services to enhance effectiveness, and efficiency through competition. Producers' groups will be promoted and provided active support for development. The group approach will

aim to significantly enhance market access and participation by smallholders in the decision making process along the value chain of their concern. The formation of value chain network comprising of key value chain operators will be promoted. The network will include producers association, financial institutions, agric-input dealers (including seed companies), mechanization service providers, private extension service providers, commodity traders, processors, researchers and extension service providers. Series of training workshops will be provided to explain the operation of the value chain and promote collaboration. Value chain facilitators including NGOs, private consultant, and private companies exposed to value chain development will be facilitated to provide services. Technical assistance of about 6 person months will be financed to review legal and regulations and provide recommendations that will reduce barriers to rural commercialization, and provide the basis for policy dialogue. A two year T.A. will also be needed to provide training to value chain operators, organize the network and produce the first set of value chain mapping and analysis for selected commodities and sectoral action plans for priority commodities.

Component 2- Improved smallholder agricultural productivity and access to markets

12. This component will aim to improve agricultural productivity, enhance product quality, and support agricultural commercialization through the strengthening of linkages between smallholders and markets. Focus will also be on linkage of farmers, farmer groups/associations with other value chain operators including input suppliers, processors and traders. Series of training and workshops will be held for awareness creation on commodity specific issues/areas which may include: market demand, quality requirement, prices in relation to location and quality, how to access key inputs such as seeds and fertilizers, storage, packaging and produce transportation, opportunities for aggregating products to increase value, bulk purchases to receive discounts, crop variety selection to respond to niche markets, and other simple and affordable value-adding measures. The emphasis will be to enable farmers significantly increase productivity, production and income. It is envisaged that the range of support will include enhancing the capacity of farmers to access and use improved technologies capable of making agriculture competitive at their level. To a large extent, access to proven technologies and best practices will be promoted, acquisition of farm inputs, notably improved and high quality planting materials for crops, as well as improved technologies for animal and fisheries husbandry.

13. Intervention will aim at making the products competitive through efficient processing and marketing to add value and improve product quality so as to meet consumer preferences. The activities related to market access will be undertaken in conjunction with the other IFAD-funded programmes, namely RUFIN and RUMEDP to foster access to finance and improve skill development. They will also build on other programmes aimed at developing commodity value chains.

Component 3: Programme Management

14. A programme coordination and management support unit will be supported within the Federal Ministry of Agriculture and Water Resources (FMAWR). A nucleus of staff with technical and management capabilities will be provided as well as T.A. staff in key areas. The details will be decided at design stage. It will be incorporated in a department with relevant mandate. The implementation of activities will be mostly by small-scale producers/processors, and organised private sector, technically supported by the State/LGC institutions with technical backstopping from relevant departments of FMAWR. Capacity and institution strengthening will be supported for these public/private institutions. A strong monitoring and evaluation system would be set-up and will fit into existing

institutional frame involving NPC, the planning/monitoring system at state and LGCs. The details of programme management support will be worked out at the design stage and will require a firm commitment from the FGN, the participating states and LGCs to provide the policy base, institutional framework, and necessary counterpart funding that will ensure effective implementation and sustainability.

Costs and Financing

15. The proposed programme is tentatively estimated to cost about US$ 86 million over a six years. IFAD financing will amount to about US$ 70 million. The balance will be financed by the FGN, participating states/LGC, the beneficiary communities and local banks. The table below indicates the possible cost and financing arrangement;

Summary Cost Estimate and Financing Arrangement (US$ million)

Components	Possible Financing Agreement							
	Total cost (Million)	%	IFAD	FGN	States/LGCs	Comm.	Local Bank	Total
1) Capacity building and promotion of enabling environment for value chain development	15.0	17.4	11.0	2.5	1.5			15.0
2) Improved smallholder agricultural productivity and access to markets	62.0	72.1	58.0			2.0	2.0	62.0
3) Programme Management	9.0	10.5	5.0	2.0	2.0	-		9.0
Total	86.0	100.0	74.0	4.5	3.5	2.0	2.0	86.0
% financed	-	-	86.0	5.2	4.1	2.3	2.3	100.0

Organization and Management

16. The programme would be implemented within the institutional framework of the government which will be streamlined and strengthened. The FMAWR will assume overall responsibility for implementation. It will establish necessary linkages with the participating states and LGCs that will be responsible for day to day implementation using their institutional structure. The private sector including small-scale producer/processor organizations and organised private sector will play key roles as participants in the value chains. A commercial bank will be charged with the management of Agricultural Development Fund under terms and conditions to be defined at the programme design stage. The programme will be linked with RUFIN to facilitate access to finance, and to RUMEDP which will assist in organizing and training of value chain actors particularly those involved in agro-processing and commodity trade. A strong monitoring and evaluation system would be established within the programme coordinating office and will link with FGN-NPC, state and LGC to create a national M/E system which can be used not only for the programme but for the M/E of IFAD country programme. The programme oversight responsibilities will be that of a Programme Steering Committee (PSC) which will be chaired by Hon Minister of Agriculture and Water resources and including members from key implementing institutions/Agencies. The details of implementation arrangements would be produced at programme design and will respond to the ongoing institutional changes in FMAWR, which should be completed before the programme design.

Monitoring and Evaluation Indicators

17. The monitoring and evaluation indicators will be defined at programme design stage but are expected to include the following ; the number of beneficiaries and the degree to which they benefit, disaggregated by gender; the number of value chains developed and operational; volume of increase in domestic and international commodity trade resulting from programme effort; number of employment generated by type, disaggregated by gender; and number and type of small –medium agribusiness enterprises established and functional.

Risks and Mitigants

18. Operational risks are difficult to identify at this stage but will be defined at programme design stage along with their mitigants. Fundamental risks relating to governance, institution and policy have been identified and would include the following: (i) socio-economic conflicts may disrupt implementation, discourage private sector investment and cause destruction of assets. The programme will promote participatory programme design and implementation to promote community ownership and exploit conflict resolution using the traditional instruments; community leaders will be involved in decision making on the use of community resources and sharing benefits therefrom. (ii) the policy, legal and regulatory improvements necessary to create an enabling environment for rural commercial development may not be put in place. The programme, as from the design stage will identify constraints in this respect and dialogue with governments at all the tiers to address them. At implementation, necessary reviews and studies will be undertaken to identify constraining factors along with recommendations to address them. These studies also will provide list of specific issues for dialogue with governments. (iii) the expected institution strengthening and streamlining across the three tiers of government may not materialize. The requirements for capacity improvement and institution rationalization will be defined and agreed at the designed stage and the fundamental changes will be made subjects of Financing Agreement. (iv) provision of counterpart funding may be inadequate and untimely. The participatory design process, obtaining of firm commitments from participating states, LGC and FGN as a condition for participation, and keeping within legal framework of financing by the different tiers of government will minimize this risk.

Timing for Design

19. There are a number of thorning institutional and policy issues which will need to be discussed and agreed at least in principle before embarking on programme design. They relate to establishment of institutional linkages between FGN-States-LGC, cost sharing between the parties, and the implementation of RUFIN and RUMEDP, in a way to provide complementarity with the proposed programme. It is envisaged that discussions and agreement in principle will be reached in 2010, permitting programme design in 2011; and a possible Board presentation in Dec 2011 or April 2012.

SUPPLEMENTARY SUPPORT FOR COMMUNITY-BASED NATURAL RESOURCE MANAGEMENT PROGRAMME (CBNRMP)

Possible Geographic Area of Intervention and Target Groups

1. The proposed supplementary support will cover the nine states of Niger-Delta as is the case for CBNRMP. The target group will also remain as defined under CBNRMP, except that the militants who have been demobilized under the Government Peace Initiative will be given the opportunity to participate.

