

ISSUES PAPER

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2018 ANNUAL REPORT ON RESULTS AND IMPACT OF IFAD OPERATIONS (ARRI)

Targeting the rural poor

I. Introduction

1. Targeting is one of IFAD's principles of engagement and is central to the Fund's mandate of rural poverty reduction. In September 2017, IFAD's Executive Board agreed that the learning theme for the 2018 Annual Report on Results and Impact of IFAD Operations (ARRI) should address targeting strategies to reach the rural poor. Past ARRI have highlighted the links between success on the ground and well-defined targeting strategies. While evaluations point to cases of good targeting, challenges remain in terms of clarity and analysis of the target group. Evidence suggests that strengthening targeting strategies in IFAD operations is important for raising overall performance of IFAD's portfolio to satisfactory and highly satisfactory results.
2. The objective of this Issues Paper¹ is to highlight the lessons emerging from IFAD's targeting experience that shine a light on good targeting practices as well as those that have not been as successful. The paper builds on evaluative evidence and supports IFAD's learning with a view to informing future project and country strategy design and implementation. This is timely given IFAD's recent decision to move responsibility from the Programme Management Department to the new Environment, Climate, Gender and Social Inclusion Division in the Strategy and Knowledge Department.² It is also particularly salient in light of IFAD's role – along with other UN agencies and international financial institutions (IFIs) – in realizing the 2030 Agenda global commitment, which at the highest level is intended to “leave no one behind” and to realize the Sustainable Development Goals (SDGs).³
3. Agenda 2030 calls for eradicating all forms of poverty, together with combating inequality, fostering inclusive and sustainable development, and cultivating social inclusion. The SDGs focus on the multi-dimensionality of well-being and place a strong emphasis on inequality and marginalized groups. As outlined in SDG1 and SDG2, the roots of inequality are crucial to address if extreme poverty and food insecurity are to be overcome. This is particularly relevant to rural areas, where poverty is concentrated and food insecurity is higher across all regions. In fact, three-quarters of

¹ This Issues Paper was produced under the leadership of Chitra Deshpande, Senior Evaluation Officer, by the independent consultant Catherine Hill with support from Valentina Di Marco, Ipek Ergin and Laura Morgia of IOE.

² PB/2018/02.

³ IFAD. 2015 Agenda 2030: Why it matters for IFAD, p. 1. www.ifad.org/documents/10180/1bc6cf0f-407d-4612-bfbb-d5ed224e95b2

the extreme poor and food-insecure live in rural areas. This calls for action in the most remote rural areas, where the poorest and most vulnerable live.⁴

4. Rural poverty is multi-dimensional, covering factors more than low income, including: food insecurity; poor access to resources, information, services and credit; and intersectional inequalities, vulnerabilities, and power dynamics across different socio-cultural dimensions (e.g. gender, age, ethnicity, race, disability, class, caste). Fulfilling Agenda 2030 calls for a transformation of the lives of the rural poor including, most importantly, addressing the underlying causes of inequality, strengthening resilience, transforming inequitable social relations, and ensuring that human rights are enforced for all poor rural people.⁵
5. IFAD's mandate and reputation of focusing on poor rural people and their agriculture-based livelihoods positions is to contribute to poverty reduction, whether alone or in co-financing partnerships with other IFIs. As such, IFAD will be expected by its donors and partners to give a clear, demonstrable contribution to realizing Agenda 2030 and the SDGs, in particular SDG2, which includes a dedicated target on smallholder agriculture.⁶ *IFAD's Strategic Framework (2016-2025)* affirms Agenda 2030 as the basis for its work for the next decade.
6. This Issues Paper is intended to support IFAD learning and is not intended as a formal evaluation. It is based on a review of previous evaluation reports and other evaluative documents (see **Appendix 2**), key informant interviews and focus group discussions with IFAD Management, staff and external experts including staff from other IFIs and organizations (see **Appendix 3**).

II. IFAD's Policy on Targeting and other relevant policies

7. IFAD's *Policy on Targeting* (referred to hereafter as the Targeting Policy), approved in 2006, recognizes the complexity and multi-dimensionality of poverty. Specifically, it points to the social, political and structural dimensions of poverty as well as the economic dimension (see Box 1), including the way these may manifest themselves depending on a particular context. While the Targeting Policy provides definitions of IFAD's target group as "rural people living in poverty and experiencing food insecurity in developing countries," it potentially leaves room for broad interpretation, as it adds that IFAD "proactively strives to reach extremely poor people (as defined by MDG1) who have the potential to take advantage of improved access to assets and opportunities for agricultural production and rural income-generating activities."⁷
8. The Targeting Policy seeks to provide operational clarity through: a set of guiding principles focused on identifying and reaching target groups; methods and measures for reaching target groups, from diagnostics to development and implementation of a targeting strategy; instruments for operationalizing the targeting strategy; and means of supporting, supervising and monitoring implementation. However, there seems to be a lack of consistency in the interpretation of targeting in operations (e.g. supervision missions, evaluations).⁸

⁴ IFAD. Rural inequalities: Evaluating approaches to overcome disparities, 2-3 May 2018, Rome, Italy. Conference Concept Note.

⁵ IFAD. Rural inequalities: Evaluating approaches to overcome disparities, 2-3 May 2018, Rome, Italy. Conference Concept Note.

⁶ Agenda 2030: Why it matters for IFAD. www.ifad.org/documents/10180/1bc6cf0f-407d-4612-bfbb-d5ed224e95b2

⁷ IFAD. Policy on Targeting. 2006, p. 3, para. 13.

⁸ IOE Focus Group Discussion, December 2017.

What does the *Policy on Targeting* say about poverty and IFAD's target groups?

Poverty

- Poverty is context-specific and multi-dimensional (e.g. economic, but also a condition of vulnerability, exclusion and powerlessness) and will be based on national poverty lines.

Target group

- In some countries, IFAD seeks to work with the poorest and most vulnerable rural people; elsewhere, it may be more appropriate for other agencies to reach the poorest with emergency/humanitarian support.
- Within specific countries, certain areas may experience pockets of rural poverty, while in other areas, the majority of rural people may experience poverty.
- IFAD will also work with people who are at risk of becoming poor because of vulnerability to risks and external shock (e.g. natural disasters, illness, death of a wage-earner).

9. IFAD increasingly focuses its work on gender equality and women's empowerment,⁹ indigenous peoples, and youth; doing so supports the implementation of the Targeting Policy. The *Policy on Gender Equality and Women's Empowerment*¹⁰ asserts IFAD-supported projects are more sustainable when women are empowered and gender roles and relations are more equitable. The policy's three objectives guide IFAD's project design, implementation and evaluation by focusing on: (i) equal opportunities for rural women and men to participate in, and benefit from, economic activities; (ii) equality between women and men in decision-making influence in rural institutions and organizations; and (iii) a more equitable workload balance and sharing of economic and social benefits between women and men. The gender policy also sets out a framework for assessing results in IFAD country programmes and projects.
10. Indigenous peoples are among the most likely of IFAD's target groups (along with women and youth) to experience poverty and marginalization. The *Policy on Engagement with Indigenous Peoples*¹¹ sets out nine principles to guide IFAD's engagement with indigenous peoples, focused on: (i) cultural heritage and identity; (ii) free, prior and informed consent; (iii) community-driven development; (iv) land and resources; (v) indigenous peoples' knowledge; (vi) environmental issues and climate change; (vii) access to markets; (viii) empowerment; and (ix) gender equality. It also outlines the instruments, procedures and resources for implementing them.
11. IFAD's attention to youth in targeting has grown, particularly since 2006. Over half of the IFAD-supported projects specifically targeting youth have been developed after 2010, a period when the *Strategic Framework 2011-2015* introduced a focus on youth.¹² IFAD's focus on youth falls along three dimensions: (i) creation of economic opportunities in agriculture and the rural non-farm economy; (ii) expanded opportunities to build the skills they need to leverage these opportunities; and (iii) investment in relevant social and economic infrastructure in rural areas.¹³ In 2014/2015, young people became a major focus of the new lending and grant programmes in Latin America and the Caribbean as well as West and Central Africa, and subsequently North Africa, Europe and the Near East.

⁹ IFAD's Annual Report on the Policy on Gender Equality and Women's Empowerment 2014-2015 (p. 10) notes that IFAD's performance in gender equality and women's empowerment continues to be better than the United Nations system as a whole, and also the United Nations agencies grouped under Funds and Programmes. IFAD had exceeded the requirements for almost half of all indicators, setting it apart as one of the top performing entities in the UN System-wide Action Plan on Gender Equality and the Empowerment of Women (UN-SWAP).

¹⁰ Approved by IFAD's Executive Board in 2012.

¹¹ Approved by IFAD's Executive Board in 2009.

¹² IFAD. IOE. 2014. Evaluation Synthesis on Rural Youth, p. 1, para 3.

¹³ IFAD. Forthcoming. IFAD's 40th anniversary. Chapter 4, p. 70.

12. In 2017, the *Poverty targeting, gender equality and empowerment toolkit*¹⁴ was published, which operationalizes the principles outlined in the Targeting Policy, as well as those on gender equality and women's empowerment, and indigenous peoples. The toolkit provides guidance on targeting to tackle the underlying social norms, attitudes, behaviours, social systems and distribution of power and resources that underlie inequality. It also indicates ways to identify and address the diverse needs, constraints and opportunities of poor rural people through IFAD-supported projects and policy engagement.
13. A number of other IFAD policies are relevant to targeting, particularly given their focus on facilitating smallholder access to markets. They include the *Rural Enterprise Policy* (2004), which seeks to contribute to the debate on the conditions and modalities for developing micro and small off-farm entrepreneurship among poor rural people. In particular, it recommends strengthening micro and small-scale entrepreneurs using existing markets and identifying new opportunities and supporting policy dialogue with the aim of improving small and medium enterprises in poverty reduction support programmes.¹⁵ IFAD's *Innovation Strategy* (2007) defines the parameters for the Fund to create an innovation-friendly environment and focuses on strengthening capacity, nurturing partnerships, embedding innovation practices into core business practices, and facilitating a supportive environment for innovation.¹⁶ IFAD's *Rural Finance Policy* (2009) supersedes the 2000 policy of the same name and reconfirms IFAD's commitment to supporting and developing rural finance systems that include diverse, viable financial providers that increase the long-term access by poor rural people to a wide variety of financial services. IFAD also works with government development partners and the private sector to support an enabling environment for rural finance and development.¹⁷
14. IFAD's *Private Sector Strategy* (2011) supports greater private sector involvement in IFAD programming, specifically private sector approaches to smallholder access to markets. The strategy recognizes the importance of private enterprise and of understanding market dynamics. It identifies IFAD's role as a broker/facilitator that can pull together target beneficiaries, private sector actors, governments and other programme stakeholders to create opportunities, catalyse additional financial resources and technology, and facilitate market access for the target group.¹⁸ Complementing this strategy is IFAD's *Partnership Strategy* (2012), which recognizes that moving more rural people out of poverty requires effectively using and managing partnerships. The strategy seeks to ensure that partnerships support equitable outcomes for all project partners, and focuses on strengthening efforts to benefit poor rural people. The strategy guides efforts for smallholder access to markets involving different partners. Importantly, it focuses on bringing together large and small private non-financial and financial sector partners.¹⁹

III. Targeting in other international financial institutions and organizations

15. Understanding the targeting approaches employed by other IFIs helps situate IFAD as it benchmarks its performance with them.²⁰ IFAD is distinct because of its particular focus on remote rural areas and targeting of vulnerable and marginalized populations, grass-roots institution building, bottom-up participatory resource allocation methods,

¹⁴ IFAD. 2017. How to do poverty targeting, gender equality and empowerment during project design; How to do poverty targeting, gender equality and empowerment during project implementation; Teaser.

¹⁵ IFAD. *Rural Enterprise Policy*, 2004.

¹⁶ IFAD. *Innovation Strategy*, 2007.

¹⁷ IFAD. *Rural Finance Policy*, 2009.

¹⁸ IFAD. IOE. *Smallholder Access to Markets: Evaluation Synthesis*: November 2016. p. 19.

¹⁹ IFAD. *Partnership Strategy*, 2012.

²⁰ IFAD. IOE. 2015. ARRI, p. 61.

and work in fragile situations. These factors also make the design, implementation, supervision and evaluation of IFAD-funded projects rather challenging.²¹

16. As an IFI, the **World Bank** uses social analysis to: (i) enhance the importance of the social sectors in their country assistance strategies and in policy and analytical work; and (ii) adopt reactive social safeguard policies to prevent and mitigate possible negative impacts of investments outside the social sectors.²² Preliminary social screening is mandatory for all categories of operations, whereas fuller social analysis is mandatory only for two categories of operations – those with explicit social or poverty reduction objectives and those which trigger one or more social safeguard policies.²³ Projects that trigger social safeguard policies include those related to land acquisition and involuntary resettlement, indigenous peoples, forest-dependent people, retrenched workers, and affordability of public services. The World Bank also targets the extreme poor by focusing on domestic policies that aim to reduce inequality; this includes, for example, conditional cash transfers (CCTs) along with universal health care, breast-feeding, quality education, taxation, and investments in rural infrastructure, among others. CCTs help meet the immediate basic needs of the most vulnerable, protect against income shocks, and help households take up investments they otherwise would not. The World Bank has found that CCTs can improve child development and nutritional outcomes.²⁴
17. Since 1999, the **Asian Development Bank's** (ADB) overarching goal has been dedicated to reducing poverty. Under the current Strategy 2020, the ADB pursues its vision and mission by focusing on three complementary strategic agendas: inclusive growth, environmentally sustainable growth, and regional integration.²⁵ The ADB does not have the same level or nature of targeting as IFAD per se, as it focuses more on rural infrastructure with broader effect for the greater population. An initial poverty and social analysis is required for all loan- and grant-based investment projects and programmes to identify possible poverty and social impacts of an intervention, and key social issues (e.g. indigenous peoples, gender, resettlement) that must be addressed during implementation.²⁶ A new strategy, Strategy 2030, is being developed and will focus on eliminating poverty, promoting prosperity, deepening inclusion, strengthening sustainability and building resilience).²⁷
18. The **African Development Bank** (AfDB) has an overarching objective of achieving inclusive growth to provide "equality of opportunity treatment" [for all African citizens and countries], and reduce poverty. The Bank focuses on investment in infrastructure.²⁸ In line with this, the Bank's Feed Africa Strategy targets a broad set of value chains for transformation over ten years. The Strategy also aligns with the primary objectives of driving inclusive growth by scaling up interventions toward historically marginalized populations.²⁹ The first phase (Years 1-3) of the Strategy targets countries that have a high readiness to transform agriculture (through agribusiness and political will). The following phases seek to replicate early lessons in new countries, moving up value chains to more sophisticated products. The Strategy has a strong gender, smallholder and youth focus, particularly in relation to developing a new generation of farmers and addressing youth unemployment. Finally, the Strategy targets countries in fragile contexts differently, focusing more on capacity building and policy reform where there is interest in and commitment to the aims and approach of the Strategy.

²¹ IFAD. IOE. 2015. ARRI, p. 62.

²² Ida Christensen, TCI Technical Advisor, FAO. 7 February 2017. FAO. 2011. Social Analysis for Agriculture and Rural Investment Projects.

²³ Personal communication, Cindy Suh, Senior Operations Officer, Gender, World Bank. 2 February 2017.

²⁴ World Bank. 2016. Poverty and Shared Prosperity 2016: Taking on Equality, pp. 29, 140-141.

²⁵ Asian Development Bank. 2008. Strategy 2020. Manila.

²⁶ Asian Development Bank. 2010. Operations Manual Bank Policies. Incorporation of Social Dimensions into ADB Operations, OM Section C3/BP, p. 2, para 6.

²⁷ Asian Development Bank. draft, April 2018. Framework for Strategy 2030.