Justification and Rationale

2. The Niger-Delta region, with the recent peace initiative and the demobilization of the militant, will have a peaceful environment which will facilitate development initiatives in the rural areas. Therefore, implementation can be stepped up, and this will substantially increase the draw-down of IFAD resources which has been very slow hitherto[9]. The local government/State governments have not been able to meet 45% contribution to community development efforts as expected, and this has also slowed down the disbursement of IFAD loan. There is a need to reduce the counterpart contribution of governments to community development efforts in line with decision reached at the Accra Regional Workshop of December 2009. These conditions will require additional resources from IFAD to address the programme objectives. In order to better address the development problems of the region, a Ministry of Niger-Delta Development has been created to play lead role in development particularly in policy and strategy development. This fundamental institutional change requires that the institutional framework for CBNRMP be rationalized and aligned with the current situation. CBNRMP has established itself in the region and has won the confidence of the rural communities, and NDDC as a credible development partner. Such an environment did not exist at appraisal, and participation in the design process was minimal. The improved social environment and institutional framework, call for a comprehensive review of the programme design with full participation of communities, government ministries, NDDC, and private sector investors particularly the oil producing companies. This will permit improved ownership by stakeholders, alignment of development strategy and programmes, and harmonization of resource use towards shared objectives. CBNRMP is due to close on 31 March 2014. It will be more rational to comprehensively review the programme design, to introduce useful changes and provide additional resources than starting a new programme to run parallel to CBNRMP. The upcoming Mid-term Review is expected to address this concern. The challenges posed by difficult coastal terrain, lack of willingness of the State and LGCs to meet their counterpart obligations for timely interventions as well as limited attention to agriculture from programme designed have negatively effected programming, even as some infrastructure projects have remained uncompleted.

Programme Goal and Key Objectives

3. The goal and objective of the reformulated and expanded CBNRMP will remain essentially the same as for CBNRMP. The **goal** will be to improve the living standard and quality of life of at least 400,000 rural households in the Niger Delta. The **objectives** are *(i) to* improve poor and rural people's income and food security *(ii) to establish the capacity of rural dwellers in the Niger-Delta region, to plan, execute and monitor their own developmental initiatives, with the support of service providers identified by them; and (iii) to provide community development fund to implement their development plans*.

[9] Implementation did not actually start until November 2005, despite effectiveness in 31 March 2005. The disbursement of IFAD loan stood at SDR 3,460,107.12. or 30.49.% as at September .2009.

Ownership, harmonization and alignment

4. The CBNRMP is driven by the communities who identify their development priorities, plan, and execute them with support from the programme and their own contribution. This process which has promoted ownership in the on-going programme will also be adopted under the proposed supplementary assistance. CBNRMP will be implemented within the government institutional framework. The participation in design will ensure that the activities to be supported under the proposed supplementary programme, will be fully harmonized and aligned with the policy and programme of the Federal/State/LGC governments, the NDDC, the development partners, and the key private sector companies that are playing key roles in the region's development. The proposed programme focused on rural infrastructure development, agricultural development, natural resource management, and technology generation and improvement is in alignment with the NEEDS/7-Point agenda of the FGN, and the Comprehensive Africa Agriculture Development Programme of NEPAD. The proposed programme will be linked with RUFIN for rural finance access and with RUMEDP to receive complementary support in rural enterprise development.

Components and Activities

5. The components have built on the lessons of experience of CBNRMP in particular, the community driven development approach, the development activities which the rural poor people have shown interest in, and the need to rationalize and harmonize the use of resources from governments and development partners including the organized private sector. Implementation over the past two years has confirmed the acceptance of Community-driven approach by government, development partners, and the communities. Handicapped by degradation of agricultural resource base, and limited access to land and water, women youths, and other vulnerable groups have responded positively to undertaking off-farm rural enterprises. Nevertheless, in the highlands, agriculture remain a preferred option. In response to these demonstrated needs, the proposed supplementary programme will include the following components: (i) Community-driven Rural Infrastructure Development; (ii) Agriculture, Fisheries and Rural Enterprise Development; and (iii) Institution Strengthening and Capacity building. The new programme will address environmental management and sustainability as a cross-cutting issue under first and second components

Component 1: Community-Driven Rural Infrastructure Development

6. The Community Driven Development Approach (CDDA) has generally been accepted by the rural communities as a successful development approach. The institutional capacity for mobilization, organization and training would be strengthened so that it could be adopted in the region by the government and other development partners. During the design, discussion will be held with the Ministry of Niger-Delta, NDDC, and other development partners to develop and support a single institutional framework for CDDA building on the CBNRMP experience and institutional framework. Consequently, community mobilization, organization and training for development will be expanded using the approach and training materials already developed by CBNRMP. Adult illiteracy hampers development initiatives. This is realized by most rural people and they have shown kin interest in attending literacy classes. The activities will be expanded under the proposed supplementary financing. Rural roads construction is popular but costly to construct. The resources from IFAD will prove to be inadequate, therefore, completion and improvement of the ones under development will be given priority. The proposed programme will collaborate with NDDC LGC to improve rural roads. IFAD efforts and resources can better be used in mobilization, organization and training of communities to support rural road development, and maintenance, while the resources from NDDC, LGC and other

development partners will be mobilized for development. Health facilities, village potable water points, and community halls are popular and will continue to be supported, but the same collaborative approach will be employed to harmonize resource use.

Component2: Institution Streamlining and Capacity Building

7. The improvement of institutional support from state, LGC, NDDC which has been initiated under CBNRMP will be expanded and streamlined to avoid duplication of effort which can cause conflict and a waste of resources. The capacities of state and LGC institutions/agencies responsible for grassroots producer organization development will be improved through training to better perform their duties. Such institution will include cooperative development support service, and rural development services. The institutional framework for implementing the programme will be streamlined and improved. Particular attention will be given to improve the planning, monitoring/evaluation system, and for knowledge management and information dissemination.

Costs and Financing;

8. The proposed programme costs have been estimated at about US$ 18.0 million over three years. IFAD financing will amount to US$ 13 million. The cost difference will be funded the participating state/LGC, NDDC the ministry of Nigeria delta, and the communities. The table below shows the possible cost and financing plan.

Summary Tentative costs and Financing Arrangement (US$ million)

Components	Possible Financing Agreement						
	Total cost (Million)	%	IFAD	FGN	States/LGCs	Comm.	Total
1) Community-driven Rural Infrastructure	15.0	61.0	13.0	-	1.5	0.5	15.0
2) Institution Streamlining and Capacity Building	3.0	11.0	2.0	0.5	0.5	-	3.0
Total	18.0	100.0	15.0	0.5	2.0	0.5	18.0
% financed	-	-	83.3	2.8	11.1	2.8	100.0

Organization and management

9. The programme will be implemented following essentially the implementation arrangement of CBNRMP. However, the Ministry of Niger-Delta will be expected to play key roles particularly in policy and strategy direction. Its roles will need to be aligned with the FGN ministries/agencies notably NPC, FMAWR and the Ministry of Niger Delta. The direct implementation will be by the States, LGC, NDDC, the communities and the organised private sector. The overall coordination will remain with the CBNRMP – Programme Coordination. A Monitoring/Evaluation system will be defined at the design stage and will respond to the national institutional requirement while recognising the key role of NNDC. The organisation and management arrangement will be a subject for programme design.

Monitoring and Evaluation Indicators

10. The monitoring and evaluation indicators will be similar to those defined under CBNRMP except for values. The indicators will be determined at the design stage along with the definition of monitoring and evaluation system.

Risks and Mitigants

11. Three basic risks have been identified at this stage. Other risks will be identified during the programme design (i) socio-economic conflict may disrupt implementation and prevent investment by the private sector companies in agriculture and rural development. The FGN, the States in the region, and the militants are undertaking a peace and reformatory process which has currently resulted in cessation of hostility. If the peace process falters, there may be a resurgence of conflict in the region. The CDD approach of the programme will complement the peace process, and employment opportunities and income increases that will be created by the programme will reduce the militants involvement in conflicts. The traditional approaches to conflict resolution will be promoted; (ii) Institutional streamlining and capacity building may be delayed due to the flux institutional situation in the region. The issues related to institution streamlining and capacity building will receive a major attention during design and basic agreements are expected to be reached before the finalization of the programme design. Key commitments will be given by concerned parties and will be included in the Loan Agreement; (iii) Untimely and inadequate counterpart contribution from governments will hamper timely execution of programme. Contributions by various partners will be agreed during programme design, and commitments will be confirmed at negotiations and will be incorporated in the loan agreement. States and local government councils that have failed to meet their counterpart contribution under CBNRMP and failed to commit themselves during design may be excluded from participation in the proposed programme. This is only applicable where there is delay in adopting the decision of the Accra Regional Workshop where State and Local governments' counterpart fund will be de-emphasized.