²⁸ African Development Bank. 2013. At the Centre of Africa's Transformation: Strategy for 2013-2022, p. 1.

²⁹ African Development Bank. 2018. Feed Africa Strategy, pp. 21-22.

19. As a specialized technical UN agency, the **Food and Agriculture Organization of the United Nations** (FAO) focuses on agricultural development. Under the Strategic Framework,³⁰ eliminating poverty and driving forward economic and social progress for all is one of three global goals, together with eradicating hunger, food insecurity and malnutrition, and promoting sustainable management of natural resources. Under Strategic Objective 3, FAO recognizes there are multiple pathways out of poverty as well as multiple conditioning factors. FAO targets a diverse spectrum of households in poverty and employs a broad approach with differentiated strategies to support the livelihoods and empowerment of poor rural households. The Strategic Objectives' four outcomes focus on the poor rural people through: (i) empowered poor rural people and their organizations; (ii) access to productive employment and decent work; (iii) access to social protection systems; and (iv) gender-equitable multi-sectoral policies, strategies, and programmes.
20. International non-governmental organizations (NGOs) such as **Oxfam and CARE** also have their own approaches to targeting which build on the lessons learned from years of experience working with people living in poverty. CARE works to understand and address the underlying causes of poverty to bring lasting social change to the lives of poor and vulnerable people. CARE works in least-developed countries, countries affected by crises and disasters as well as in fragile contexts, middle-income countries, and developed countries. However, its greatest presence is in both rural and urban areas of least-developed countries and countries in fragile contexts.³¹
21. Similarly, Oxfam works to help people living in poverty to exercise their rights – irrespective of geography. Oxfam adopts a differentiated approach in countries in fragile contexts, as well as low- and middle-income countries. Most resources go to countries in fragile contexts and low-income countries, where many vulnerable communities are at risk from natural disasters or conflict. Oxfam also works in middle-income countries, particularly the BRICSAM³² countries, mostly through influencing others to address poverty and injustice. Oxfam works to connect the multi-dimensional, multi-regional issues in local, national and global contexts to make a difference for poor people through policy, practice, and shared learning.³³

IV. Main findings

22. A number of findings emerge from the evaluative evidence on IFAD's targeting; these are highlighted below. Each finding points to good practices as well as those which have not proved as successful. The discussion highlights factors which have facilitated or constrained IFAD's targeting. A number of case studies are also included at the end of this section that delve deeper into the specific facilitating and constraining factors that contribute to good or less good targeting.

Finding 1: Although IFAD has a perceived advantage as an organization that focuses on poor rural people, there is a lack of agreement within the Fund on the target group and strategies needed. This is particularly important given the trend towards more market-oriented value chain projects and components.

23. Finding 1 points to the importance of finding a balance between market-oriented and poverty-focused projects and components, and tackling the targeting challenges that subsequently arise. The trend towards market-oriented projects as well as IFAD's increased focus on the need for greater attention in targeting to gender equality, indigenous peoples, and youth calls attention to the possible need for IFAD to re-examine and clarify its target group and strategies.

³⁰ FAO. 2017. Reviewed Strategic Framework. C 2017/7 Rev.1.

³¹ CARE. 2014 Working for poverty reduction and social justice: The CARE 2020 Programme Strategy.

³² Brazil, Russia, India, China, South Africa and Mexico.

³³ Oxfam. n.d. The Power of People Against Poverty: Oxfam Strategic Plan, 2013-19, p. 13.

Market-oriented projects and IFAD's targeting challenges

24. In recent years, IFAD has increasingly shifted towards market development and value chain projects and components,³⁴ in part due to general shifts in development focus, but also due to IFAD's concerns that agricultural development projects have shown too little impact due to limited attention to marketing and downstream linkages.³⁵ Since the mid-2000s, IFAD's interest in and commitment to developing or improving agricultural value chains in IFAD-supported interventions have grown significantly, in terms of the number of dedicated operations³⁶ and in the attention to value chains in the Fund's Strategic Frameworks.³⁷ There was a call for a greater focus on commercial, market-oriented agricultural enterprises rather than subsistence production.³⁸ For example, in Cambodia, three projects, Rural Livelihoods Improvement Programme, Tonle Sap Poverty Reduction and Smallholder Development Project, and Project for Agriculture Development and Economic Empowerment (approved in 2007, 2009 and 2012, respectively) demonstrated the beginning of a transition from the focus on rural livelihoods and support to decentralized services to a more market-oriented approach under the 2013 Country Strategic Opportunities Programme (COSOP).³⁹
25. IFAD's commercialization work has tended to focus more on better-off smallholder farmers – the economically active poor – rather than poorer households.⁴⁰ For example, Georgia's Agriculture Support Programme targeted agriculture-related producers and processors and rural women and men willing to move towards more commercial production. Specifically, commercially oriented and economically active poor people were targeted with rural leasing activities. IFAD's ex-ante Quality Enhancement and Quality Assurance reviews had both suggested that the programme's targeting strategy was at risk of serving medium- and large-scale agro-processing companies. All leases were to medium and large agro-processing companies, including some of the biggest wine companies, while none went to farmer groups through microfinance institutions.⁴¹ Cambodia's Agriculture Services Programme for Innovation, Resilience and Extension targeted farmers who can produce for the market and own consumption, as "IFAD's comparative advantage lies in assisting this group rather than chronically poor people with no productive resources, the land-poor who cannot produce for the market, or better-off farmers (as out-growers)."⁴² Elsewhere, Lesotho's Rural Financial Intermediation Programme defined target groups as poor households in the second (poor) and third (less poor) income quintiles, with actual or potential capacity to generate income through economic activities to participate in membership based financial institutions and membership obligations.⁴³

³⁴ The share of IFAD-supported projects including work on markets and on value chains has increased over time. IFAD's Pro-poor Value Chain Development Thematic Study, 2011, found that until 1999, only 3 per cent of projects had addressed value chains, while in 2009, the share was estimated at 46 per cent, with the large majority of relevant projects approved after 2004. A recent Policy and Technical Advisory Division (PTA) stock-taking exercise found that during the period 2012-2016, 99 out of the 137 projects (72 per cent) approved by IFAD Executive Board had value chain components. An estimated 20-25 per cent of these included elements of IFAD's Public-Private-Producer-Partnership approach. Corporate-level evaluation on IFAD's contribution to agriculture-related, pro-poor value chain development Draft Approach Paper, 23 March 2018.

³⁵ IFAD. IOE 2013. Evaluation Synthesis on Rural Differentiation and Smallholder Development p. 27, para.17.

³⁶ IFAD Pro-Poor Rural Value Chain Development Thematic Study, unpublished, 2011.

³⁷ IFAD. IOE. Corporate-level evaluation on IFAD's contribution to agriculture-related, pro-poor value chain development, Draft Approach Paper, 23 March 2018, p. 4, para. 3.

³⁸ IFAD. IOE. Evaluation Synthesis on Rural Differentiation and Smallholder Development, p. 16, para. 63 highlight the Pakistan Country Programme and the Western Mindanao Community Initiatives Project in the Philippines among others.

³⁹ IFAD. IOE. 2018. Kingdom of Cambodia. Country Strategy and Programme Evaluation, p. 18.

⁴⁰ IFAD. IOE. Evaluation Synthesis on Rural Differentiation and Smallholder Development, p. 20, para 83.

⁴¹ IFAD. IOE. 2017. Georgia. Impact Evaluation, pp. iv, 15, 17.

⁴² ASPIRE President's Report in IFAD reported in IOE. IFAD. 2018. Kingdom of Cambodia. Country Strategy and Programme Evaluation, p. 26.

⁴³ IFAD. IOE. 2017. Kingdom of Lesotho. Project Performance Evaluation. Rural Financial Intermediation Programme, p. 13.

26. On the other hand, some projects have targeted the very poor even in commercialization activities. For example, Zambia's Smallholder Livestock Investment Project targeted the ultra-poor and moderately poor who had no ownership or limited access to animal draught power (ADP), but still had enough adaptive capacity to realize the potential benefits of improved ADP access. Access to ADP rose to 80 per cent for targeted households.⁴⁴ Cambodia prioritizes growth in the agricultural and rural sectors for poverty reduction; to this end, the design of the Rural Livelihoods Improvement Project in Kratie, Preah Vihear and Ratanakiri targeted poor rural communes, including in remote areas and in areas with indigenous peoples and ethnic minorities. More specifically, it targeted: (i) poor households with little land; (ii) landless households; (iii) female-headed households with young children and many dependents; and (iv) indigenous/ethnic minority households (see Case Study 1 for more information).⁴⁵ Elsewhere in Lao PDR, the Northern Region Sustainable Livelihoods through Livestock Development Project sought to shift the local production in poor upland villages to enhance village livestock systems, together with technical and community development support which was relevant to the needs of targeted communities, many of whom were poor ethnic minorities.⁴⁶
27. The trend towards market-oriented projects/components has raised a number of targeting challenges for IFAD. Some of the constraining factors in this area include a lack of consensus on what constitutes IFAD's key target group and the kinds of targeting approaches that are best suited to the needs of that group. Notably, while there is strong support in IFAD for more market-oriented projects, there is also concern about the trade-offs between the commercialization of production and the need to target the poor as outlined in the *Agreement to Establish IFAD*⁴⁷ and further defined in IFAD's Targeting Policy.⁴⁸ Another factor is that improved market access does not necessarily lead to improved food security or improved nutrition.⁴⁹ These concerns are particularly relevant given the need to align with international commitments, including most recently the 2030 Agenda and the SDGs.
28. While it is important to have clear conceptual agreement on definitions of poverty and the poor, another constraining factor is the need for operational clarity. This need for conceptual and operational clarity is particularly salient in relation to the challenges IFAD faces in identifying ways in which market-oriented/value chain projects can benefit poor people and avoid or mitigate elite capture, particularly given the pressure to show results and impact. Project designs may be conceptually strong with a clear focus targeting the poor. However, as experienced by the Mountain Areas Development Programme in Albania, the programme started by targeting poor people but, when disappointed by the mid-term results, it shifted targeting away from the poorest to all mountain households. The programme emphasized households engaged in activities with a high potential for increasing productivity and profitability. The evaluation mission sample showed that beneficiaries from the pre-mid-term review (MTR) period were generally poorer, less productive and older, while the post-MTR beneficiaries had higher productive potential and could mobilize more resources. There was also the assumption that benefits would trickle down to the poorest.⁵⁰ Operational clarity in identifying ways in which market-oriented projects can benefit

⁴⁴ IFAD. IOE. 2017. Zambia Smallholder Livestock Investment Project. Project Completion Report Validation, p. 2, p. 7, para. 28.

⁴⁵ IFAD. IOE. 2017. Kingdom of Cambodia. Rural Livelihoods Improvement Project in Kratie, Preah Vihear and Ratanakiri, Project Performance Evaluation.

⁴⁶ IFAD/ADB. 2017. Lao People's Democratic Republic. Northern Region Sustainable Livelihoods through Livestock Development Project. IED-IOE Joint Project Performance Evaluation.

⁴⁷ IFAD. Agreement to establish the International Fund for Agricultural Development.

⁴⁸ Approved by the Executive Board in September 2006.

⁴⁹ IFAD. IOE. 2013. Evaluation Synthesis on Rural Differentiation and Smallholder Development, p. 20, para. 83.

⁵⁰ IFAD. IOE. 2008. Republic of Albania. Mountain Areas Development Program. Completion Evaluation, p. 20.

poor people was also lacking in the Lao PDR Northern Region Sustainable Livelihoods through Livestock Development Project.⁵¹

29. Above all, evidence points to the need for a balance between market-oriented and poverty approaches based on the context.⁵² This may require combining multiple approaches such as value chain approach/agro-enterprises where feasible, and more basic needs approaches to alleviating poverty. In Nepal this included a two-pronged approach that focused on value chains of high-value crops with backward contractual linkages to farmer groups as well as on basic needs and food sufficiency in remote areas.⁵³ Elsewhere, Bolivia's Management of Natural Resources in the Chaco and High Valley Regions Project failed to reach the most vulnerable people due to a lack of consideration of the financial investment needs required for counterpart contributions and access to technical support for activities. A way forward was to balance a value chain/rural enterprise focus with approaches and instruments specifically targeted at the poorest and most socially excluded people.⁵⁴
30. Striking a balance between these approaches may also require building and/or strengthening partnerships with those who are more experienced in addressing other dimensions of poverty to strengthen IFAD's project impact on target groups; this is discussed further under Finding 5.

Box 2

Finding a balance between market- and poverty-oriented approaches: Household methodologies and the Gender Action Learning Systems

While they have yet to be evaluated, household methodologies and the related **Gender Action Learning Systems (GALS)** offer approaches from which IFAD can learn in terms of striking a balance between market- and poverty-oriented approaches, particularly in terms of addressing inequitable power dynamics and intra-household decision-making and how they contribute to vulnerability. Household methodologies were considered innovative by Uganda's country programme evaluation (2011). GALS is a community-led methodology that enables household members to negotiate their needs and interests and find gender-equitable solutions in livelihood planning and value chain development. Oxfam Novib developed GALS under IFAD grants and initially piloted it in Uganda. Uganda's District Livelihoods Support Programme (DLSP) has incorporated GALS and it has now expanded to many areas through building local capacity and through newer IFAD projects (e.g. Project for the Restoration of Livelihoods in the North (PRELNOR). GALS has been implemented in Ghana, Nigeria, Rwanda and Sierra Leone among other countries.

Source: IFAD. IOE. What works for gender equality and women's empowerment – a review of practices and results: Evaluation Synthesis, March 2017, p. 5, para. 20; Republic of Uganda. District Livelihoods Support Programme: Project Completion Report Validations, March 2017.

Nigeria's Value Chain Development Programme (VCDP) integrated GALS through: (i) self-targeting of women through specific value chain activities; (ii) proportional minimum (35 per cent) quotas in programme resources for women and women's participation in groups; and (iii) inclusion of a dedicated gender/youth officer. GALS was also piloted in Nigeria's village savings and credit groups in the Rural Finance Institution Building Programme (RUFIN) and the Climate Change Adaptation and Agribusiness Support Programme (CASP).

Source: IFAD. IOE. 2016 Federal Republic of Nigeria. Country Level Evaluation, p. 55.

Finding 2: Effective targeting requires robust poverty analysis and well-informed targeting strategies to meet the different needs of poor rural people.

⁵¹ IFAD. IOE. 2017. Lao People's Democratic Republic. Northern Region Sustainable Livelihoods through Livestock Development Project. IED-IOE Joint Project Performance Evaluation.

⁵² IFAD. IOE. 2013. Evaluation Synthesis on Rural Differentiation and Smallholder Development, ARRI 2009, ARRI 2012.

⁵³ IFAD. IOE. 2013. The Federal Democratic Republic of Nepal. Country Programme Evaluation, p. ix-x, para 24-26; Executive Summary, p. 9.

⁵⁴ IFAD. IOE. 2014. Plurinational State of Bolivia. Management of Natural Resources in the Chaco and High Valley Regions. Project Project Performance Assessment. Executive Summary; IFAD. IOE. ARRI, 2013, p. 18.

31. The second finding is based on evidence indicating the need for, and benefits of, rigorous poverty analysis and differentiated targeting strategies to meet the needs of different target groups. It draws attention to the importance of developing targeting strategies and designing and implementing projects on a foundation of strong contextual understanding. There is also the need for realistic and flexible targeting to allow for modifications in a rapidly changing world, particularly in fragile or post-conflict states or regions. Finally, there is the need for strong capacity and resources to ensure robust poverty analysis and targeting strategies.

Poverty analysis: The importance of context and differentiation

32. Project performance has been linked to well-defined targeting strategies, with high-performing projects decidedly relevant to the socio-economic context, beneficiaries' requirements, and institutional priorities.^{55 56} Statistical analysis conducted for this paper shows a strong correlation between IFAD's Project Status Report (PSR) poverty and targeting ratings.⁵⁷ Successful projects that were rated highly on targeting were also rated highly on rural poverty impact.⁵⁸
33. IFAD's Targeting Policy recognizes the importance of strong poverty analysis for targeting by highlighting "the imperative of understanding the complexities, diversities, and dynamics of poverty as well as the underlying causes."⁵⁹ It also points to the fact that the poor cannot be defined "a priori in geographical or occupational terms, or specific income thresholds because their conditions vary."⁶⁰ Of course, strong poverty analysis at design stage must also be backed by strong support during implementation (this is discussed further under Supervision and Implementation Support under Finding 3).
34. As elaborated upon in Finding 5, partnerships with local organizations are also an important facilitating factor for targeting, particularly in helping to provide local and practical experiential context in design and implementation. India is an example of a country that has engaged strong national and local NGOs in supporting targeting in design and implementation, particularly at the grass-roots level⁶¹ as well as addressing basic needs and structural issues of social exclusion and marginalization (e.g. Scheduled Castes, tribes and, among these, women).⁶²
35. Effective targeting strategies start with strong differentiated poverty analyses at design stage.⁶³ The analysis should include people who are likely to be excluded or overlooked (e.g. women, youth, indigenous peoples, landless people, migrants, pastoralists, castes). These analyses should provide a comprehensive understanding of the context in which targeted people live.⁶⁴ A good practice is demonstrated in China's Environment Conservation and Poverty-Reduction Programme in Ningxia and Shanxi, which undertook a robust poverty analysis at design stage that informed a mix of interventions to address the multiple causes of poverty.⁶⁵ The analysis used a baseline of comprehensive socio-economic indicators and identified the main causes of poverty. It informed geographic poverty targeting, identifying the rural poor and ethnic minorities. The analysis informed the selection of counties, townships, target

⁵⁵ IFAD. IOE. 2017. ARRI, p. 16, para. 36.

⁵⁶ There has been a positive poverty impact of IFAD's projects; 84.9 per cent of projects rated moderately satisfactory or better in 2013-2015. More recently, performance has flattened and even declined slightly. IFAD. IOE. 2013. Rural differentiation and smallholder development: Evaluation Synthesis, p. 21, para. 84.

⁵⁷ IFAD. IOE. 2018. ARRI Learning Theme on Targeting the Rural Poor: Statistical Analysis, Tables 4 and 5.

⁵⁸ IFAD. IOE. 2018. ARRI Learning Theme on Targeting the Rural Poor: Statistical Analysis, Tables 11, 14, 17, 20 and 23.

⁵⁹ IFAD. 2006. Policy on Targeting, p. 1, para. 4.

⁶⁰ IFAD. 2006. Policy on Targeting, p. 3, para. 13.

⁶¹ IFAD. IOE. 2016. Republic of India. Country Programme Evaluation, p. viii.

⁶² IFAD. IOE. 2016. Republic of India. Country Programme Evaluation, pp. 20 and 75.

⁶³ Analysis is also conducted during early stages of implementation to refine targeting.

⁶⁴ Projects that differentiate targeting achieve a higher score (4.5) compared to those that do not (4.0). This could also be due to other factors, including more careful planning overall, more people-focused, participatory approaches, and greater flexibility that allows adaptation during implementation. IFAD. IOE. 2013. Rural Differentiation and Smallholder Development Evaluation Synthesis, p. 14, para. 47.

⁶⁵ IFAD. IOE. 2016. People's Republic of China Environment Conservation and Poverty-Reduction Programme in Ningxia and Shanxi. Project Performance Assessment, p. 8, para. 29.

communities and households, which were divided into four poverty categories based on household cash income and grain availability. The World Food Programme's vulnerability assessment and mapping techniques guided the analysis at design and implementation.⁶⁶

36. In contrast, in Lao PDR's Northern Region Sustainable Livelihoods through Livestock Development Project,⁶⁷ the geographic targeting based on the National Growth and Poverty Eradication Strategy was relevant. However, the self-targeting mechanism acted as a constraining factor as it did not allow the project to reach the poorest smallholders. A stronger contextual analysis of the provinces, together with a differentiation of activities, would have improved the targeting of the poorest. In contrast, the self-targeting in Haiti's Productive Initiatives Support Programme in Rural Areas compensated for an initial lack of effective targeting in design.⁶⁸ While it seemed that the programme targeted the poorest communes, the programme design lacked a mechanism or strategy to reach the most vulnerable. After seven years of implementation (with no poverty study or targeting strategy), the programme introduced an innovative self-targeting approach to select the most vulnerable people within a programme area (e.g. communities, hamlets). The targeting was done by the beneficiaries themselves; they identified the most vulnerable among them.

Box 3

Self-targeting: What do the evaluations say?

According to IFAD's Targeting Policy, self-targeting measures design activities with the poor themselves, around their needs and livelihood constraints, and are perceived by the poor as relevant and affordable. Self-targeting provides services that respond specifically to the target group's priorities, assets, and labour capacity and are of less interest to those who are better-off. Evaluative evidence demonstrates mixed experience with self-targeting. For example, self-targeting has proven useful for working with indigenous peoples, especially when programmes first apply geographical targeting, then self-targeting to sharpen the focus on indigenous peoples (e.g. India's Jharkhand Tribal Empowerment and Livelihoods Project and Lao PDR's Community-Based Food Security and Economic Opportunities Programme, Soum Son Seun Jai).^a The evaluation for Bhutan's Agriculture, Marketing and Enterprise Promotion Programme recommended that self-targeting would have been an important targeting measure rather than the targeting approach used which identified three different wealth categories. The targeting approach used was seen to be culturally divisive and inappropriate in discriminating against different strata of rural households.^b

In contrast, other programmes have been less successful with self-targeting. For example, in Georgia's portfolio, the data on benefits and outreach showed that self-targeting was found to be insufficient for targeting women, who were assumed to be equal to men socially and economically since socialist times, and that therefore no specific efforts were needed to enhance women's participation or roles in IFAD projects.^c Elsewhere, Benin's Roots and Tubers Development Programme assumed that the activities would only be of interest to poor people, but this proved not to be the case; benefits went to the better-off and elite.^d As mentioned above, after seven years of implementation, Haiti's Productive Initiatives Support Programme in Rural Areas introduced a self-targeting approach (Différentiel de Bénéfices Négocié) aimed at selecting the most vulnerable in project areas. However, this was too late in the programme to make any effective change. A stronger context analysis of the different provinces and a consequent differentiation of activities would have allowed a more focused targeting of the poorest.^e

^a IFAD. IOE. 2015. IFAD's Engagement with Indigenous Peoples: Evaluation Synthesis, p. 34.

^b IFAD. IOE. 2014. Kingdom of Bhutan. Agriculture, Marketing and Enterprise Program: Project Performance Assessment, p. iv.

^c IFAD. IOE. 2018. Georgia. Country Programme Strategy Evaluation, p. ix.

^d IFAD. IOE IFAD. IOE. Rural Differentiation and Smallholder Development: Evaluation Synthesis, p. 15.

^e IFAD. IOE. 2017. Republic of Haiti. Productive Initiatives Support Programme in Rural Areas, Project Completion Report Validation.

⁶⁶ IFAD. IOE. 2016. People's Republic of China Environment Conservation and Poverty-Reduction Programme in Ningxia and Shanxi. Project Performance Assessment, p. v, para. 8.

⁶⁷ IFAD/ADB. 2017. Northern Region Sustainable Livelihoods through Livestock Development Project. IED-IOE Joint Project Performance Evaluation, p. 16.

⁶⁸ IFAD. IOE. 2017. Republic of Haiti. Productive Initiatives Support Programme in Rural Areas, Project Completion Report Validation, p. 8.

37. Poverty analysis is often constrained by a lack of sufficient differentiation (including geographic, social disaggregation) among groups of people.^{69 70} One of the constraining factors has been the tightening of IFAD's budget over the last several years, which has limited the amount of funds available to design projects.⁷¹ Within the context of zero-growth budgets, the budget allocated to country programme delivery (COSOP, project and grant design, supervision and implementation support) declined an estimated 9 per cent between IFAD8 and IFAD10 and 14 per cent between IFAD9 and IFAD10.⁷² The budget for programme delivery declined despite the allocation of additional budget up to US\$60,000 per project design⁷³ (beyond the average design costs of US\$180,000 to US\$250,000)⁷⁴ in 2016 and 2017.

Targeting, fragility and conflict

38. Notably, while most projects undertake poverty analysis, the drivers of conflict and fragility⁷⁵ are rarely considered; this can lead to weaker targeting and focus of project interventions.⁷⁶ For example, land issues were identified as a key driver of poverty and a source of conflict in Burundi, the Democratic Republic of the Congo, Haiti, Liberia, Nepal, the Philippines and Sudan. Yet in most instances, the implications for IFAD's support were not considered.⁷⁷ Elsewhere, Palestine's Participatory Natural Resource Management Programme restoration operations were highly standardized and driven by the technical operations manual which was characteristic of an "engineering" project. However, this approach was a constraining factor to targeting as it prevented using a sustainable livelihoods-type approach to poverty reduction efforts, which would have had a broader focus than just land. This had targeting implications for potential beneficiaries with little or no access to land (e.g. women, youth, marginal landholders and landless) who could not sufficiently access/participate in the programme's activities.⁷⁸ Furthermore, the Agricultural Rehabilitation Programme in Orientale Province in the Democratic Republic of the Congo also did not consider the context, which subsequently affected targeting. The programme had overly ambitious objectives and targets and poor consideration of the post-conflict situation.⁷⁹ Elsewhere, Guatemala's political instability and changes in government also weakened the targeting and programme interventions in the National Rural Development Programme Phase I: The Western Region.⁸⁰

⁶⁹ 2015 and 2016 evaluations showed a lack of differentiation in targeting as stated in IFAD. IOE. ARRI 2016, p. 12, para. 18.

⁷⁰ Pre-targeting policy projects covered by the Evaluation Synthesis also note the lack of well-differentiated target populations. IFAD, IOE, p. 20, para. 83, bullet 6.

⁷¹ IFAD. Alternative approaches to increase non-staff resources to project design: Discussion Note presented to OMC on 4 June 2015 states, "Anecdotal evidence seems to show that IFAD standard costs for project design are lower than the standard costs for project design of other international financing institutions (IFIs). In addition to that, other IFIs often benefit from recipient country project preparation, often funded by third-party trust funds, while IFAD relies exclusively on its own administrative budget to finance project preparation. Moreover, IFAD projects are usually more innovative and located in more remote areas than the projects designed by other IFIs, and thus preparation costs are on average higher."

⁷² IFAD. Alternative approaches to increase non-staff resources to project design: Discussion Note (June 2015).

⁷³ IFAD's 2016 Results-Based Programme of Work and Regular and Capital Budgets, the IOE Results-Based Work Programme and Budget for 2016 and Indicative Plan for 2017-2018, and the Heavily Indebted poor Countries (HIPC) and Performance Based Allocation System (PBAS) [Progress Reports 25 November 2015 EB 2015/116/R.2

⁷⁴ IFAD's 2016 Results-Based Programme of Work and Regular and Capital Budgets, the IOE Results-Based Work Programme and Budget for 2016 and Indicative Plan for 2017-2018, and the Heavily Indebted poor Countries (HIPC) and Performance Based Allocation System (PBAS) [Progress Reports 25 November 2015 EB 2015/116/R.2

⁷⁵ "Fragile states are more exposed to the risk of outbreaks of violence than are non-fragile states. Fragile states may be well endowed with natural resources or be resource-poor." This definition was included in IFAD's corporate Policy on Crisis Prevention and Recovery, adopted by the Executive Board in April 2006.

⁷⁶ IFAD. IOE. 2015. IFAD's Engagement in Fragile and Conflict-affected States and Situations. Corporate-level Evaluation, p. viii, para. 25-26.

⁷⁷ IFAD. IOE. 2015. IFAD's Engagement in Fragile and Conflict-affected States and Situations. Corporate-level Evaluation, p. ix, para. 33.

⁷⁸ IFAD. IOE. 2017. Palestine Participatory Natural Resource Management Programme. Project Performance Evaluation.

⁷⁹ IFAD. IOE. 2017. ARRI, p. 30, para. 3.

⁸⁰ IFAD. 2014. Guatemala National Rural Development Programme Phase I: The Western Region. Project Completion Report Digest, p. 47.

39. Projects often fail to recognize the reality that fragility and conflict are complex phenomena requiring more complex projects.⁸¹ Most programmes do not include any conflict analysis or risk assessment of how changes introduced by IFAD would affect conflict or insecurity – positively or negatively – or mitigation measures.⁸² In fact, IFAD’s design guidelines lack specificity on how to deal with fragility, yet there is need for stronger targeting interventions. For example, while Nigeria is no longer considered to have a fragile context, it has regions facing grave insecurity and insurgency, e.g. North East (from Boko Haram), the middle belt (from pastoralist-farmer conflicts) and the Delta region (violence and unrest).⁸³
40. In China, one of the facilitating factors for good targeting in the Sichuan Post-Earthquake Agriculture Rehabilitation Project was the alignment of targeting with the needs of the affected, poorer (including female-headed) households, and the Government’s Reconstruction Plan. The project’s geographic targeting approach followed this reconstruction plan to channel resources to affected villages. Another facilitating factor was the targeting of farmer households in targeted villages by damage assessment caused by the earthquake rather than by wealth status. Selection was kept transparent through consultation and disclosure. The County Programme Management Offices, township governments and village committees were proactively involved in information dissemination and household assessment; this facilitated adherence to the project’s targeting strategy, including a strong gender and poverty focus. The targeting approach of the project is of good reference and value to similar post-disaster rehabilitation programme and/or projects.⁸⁴
41. Sri Lanka’s Post-Tsunami Coastal Rehabilitation and Resource Management Programme demonstrated the challenges of targeting in natural disaster situations. Entire areas were affected, and IFAD had to reach out to people outside the Fund’s core target group and trade-offs. Such cases require the programme to analyse between the costs and benefits of including non-core target groups and the resulting costs of excluding the target group.⁸⁵
42. Addressing fragility and conflict in targeting calls for more support for promoting social inclusion and ways to tackle conflicts over resources. One solution has been to use small or regional grants to complement the programmes. For example, in Bosnia and Herzegovina, the original project designs based on geographic and sub-sector targeting were inadequate for reaching the vulnerable poor. Grants to Oxfam helped facilitate loan projects to deepen the focus on fragility and identify more vulnerable groups (e.g. female-headed households, excluded groups, internally displaced people) by establishing criteria for selecting communities and farmers.⁸⁶

Building on analysis for clear, realistic and practical targeting strategies

43. Targeting strategies are well-served by building on contextual understanding uncovered by robust poverty analysis in ways that allow realistic, unambiguous and practical action. For example, the Sustainable Development Project for Agrarian Reform Settlements in the Semi-Arid North-East Dom Hélder Câmara Project in Brazil demonstrates good practices with a realistic, pragmatic targeting strategy which contributed to a significant increase in the self-esteem of poor rural people as a result of its participatory, bottom-up approach by focusing on small-scale income-generating

⁸¹ IFAD. IOE. 2015. IFAD’s Engagement in Fragile and Conflict-affected States and Situations. Corporate-level Evaluation, p. 63, para. 211.

⁸² IFAD. IOE. 2015. IFAD’s Engagement in Fragile and Conflict-affected States and Situations. Corporate-level Evaluation, p. viii, paras. 25-26.

⁸³ IFAD. IOE. 2016. Federal Republic of Nigeria. Country Programme Evaluation, p. vi. Para. 10.

⁸⁴ IFAD. IOE. 2014. China. Sichuan Post-Earthquake Agriculture Rehabilitation Project. Project Completion Report Digest, p. 5.