Timing for Design

The programme is expected to be presented to the IFAD Executive Board of December 2013.

Key file 1: Rural poverty and agricultural sector issues

Priority Areas	Affected Groups	Major Issues	Actions Needed
Rural poor and their organizations	Poor rural communities, Women headed households, Landless/near landless households groups with common interests- traders and small-scale agro-processors; Youth; Physically challenged persons	• Low literacy level • Political interference affecting economic decision • Weak and poorly organized groups, associations, unions and cooperatives • Inadequate policy, regulatory and legal framework • Lack/low involvement in policy and development planning processes	• Assist in the mobilization and organization of grassroots groups and associations to empower them for collective bargaining. • Strengthen their capacity to enable them participate effectively in the development process • Promote adult literacy programme • Technical and management training • Promote policy/institutional reforms that will limit political interference
Access to productive natural resources – land and agricultural water, lagoons/creek/ocean	Small and medium scale farmers/producers; women headed households, youths, artisanal fishers, physically challenged persons	• Inadequate attention to small scale irrigation and water control/management • Famer managed irrigation systems within the exiting River Basin Schemes not promoted • Weak land ownership/insecurity of land tenure • Dependence on rain-fed production • Adverse effects of other economic sector activities, e.g. oil exploration in the Niger Delta • Polluted fishing grounds • Poor fishing gears and inadequate fish preservation facilities	• Dialogue on access to land • Land policy/legal framework reform IFAD has no mechanism for direct value addition/intervention here other than advocacy role on behalf of the affected group. However, there is already (2009) an executive bill with the Federal Parliament seeking to amend the Land Use Act with a view to improving access to land**.** • fishing ground pollution control • Promotion of CDD approach in relation to water user association • Promote partnership with NGOs and the private sector for service delivery. • Institutional reform • Address rural infrastructure (rural roads, potable water supply, power, education and health) • Environmental protection and management including conservation technology • Access to inputs and services including research, extension and technology
Technology generation and dissemination	Small and medium scale farmers/producers, Women headed households, youth,	• Availability, accessibility and appropriateness of technologies • Gender insensitive technologies • Weak institutional framework (research and	• Promotion of institutional linkages at different governmental levels • Research and extension linkages • Promotion of participatory adaptive research

Priority Areas	Affected Groups	Major Issues	Actions Needed
	artisanal fishermen. Physically challenged persons	extension) • Decayed and in adequate infrastructure • Non-involvement of private sector • Lack of producers' involvement in technology generation	– Research – Extension – farmer linkage • Access to inputs and services including research, and extension.
Environmental sustainability, including sustainable management of agricultural land	Rural communities, small holder producers, artisanal fishermen **and** women	• Deforestation, dissertation, land degradation and climate change • Erosion, and pollution • Inadequate attention to alternative power sources • Poor access to potable water	• Environmental protection and management including conservation technology. • Promotion of conservation agriculture especially soil conservation practices. • Sensitization of communities to environmental degradation in relation to climate change • Promotion of alternative energy source/power conservation technology • Promotion of environmental sanitation • Enhancement of water conservation
Post-harvest handling especially storage and processing		• Absence of rural-based storage facilities for farm produce, including livestock products • Absence of any institutional promotion of primary value-addition and agro-processing strategies • Poor market prices for unprocessed primary farm produce	• Promote farm gate storage of farm produce through farmer groups and co-operatives • Promote rural-based primary processing and marketing, through commodity groups/associations
Rural infrastructure	Rural communities, particularly those living in difficult ecological regions – riverine (Niger-Delta region) areas, small and medium scale farmers/producers, physically challenged persons, women	• Weak policy/strategic framework • Poor planning and management • Weak support to rural infrastructure (power, roads, potable water)	• Address rural infrastructure {rural roads, potable water supply, power, education and health}. • Mobilization of communities to support development and maintenance of rural infrastructure • Increased budgetary allocation for rural infrastructure • Improved governance • Enhanced planning and management capacity at Local Government and State levels • Dialogue and commitment with LGAs

Priority Areas	Affected Groups	Major Issues	Actions Needed
Financial Services and Markets	Smallholder farmers, producers, rural communities Economic common interest groups, traders, processors, service providers, women, youth, physically challenged persons	• Inadequate enabling conditions for development • Poor investment climate for rural business • Inadequate arrangements for agricultural input supplies • Poor credit access and management • Poor marketing arrangement and trade (structures) • Weak private sector linkage • High technical and credit risks • Collateral inadequacy • Weak policy and strategy	• Capacity building for financial management within a business context. • Mainstreaming of value chain processes • Improvement of rural infrastructure • Dialogue on policy and strategy • Improve production and management system to limit technical and credit risks
Gender dimensions	Women Ageing producers (men and women) Poor men Youth People with disability HIV/AIDS infected individuals	• Gender imbalance in educational system • Low access to basic education (regional, tradition) • Relatively high adult illiteracy levels • Unemployment • Women are significantly disadvantaged and often have very limited access to productive assets such as land. • Women have very limited access to funds for micro and semi-micro businesses such as trading and food processing. • Women have limited access to markets in the face of their increasing role in agricultural activities. • Poor/under representation in policy framework formulation and decision making bodies (local/community institutions) • Women membership of rural organizations is generally not very strong and they are seldom in leadership positions. • Pervasive cultural and social prejudice	• Promote group formation amongst women and assist the women groups to mobilize savings and negotiate with rural micro finance institutions for continuous business partnerships. • Promote women adult literacy and girl-child education, vocational skill training and involve women in all development processes. • Develop technologies that are gender sensitive/friendly for micro-enterprises. • Push for greater visibility of women at all levels of Government. • Technical and management training • Access to finance • Safety nets, • Rural employment opportunities
Public resources management and accountability	Public institution, Office holders; elected representatives Programme implementers Community group executives	• Relatively low allocations to the agriculture sector • Poor management of allocated resources • Accountability, transparency and corruption. • Insensitive public institutions	• Greater accountability and transparency in the management of public resources. • Capacity building and training of civil servants • Improvement of governance

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

Institution	Strengths	Weaknesses	Opportunities	Threats
Federal Ministry of Agriculture and Water Resources (FMA&WR)	• Strong structure (8 Departments, 18 Research Institutes, 12 River Basin Authorities and 10 Parastatals, including National Food Reserve Agency [NFRA]) • Wide outreach, with offices in each of the 36 States of the Federation and the Federal Capital Territory (FCT) • Relatively strong human resources both at the head office and in the States • Support to technology generation and dissemination • Good policy and strategy framework • Familiarity with IFAD and IFAD processes • Vast resource allocation and political visibility which could be used to maximum advantage in enhancing programme buy-in and support at the highest political level as well as influence policy direction	• The effectiveness of the coordination, collaboration and linkages between FMA&WR [as Government's lead institution for macro-agricultural and water policy] and other organizations involved in agriculture and the rural sector is weak and inadequate. • Weak implementation of policy and strategies • Weak institutional linkages with states and LGs administration leading to lack of synergy in service provision • Weak planning, monitoring and evaluation arrangements • Policy/strategy development non-participatory • Interdepartmental duplication of efforts • Direct involvement in input supply has not encouraged private sector initiative and hampered access. • Policy inconsistency • Frequent reconfiguration of programme implementation institutional framework	• Increasing donor support to the agricultural, water and rural sectors. • Development of a public-private partnership, especially for the provision of services and inputs, notably including for the mechanization of the sector. • High level political support of the agriculture and rural sector for wealth creation and poverty reduction • Decentralized democratic process of governance provides opportunity for institutions streamlining and enhancement of service at grass roots	• Ineffective coordination, collaboration and linkages with the lower level governments and private sector overstretching capacity. • Over-centralization of institutional responsibilities, roles and activities, putting to risk, the level of attention to issues considered critical for macro-sectoral planning; • Lack of clear national **policy** direction. • Deviation from policy and strategy defuses focus and hampers governance. • Unintended programme implementation distraction through frequent changes in programme implementation arrangement and roles. • The ongoing organizational restructuring within the Ministry and involving mainly NFRA and Federal Department of Cooperatives poses a major challenge.