⁸⁵ IFAD. IOE. 2017. Democratic Socialist Republic of Sri Lanka. Post-Tsunami Coastal Rehabilitation and Resource Management Programme. Project Performance Evaluation.

⁸⁶ IFAD. IOE. 2015. IFAD’s Engagement in Fragile and Conflict-affected States and Situations. Corporate-level Evaluation, p. 32, Box 8.

activities. The project also targeted young people, with a view to offering them prospects for building their future in the rural North-East. Notably, the project's agenda for the empowerment of women was seen to be positive and pragmatic.⁸⁷

44. This contrasts with other projects that had overly ambitious or ambiguous targeting strategies, particularly given their fragile or post-conflict contexts.⁸⁸ Project designs in Mozambique were highly relevant to the needs of poor rural people, but often out of line with what could realistically be achieved on the ground, particularly given the difficult situation at the end of the war. This carried through to implementation, and as a result, some project strategies had to be abandoned or revised.⁸⁹ Elsewhere, the Agricultural Rehabilitation Programme in Orientale Province in the Democratic Republic of the Congo also had overly ambitious targets and objectives as well as poor consideration of the post-conflict situation in an isolated project area.⁹⁰ Although lessons had been identified in Yemen from previous projects on the need to factor in socio-cultural and institutional constraints and available capabilities, the targeting in the Raymah Area Development Project was overly ambitious in relation to gender and community empowerment.⁹¹

Flexible targeting strategies for a complex, rapidly changing world

45. Differentiated poverty analysis should lead to well-differentiated targeting strategies and activities that are flexible enough to meet the needs of a complex world experiencing climate change, growing inequality, growing numbers of migrants, and an ever-growing private sector.⁹² A recent evaluation of Cambodia's overall portfolio found that delays in adjusting to the changing rural context, combined with largely static project approaches from the perspective of focus, instruments, targeting and group formation, and somewhat dispersed geographical coverage, affected the achievements of the country programme.⁹³
46. However, there were projects under Cambodia's portfolio that showed flexibility. For example, the Community-Based Rural Development Project in Kampong Thom and Kampot Provinces demonstrated good targeting flexibility. The agricultural component originally included activities such as extension that benefited poor landowners more than the landless, improved methods of raising cattle and training that benefited livestock owners, and rehabilitation of irrigation schemes that benefited households that already had water. At mid-term, the project introduced new approaches, including focusing explicitly on identifying poor households and targeting the most vulnerable families with agricultural and other activities such as revolving credit fund groups. Commune councillors and village representatives helped identify the most vulnerable families, which were then provided with special identity cards that granted them free access to government services and donor support activities. This approach was then scaled up at national level;⁹⁴ the poverty targeting approach has now been institutionalized as the Government's IDPoor programme.⁹⁵
47. Elsewhere, the Marine and Agricultural Resources Support Programme in Mauritius targeted rural poor groups (e.g. small-scale fishers including octopus fisherwomen, cane planters, retrenched textile workers, unemployed youth and women, pig farmers affected by disease outbreak, low-security prison inmates) who could benefit from the

⁸⁷ IFAD. IOE. 2011. Federative Republic of Brazil. Sustainable Development Project for Agrarian Reform Settlements in the Semi-Arid North-East Dom Hélder Câmara Project. Project Performance Evaluation, p. xvi, para. 19.

⁸⁸ IFAD's definition of fragile states: "Fragile states are characterized by weak policies, weak institutions and weak governance, resulting in meagre economic growth, widespread inequality and poor human development."

⁸⁹ IFAD. IOE. 2010. Mozambique Country Programme Evaluation.

⁹⁰ IFAD. IOE. 2017. ARRI, p. 30, para. 3.

⁹¹ IFAD. IOE. 2010. Republic of Yemen. Raymah Area Development Project, Completion Evaluation, p. 24, para. 77.

⁹² IFAD. IOE 2016. ARRI, p. 23, para. 20.

⁹³ IFAD. IOE. 2018. Kingdom of Cambodia, Country Strategy and Programme Evaluation, p. 82.

⁹⁴ IFAD. IOE. 2012. Kingdom of Cambodia. Community-Based Rural Development Project in Kampong Thom and Kampot. Project Performance Assessment, para. 40; 2011. Kingdom of Cambodia. Community Based Rural Development Project in Kampong Thom and Kampot Provinces. Project Completion Report Validation, p. 5, para. 14.

⁹⁵ IFAD. IOE. 2018. Kingdom of Cambodia. Country Strategy and Programme Evaluation, p. xiii. In the end, the IDPoor card has mostly been used for health and education services rather than for economic and productive activities, p. 24.

pro-poor reform agenda. However, the extreme poverty and high-school dropout rates also pointed to the high likelihood of people moving away from the targeted areas. The programme design failed to recognize the rapid economic transition occurring in the country. At implementation, many households took advantage of the growing opportunities and better employment in the manufacturing and service sectors rather than staying in agriculture.⁹⁶

48. The ability to adjust to rapidly changing contexts is crucial for targeting, particularly in programmes that span a long time (e.g. 10+ years). For example, at the time of the MTR, the programme concept and approach of China's Environmental Conservation and Poverty-Reduction Programme in Ningxia and Shanxi (a 12-year programme from design to completion) had largely lost their relevance, and activities had become obsolete and needed to be revised given changes in policy, industrialization, migration and capital flows into rural areas. While poverty targeting was appropriate at programme start-up, it became more difficult years later as beneficiaries' incomes and well-being fluctuated with income earned from migratory work.⁹⁷

Gender, indigenous peoples, youth and pastoralists in targeting

49. Targeting strategies must be sufficiently specific to meet the needs of all intended beneficiaries, particularly those likely to be excluded (e.g. indigenous peoples, pastoralists, landless people, people living with disabilities, migrants, other vulnerable groups).⁹⁸ As IFAD increases its focus on women, youth, and indigenous peoples, there are increasingly examples of promising approaches to ensuring greater differentiation in targeting.⁹⁹
50. **Gender.** The 2017 Evaluation Synthesis Review on Gender Equality and Women's Empowerment found that most of the sample projects reviewed (all approved before IFAD's Gender Policy was published/approved in 2012) did not include specific targets. The review found that the projects that had targets mainly focused on the number of women to be reached; figures varied from 15 per cent to 70 per cent. Out of 57 cases, 17 included clear gender-specific targets. This included a minimum percentage of women beneficiaries or special focus on women and youth or women-headed households.¹⁰⁰
51. Depending on the context, targeting strategies that are focused on gender typically follow one or both of the following approaches: i) ensuring women benefit from project interventions; and ii) specifically targeting women through women-only activities.¹⁰¹ However, projects that rely on "general distributional effects benefits to reach women" may end up failing to meet their needs. For example, Moldova's Rural Business Development Programme employed a trickle-down effect which did not generate significant employment benefits for women.¹⁰² Furthermore, integrated rural development projects that use geographic targeting without also specifically targeting women sometimes fail to successfully meet women's needs. This was the experience

⁹⁶ IFAD. IOE. 2016. Republic of Mauritius. Marine and Agricultural Resources Support Programme. Project Completion Report Validation.

⁹⁷ IFAD. IOE. 2010. People's Republic of China. Qinling Mountain Area Poverty Relief Project. Interim Evaluation, p. 41, para. 28.

⁹⁸ Under the 2013 Evaluation Synthesis on Rural Differentiation and Smallholder Development (p. 13) 17 (63 per cent of the total) of the projects lacked well-differentiated targeting, identifying groups by terms such as "poor", "poorer", or "poorest". The remaining 37 per cent of projects included more explicit differentiation, with greater emphasis on demographic criteria (e.g. gender, youth and indigenous peoples) than on socio-economic criteria (e.g. income, assets). Also IFAD. IOE. 2015. ARRI, p. 18, para. 59; 2016. ARRI, p. 86, para. 302.

⁹⁹ An example which has yet to be evaluated is Colombia's Building Rural Entrepreneurial Capacities Programme Trust and Opportunity, which won a 2017 IFAD Gender Award. The programme targeted extremely poor households, including indigenous and Afro-descendent women and youth in post conflict rural areas for income-generating activities and post-conflict reconciliation activities.

¹⁰⁰ IFAD. IOE. 2017. What works for gender equality and women's empowerment - a review of practices and results. Evaluation Synthesis, p. 11, para. 48; p. 27, para. 107.

¹⁰¹ IFAD. IOE. 2017. What works for gender equality and women's empowerment - a review of practices and results. Evaluation Synthesis, p. 28, para. 108.

¹⁰² IFAD. IOE. 2017. What works for gender equality and women's empowerment - a review of practices and results. Evaluation Synthesis, p. 28, para. 111.

of Jordan's Rangelands Rehabilitation and Development Project and Bhutan's Agriculture, Marketing and Enterprise Promotion Programme.¹⁰³ Further, projects that embed gender as a cross-cutting issue in the design but which lack appropriate gender strategies can also lead to problematic targeting and compromise sustainability, as was the case with Ghana's Northern Region Poverty Reduction Programme and Guatemala's National Rural Development Programme.¹⁰⁴ Elsewhere, Georgia's Agriculture Support Programme emphasized women's empowerment as a criterion for targeting and could have contributed to improving the gender imbalance and low level of women's empowerment, but did not develop a strategy to mainstream gender into the targeting approach.¹⁰⁵

52. **Indigenous peoples.** Improving targeting and actions to meet the needs of indigenous peoples has become a priority for IFAD. Between 2004 and 2013, 14 per cent of IFAD's total financing approved was estimated to be in support of indigenous peoples. Developing the Policy on Engagement with Indigenous Peoples improved dialogue with indigenous peoples. Importantly, the Indigenous Peoples' Forum has acted as an effective mechanism supporting IFAD's targeting. The 2015 Forum specifically recommended the design of targeted initiatives with and for indigenous women and youth to promote traditional economies and marketing. The 2017 meeting focused on economic empowerment and recognized the adoption of Agenda 2030 and the Paris Agreement as opportunities to engage in developing projects and programmes with clear targets and indicators for sustainable development of indigenous peoples.¹⁰⁶ In terms of IFAD's portfolio, a recent evaluation noted that over 40 per cent of the project evaluations reviewed indicated the need for clearly defining target groups and developing tailored and differentiated approaches to target indigenous peoples. This included a better recognition of their specificities, culture, traditions and diverse knowledge systems as well as better analysis of needs and capacity.¹⁰⁷
53. A strong example of targeting indigenous peoples is India's Odisha Tribal Empowerment and Livelihoods Programme,¹⁰⁸ which was well designed and reached some of the most impoverished and marginalized populations in remote areas. The target blocks in the district were selected based on eleven social and economic indicators. The targeting criteria selected micro-sheds, which had more than 60 per cent of Scheduled Tribe and Scheduled Caste populations.
54. **Youth.** One of the main findings of the 2014 Evaluation Synthesis on Youth¹⁰⁹ was that the projects delivering the best results in relation to pro-youth development are those that adopt genuine community-driven development (CDD) approaches and offer tailored rural enterprise/finance development support. The Community-Based Agricultural and Rural Development Programme was the first IFAD-supported programme in Nigeria to implement a CDD approach and included a gender- and youth- responsive approach to address the high rates of unemployment and underemployment. However, social norms and power dynamics limited the effectiveness of the gender impacts.¹¹⁰ The programme also targeted youth and/or their enterprises/income-generating activities specifically and offered them support different from that offered to adults. Senegal's Agricultural Value Chains Support Programme targeted underemployed young people, along with women, to develop

¹⁰³ IFAD.IOE. 2017. What works for gender equality and women's empowerment - a review of practices and results. Evaluation Synthesis, p. 28, para. 111.

¹⁰⁴ IFAD. IOE. 2015. ARRI, p. 74, para. 217.

¹⁰⁵ IFAD. IOE. 2017. Georgia. Agricultural Support Project. Impact Evaluation, p. vi.

¹⁰⁶ Proceedings: Third Global Meeting of the Indigenous Peoples' Forum at IFAD, 10 and 13 February 2017.

¹⁰⁷ IFAD. IOE. 2016. IFAD's Engagement with Indigenous Peoples. Evaluation Synthesis, p. 20, para. 70.

¹⁰⁸ IFAD. IOE. 2017. Republic of India. Odisha Tribal Empowerment and Livelihoods Programme. Project Completion Report Validation.

¹⁰⁹ IFAD. IOE. 2014. Rural Youth. Evaluation Synthesis.

¹¹⁰ Youth was considered under the gender aspect of the evaluation, so is discussed in the same context here as reported in IFAD. IOE. 2016. Federal Republic of Nigeria. Community Based Agricultural and Rural Development Programme. Project Performance Assessment, p. 67, para. 49.

highly-profitable economic activities. The Rural Microenterprise Assets Programme in Colombia established a programme for youth-savings to motivate, train and provide incentives to rural young people to generate savings and use them for investment opportunities and income generation. El Salvador's Rural Development and Modernization Project for the Central and Paracentral Regions designed a gender strategy that was also youth- and indigenous group-inclusive. The project incorporated a mainstreaming approach that aimed to include youth, as well as women, in project activities. It conducted affirmative action activities geared towards women and youth and created a comprehensive plan of action for rural youth. The programme also created a rural youth citizens participation network in which youth received training to strengthen dialogue, leadership and entrepreneurial capacities.¹¹¹

55. In contrast, the Democratic Republic of the Congo's Integrated Programme for Agricultural Rehabilitation targeted 2,200 youth but lacked specific actions for supporting them; this became clear at implementation. Given the post-conflict context of the programme, many refugees and displaced persons, unemployed youth, demobilized soldiers, and single mothers would have benefited from the development and implementation of a clear strategy to include youth in agriculture as many had lost their jobs.¹¹²
56. **Pastoralists.** Engaging in pastoral development is highly relevant to IFAD's goals; IFAD strategies and policies consider pastoralists as among the poorest and most vulnerable groups.¹¹³ However, IFAD's targeting of pastoral systems has been constrained in part due to a limited, conventional definition that neglects aspects of modernization as well as a notable lack of information on pastoral systems generated from livestock data and statistics.¹¹⁴ In countries rich with data, targeting poor pastoralists using conventional knowledge-based targeting approaches can lead to high transaction costs.¹¹⁵ Furthermore, discussions with IFAD staff noted lack of expertise as another constraining factor to targeting pastoralists. For example, recent evidence shows that only 10 per cent of evaluations included consultants with expertise in pastoralism in their evaluation teams.¹¹⁶
57. National policies may also be oriented towards facilitating an exit from pastoralism because pastoralists are either perceived as rich and thus largely ignored by development efforts or because they are viewed as poor and their systems inefficient.¹¹⁷ Ethiopia's Pastoral Community Development Project II targeted pastoralists who were a typically neglected and poor part of the population. It supported the sedentarization of some pastoralists and the mobility of others, while recognizing the importance of mobility to the sustainability of pastoral systems. The project established community selection criteria to ensure the most vulnerable were targeted for accessing the community investment fund. These included population size, poverty and vulnerability as measured by food security needs.¹¹⁸

Finding 3: Robust data, monitoring and evaluation, and supervision and implementation support are crucial for good poverty targeting in design and implementation and require strong investment in related systems and capacity development.

58. The third finding points to the need for investment in monitoring, and supervision and implementation support (SIS) to support poverty targeting in design and

¹¹¹ IFAD. IOE. 2017. El Salvador. Rural Development and Modernization Project for the Central and Paracentral Regions (PRODEMOR CENTRAL). Project Completion Report Validation.

¹¹² IFAD. IOE. 2016. Democratic Republic of the Congo. Better Targeting of Vulnerable Populations. Country Strategy and Programme Evaluation. Evaluation Insights, Number 44, p. 2.

¹¹³ FAO, IFAD. 2016. IFAD's and FAO's Engagement in Pastoral Development: Evaluation Synthesis, p. 2.

¹¹⁴ FAO, IFAD. 2016. IFAD's and FAO's Engagement in Pastoral Development: Evaluation Synthesis, p 11, para. 42.

¹¹⁵ FAO, IFAD. 2016. IFAD's and FAO's Engagement in Pastoral Development: Evaluation Synthesis, p 11, para. 42.

¹¹⁶ FAO, IFAD. 2016. IFAD's and FAO's Engagement in Pastoral Development. Evaluation Synthesis, p. 25, para. 101.

¹¹⁷ FAO, IFAD. 2016. IFAD's and FAO's Engagement in Pastoral Development. Evaluation Synthesis, p. 32, para. 128.

¹¹⁸ IFAD. IOE. 2016. Federal Democratic Republic of Ethiopia. Pastoral Community Development Project II. Project Performance Assessment, p. v, para 9; p. 21, para. 86.

implementation. Effective targeting depends on strong data, monitoring, and SIS to assess relevance and provide adjustments where needed.¹¹⁹ In part, this requires institutional capacity on the part of implementing partners, IFAD and others responsible for design and implementation.

The need for credible poverty data

59. A lack of credible poverty data can be a challenge for targeting. In part, this may be due to factors such as insufficient disaggregation of national and other relevant data (e.g. income, expenditure) or a lack of multi-dimensionality in the poverty-related data.¹²⁰ Projects that have data, but lack a solid baseline and/or control group data face challenges of impact attribution,¹²¹ as in the cases of Armenia's Rural Areas Economic Development Programme, Bangladesh's Microfinance and Technical Support Project, and the Philippines' Northern Mindanao Community Initiatives and Resource Management Project.¹²² Even in cases where there are household surveys, interviews and supervision missions, it is important to have a robust set of data and a baseline against which to measure impact. Yet, this is often missing, as in the case of Nicaragua's Technical Assistance Fund Programme for the Departments of Leon, Chinandega and Managua.¹²³ Challenges also arise where projects do not indicate the number of adopting and benefiting households in project records and impact surveys, making it difficult to estimate the number of households or people impacted. This was the experience of the Mount Kenya East Pilot Project for Natural Resource Management, Central Kenya Dry Area Smallholder and Community Services Development Project, and Southern Nyanza Community Development Project.¹²⁴
60. One effective way in which country programmes and projects have addressed the challenges of insufficient poverty data and/or multi-dimensionality is by incorporating participatory methods of data collection either at design or during project implementation. While these methods can be costly in terms of time spent in the field, documentation of processes, and analysis, they can be effective for selecting the poorest locations and households, and direct targeting (e.g. identifying women and youth beneficiaries), as in the case of Nigeria's targeting experiences.¹²⁵ Participatory approaches can also improve evaluative evidence by providing more in-depth information on the impact of a project on different target groups (e.g. counterfactual, stronger data collection and analysis) as in the case of Nigeria's Community-Based Agricultural and Rural Development Programme.¹²⁶
61. Of significant relevance to targeting is the quality of monitoring and evaluation (M&E) in IFAD projects which has been persistently flagged in internal and external project reviews. Quality M&E requires conducting robust baseline studies and completion surveys, investing in M&E systems, and supporting capacity development in project management units.¹²⁷ Project targeting is constrained when rigorous baselines are not conducted; this leaves data gaps that make it difficult to assess the impact of targeting. This was the case in Albania due to a number of factors: (i) the absence of a rigorous baseline and subsequent monitoring; (ii) lack of reliable impact assessment

¹¹⁹ IFAD. IOE. 2013. Rural differentiation and smallholder development. Evaluation Synthesis, p. 15, para. 55.

¹²⁰ IFAD. IOE. 2013. Rural differentiation and smallholder development. Evaluation Synthesis, p. 18, para. 76.

¹²¹ The issue of attribution was raised in all the project performance assessments included in the 2012 ARRI (Armenia, Bangladesh, the Philippines, Uganda and Zambia) and in a number of Project Completion Report Validations (Grenada, Guinea, Morocco, Nicaragua, Tunisia and Zambia). 2012. ARRI, p. 30.

¹²² IFAD. IOE. 2012. ARRI, p. 30.

¹²³ IFAD. IOE. 2015. IFAD's Engagement in Fragile and Conflict-affected States and Situations. Corporate-level Evaluation, p. viii, paras. 25-26.

¹²⁴ IFAD. IOE. 2011. Republic of Kenya: Country Programme Evaluation, p. 30, para. 100.

¹²⁵ IFAD. IOE. 2016. Federal Republic of Nigeria. Country Programme Evaluation, p. vi, para. 9.

¹²⁶ IFAD. 2017. President's Report on the Implementation Status of Evaluation Recommendations and Management Actions (PRISMA).

¹²⁷ IFAD. 2015. IFAD's 2016 Results-Based Programme of Work and Regular and Capital Budgets, and the IOE Results-Based Work Programme and Budget for 2016 and Indicative Plan for 2017-2018, and the HIPC and PBAS Progress Reports. EB 2015/116/R.2.

of disaggregated gender socio-economic analysis; and (iii) quantifiable measures of project interventions for women and other vulnerable groups were not possible.¹²⁸

Supervision and implementation support

62. Supervision provides an important opportunity to reflect on a project's targeting issues – and make adjustments if necessary,¹²⁹ while project implementation is supported through specific technical support, policy dialogue, innovations and/or design adjustments to improve effectiveness. Implementation support pays special attention to social and environmental dimensions, including improved targeting and mainstreaming of gender issues, with a focus on poor women.¹³⁰
63. Supervision missions can be instrumental for improving project performance by improving targeting and indicating implementation shortcomings. The PCRV for Mount Kenya East Pilot Project for Natural Resource Management indicated how supervision missions also provided opportunities to work with project stakeholders to identify progress and constraints, as one of these missions always overlapped with the annual project reviews.¹³¹
64. The move to direct supervision improved IFAD's project performance and is important for identifying issues and prompting corrective action.¹³² In average project ratings for 2010-2012, directly supervised projects fared much better than those supervised by cooperating institutions in terms of targeting approach and gender and poverty focus.¹³³ Through direct supervision, IFAD has been able to place special emphasis on issues of prime concern, such as gender mainstreaming, targeting and the building of grass-roots institutions.¹³⁴
65. SIS is not without its challenges, however, especially in relation to the staffing of supervision mission teams and gaps in technical coverage.¹³⁵ While more effective, as of 2013, it is more costly, with the average cost of direct supervision per project per year (US\$93 300) higher than the average cost of supervision by cooperating institutions (US\$61 461).¹³⁶ Further, supervision and support missions tend to cover issues such as financial management and knowledge management better than targeting-related issues such as gender. This is interesting given that IFAD's Country Programme Officers (CPOs) suggested that consultants well-versed in community development, gender and agriculture are the easiest to source locally to support missions.¹³⁷
66. Discussions with IFAD staff suggested that the inclusion of a team member experienced in targeting may depend on the interest or commitment of a particular country programme manager (CPM). Tight supervision mission budgets may also lead to the exclusion of a targeting expert. The Supervision CLE indicates that respondents to the CLE survey indicated that the optimal SIS arrangement is one full supervision mission and one follow-up/implementation support mission per year. Respondents indicated that the second-best arrangement is characterized by flexibility that allows for the organization of SIS on the basis of implementation stage and performance of the project. The ideal duration of SIS missions is considered to be

¹²⁸ IFAD. IOE. 2015. Republic of Albania. Programme for Sustainable Development in Rural Mountain Areas. Project Performance Assessment, p. 16.

¹²⁹ IFAD. IOE. 2013. Rural differentiation and smallholder development. Evaluation Synthesis, p. x, para. 49.

¹³⁰ IFAD. IOE. 2013. IFAD's Supervision and Implementation Support Policy. Corporate-level Evaluation, p. 11.

¹³¹ IFAD. IOE. 2014. Kenya. Mount Kenya East Pilot Project for Natural Resource Management. Project completion Report Validation.

¹³² IFAD. IOE. 2013. Rural differentiation and smallholder development. Evaluation Synthesis, p. 15, para. 55.

¹³³ IFAD. IOE. 2013. IFAD's Supervision and Implementation Support Policy. Corporate-level Evaluation, p. iii, para 4; p. 32, para. 105 and Table 6.

¹³⁴ IFAD. IOE. 2013. IFAD's Supervision and Implementation Support Policy. Corporate-level Evaluation, p. 2.

¹³⁵ IFAD. IOE. 2013. IFAD's Supervision and Implementation Support Policy. Corporate-level Evaluation, p. vi, para. 25.

¹³⁶ IFAD. IOE. 2013. IFAD's Supervision and Implementation Support Policy. Corporate-level Evaluation, p. 2.

¹³⁷ IFAD. IOE. 2013. IFAD's Supervision and Implementation Support Policy. Corporate-level Evaluation, p. 107, para. 18.

between 10 and 21 days.¹³⁸ Notably, between 2012 and 2016 there was a decrease in the number of supervision missions by 22 per cent and only a 15 per cent decline in the number of projects. The ratio of number of SIS missions to projects declined most in the Asia and Pacific Division; East and Southern Africa Division; and Near East, North Africa, Europe and Central Asia Division.

Capacity of staff and project teams

67. As mentioned elsewhere, targeting capacity is an issue across project design and implementation. For example, when the *Supervision and Implementation Support Policy* was introduced, building staff capacity to conduct high-quality supervision was flagged as an important priority by management.¹³⁹ The capacity of team members to address targeting at supervision is of concern – both in terms of interpretation and understanding of targeting and the quality of supervision. The recent evaluation on the policy shows that capacity of supervision had been only partially achieved and it was flagged as an area requiring strengthening.¹⁴⁰
68. Strengthening capacity also means ensuring there are tools available to support project teams at all stages of data collection, analysis, monitoring and supervision. Different policies exist to guide mission understanding of key issues to be considered in relation to targeting (e.g. gender equality and indigenous peoples). Guidelines and checklists on gender and targeting also complement the Targeting Policy (see Box below). The Guidelines for Supervision and Implementation Support of Projects and Programmes Funded from IFAD Loans and Grants, issued by the Programme Management Department (PMD) in September 2007, also provide comprehensive guidance on supervision, including targeting of poor populations and gender.¹⁴¹ However, the extent to which staff/consultants are familiar with – or use – these tools is unknown. It is unclear whether CPMs consistently share these tools with design, implementation and supervision teams.

Box 4

Tools to support good practices in targeting in design, implementation and supervision

- Policies on targeting, gender equality and women’s empowerment, indigenous peoples
- How to do poverty targeting, gender equality and empowerment during project design: Gender, targeting and social inclusion
<https://www.ifad.org/documents/10180/4cba391b-ac74-4e50-8f10-a809e0cad4e4>
- How to do poverty targeting, gender equality and empowerment during project implementation: Gender, targeting and social inclusion. June 2017
<https://www.ifad.org/documents/10180/bfa51cd3-118b-4dff-b5ec-b2f795b91ceb>
- Targeting and gender checklists
- How to do. Youth access to rural finance: Inclusive rural financial services (May 2015)
<https://www.ifad.org/documents/10180/4a78941c-4bcb-44f8-b5fb-b493a98720e0>
- Guidelines for Supervision and Implementation Support of Projects and Programmes Funded from IFAD Loans and Grants (Supervision guidelines), 2007
<https://www.ifad.org/documents/10180/21aac533-2c84-4874-8903-ac66efb33321>

Finding 4: Reaching the poorest and the "last mile" is costly but essential, particularly given IFAD’s mandate and international commitments.

69. The fourth finding highlights a number of issues emerging in terms of the “cost” of targeting. An IFAD press release from 12 February 2018 stated that “from 2010-2015, it is estimated that IFAD-supported projects moved 24 million people out of

¹³⁸ CLE Supervision and Implementation Support, 2013 p. 107, para 19. Also note: There was a striking difference between the views of CPOs, who prefer somewhat shorter missions (10-15 days), and the views of CPMs and consultants, who preferred longer missions (18-21 days).

¹³⁹ IFAD. IOE. 2013. IFAD’s Supervision and Implementation Support Policy. Corporate-level Evaluation, p. 3, para. 11.

¹⁴⁰ IFAD. IOE. 2013. IFAD’s Supervision and Implementation Support Policy. Corporate-level Evaluation, p. vi, para. 21; p. 16, Table 4.

¹⁴¹ IFAD. IOE. 2013. IFAD’s Supervision and Implementation Support Policy. Corporate-level Evaluation, p. 14, para. 44c.

poverty.¹⁴² This is said to be more effective, dollar for dollar, than the average official development assistance dollar has achieved over the same period.¹⁴³ Yet the trend towards greater results, project effectiveness, and return on investment is often at odds with IFAD's fundamental specificity of working in remote areas with the poorest. This disconnect is particularly relevant for IFAD in the context of its responsibility for meeting commitments under Agenda 2030 (no one left behind), the SDGs and the Paris Agreement, among others.

70. The trend to show stronger results and effectiveness is encapsulated in *IFAD's Strategic Framework 2016-2025*¹⁴⁴ with calls for IFAD to work smarter by delivering development results in a cost-effective way that best responds to partner countries' evolving needs. This means also being efficient and effective with resources available to IFAD. While this is important given the need for the efficient use of increasingly scarce donor resources, it also poses challenges for IFAD given its targeting focus and striving to reach all categories of poor people.¹⁴⁵ This is particularly noteworthy given the evaluative evidence that points to the need for strong poverty analysis and high-quality data at design stage and throughout the life of a project. As discussed elsewhere, there is often a lack of poverty data or a lack of multi-dimensionality, which sometimes calls for participatory approaches to data collection. This can be more expensive, as can design, monitoring and supervision processes that include teams with the needed capacity, e.g. targeting expertise within specific contexts.
71. Pursuing efficiency can push a targeting focus away from the poorest and most vulnerable and towards poor people who have the resources and capacity to leverage investment. The nature of the remote, rural and often fragile areas in which IFAD operates, and where many of the world's indigenous peoples live, poses a number of cost-associated challenges, including logistics, administration, travel and capacity, to name a few.¹⁴⁶ More time and resources may be needed for designing and implementing projects that target or impact marginalized groups such as indigenous peoples or pastoralists. For example, a number of projects in tribal or remote areas of India displayed higher management cost ratios (as a proxy of efficiency). This includes transportation and establishment of local support units. One project, India's Odisha Tribal Empowerment and Livelihoods Programme, estimated the cost per household at US\$1,216¹⁴⁷ although this is not considered particularly high in terms of management cost ratios (at 9 per cent) compared to other projects in remote areas of India; some of these range as high as 21 to 24 per cent.¹⁴⁸ Yet the project successfully increased sources of income and income in the households under the project as compared to control households, showing reduced vulnerability of target households.¹⁴⁹ Elsewhere, Haiti's Productive Initiatives Support Programme in Rural Areas has a cost per household of US\$1,469 at completion, an amount similar to other regional IFAD-funded projects; the PCRV estimated the costs to be closer to US\$1,700 per household which is considered at the high end of the range although Haiti continues to have a fragile context.¹⁵⁰
72. Due to the nature of remote rural areas, more time (and resources) may also be needed for implementation, in part because of the factors mentioned above. Notably, Brazil's *Gente de Valor* - Rural Communities Development Project in the Poorest Areas

¹⁴² IFAD Member States renew commitment to reduce hunger and poverty for millions of rural people, IFAD Press Release IFAD/10/2018, 12 February 2018. <https://www.ifad.org/web/latest/news-detail/asset/40174760>

¹⁴³ Why does IFAD's 11th Replenishment matter? www.ifad.org/stories/tags/49247915

¹⁴⁴ IFAD. 2016. IFAD Strategic Framework 2016-2025: Enabling inclusive and sustainable rural transformation.

¹⁴⁵ IFAD. IOE. 2016. IFAD's Engagement with Indigenous Peoples. Evaluation Synthesis, p. xiii, para. 47; IFAD. IOE. 2013. ARRI, p. 18.