Institution	Strengths	Weaknesses	Opportunities	Threats
National Agricultural Research System (including Research Institutes and the Agricultural Research Council of Nigeria –ARCN	• 18 Agricultural Research Institutes dealing with various facets and sub-sectors of agriculture, including crops, livestock and fishery production systems and agro-allied industrial research. The National Water Institute located in Kaduna, Central Nigeria is involved with hydrological research as well as training of middle-level manpower in the management of agricultural water. The country thus has high potential capacity for effectively addressing all its research and development issues in the agricultural sector. • The research focus and programmes are harmonized and coordinated by ARCN, which also helps in streamlining the budgets of the Institutes to contextualize them within the national priority. • ARCN provides an excellent avenue/vehicle for professional interaction and dialogue amongst the key research officers and fashioning out the research and development agenda for the sector. • A good reservoir of relevant competencies available in the Research Institutes. Technology development	• Inadequate or lack of appreciation within the Government system, of the critical link between research and development. • Lack of motivation for research staff and other professionals in the system, further aggravated by the near total collapse of research infrastructure. • Largely supply-driven, non-participatory approach to research problem-identification and solution leading to low rates of adoption of emerging technologies. • Research and development activities are often only tangentially related to specific technological needs of SMEs. • Inadequate financial resources • Inadequate involvement of private sector	• ARCN has excellent opportunity to provide strong co-ordination and harmonization of agriculture research activities and focus in the research system. • Rationalization of Research Institutes to streamline mandates and focus and thereby consolidate resources to avoid duplication and waste. • Collaboration linkages and synergies with regional and international research systems. • Willingness to collaborate with extension services and local government administration to foster participatory technology generation and dissemination system development	• Continued neglect and under-funding of Research Institutes will invariably lead to under utilization of the vast pool of available professionals and serve as a de-motivation. • Declining visibility/recognition of research issues in the nation's development processes with the attendant failure to respond to the needs of the vast majority, especially smallholder farmers/producers and enterprenuers. • Poor linkage with states, LGAs, private sector may minimize awareness and response to real development issues • Weak linkage with the private sector, especially farmers, may make useful research results unknown or inaccessible for use to enhance productivity

Institution	Strengths	Weaknesses	Opportunities	Threats
	and investment promotion programmes in Institutes such as Raw Materials Development Council, Federal Institute for Industrial Research do offer great potential for commercialization.			
Federal Ministry of Finance	• Constitutes the hub of the nation's budget and financial process, co-ordination and harmonization [in conjunction with the National Planning Commission], which give it a high institutional leverage on development agenda. • Supervises and monitors budget implementation and, therefore, well placed to raise early alarm on budget derailment in the key sectors. • Good crop of competent professional staff that can interact well with the National Planning Commission to modulate the planning and budgeting direction. • Very strong familiarity with IFAD's philosophy, development/policies, processes and protocols. • Participation in supervision mission provides opportunities for evaluating performance and utilization of funds.	• Apparent inability/unwillingness to be on the driver's seat during loan negotiations and other processes thus resulting in unnecessary delays in programme loan effectiveness. • Being the nation's borrower [domestic and off-shore] the Ministry tends to confine itself mainly to loan negotiation exercise without commensurate attention being paid to the utilization of the borrowed funds. • Appears not willing to take a position or intervene in inter-ministry or inter-agency delineation of roles in relation to programme oversight management • Ineffectiveness in securing counterpart funding in line with financing agreements	• As the nation's external borrower, the Ministry has a strategic role to play in modulating national priorities in sectoral development – an opportunity that should not be missed. • Harmonization of AWPBs of the Programmes with Government Budget • Annual portfolio review which it carries out with stakeholders (govt/ development partners) provides opportunity for resolving counterpoint contribution issues	• Weak control of budgetary process, and expenditure management has the risk of negatively affecting/impacting on national economic development. • Lack of a mechanism and power to ensure compliance with Government financial obligations in Financing Agreements. • Apparent weakness in controlling procurement processes, and monitoring disbursement against outputs tend to breed corruption and encourage poor contract execution

Institution	Strengths	Weaknesses	Opportunities	Threats
National Planning Commission	• Good quality leadership and professionals. • Charged with leading the preparation of poverty reduction strategy, macro-policies, National Development Plan and the Medium Term Sector Strategy for Vision 2020. These have given it the leadership for managing economic development trend. • High contact, as president adviser on economic issues • Responsibility for monitoring and evaluating economic programme performance puts it in a good position for knowledge management and dissemination of good practices for scaling up as well as nip-in-the board, bad practices	• Appears not sufficiently poised for effective coordination of sectoral plans and budgets. • Weak linkage of the planning function with budgetary process has created a structural disconnect which appears to undermine and compromise the planning role of the Commission in the national economy. • The role of the commission appears not visible within the community of international development partners, especially in relation to development interventions. • Inadequate flexibility in planning strategy/ approach that would allow for sectoral peculiarities e.g. seasonality of agricultural production • Its monitoring and evaluation capacity needs improvement	• The current focus on Medium Term/Rolling Plan of Government and the long-term Vision 2020 provide an opportunity for the National Planning Commission to reposition itself and take leadership of the process in order to provide a comprehensive and coherent National Development Planning Strategy. • Monitoring and evaluation responsibility permits awareness on performance, reference plans and opportunities for correction. • There is need for development partners to be properly registered with the Commission to enable it effectively play its co-ordinating role.	• The main threat related to long-term planning and its sustainability if the National Planning Commission does not take its rightful place in the nation's development process. • Inadequate authority to enforce planning discipline. • Apparent inability to intervene where sectoral ministries are out of line with policies, strategy and institutional framework for economic development
Central Bank of Nigeria (CBN)	• Highly respected, solid institution, with good management and qualified staff. • Adequate funding support. • The successful banking reform recently undertaken has engendered public confidence in this apex bank. • Close interaction with NPC, MOF and debt management office positive for monetary policy development and	• Supervision of financial institutions is largely weak and inadequate. • Inadequate regulatory framework for Rural Micro Financial Institutions. [RMFIs]. • Involvement in other spheres outside its core mandate. • Lack of independence subject it to political decisions and control	• Capacity to formulate and enforce regulations. • Attracts technical and financial support from development partners to strengthen its capacity. • Linkage with IFAD in rural finance can ensure appropriate policies/strategies for rural finance. • Management	• Overbearing political considerations negatively influencing policy decisions. • Some of the policy changes tend to undermine the authority and capacity of the apex bank. • Over-bearing influence of politically connected private companies and individuals negatively influence monetary

Institution	Strengths	Weaknesses	Opportunities	Threats
	management • Commendable and sustained initiatives in agricultural financing		responsive to the financial needs of agriculture and rural development	policy formation and management.
Credit Institutions [commercial banks, the Agricultural Cooperative and Rural Development Bank (NACRDB), microfinance banks, non-banking microfinance institutions] including Informal Credit Organizations	**Commercial Banks** • Consolidation of commercial banks coupled with the recently launched microfinance policy have brought out a strong, solid banking sector (25 commercial banks with impressive branch network across the country. • The consolidated banks are now capable of providing all	• The commercial banks do not have suitable financial products for small and micro enterprises. • Low rural outreach by the conventional commercial banks.. • Urban-oriented management of the commercial banks. • Regulatory control is weak	• Possibility of extending finance to agriculture with improved capital base • Most responsive to incentive policies promoting agricultural and rural micro-enterprise financing • Could own MFIs as subsidiary	• High interest rate often beyond the capacity of agriculture/rural micro-enterprise • Reluctance to take normal risks in agricultural production
	Nigerian Agricultural Cooperatives and Rural Development Bank • Has the mandate to serve the farming community • Being re-organized and repositioned to render the bank more effective. • Has good knowledge of agriculture and agricultural, project appraisal. • High professional competency in financing smallholder agriculture • Strong goodwill from the farming population for NACRDB	• NACRDB operating under pre-defined interest ceilings, thereby incurring losses from lending. • NACRDB has no legal status of a universal bank and therefore lacks the authority for intermediation in savings. • The wrong perception by the rural people that the loans granted are government dole- outs which are not to be repaid. • Poor support by Government, the owners of the bank vis-à-vis its capital base adequacy. • Major political interference in operational decisions • Management competency low due to political appointment	• NACRDB can become viable if interest ceilings are removed, operational efficiency improved and political interference minimized • Expansion of coverage in rural areas through intermediation schemes. • Positive move to register NACRDB under the banking act to permit improved access to finance.	• Insufficient funds for lending. • Bankruptcy if losses are not covered by additional capital injections by FGN. • Government interference in operational decisions. • Failure of Government to pay its share capital.