¹⁴⁶ IFAD. IOE. 2015. IFAD's Engagement with Indigenous Peoples: Evaluation Synthesis, p. 22.

¹⁴⁷ IFAD. IOE. 2017. Republic of India. Odisha Tribal Empowerment and Livelihoods Programme (OTELP). Project Completion Report Validation. IFAD. IOE. 2016. Republic of India. Country Programme Evaluation.

¹⁴⁸ IFAD. IOE. 2016. Republic of India. Country Programme Evaluation, pp. 30-31.

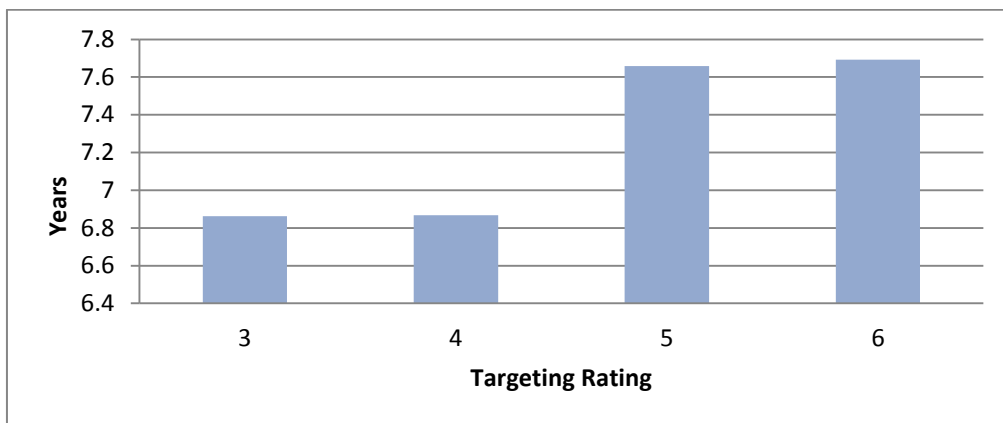
¹⁴⁹ IFAD. IOE. 2017. Republic of India. Odisha Tribal Empowerment and Livelihoods Programme (OTELP). Project Completion Report Validation. IFAD. IOE. 2016. Republic of India. Country Programme Evaluation.

¹⁵⁰ IFAD. IOE. 2017. Republic of Haiti. Productive Initiatives Support Programme in Rural Areas. Project Completion Review Validation, p. 10.

of the State of Bahia pointed to the need for a longer timeframe for pro-poor development using demand-driven participatory approaches. While the strategy to empower beneficiaries was well received, it was suggested that ten to twelve years would be a more realistic timeframe, perhaps coordinated between two phases rather than the six-year duration.¹⁵¹ While this was related to sustainability, it is also relevant to targeting, given the time it takes during implementation to get targeting right.

73. The chart below demonstrates the average project duration (in years) of projects against management's PSR ratings for targeting, which range from moderately unsatisfactory to highly satisfactory only (3 to 6). It shows that, for example, projects rated 3 on targeting criteria had an average duration of 6.9 years. There is an approximately two-year difference between those rated lower and higher, although the reasons for this are not clear. One could argue that time for implementation is longer because it takes a longer time to map the beneficiaries, start a dialogue with communities, and prepare participatory plans. This could take a couple of years, particularly in remote areas. However, more investigation is needed to confirm or deny this link.

PSR Targeting rating versus Project Duration (2007-2016)



74. When asked if they thought the budget for SIS was adequate for the CLE on Supervision, CPOs and CPMs provided very different replies. The majority of CPOs were satisfied with the budget provided for supervision (69 per cent) and implementation support/follow-up (77 per cent). However, the vast majority of CPMs (80 per cent) were equally dissatisfied with both. Both categories of respondents agreed that if they were given additional budget, their first priority would be to provide more implementation support and their second priority would be to strengthen supervision missions with additional expertise. Third and fourth priorities were maintaining the current frequency of supervision, while lengthening the missions and supervising projects more frequently.¹⁵²

Finding 5: Government commitment and partnerships are important for reaching the poorest of the poor.

75. Finding 5 discusses the importance of government commitment to prioritizing rural poverty and poverty reduction as well as follow-through action, e.g. in systematizing poverty targeting data. IFAD's experience also points to the value of engaging in policy dialogue with governments to ensure the poorest and most vulnerable are a priority. Finally, meeting the needs – including the basic needs – of the most vulnerable groups may best be accomplished by partnering with other organizations

¹⁵¹ IFAD. 2017. President's Report on the Implementation Status of Evaluation Recommendations and Management Actions (PRISMA). *Gente de Valor* - Rural Communities Development Project in the Poorest Areas of the State of Bahia was implemented between 2006 and 2013.

¹⁵² IFAD. IOE. 2013. Supervision and Implementation Support. Corporate-level Evaluation, p. 107.

better positioned to address those needs (e.g. NGOs, other UN bodies such as the World Food Programme and UNICEF).

Committing at national and sub-national levels

76. IFAD-supported projects benefit when governments prioritize the issues of rural poverty and have poverty reduction strategies, policies, and programmes. This includes, for example, introducing pro-poor agriculture and rural development policies and programmes, increasing agriculture budgets, providing counterpart funding to IFAD operations, and engaging in independent evaluations to promote accountability and learning for better results, as in the case of Brazil.¹⁵³
77. The Government of Albania demonstrated ownership of the goals and objectives of the Programme for Sustainable Development in Rural Mountain Areas in line with its own policies. It provided a supportive environment for the programme through preparation of policies and strategies that created business conditions, employment opportunities for the poor, and empowerment of the poor. However, macro-political changes during and beyond the programme's implementation period caused delays. This included the legal transformation process and staffing changes related to restructuring and engaging the National Agency for Rural Development as the Managing Authority for the European Union Instrument for Pre-Accession and the Structural Funds; these had not been implemented.¹⁵⁴ India has shown good ownership at the sub-national (state) level where state governments are responsible for the implementation of IFAD-funded projects. In fact, some projects and project subcomponents had been replicated with state funding (e.g. in Odisha and Madhya Pradesh). Partnerships with NGOs have also been a targeting strength in India; this is discussed under Partnerships for targeting the most vulnerable.¹⁵⁵
78. However, governments may need time and support to build ownership and effective partnerships. Cambodia's Community-Based Rural Development Project in Kampong Thom and Kampot aligned with government goals and policies, and the Government was actively involved as an implementer, cofinancier and supervisor. Yet, as one of the first projects to be implemented through the country's government structures, there was a steep learning curve, even in terms of building familiarity with concepts such as coordination and participation.¹⁵⁶
79. Capacity strengthening may also be needed, as in the case of Guinea's Support to Rural Development in North Lower Guinea where the comprehensive capacity building and training provided to communities, producer and decentralized technical structures likely resulted in positive impact on government decentralized structures in a context where institutional capacity was weak.¹⁵⁷

Policy dialogue

80. IFAD's role in policy dialogue and brokering partnerships between diverse stakeholders can contribute to governments' policy definition and investment in rural development and poverty reduction and ensure that the poorest and most vulnerable are prioritized.¹⁵⁸ For example, in India, tribal programmes/projects provided an entry point for IFAD to engage in the policy debates on tribal rights.¹⁵⁹ In Odisha, this included the implementation of the laws on tribal groups' access to forests, including the Forest Rights Act (2006).¹⁶⁰ In Nepal, the successful experience of the Hills

¹⁵³ IFAD. IOE. 2015. Federative Republic of Brazil. Country Programme Evaluation.

¹⁵⁴ IFAD. IOE. 2015. Republic of Albania. Programme for Sustainable Development in Rural Mountain Areas. Project Performance Assessment., p. 19.

¹⁵⁵ IFAD. IOE. India, [Project Performance Evaluation], p. viii.

¹⁵⁶ IFAD. IOE. 2012. Cambodia. Community-Based Rural Development Project in Kampong Thom and Kampot. Project Performance Assessment, p. 17 para. 91.

¹⁵⁷ IFAD. IOE. 2017. Guinea Republic. Support to Rural Development in North Lower Guinea. Project Completion Report Validation.

¹⁵⁸ IFAD. IOE. 2016. Smallholder Access to Markets. Evaluation Synthesis, p. 18.

¹⁵⁹ IFAD. IOE. 2017. IFAD's Country-level Policy Dialogue. Evaluation Synthesis, p. 29.

¹⁶⁰ IFAD. IOE. 2016. Republic of India. Country Programme Evaluation, p. ix.

Leasehold Forestry and Livestock Project helped leverage the effectiveness of a new pro-poor approach to forestry with government officials. The government then integrated this as a priority poverty programme in its Poverty Reduction Strategy Paper and enshrined it as a national policy.¹⁶¹ Elsewhere, through the MERCOSUR Specialized Meeting on Family Farming (REAF), the Ministry of Agrarian Development and IFAD raised the priorities of Brazilian family farmers and included their representatives in the dialogue alongside government officials and other policy-and decision-makers.¹⁶²

81. IFAD's experience in dialoguing with different countries has helped government officials to understand the economic, social and environmental benefits to a country of targeting its poor rural people when this was not well understood.¹⁶³ In Ecuador, through the Indigenous and Afro-Ecuadorian Peoples' Development Project, IFAD contributed to the implementation of a state policy of the Council for the Development of Nationalities and Peoples of Ecuador. The policy aimed to promote indigenous peoples' and Afro-Ecuadorians' access to social and economic opportunities. As a result of the Government's decision to institutionalize the implementation of the Central Corridor Development Project within the Ministry of Economic and Social Inclusion-National Institute of Popular and Solidarity Economy, the project was mainstreamed into the core activities of the Ministry and became an instrument for the implementation of the policy of economic and social inclusion of the Ministry.¹⁶⁴

Partnerships for targeting the most vulnerable

82. Experience shows that innovative partnerships can strengthen IFAD's targeting to meet the needs of poor, vulnerable groups. One of these partnerships was with the Belgian Survival Fund, which began in 1984 and operated in Sub-Saharan Africa. While the partnership is no longer operational, it led to positive results, providing an effective model for combining investments in the productive and social sectors to meet the needs of vulnerable groups.¹⁶⁵
83. Another important partnership has been with MERCOSUR, particularly in terms of policy dialogue in Argentina, a founding member country that also participated in the meetings of the REAF). The IFAD MERCOSUR partnership has focused particularly on family agriculture among member countries and in promoting the effective participation of small farmers' associations in decision-making processes on rural development. In Argentina, IFAD's partnership and policy engagement – financed primarily through grants – played a pivotal role in promoting family farming and rural development and contributed to deep institutional change. This partnership helped link a number of different sectors under the Federal and Provincial Governments involved in engagement with the agriculture sector, which has been traditionally commercial and export-oriented.¹⁶⁶
84. IFAD partnerships with NGOs and civil society, including farmers' organizations and indigenous peoples, have also proven important for targeting. For example, in Ghana, alliances with NGOs and civil society organizations (CSOs) helped provide a specific focus on marginalized and socially excluded groups in the Northern Region Poverty Reduction Programme and the Rural Enterprises Project.¹⁶⁷ IFAD has also promoted the "4P" arrangement of public-private-producer partnerships. This relationship seeks, in part, to ensure that smallholder producers are respected as partners.¹⁶⁸ In India, IFAD's intervention paradigm focuses on communities with a strong element of empowerment and civil society support. This is manifested by national NGOs training local NGOs on outreach and support to poorer communities and groups. These local

¹⁶¹ IFAD. IOE. 2017. IFAD's Country-level Policy Dialogue. Evaluation Synthesis, p. 28.

¹⁶² IFAD. IOE. 2015. Federative Republic of Brazil. Country Programme Evaluation, p. xii, para. 43.

¹⁶³ IFAD. forthcoming. IFAD's 40th Anniversary, p. 74.

¹⁶⁴ IFAD. IOE. 2017. IFAD's Country-level Policy Dialogue. Evaluation Synthesis, p. 31.

¹⁶⁵ IFAD. 2008. Review on IFAD's Development Effectiveness, p.10, para 42; IFAD. IOE. 2008. ARRI, p. 72.

¹⁶⁶ IFAD. IOE. 2018. Building Partnerships for Enhanced Development Effectiveness. Draft Evaluation Synthesis, p. 137.

¹⁶⁷ IFAD. IOE. 2011. ARRI, p. 43.

¹⁶⁸ IFAD. IOE. 2018. Building Partnerships for Enhanced Development Effectiveness. Draft Evaluation Synthesis, p. 15.

NGOs then organize and support grass-roots groups that, in turn, prepare community development proposals in a participatory manner through various fora at village or village-cluster level.¹⁶⁹ Through REAF, the Ministry of Agrarian Development and IFAD also managed to table the priorities of Brazil's family farmers and include their representatives in policy dialogue along with the Government and other decision-makers.

V. Good-practice case studies on targeting: A deeper dive

85. The following section provides six programme/project case studies that draw on IFAD's recent evaluations to highlight good practices (Cases 1-3) and practices that were not as successful (Cases 4-6).

Good practices and facilitating factors

Case 1: Odisha Tribal Empowerment and Livelihoods Programme (OTELP), India¹⁷⁰

86. IFAD-funded projects in India focus on particularly disadvantaged groups among poor rural people. This includes Scheduled Tribes, castes, women and the landless as target groups. OTELP targeted remote areas, which led to certain context-specific challenges because of the remoteness, cultural differences, and the limited presence of public institutions.
87. Facilitating factors included robust targeting at design stage that reached some of the most impoverished and marginalized populations in very remote areas. Targeting focused on the seven districts that are some of the poorest areas in Odisha. Within the districts, the target blocks were selected in line with the eleven socio-economic indicators mapped by the Government's classification of the major tribes in the project area as Particularly Vulnerable Tribal Groups.
88. Further, the project was required to adopt an inclusive targeting approach, selecting villages in which the Scheduled Tribes and Scheduled Castes were not less than 60 per cent of the population and where most households were below the poverty line. Tribal and non-tribal households were included, but the tribal populations were expected to be the majority. By completion, the project had covered 56,180 households directly and another 20,120 households indirectly.
89. Another facilitating factor for targeting was OTELP's close interaction and partnership with the District Magistrate, which helped recognize the tribal people's forest and land rights. Further, the Government of the State of Odisha has demonstrated strong ownership through commitment to a new phase, OTELP+, which will consolidate achievements in target districts and be extended to new districts and blocks, thereby targeting more people.

Case 2: Strengthening markets, diversification of income and improvement of the conditions of life in the Sierra Sur (PDSS), Peru¹⁷¹

90. The targeted area under PDSS was characterized by high poverty rates, vulnerability to disasters and climate change, limited banking and financial inclusion, the feminization of agriculture, and outmigration of youth. The objective of the project was to reduce the number of poor rural people through a sustained increase in their various livelihood assets.
91. Factors that facilitated targeting included targeting that was highly relevant to the national and sub-national policies, to IFAD strategies, and to local communities. Targeted areas corresponded with those defined by national authorities as areas of

¹⁶⁹ IFAD. IOE. 2016. Republic of India. Country Programme Evaluation, p. 20.

¹⁷⁰ IFAD. IOE. 2017. Republic of India. Odisha Tribal Empowerment and Livelihoods Programme (OTELP). Project Completion Report Validation.

¹⁷¹ IFAD. IOE. 2017. Republic of Peru. Strengthening markets, diversification of income and improvement of the conditions of life in the Sierra Sur. Project Performance Evaluation.

poverty, based on the agricultural and population censuses and the poverty map of the Social Development and Compensation Fund Project (FONCODES). The target population included peasant families, artisans, and micro-entrepreneurs in rural areas and in intermediate towns and cities. The design prioritized the participation of groups with higher levels of vulnerability, including poor women and rural youth. This was laid out clearly in the three targeting criteria of PDSS II: i) geographic targeting; ii) self-targeting; and iii) direct targeting of poor women.