Institution	Strengths	Weaknesses	Opportunities	Threats
	Microfinance Bank (MFBs) • New microfinance policy and strategy strengthens the macrofinancial capital base • A wide network of macrofinance banks has emerged (800 microfinance banks now operating in the rural areas) • Have a good and intimate knowledge of the rural environment; • MFBs have relatively simple banking services with emphasis on savings mobilization, lending without hard and difficult-to-meet collateral requirements. • MFBs have a strong association with active members planning for expansion of its services across the country	• Poor credit management leading to poor debt recovery. • Insufficient funds for lending. • Weak financial management, skills and capacity. • High cost of lending	• High demands for micro-financial services • Government renewed interest in micro-finance sub-sector serves as impetus –creation of a Microfinance Fund to expand funding base • New regulatory framework for micro-finance will strengthen client's confidence and enhance greater patronage. • Rural communities interest in establishing MFBs • CBN technical support to improve management	• High willful default propensity of clients may undermine the survival of many of the banks. • Weak capacity of CBN to supervise and regulate • Provision of grant funding from certain donors and government may weaken financial discipline necessary for success and sustainability
	• **Non-banking microfinance institutions:** • Have simple approaches to serve poor clients, particularly women. • Generally maintain good and close business relationship with customers, thereby engendering customer confidence. • Generally good reputation outside the banking system. • Good level of technical support from donors, and CBN	• Weak equity base and therefore insufficient funds for lending. • Inadequate framework for regulation and supervision. • Dependency on grant funds from donors. • Weak management and governance. • Unsustainable operation without donor support • Weak involvement of rural households in management and control	• The new micro finance policy accord due recognition to the sub-sector and this serves as a motivator. • The demand for micro-finance services cannot be fully met by the microfinance banks/other sources of finance, creating opportunity for service. • Closeness to rural community	• Weak organization and management. • Inadequate funds for lending. • Poor regulation increasing risk of loss of saving of rural households • Tendency for corrupt practices due to lack of supervision
Federal Ministry of Commerce and Industry (FMCI)	• Responsible for trade policies, provides agricultural commodity quality certification, and promote	• Currently BSC and BIC are inadequate to provide necessary support to grassroots in trade-specific technology development	• High demand for BSC and BIC services, the concept of which is gradually being adopted	• Sustainability of BSC and BIC concept may be imperilled after the phased withdrawal of

Institution	Strengths	Weaknesses	Opportunities	Threats
	trade organization development and their support, and provide oversight for National Investment Promotion Council • Houses the Small and Medium Enterprises Development Agency – [SMEDAN], a focal point for medium, small and micro enterprises development, with a strong policy support. • Wide outreach, operating at federal, state and local levels. • Potentially strong outreach by SMEDAN through the activities of Business Service Centres [BSCs] and Business Information Centres [BICs] supported by service providers. • Strong partnerships, networking and collaborative activities with donor funded projects and relevant agencies.	and adaptation. • Comparatively weak emphasis on financial viability, market support services management and entrepreneurship development. • No clear incentive policies for agriculture and rural enterprise development • Its quality assurance/certification services are weak and inefficient	by the Business Membership Organizations [BMOs], guaranteeing wider coverage of SME promotional activities. • Refocus SMEs policy framework to support growth and competitiveness. • SMEDAN provides opportunities for policy and strategy dialogue involving the beneficiaries. • Enhancement of agricultural commodity quality certification services, and provision of market information will enhance market penetration for agriculture and rural micro-enterprises • Incentive policy development for agriculture and rural micro-enterprises	SMEDAN's support. • Inconsistency in policy and strategy implementation. • Tendency to overburden agricultural producer/rural enterprises with charges directly and indirectly
Agriculture related private sector institutions (especially seed and fertilizer production/distribution companies)	• The nation's manufacturing base is extremely weak and so most of the fertilizer and crop production chemicals are imported with all the attendant external trade problems. • The seed sub-sector is so weakly developed that the premium placed on improved certified seeds (and livestock breed) is very low. The overall result is a weakly developed private	• The largest fertilizer company in the country is currently undergoing massive and comprehensive rehabilitation programme in order to enhance its production capacity and expand its activities to cover production, distribution and extension.	• The current/on-going upgrading of the nation's biggest fertilizer company provides tremendous opportunity for enhancing fertilizer market.	• The risk of dependency on Government facilities for distribution. • Poorly developed rural infrastructure that constraints fertilizer and seed distribution. • Reluctance of Government to let go its overbearing participation in the fertilizer marketing and distribution in the country, especially the inefficient and

Institution	Strengths	Weaknesses	Opportunities	Threats
	seed sub-sector.			disproportionate subsidy regimes.
Ministry of Women Affairs	• Upgrading of the National Commission for Women in 1995 into a full fledged Ministry with a focus on women and children development. • Relatively strong technical capacity both at head office and in the states. • Positive influence in the formulation of Government policies in favour of women. • Development of a national Gender Policy in 2006 that advocates non-discrimination on the basis of gender, guaranteeing equal access to political, social and economic wealth creation opportunities for women and men, as well as developing a culture that places premium on protection of children • Specific mandate for the support of physically challenged and vulnerable persons.	• Appears not to show enough interest in linking with or reaching out to other ministries, departments and agencies of Government in matters affecting women and children. • Apparent failure to sell self to the international donor community. • Inadequate linkage with the private sector as captured in the conceptual policy framework. • Less involvement in externally-assisted programmes.	• The conceptual policy framework provides the opportunity for developing linkages with donors, the private sector and civil society. • Gender issues constitute topical and recurrent subject in today's world – an opportunity to attract both national and international support. • The high political visibility of the subject matter on women and gender can be exploited to the fullest advantage. • Provide a specific channel to reach the physically-challenged, youth and vulnerable groups.	• The greatest threat is the capacity of staff to implement policies, strategy and programme which may undermine corporate performance. • Policy inconsistency, over-politicization of development direction would compromise the sustainability of programmes. • Tendency to **favour** grant financing and hand-outs which may undermine sustainability.
National Civil Society (Non-Governmental Organizations-NGOs, Farmers Organizations such as the Apex Farmers Association of Nigeria (AFAN) and some other commodity-	• Non-governmental organizations [NGOs} and Civil society/ organizations in general are better equipped to deal with social mobilization and participatory approaches to poverty alleviation and rural livelihood. • Better capacities and generally stronger commitment to implement	• Over time, some NGOs tend to become mere contractors implementing the programme they are engaged in as against being partners. • General scepticism in Government circles about activities of NGOs thus posing challenges. • Dependency on Government financial support.	• NGOs can be effective with non-lending operations such as policy dialogue, training and capacity-building amongst programme participants. • Many rural-based NGOs, and co-operative unions are operating in the	• Undue influence of particularly state and local governments on the operations of the farmer/producer co-operatives/organizations . • Weak group organizational capacity which leads to unnecessary crises. • Lack of internal

Institution	Strengths	Weaknesses	Opportunities	Threats
specific associations, viz: rice, cassava, cashew, cocoa Growers' Associations) as well as Cooperatives, Grassroots Institutions, Trade Associations and Trade Groups.	grassroot activities within a programme framework. • NGOs are generally not affected by the systemic bureaucratic red-tapism of the public service and therefore more efficient in service delivery. • NGOs have the capacities to attract complementary/additional resources for project/programme activities from donors. • Co-operative System/Farmer Organizations have wide national coverage. • Poverty focus. • Mostly agricultural and rural based operations.	• Poor governance. • Generally weak focus on women and gender issues generally. • Inadequate supervision and regulatory framework.	country, thus enabling IFAD to explore possibilities of engaging them in service delivery. • NGOs can assist in the organization of community groups/associations at minimal cost • Improved legal framework of operation. • Ability and renewed willingness to work with the rural poor. • NGOs, groups, and cooperative societies have established on-lending arrangement with NACRDB/and some commercial banks which can be exploited	democracy which tends to undermine the sustainability of the organizations. • The risk of the relationship between NGOs and donor agency becoming that of a mere employer-employee, with little value addition coming from the NGOs. • High cost of operation of some NGOs, and poor rural coverage in Nigeria
International NGOs such as McArthur Foundation, Bill & Melinda Gates Foundation, Jimmy Carter Foundation, Clinton Foundation, Pathfinder, OXFAM, ActionAid, etc … which are involved in such sectors as health, environmental sanitation, notably water	• Generally stronger commitment to their respective missions and mandates. • Greater capacity to execute/manage their project/programme interventions. • Greater transparency and generally do not depend on any Government financial backstopping and so planned projects and programmes are executed/implemented within the projected/planned timeframes.	• Sometimes suffer from the general Government scepticism in dealing with NGOs.	• The excellent perception of most donors about international NGOs as well as the track record of performance of the NGOs themselves, makes them very attractive collaborators in programme implementation where appropriate – IFAD would endeavour to exploit these in its programme development.	

Institution	Strengths	Weaknesses	Opportunities	Threats
and domestic/public hygiene as well as service provision and capacity building especially in the health and education sector.	• Effective project implementation and supervision. • Effective supervision, monitoring and evaluation framework.			
Local Government Administration	• 774 Local Government Areas/Councils (LGAs) with substantial constitutionally guaranteed autonomy, and resource base. • Generally well structured and vibrant democratic institutions intended to be engines of development at the grassroots to complement the effort of State Government. • Constitutional power to promote community- driven development in conjunction with communities, initiate, design and executive development projects within their statutory mandates. • Substantially independent third tier of Government with their funding coming directly from the Federation Account and therefore should be reasonably financially buoyant. • Staff recruitment and training are coordinated through the State Government thereby reducing the corporate stress in capacity building at	• With heavy interference from the State Governments, the Local Government system has generally not been allowed to work as an independent decentralized system. • Low staff capacity with consequently low/poor service delivery • No proper orientation about the role of the 3rd tier of government, even amongst the public office holders. • No adequate safeguard for financial accountability, while transparency remains a challenge. • Poor governance in particular lack of transparent political process limiting the participation of the people; and widespread corruption • Weak leadership.	• A good scope to practicalise and institutionalize the autonomy of LGAs as envisioned in the constitution. • More vigorous pursuit of decentralization processes in terms of local planning, revenue collection and expenditure systems would make the Local Governments more responsive and accountable to the demands of the local communities. • Need for major re-orientation and training of Local Council staff to enable them gain a correct perspective of their expected corporate role and acquire the requisite, relevant skills. • Participatory development can reduce cost of social infrastructure. • Education of grassroots institutions will positively influence governance.	• Clear inability of most LGCs to respond to basic needs in terms of service delivery to communities at the grassroots level. • Clear abandonment of statutory functions and roles in furtherance of excessive and undue pursuit of partisan political interests by key actors. • LGCs gradually being reduced to mere political instruments for electoral contest as their statutory powers and areas of jurisdiction are being systematically taken over by the State Government • With greater decision-making at the LGC level, investment resources are open more to misuse, but local communities when well sensitized, can checkmate this. • Erosion of responsibility to communities as a result of corrupt electoral process and the use of State power for intimidation of

Institution	Strengths	Weaknesses	Opportunities	Threats
	the LGA level. • As the closet political organ to the rural community, can provide opportunity for poor rural household to participate in policy development			rural communities

Key file 3: Complementary donor initiatives/partnership potential

Donor Agency	Project/Programme Coverage	Status	Complementarity/Collaboration/Synergy Potential for IFAD
African Development Bank (**AfDB)**	• Community Based Agriculture and Rural Development Project in five States. Mainly focusing on Food Security, and access to rural infrastructure within the project area. It is largely community demand driven.	Ongoing	There is wide scope for further collaboration in the implementation of CBNRD Programme of IFAD currently being implemented in all the nine States of the Niger Delta.
	• A grant financed project Designed to build/strengthen institutional capacity for service delivery to farmers in order to significantly contribute to poverty reduction and enhancing rural livelihood. The goal is to improve national and household food security and reduce rural poverty on a sustainable basis. The objective is to increase agricultural production and the incomes of rural households and beneficiary communities. The Bank currently limits its direct support to only 3 states, Ekiti, Ondo and Cross River.	Ongoing	IFAD and AfDB have shared experiences in CDD approach and Agricultural/rural Institution Improvement
	• NERICA RICE Dissemination Project to contribute to poverty reduction and food security through enhanced access to high yielding upland NERICA rice varieties.	Ongoing	Collaboration envisaged under smallholder productivity enhancement which the Fund will pursue during COSOP implementation
	• Collaboration actively with IFAD and the WB on the RUFIN and RUMED programmes preparation.	Ongoing	AfBD will continue to collaborate with IFAD to synergise the outcome of RUFIN and RUMED programmes during the implementation. Aside from the direct collaboration in the preparation of RUFIN RUMEDP Programme, the AfDB projects will establish operational linkage with RUFIN for financial services to the largely unbanked rural poor.
CIDA	• Agriculture Policy Support Facility (APSF). To strengthen the capacity of the Federal and State Governments to formulate, design and implement agricultural and Rural Development Policies and strategies that are economically sound, gender-sensitive and environmentally sustainable. It also improves linkages and consultations on agriculture and Rural Development Policy issues between policy makers, policy analysts and	On-going	• Partnership will be sought in policy dialogue.

Donor Agency	Project / Programme Coverage	Status	Complementarity / Collaboration / Synergy Potential for IFAD
	policy beneficiaries and horizontally amongst different Government agencies dealing with agriculture and rural development and between the public, private and civil society.	On-going	• Good opportunity exits for collaboration under the envisaged support to smallholder productivity enhancement including input supply
	• Contributes to the development and implementation of a monitoring and evaluation system to assess progress towards achieving the National Development objectives laid out under NEEDS I & II, the MDGs and the Medium Term Sector Strategies for agriculture. The programme is implemented by IFPRI.	On-going	• The lessons of experience from this project will be useful in intensification of smallholder agriculture including chemical use. Also in the future, programme on environmental conservation.
	• Obsolete Insecticide Disposal through the Africa Stockpiles Programme-Nigeria Chapter. The programme produced detailed pesticide inventory, a country Environment Social Assessment including an environmental Management Plan; provide basic emergency containment of obsolete pesticide stocks and at the same time, put in place appropriate mechanisms to prevent future build-up. Implementation partners include the Federal Ministry of Environment, World bank [the co-operating (oversight) institution]; technical back stopping by FAO, NAFDAC, Nigerian Customs Service and the Chemical Society of Nigeria.	On-going	• Borno State is one of the beneficiary States of the CBARD programme of IFAD. There is therefore good opportunity for collaboration and synergy between that programme and the sustainable Agriculture Programme being implemented by CIDA in that State.
	• Promoting Sustainable agriculture in Borno State: The project focuses on improving small-scale sustainable agricultural production and market access in the South and Central Borno State and is promoting a conducive enabling policy environment.	On-going	
Department for International Development [DFID]	**Governance, private sector development and creation of conducive business environment: The following activities have been supported.** • Public service reform, including restructuring of Ministries, Departments and Agencies, as well as strengthening budget system. State partnership for accountability, responsiveness and capability for enhanced effectiveness in the use of public resources. • Primary health, malaria and HIV/AIDS control and	On-going at the Federal level and some selected States – Borno, Jigawa, Enugu, Ekiti.	• Collaboration in the area of value-chain development for food crops. • Collaboration in harmonizing policy and strategy support to SME and rural finance. Usefully sharing information on LGC governance. Close collaboration is foreseen with RUMEDP