92. The participation of authorities and local governments in the implementation of different activities as well as the institutionalization of project lessons in policies and public services and leadership were also important facilitating factors.
93. In contrast, the project faced a constraining factor to targeting whereby some of the activities and the lack of adaptation to the demand approach limited access for the poorest. For example, the monetary contribution requirements of the beneficiaries (between 20 and 30 per cent) and of assets (e.g. land, water), and participation in groups reduced the effectiveness of the targeting strategy.

Case 3: Value Chains Development Programme for Poverty Reduction (ProLPRAF), Mauritania¹⁷²

94. ProLPRAF target groups consisted of women, men, and youth who were living in the targeted regions who were already involved in producing goods anticipated in the project's value chains. The relevance of ProLPRAF was enhanced by its targeting of people living in poor geographical areas who suffered from food insecurity and arid climatic conditions, and by its targeting of women as a priority.
95. A number of factors facilitated good targeting, including using an approach that consisted of the following: (i) geographic targeting focused on the areas of highest rural poverty; (ii) self-targeting through the selection of value chains where there were concentrations of poor and vulnerable people; and (iii) measures aimed at empowering targeted populations through Value Chain Working Groups and enabling interactions with decision makers. Additionally, value chain members (e.g. members of rural organizations, private sector and service providers) proposed the programme activities through a participatory approach at design stage. This promoted the empowerment of the target groups, helped fulfil the targeting approach, and supported the development of value chains that met the needs of the actors.
96. Moreover, ProLPRAF was well aligned with government and IFAD policies, including IFAD's Targeting Policy. The programme was also aligned with the country's 2007 COSOP, particularly focusing on strengthening rural people's institutions through CDD approaches. It also established partnerships with the private sector. It was based on value chain development which appeared appropriate to the national context based on the domestic policy orientation and low level of market-oriented production activities.
97. Additionally, ProLPRAF's targeting prioritized women, choosing value chains where women were prominent. This allowed the programme to reach almost the full number of households compared to the design target, even though the number of supported value chains was reduced from seven to two after MTR. The development of poultry and garden marketing-related value chains was appropriate as it matched the gender targeting of IFAD projects in the country. According to the 2016 Results and Impact Management Survey (RIMS), about 70 per cent of the beneficiaries were women, and 80 per cent of the Value Chain Working Groups were made up of women.

Less strong projects on targeting

Case 4: Rural Livelihoods Development Project (RLDP), Bosnia and Herzegovina¹⁷³

¹⁷² IFAD. IOE. 2017. Islamic Republic of Mauritania. Value Chains Development Programme for Poverty Reduction. Project Completion Report Validation.

98. The project design for RLDP included a comprehensive mix of targeting approaches and gender mainstreaming initiatives to reach 29,000 households. Selection criteria included: geographic targeting of poor areas; self-targeting; and direct targeting of individuals and groups, including the use of quotas for poor women and youth.
99. The MTR identified a number of factors that constrained targeting. A lack of robust targeting resulted in an ad hoc selection of beneficiaries. The project's dependency on geographic targeting was also insufficient to reach the bottom segment of the poor. The MTR recommended that additional steps be taken and efforts made to reach this group. It also recommended that the category of "very poor" be subdivided into two groups: the very poor and lower poor. Further, the project did not actively use direct poverty targeting criteria based on available poverty statistics to review or refine the inclusion of poor households among project beneficiaries.
100. Another constraining factor was demonstrated by the inclusion of gender-specific indicators in the log-frame, but a lack of a clear gender mainstreaming approach for the project. Gender-specific targets were not realized at project closing. Further, a 2015 supervision mission noted that the project's gender and targeting officer position remained vacant, resulting in implementation constraints around pro-poor and gender-related targeting.
101. Based on the MTR recommendations, the project made substantial efforts to incorporate changes during the second half of implementation. This included a shift to inclusive value chain clusters in the pilot projects. A targeting workshop was also held, but the challenges of reaching the bottom segment of poor remained.

Case 5: Productive Initiatives Support Programme in Rural Areas (PAIP), Republic of Haiti¹⁷⁴

102. A number of factors led to poor targeting in the programme and its failure to reach part of its targeted population (e.g. larger numbers of women and youth). First, although the programme was well aligned with IFAD and government strategies and policies, it was overly ambitious. After the first-phase review, the number of communes targeted was reduced. While it appears that PAIP targeted the poorest communes, the design did not include any strategy or mechanism to effectively reach the most vulnerable in the programme area. The geographic targeting led to resources being spread too thin; the programme area was not clearly defined during design.
103. After seven years of implementation, the programme introduced an "innovative" self-targeting approach aimed at selecting the most vulnerable within a project area (communes, hamlets). The targeting was done by the beneficiaries, who identified the most vulnerable among them. However, the self-targeting mechanism introduced did not improve the situation as it was too late in implementation.
104. The programme's eligibility criteria (e.g. the requirement of land ownership to benefit from the programme's livestock activities) also excluded the most vulnerable from benefitting, and issues of elite capture were reported in different documents, including the Project Completion Report (PCR).
105. The programme design included a gender-sensitive approach to ensure that women were effectively targeted and that they were an integral part of the decision-making related to programme activities. However, the first-phase review noted that the programme had not implemented any strategy or approach for gender targeting. As a result, the review recommended an update of the gender approach in the programme

¹⁷³ IFAD. IOE. 2017. Bosnia and Herzegovina: Rural Livelihoods Development Project. Project Completion Report Validation.

¹⁷⁴ IFAD. IOE. 2017. Productive Initiatives Support Programme in Rural Areas Republic of Haiti. Project Completion Report Validation.

design; and from 2010, a strategy for gender equality was finally developed and implemented.

106. One other factor that may have constrained implementation (and by association, targeting) is that there were frequent changes in the IFAD CPM and a lack of country presence until 2008.

Case 6: Post-Tsunami Agricultural and Fisheries Rehabilitation Programme (PT-AFReP), Republic of Maldives. ¹⁷⁵

107. The programme's targeting strategy was neither clear nor coherent. The programme adopted a geographic targeting approach focused on islands directly affected by the tsunami. Although the President's report envisaged that "rapid participatory assessments would be used to select households to participate in the programme", there is no evidence that this took place. In fact, although the programme was intended to benefit poor people, there was no attempt even at MTR to identify who the poor were, what poverty meant in the context of the Maldives, or the underlying causes of poverty and vulnerability and how the programme might effectively address them.
108. The poor design of targeting led to problems in implementing the programme. Specifically, no attempt was made to deliberately target the poor within the programme islands. Without deliberate targeting, the poorest people were difficult to reach and could not benefit from programme interventions.
109. Furthermore, the programme did not include a gender mainstreaming strategy at design, even though women play an important role in fisheries and agriculture. Specifically, neither the original nor the revised log-frames make reference to gender or to women, even though the issue of the absence of gender considerations was noted in the 2006 design report.
110. The programme design both before and after the MTR "revitalization" (focused on the country's development needs rather than disaster relief) failed to specify the criteria for selecting programme sites in terms of levels of damage. In reality, the programme adopted a geographic targeting approach rather than anything related to poverty or food security criteria, as claimed in the PCR. This is confirmed by the 2011 supervision report: "Geographic targeting, based on tsunami-affected islands, is adopted." Criteria were also not explicitly defined for the fisheries component.
111. The programme's M&E system failed to collect data on poverty-related indicators of RIMS for the beneficiaries, thus making poverty-based targeting impossible
112. Overall, the design of the programme was poor and overly ambitious in its targeting approach. The decision to design and finance the programme was due in part to political pressure to act quickly given the disaster. This led to poor design initially, including targeting.

VI. Lessons learned

113. A number of lessons emerge from the findings in this paper that shine a light on the good and less-good targeting practices. There are a number of key factors emerging from the findings that facilitate or constrain good targeting; they fall under five broader categories, as outlined in the figure below.

¹⁷⁵ IFAD. IOE. 2017. Republic of Maldives Post-Tsunami Agricultural and Fisheries Rehabilitation Programme. Project Performance Evaluation.

Figure 1.

Factors facilitating poverty targeting



114. The facilitating and constraining factors are highlighted below along with examples highlighted in this paper (noted by the country).
115. **Facilitating factors.** Robust targeting with differentiated analysis at design is crucial to good targeting. This is well supported when there are national systems of poverty targeting (e.g. China, Cambodia, Peru) that can help inform geographic targeting and also poverty targeting in specific areas. Targeting is also strengthened when it aligns with national and sub-national policies and plans, IFAD policies and strategies, and local community needs (e.g. Peru, India). In terms of aligning with IFAD’s targeting and other key policies, notable are those projects that target the particularly vulnerable – women, youth, and marginalized populations (e.g. where relevant, ethnic minorities, pastoralists) (e.g. Peru, Mauritania). Participatory design and implementation processes also facilitate good targeting and facilitate poverty data collection where it is otherwise lacking, although this may be more time-intensive (and possibly cost-intensive) (e.g. Mauritania, China, Nigeria).
116. Programme design has shown that it is possible to target the very poor even in commercialization (e.g. Cambodia, Lao PDR, Zambia) although there has been an increasing focus in targeting towards working with poor farmers who have the capacity to leverage commercialization activities (e.g. Cambodia, Georgia, Lesotho). Strengthening a balance between these approaches may also require strengthening or developing new partnerships with organizations (e.g. Uganda). An important facilitating factor is related to targeting in post-natural disaster areas; aligning with the government’s reconstruction plans is a good practice (e.g. China). Another good practice has been to use small or regional grants to support social inclusion in fragile contexts (e.g. Bosnia and Herzegovina).
117. Targeting strategies that are realistic, unambiguous and practical facilitate targeting (e.g. Brazil). It is also important that targeting strategies are flexible enough to meet a rapidly changing context so that the needed changes/shifts in targeting can be made during implementation (e.g. Cambodia). Strong supervision and implementation support facilitates good targeting as this provides opportunities for revising approaches during implementation and through specific technical support and policy dialogue (Kenya). Targeting benefits from strong partnerships between IFAD and the governments of a country (e.g. national, sub-national, municipal) that show strong ownership and prioritize rural poverty in policies and planning (e.g. Argentina, Brazil) although they may need capacity support (e.g. Guinea). IFAD’s role in policy dialogue is also an important facilitating factor for targeting (e.g. Argentina, Brazil, Ecuador, Nepal). Finally, an overall facilitating factor is IFAD’s targeting reputation.

118. **Constraining factors.** Factors that tended to constrain targeting can be found in different programmes/projects. One of the reasons mentioned in discussions with staff was the lack of conceptual clarity around targeting. Poverty analysis at the design stage may be constrained by a lack of sufficient differentiation. Further, while most projects may undertake some kind of poverty analysis, in many cases the drivers of conflict and fragility (e.g. political and/or economic stability, post-conflict, resource conflict, climate change) may lack the level of attention needed in the analysis (e.g. Democratic Republic of the Congo, Haiti). Further, issues such as requirements of high monetary contribution on the part of beneficiaries constrain targeting in some programmes (e.g. Peru).
119. Operational clarity also poses a constraint (e.g. Lao PDR). Project designs may lack an appropriate targeting strategy or mechanism to reach the most vulnerable (e.g. Haiti). Targeting that is ambiguous or overly ambitious is a constraint, particularly in fragile and post-conflict states (e.g. Mozambique). Likewise, targeting strategies that are not flexible enough to meet the rapidly changing environment of a project/programme (e.g. rapid economic transition of an area) pose challenges for implementation (e.g. Mauritius). In terms of implementation and monitoring, projects that lack baselines face targeting constraints when it comes to impact attribution (e.g. Armenia, Bangladesh, the Philippines).
120. Another constraining factor is related to supervision and implementation support. Targeting capacity is a challenge that cuts across design, implementation and monitoring even though a number of tools exist to support capacity strengthening. The nature of the often-remote areas in which IFAD works can increase costs in design and implementation, impacting targeting and the implementation of targeting strategies (e.g. India). The duration of a project may also constrain targeting, although more investigation is needed to understand the relationship between project duration and targeting. Limited or no policy dialogue can also constrain targeting (e.g. Haiti).

Box 5

At a glance: Facilitating and constraining factors in IFAD's targeting

Facilitating factors	Constraining factors
Diagnostics and differentiation at design	
<ul style="list-style-type: none"> • Strong poverty analysis (including participatory approaches). • Differentiated analysis and targeting strategies for different groups. • National systems of poverty targeting to help inform geographic targeting; poverty targeting. • Participatory design and implementation, and poverty data collection where otherwise lacking. • In post-natural disaster areas, aligning to government's reconstruction plans. • Realistic, unambiguous targeting strategies. • Flexible targeting strategies to allow for adaptation during implementation (e.g. rapid economic changes). 	<ul style="list-style-type: none"> • Lack of conceptual/operational clarity on what constitutes key target group(s) and approaches (inconsistent interpretation of Targeting Policy) to reach most vulnerable. • Insufficient differentiation in poverty analysis (by gender, age, and other factors including ethnicity, caste, disability, etc.). • Paucity of poverty data (or relevance of data, e.g. in case of pastoralists). • Time- and cost-intensive nature of participatory approaches. • Drivers of conflict and fragility lacking in poverty analysis. • Ambiguous or overly ambitious targeting, particularly in fragile and post-conflict contexts. • Inflexible targeting strategies that may not meet the rapidly changing environment (e.g. rapid economic transition).
Identification of barriers to entry for poorer groups	
<ul style="list-style-type: none"> • Programme design can target the very poor even in commercialization • Balance market and poverty-oriented approaches, e.g. GALS. 	<ul style="list-style-type: none"> • Tension between market-and poverty-oriented approaches with increasing focus on commercialization activities. • Monetary contributions for some target groups not feasible.
Government ownership and partnering with NGOs and CSOs	
<ul style="list-style-type: none"> • Strong country ownership, commitment, and prioritization of rural poverty. • Leveraging partnerships in other sectors to support multi-dimensional approaches to poverty. 	<ul style="list-style-type: none"> • Weak government commitment, ownership.
Building/strengthening capacity of implementing agencies	
<ul style="list-style-type: none"> • High-quality tools accessible to support targeting in design and implementation (including supervision). • Strong partnerships between IFAD/governments at different levels. • Supporting institutional mechanisms and partnerships, e.g. Indigenous Peoples' Forum. 	<ul style="list-style-type: none"> • Limited targeting expertise/capacity in design, implementation, M&E, supervision.
Collecting and analysing data and information during implementation	
<ul style="list-style-type: none"> • Strong supervision and implementation support. 	<ul style="list-style-type: none"> • Lack of data, including baselines. • Weak supervision and implementation capacity, expertise, presence
Removing policy barriers	
<ul style="list-style-type: none"> • Targeting aligns with national, sub-national policies, plans; community needs. • Targeting aligns with IFAD policies, reaches particularly vulnerable – women, youth, marginalized populations. • Targeting aligns with government's reconstruction plans in post-natural disaster areas • IFAD plays a prominent role in policy dialogue. 	<ul style="list-style-type: none"> • Limited or no policy dialogue.
Other	
<ul style="list-style-type: none"> • IFAD's strong targeting reputation, which positions it well for its responsibilities under Agenda 2030, SDGs, etc. • Targeting Policy and complementary policies and/or awareness-raising on indigenous peoples, gender equality, youth, pastoralists. • Use of small or regional grants to support social inclusion in fragile contexts. 	<ul style="list-style-type: none"> • Pressure to be fast in extremely complex, multi-dimensional, rapidly changing, remote, possibly fragile contexts. • Project duration too short when longer commitment needed. • Political instability and changes in government. • Remote nature of IFAD's work, which can increase costs in design and implementation, thus impacting targeting.