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	management. Assistance to all 36 States to create enabling environment for businesses. • Nigerian growth challenge fund to enhance the capacity of key private sector institutions to advocate effectively for improved investment climate. • Promoting opportunities in product and service markets for improved livelihoods of poor people		
European Union	**Water Supply, Sanitation & Water Governance** • Institutional support to reform and strengthen Water Supply; and provision of adequate sanitation in urban areas, small towns and rural areas in order to meet the MDG7 (as well as the strengthening of water and sanitation Sector Policy) at Federal level and in nine States. The implementation agencies are GTZ , UNICEF. • Water Aid UK working with Water Aid Nigeria to increase rural and urban access to safe water, adequate sanitation and improved hygiene in four States, Bauchi, Plateau, Jigawa and Enugu. • Micro Projects Programme aims to reduce poverty in rural and suburban communities in nine Niger Delta States through promotion of participatory, gender equitable Local governance, development, transparency and accountability in the LGAs. A total of about four million people are expected to benefit from the intervention. • Good Governance and Institutional Reform in six States focusing on good Governance, Peace and Security, Regional integration and Local Government reform to foster community development. Specific objectives include (a) Capacity building for improved policy articulation, financial management and transparency (b) Support service delivery mainly in the areas of water supply and sanitation; (c) Support communities to increase their productivity in agriculture and entrepreneurship.	Ongoing Ongoing Ongoing	Opportunity for collaboration in infrastructure support through the CBARDP, and CBNRDP • The Programme provides an excellent opportunity for collaboration with the Community-Based Natural Resource Management Programme of IFAD being implemented in the nine States of the Niger Delta Region. • Opportunity to collaborate in the strengthening of LGA capacity building in planning, monitoring and evaluation, and financial management.

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FAO	• Has a large reservoir of professional expertise and presently providing technical backstopping to the National Programme on Food Security.	On-going	Opportunity for cooperation in oversight, monitoring and evaluation of programme implementation at the field level.
	• Jointly, with IFAD and WFP, established the Food Security Thematic Group which activities involve Government, other multi-lateral and bi-lateral donor agencies as well as NGOs.	On-going	The Thematic Group provides opportunity for active collaboration and harmonization of strategies especially at the field level. The present field level collaboration on project implementation will continue
	• Collaborating with IFAD on the Rapid Response to Global Food Crisis and Soaring Food Prices in Nigeria.	On-going	There is the possibility to scale-up collaboration focusing of improved food security
GTZ	**Private Sector Development** • The Employment oriented Private Sector Development Programme is designed to improve the performance of micro, small and medium sized enterprises in three States of Nigeria (Niger, Nasarawa and Plateau) in order to boost employment and income opportunities. The programme aims at harnessing the existing local economic potential through facilitation of: (a) Access to information and business advisory services; (b) Skill upgrading and vocational training; (c) Access to financial services alongside with the development of demand-driven appropriate financial products for the target group; (d) Public-private sector dialogue which would help the Stakeholders to fashion out a common vision for the economic development of their localities.	On-going	Good opportunity for strong synergy/complementarity with RUMEDP both in mutual experience sharing as well as knowledge management. Opportunity to collaborate in harmonizing rural finance policy and strategy
	• Collaborating with the National Council of Women Societies in Borno State to strengthen Women's and girl-child rights; access to a fair justice system; enhanced participation in the political process and to narrow gender disparity in education and other social services. Other areas of intervention include HIV/AIDS, mainstreaming household Food Security and poverty alleviation	On-going	Through collaboration with the Federal Ministry of Women Affairs envisaged under COSOP, there is potential for collaboration on gender related issues

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JICA	Rural Water Supply and Sanitation. There are, presently, three participating States—Kano, Oyo and Yobe.	On-going	The Community Demand-Driven Programmes of IFAD in Nigeria, have strong women participation in the decision making process and implementation. CBARDP and CBNRMP through its CDD provide support to rural infrastructure including water and education. There is therefore scope for collaboration and experience sharing
	Basic Education facilitating the implementation of Japan grant-aided projects classroom construction/rehabilitation and capacity development for improving the quality of mathematics and Science education at the primary level.	On-going	
	Gender Equality and Women Empowerment: Activation of Women Development Centres to improve women's livelihood.	On-going	
	Coalition on African Rice Development (CARD). Spearheaded by JICA and the Alliance for Green Revolution in Africa (AGRA). CARD aims at doubling Africa's rice production in ten years and Nigeria is one of the 12 pilot countries to commence the programme.	Preparatory work completed; programme to be launched in 2010.	The planned support to the Ministry of Women Affairs will benefit from the experience
	One-LGA-One Product. A modified version of **One-Village One Product** project promoted by JICA and already being implemented in some African countries. A popular product in each of the participating Local Governments will be promoted through increased production, primary processing and marketing-a value chain of sort. The aim is not only to add value to such product but to generate employment and income for the rural people.	To commence in 2009.	The CARD initiative and the OVOP project will provide opportunity for collaboration between IFAD and JICA in the areas of value chain promotion and income generating activities at the rural level; and RUMEDP. Collaboration with RUFIN is also foreseen with particular reference to training and finance.
Joint Donor Assistance Framework	Coalition on African Rice Development (CARD) supported by African Rice Center (WARDA), African Development Bank (AfDB), Alliance for a Green Revolution in Africa (AGRA). The Bill and Melinda Gates Foundation, EC, FAO, Forum for Agricultural Research in Africa (FARA), IFAD, International Rice Research Institute (IRRI), International Water Management Institute (IWMI), JICA, Japan International Center for Agricultural Sciences (JIRCAS), NEPAD, USAID, UNDP, the World Bank, WFP, Ministry of Agriculture, Forestry and Fisheries of Japan, Ministry of Foreign Affairs of Japan, Sasakawa Africa Association, Foundation for Advanced Studies on International Development (FASID).		Rice is one of the key crops IFAD plans to promote under its commodity value chain development programme. Conceivably, NRDS which was developed under CARD Framework will be a handy strategy document in this regard. A collaborative platform between IFAD and CARD is hereby created.

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	Under CARD, the Federal Ministry of Agriculture and Water Resources and its National Food Reserve Agency (NFRA) developed the National Rice Development Strategy (NRDS) of Nigeria in June 2009. NDRS set the goal of increasing rice production in Nigeria from 3.4 millions tonnes per paddy in 2007 to 13,3 million tonnes by 2018.		
United Nations Development Programme [UNDP]	• Economic and democratic governance and management: • Sectoral and cross-sectoral planning, linkages and fiscal management; • Capacity support • Generation of reliable and updated data base; • External aid coordination; • Improved regulatory framework for microfinance system; • Development of NEEDS-2 and SEEDS-2; • Budget monitoring and price intelligence; • Energy constraints for medium and small micro enterprises; • Value chain intervention for selected commodities; and • Cross-cutting issues: youth empowerment, environmental management and HIV/AIDS prevention and management.	On-going at the Federal level and some States.	• RUFIN and support to CBN especially for the development of a strategy for the National Microfinance Policy Framework. • Collaboration in the improvement of small-medium scale enterprise policy and strategy • Collaboration will also be sought in strengthening the management, planning and monitoring capacity of LGCs
United States Agency for International Development [USAID]	Peace and democratic governance and management, agro-business promotion and primary health: • Conflict prevention and management. • Budgetary processes and procurement oversight • Capacity-building for policy formulation and implementation • Enterprise development covering the entire value chain on rice; and support to processing technology for cassava. • Agro-business enterprise promotion through market chain. • Provision of safe water, sanitation • Basic education including teacher training, especially women. • Primary health, including HIV/AIDS prevention, treatment and care for the infected.	On-going at the Federal level and in some selected States – Abia, Kaduna and Lagos.	• Close collaboration in value chain development for key crops including rice • Collaboration in policy/strategy dialogue on rural finance and small-scale enterprise development. • Collaboration in processing technology development for cassava

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World Bank	• National Fadama Development Project. The National Fadama Development Project aims at sustainably raising the incomes and improving the general livelihood of those who depend, directly and indirectly on Fadama resources. The communities are empowered and encouraged/supported to take charge of their own development agenda through the Community Demand Driven Development approach. Phase III which has just commenced, has a national spread involving all the States of the Federation. • Country Partnership Strategy (CPS) support in the areas of policy articulation and formulation through the development of the Country Partnership Strategy (CPS) in collaboration with DFID, AfDB and USAID • Commercial Agriculture Development Project to substantially increase agricultural production and to catalyze and facilitate a shift to viable agri-business and market-driven/demand-driven value chains in major agricultural commodities. • Local Empowerment and Environmental Management. The Local Empowerment and Environmental Management Project aim to strengthen the institutional framework to support an environmentally sustainable and socially inclusive planning, co-financing and implementation of CDD multi-sectoral micro-projects in nine States. • This is an analytical work being conducted in collaboration with Federal, State and Local Governments, to conduct a study on public expenditure in the agricultural sector, determine resource allocation and impact on agric growth and poverty reduction. • Reform of Nigerian Agricultural Cooperative and Rural Development Bank (NACRDB). The World Bank is working with the Government of Nigeria to restructure the NACRDB in order to reposition the Bank to better respond to the needs of the farming community.	Currently in five States but to be expanded to cover a total of 18 States	• There is good opportunity for collaboration in the Fadama Project which is community based and uses the CDD approach which IFAD has successfully promoted in two of its on-going projects. • IFAD will endeavour to align its Country Programme to the CPS in line with the Paris Declaration on Aid Effectiveness. • There is opportunity to collaborate in the smallholder agricultural productivity enhancement envisaged under the COSOP. • Collaboration will b e forstered under environmental conservation and climate change including promotion of conservation agriculture, sustainable rural energy development, and natural resource management in the Niger-Delta • Collaboration will be sought in the Fund support to capacity building of LGC. WB was an active collaborator in the preparation of RUFIN and RUMEDP. Further collaboration will be expected in the course of implementation of these programmes. • A general understanding has been reached for Fadama III to work closely with RUFIN. IFAD included support to NACRDB under RUFIN in close collaboration with WB support

Key file 4: Target group priority needs and potential response

Typology	Poverty Levels and Causes	Coping Actions	Priority Needs	COSOP Response
• Economically active men and women involved in agriculture, livestock, and fisheries; • Farmers/producers and entrepreneurs groups and association; • Physically challenged persons	• Incidence of poverty very high, (with 70% of the population living on less than US$2/person/day and over 50% on less than US$1/day) caused mainly by inadequate/lack of access to productive resources, ineffective rural finance, weak knowledge base, and institutional weakness, • Specifically the following are the causes of rural poverty. • Lack of knowledge or understanding of market dynamics and information • Poor/weak farmer organization and low collective bargaining power. • Lack of /inadequate access to productive assets such as land and water. • Limited off-farm income generating activities and opportunities. • Poor rural infrastructure and endemic corruption in the delivery of public goods and services. • Technical and business development service providers are not readily available in the rural areas. • Inability and incapacity to turn entrepreneurial ideas into action plans. • Low technology • Weak extension services • Cultural bias especially against women headed households, and	• Dependence on informal sector including civil society and NGOs for financial and other forms of assistance. • Use of land on special lease arrangement e.g. sharing of produce/harvest. • Use of low-level unsophisticated technology. • Family-centred operations for mutual support and limiting such operations and technology adapted to those which can be accommodated within the family resources. • Undertaking small stock and backyard poultry for income and nutrition. • Begging • Group formation to access resources • Community mobilization to provide social infrastructure • Formation of savings and credit groups to access finance • Seeking of off-farm employment • Migration to urban areas	• Support to address household food security requirement as first priority. • Improved rural infrastructure including roads, water, markets, health services and environment. • To appropriate rural financial services for short and medium term loans. • Organization and capacity building for the empowerment of farmers groups, trade associations and other common interest associations. • Access to markets and market information. • Knowledge of simple business processes, dynamics and procedures. • Use of market approach to ensure that adequate technical and business development service providers are available to most clients' needs. • Enterprise financing. • Access to affordable and appropriate technologies • Literacy • Access to yield	• Empowerment of grassroots groups and organization for enhanced access to inputs, financial services and markets. • Support the development of small scale producer organizations along priority value chains and build their capacities and skills for increased production and profit. • Develop capacity building programme for service providers. • Support rural microfinance institutions to design appropriate financial products and collateral substitutes. • Effective access to and management of natural resources, notably land, water, fisheries and livestock for sustained production • Generation of affordable and suitable technologies. • Providing institutional support for technology generation and dissemination • Improved access to market and Market

Typology	Poverty Levels and Causes	Coping Actions	Priority Needs	COSOP Response
	physically challenged persons • Environmental degradation particularly in the Niger-Delta region and semi-arid north • Poor governance		enhancing inputs	information • Taking measures to minimize land and water pollution particularly in Niger-Delta region • Collaboration with governments particularly LGC to promote literacy
Two targeting approaches will be employed : a) Geographic targeting – areas most affected by conflict (Niger Delta) and ecologically fragile and degraded environments (sahel/semi-arid north, middle-belt savannah and coastal swamps) ; b) Group targeting (intra-geographic) – those who find themselves entrapped in and unable to free themselves out of the poverty cycle. • Economically active men and women involved in non-farm enterprises (including tailors, mechanics, welders,	• This group comprises the active poor living on less than US$2/person/day but the majority do have at least primary education.Unemployment borne mainly out of the absence of basic enabling environment for job creation and self-employment – the near total collapse of basic services [power, water supply, roads and transportation], especially in the rural areas. • Lack of suitable sources of finance for investment in their enterprises. • Inadequate opportunities for skills acquisition. • Absence of investment in group formation that would empower them to take charge of their enterprise development. • Poor governance, and inadequate incentive policies	• Trial and Error approach/technique in the pursuit of enterprise options. • Exploitation of other sources of energy and finance, especially non-formal, e.g. interpersonal borrowing; use of generating plant • Door to door solicitation of service patronage and clients. • Forming of informal groups to facilitate business operations and to spread risks. • Seeking employment from formal and informal sectors • Undertaking subsistence agriculture. • Migration to urban centres • Begging	• To be assisted to organize themselves into groups. • Access to productive resources including finance, land and water. • Appropriate technical skill development, linkage of the trade groups, when formed, with technical and business development service. • Provision of employment opportunities • Facilitation of access to market • Addressing social/cultural prejudice particularly for women and physically challenged persons	• Assistance in group formation to enable them do what they are doing better. • Advocacy for appropriate Government policies and regulations. • Linkages to appropriate service providers including rural micro finance institutions. • Promotion of rural micro enterprise development, particularly agro-processing and trading • Enhancing productivity of micro agricultural operations • Support to NGOs to provide business development services • Technical and management training

Typology	Poverty Levels and Causes	Coping Actions	Priority Needs	COSOP Response
carpenters, traders and other vocational artisans, agro-processors) • Physically challenged persons				
Active vulnerable groups including women, women-headed households, youth, the physically challenged and HIV/AIDs victims	• Mostly within the "very poor" bracket living on less than US$1/person/day. Disadvantaged, prone to social exclusion and traditional inhibition. • Naturally poorly organized if at all and weakly empowered. • Very limited access to financial services. • Absence of public sector support in providing appropriate infrastructural facilities and services adapted to the special needs of this target group. • Poor or total lack of access to productive assets such as land and water. • Lack or inadequate education • Poor access to vocational training • Limited employment opportunity	• Relying on family members, relations and friends for survival. • Begging • Undertaking menial jobs • Self-motivation to train and get wage employment or become self employed • Increasingly getting organized for advocacy to address their special needs	• Assistance to get organized into groups. • Access to finance and markets for their services or products. • Public sector support in providing the basic operational facilities. • Basic public infrastructure that would promote self-employment especially for the youth. • Upgrading of trade/vocational skills. • Access to productive resources including in particular, land. • Basic education/literacy	• Assist the rural microfinance institutions, especially microfinance banks, to design appropriate financial products for this group. • Explore linkages with the non-governmental organizations [NGOs] • Group formation and organization to enable them enhance their businesses. • Enhance training opportunities • Support Federal Ministry of Women Affairs for advocacy • Arrangement of special support for self-employment • Promote employment opportunities.