VII. Way forward

121. Given the changing global context and commitments to Agenda 2030 and the SDGs, this learning theme provides IFAD with a timely entry point for re-examining the Fund's targeting in terms of its policies, programming and institutional mechanisms. Overall, IFAD's Targeting Policy remains relevant;¹⁷⁶ however, the findings in this paper support IFAD's planned review of operational guidelines outlined under IFAD 11.¹⁷⁷ The findings also suggest the importance of: maintaining adequate project duration, particularly in fragile states and regions; ensuring robust poverty analysis in design and implementation (including budget, capacity strengthening, and including targeting and sector-specific expertise in design and implementation, e.g. SIS); maintaining strong policy dialogue; and engaging in innovative partnerships to support the many dimensions of rural poverty.
122. In addition, the paper has highlighted a number of good practices which should be strengthened across the portfolio to meet the commitment of "leaving no one behind" and contribute to eradicating rural poverty in its many dimensions by addressing the underlying causes of poverty, including the inequalities of limited resilience to risks and shocks, limited economic opportunities, unequal power relations, and lack of recognition of rights. Those practices that are less successful also provide lessons on what to avoid or mitigate going forward.

¹⁷⁶ Most of the staff interviewed for this paper believed that the Targeting Policy remains relevant today, although a few believed that it could benefit from a review and/or fine-tuning.

¹⁷⁷ IFAD Management has already made the following commitments for the IFAD11 period starting 2019: Increase focus on the poorest and most vulnerable people within each country; Revise IFAD's operational guidelines on targeting, including with regard to youth, ensuring appropriate differentiated approaches for young women and young men, and consider how best to ensure the inclusion and address the needs of people with disabilities, in line with the SDG agenda of "leaving no one behind."; Provide a report that analyses the link between people with disabilities and IFAD interventions; and Provide a proposal for disaggregating data on people with disabilities in IFAD projects which has been piloted in at least five projects following the methods used by the [UN Washington Group on Disability Statistics](#), such as the Short Set of Disability Questions. More specifically, the 2011 Replenishment stated that "IFAD 11 will explore the possibility of addressing the inclusion of people with disabilities in IFAD's interventions drawing on the work of the United Nations Washington Group on Disability" www.washingtongroup-disability.com

Appendix 1: IOE and PMD Ratings

A. IOE Score descriptors Source: IFAD Evaluation Manual, Table 6, p. 45

Highly satisfactory (6) Under the concerned criterion, the activity (project, programme, non-lending, etc.) achieved or surpassed all main targets, objectives, expectations, results (or impacts) and could be considered as a model within its project typology.

Satisfactory (5) Under the concerned criterion, the activity achieved almost all (indicatively, over 80-95 per cent) of the main targets, objectives, expectations, results (or impacts).

Moderately satisfactory (4) Under the concerned criterion, the activity achieved the majority (indicatively, 60 to 80 per cent) of the targets, objectives, expectations, results or impacts. However, a significant part of these was not achieved.

Moderately unsatisfactory (3) Under the concerned criterion, the activity did not achieve its main targets,(indicatively, less than 60 per cent) objectives, expectations, results or impacts.

Unsatisfactory (2) Under the concerned criterion, the activity achieved only a minority of its targets, objectives, expectations, results or impacts.

Highly unsatisfactory (1) Under the concerned criterion, the activity (project, programme, non-lending, etc.) achieved almost none of its targets, objectives, expectations, results or impacts.

B. IFAD. Programme Management Department (PMD). 2014. Guidelines for Portfolio Review, p. 28

In rating each indicator, different criteria are applied as explained below, however in general the ratings are:

(6) Highly satisfactory. Targets/requirements met or exceeded. Considered as best practice.

(5) Satisfactory. Targets/requirements met with only minor delays or set-backs.

(4) Moderately satisfactory. Most targets/ requirements met but delays or set-backs experienced.

(3) Moderately unsatisfactory. Some targets/ requirements met but issues/constraints have negatively affected implementation.

(2) Unsatisfactory. Few targets/requirements met. Issues/constraints remain unresolved. Delays have seriously undermined implementation.

(1) Highly unsatisfactory. Almost no targets/ requirements met. Consideration should be given to cancellation/suspension.

(6) Highly satisfactory. The financial management arrangements have fully met or exceeded requirements, and can be regarded as best practice. Yearly financial budgets are available for project activities and actual expenditures effectively monitored and all variations followed up. Fund flows from all financing sources have been disbursed to appropriate project and end-beneficiaries timely and efficiently. Special/designated account transactions have been fully documented and reconciled. Appropriate internal controls over project expenditures and assets are in place and function effectively. Audit management letters do not indicate any internal control weaknesses. Accounting systems are reliable, accurate and adhere consistently to acceptable accounting standards. Complete, accurate and reliable financial reports of all financing sources and uses of funds have been generated regularly through the year to enable monitoring of financial progress. Audit opinion on financial statement, including opinion on Special/designated account and Statements of Expenditure (SOEs) are unqualified, or

with immaterial/ minor qualifications, and consistent with IFAD Audit guidelines. Internal audit arrangements exist, with adequate scope and quality and are effective. All recommendations of internal audit are followed through by the project in a timely manner.

(5) Satisfactory. There are minor shortcomings in financial management arrangements, requirements were met with only minor delays or set -backs. Yearly financial budgets are available for project activities and actual expenditures often monitored and significant variations followed up. Fund flows from all financing sources have been disbursed to appropriate project and end-beneficiaries timely and efficiently. Special/designated account transactions have been fully documented, though a few reconciliation items were outstanding. Appropriate internal controls over most project expenditures and assets are in place and function effectively, with a few exceptions. Audit management letters do not indicate any material internal control weaknesses. Accounting systems are generally reliable, accurate and adhere consistently to acceptable or equivalent accounting standards. Complete, accurate and reliable financial reports of most financing sources and uses of funds have been generated regularly through most of the year to enable monitoring of financial progress. Audit opinion on financial statement, including opinion on Special/ designated account and SOEs are unqualified or even if it is qualified has only immaterial/minor qualifications, and is consistent with IFAD Audit guidelines. Internal audit arrangements exist, with adequate scope and quality, but there are some exceptions. Most recommendations of internal audit are followed through by the project in a timely manner.

(4) Moderately satisfactory. There are *moderate* shortcomings in financial management arrangements requirements were met but delays or set - backs were experienced. Yearly financial budgets are available for project activities, but monitoring of actual expenditures not fully effective, and significant variations need stronger and consistent follow up. Fund flows from all financing sources have been disbursed to appropriate project and end-beneficiaries with some delays and inefficiencies. Special/designated account transactions have been fully documented though some reconciliation items were outstanding. Appropriate internal controls over most project expenditures and assets are in place, but some aspects did not function effectively. Audit management letters indicate some material internal control weaknesses but follow up action has been taken. Accounting systems are reliable and accurate with some exceptions, and in most respects adhere to acceptable or equivalent accounting standards. Complete, accurate and reliable financial reports of most financing sources and uses of funds have been generated through most of the year to enable monitoring of financial progress. Any of the Audit opinion on financial statement, including opinion on Special/designated account and SOEs while qualified, but is largely consistent with IFAD Audit guidelines and remedial actions have been taken. Internal audit arrangements exist, but have operated inconsistently with the required scope and quality. Some recommendations of internal audit are followed through by the project.

(3) Moderately unsatisfactory. Moderate shortcomings in financial management exist and have negatively affected implementation and prompt resolution is likely. Yearly financial budgets are available for project activities. But monitoring of actual results not effective, and significant variations were generally not followed up. Fund flows from most financing sources have been disbursed to appropriate project and end-beneficiaries with some delays and inefficiencies. Most Special/designated account transactions have been documented though a number of reconciliation items were outstanding. Appropriate internal controls over some several project expenditures and assets are in place, but their functioning was often not effective. Audit management letters indicate material internal control weaknesses and follow up action is incomplete. Accounting systems are often not reliable and accurate, and in most respects do not adhere to any acceptable accounting standards. Financial reports have been generated at irregular intervals, constraining the ability to monitor financial progress. Audit opinion on financial statement, including opinion on Special/designated account and SOEs while qualified is

largely consistent with IFAD Audit guidelines, but remedial action is incomplete. Internal audit arrangements exist, but have not operated with adequate scope and quality.

(2) Unsatisfactory. There are significant shortcomings in financial management arrangements; few targets/requirements met. Issues/constraints remain unresolved or resolution is uncertain. Yearly financial budgets are available for project activities, but actual expenditures were not being monitored against budgets, and significant variations were not followed up. Fund flows from a significant share of financing sources have not been disbursed to appropriate project and end -beneficiaries. Many Special/designated account transactions have not been fully documented or reconciled. Appropriate internal controls over many project expenditures and assets are not in place or do not function effectively. Audit management letters indicate material internal control weaknesses and no follow up action has been taken. Accounting systems often unreliable and prone to errors, and in most respects do not adhere to any acceptable accounting standards. Financial reports were not generated throughout the year, or were sometimes incomplete and unreliable. Audit opinion on financial statement, including opinion on Special/designated account and SOEs is a disclaimer or adverse or qualified on some aspects, and/or is not consistent with IFAD Audit guidelines. Internal audit arrangements do not exist, or have not operated thorough most of the period.

(1) Highly unsatisfactory. Major shortcomings in financial management exist. Almost no targets/requirements met, and resolution is unlikely. Yearly financial budgets are not available for project activities. There is a significant risk of ineligible activities being financed. Fund flows from all financing sources have either not been disbursed or are disbursed with significant delays. Special/designated account transactions have not been fully documented and reconciled. Appropriate internal controls over most project expenditures and assets are not in place. Audit management letters indicate material internal control failures and no actions are being taken. Accounting systems are unreliable and often contain errors, and do not adhere to acceptable accounting standards. Financial reports of were not generated, or were incomplete and unreliable. Audit opinion on financial statement, including opinion on Special/designated account and SOEs is adverse, and is not consistent with IFAD Audit guidelines. Internal audit arrangements do not exist.

Appendix 2: Documents reviewed

A. Documents of the Independent Office of Evaluation of IFAD

Annual Report on Results and Impact of IFAD Operations (ARRI)

ARRI 2008

ARRI 2009

ARRI 2010

ARRI 2011

ARRI 2012

ARRI 2013

ARRI 2014

ARRI 2015

ARRI 2016

ARRI 2017

Corporate level evaluations

2002. Evaluation of IFAD's Capacity as a Promoter of Replicable Innovations in Cooperation with other Partners. Understanding at Completion Point and Executive Summary. Report No. 1325.

2010. IFAD's Performance with regard to Gender Equality and Women's Empowerment.

2011. IFAD's Private-Sector Development and Partnership Strategy.

2013. IFAD's Supervision and Implementation Support Policy.

2015. IFAD's Engagement in Fragile and Conflict-affected States and Situations.

2018. IFAD's engagement in pro-poor value chain development. Draft approach paper, EC - 23 March 2018.

Country Programme Evaluations

2010. Mozambique. Country Programme Evaluation.

2011. Republic of Kenya. Country Programme Evaluation.

2014. People's Republic of China. Country Programme Evaluation.

2015. Federative Republic of Brazil. Country Program Evaluation and Country Programme Evaluation Approach Paper.

2016. Kingdom of Cambodia. Country Strategy and Program Evaluation.

2016. Federal Democratic Republic of Ethiopia. Country Programme Evaluation.

2016. Republic of India. Country Programme Evaluation.

2016. Federal Republic of Nigeria. Country Programme Evaluation.

2016. Democratic Republic of the Congo. Better Targeting of Vulnerable Populations. Country Strategy and Programme Evaluation. Evaluation Insights, Number 44.

2017. Arab Republic of Egypt. Country Strategy and Programme Evaluation Overview.

2018. Georgia. Country Strategy and Programme Evaluation (Draft)

Project level evaluations

2008. Republic of Albania. Mountain Areas Development Program. Completion Evaluation.

2010. People's Republic of China. Qinling Mountain Area Poverty Relief Project. Interim Evaluation.

2010. Republic of Yemen. Raymah Area Development Project. Completion Evaluation.

2011. Federative Republic of Brazil. Sustainable Development Project for Agrarian Reform Settlements in the Semi-Arid North-East Dom Hélder Câmara Project. Interim Evaluation.

2012. Kingdom of Cambodia Community-Based Rural Development Project in Kampong Thom and Kampot. Project Performance Assessment.

2012. Republic of Moldova Rural Business Development Programme. Project Performance Assessment.

2014. Kingdom of Bhutan. Agriculture Marketing, Enterprise and Promotion Programme. Project Performance Assessment.

2014. Plurinational State of Bolivia. Management of Natural Resources in the Chaco and High Valley Regions. Project Performance Assessment.

2014. Republic of the Sudan. Gash Sustainable Livelihoods Regeneration Project. Project Performance Assessment.

2015. Republic of Albania. Programme for Sustainable Development in Rural Mountain Areas. Project Performance Assessment.

2015. Federative Republic of Brazil. Gente de Valor - Rural Communities Development Project in the Poorest Areas of the State of Bahia. Project performance Assessment.

2015. Republic of India. Livelihoods Improvement Project in the Himalayas. Project Performance Assessment.

2016. People's Republic of China Environment Conservation and Poverty-Reduction Programme in Ningxia and Shanxi. Project Performance Assessment.

2016. Federal Democratic Republic of Ethiopia. Pastoral Community Development Project II. Project Performance Assessment.

2016. Federal Republic of Nigeria. Community-Based Agricultural and Rural Development Project. Project Performance Assessment.

2017. Kingdom of Cambodia. Rural Livelihoods Improvement Project in Kratie, Preah Vihear and Ratanakiri, Project Performance Evaluation.

2017. Republic of Guatemala. National Rural Development Programme Phase I: the Western Region. Project Performance Evaluation.

2017. Lao People's Democratic Republic. Northern Region Sustainable Livelihoods through Livestock Development Project. IFAD-ADB, IED-IOE Joint Project Performance Evaluation.

2017. Kingdom of Lesotho. Rural Financial Intermediation Programme. Project Performance Evaluation.

2017. Republic of Malawi. Rural Livelihoods Support Programme. Project Performance Evaluation.

2017. Republic of Maldives Post-Tsunami Agricultural and Fisheries Rehabilitation Programme Project Performance Evaluation

2017. Palestine. Participatory Natural Resource Management Programme. Project Performance Evaluation.

2017. Republic of Peru. Strengthening markets, diversification of income and improvement of the conditions of life in the Sierra Sur. Project Performance Evaluation.

2017. Democratic Socialist Republic of Sri Lanka. Post-Tsunami Coastal Rehabilitation and Resource Management Programme. Project Performance Evaluation.

Evaluation Syntheses

2018. Building Partnerships for Enhanced Development Effectiveness. Draft Evaluation Synthesis.

2017. IFAD's Country-level Policy Dialogue.

Rural Differentiation.

2016. What works for gender equality and women's empowerment – a review of practices and results.

2016. IFAD's Engagement with Indigenous Peoples.

2016. Smallholder Access to Markets.

2016. FAO's and IFAD's Engagement in Pastoral Development.

2014. Rural Youth.

Impact evaluations

2017. Georgia. Agricultural Support Project. Impact Evaluation.

Project Completion Report Validations

2011. Kingdom of Cambodia. Community Based Rural Development Project in Kampong Thom and Kampot Provinces.

2011. Ethiopia. Pastoral Community Development Project.

2014. Cameroon. Roots and Tubers Market-Driven Development Programme.

2014. Ghana. Rural Enterprise Project Phase II. 2014. Kenya. Mount Kenya East Pilot Project for Natural Resource Management.

2014. Sudan. South Kordofan Rural Development Programme.

2016. Republic of Mauritius. Marine and Agricultural Resources Support Programme.

2017. Bosnia and Herzegovina: Rural Livelihoods Development Project.

2017. El Salvador. Rural Development and Modernization Project for the Central and Paracentral Regions.

2017. Ethiopia. Participatory Small-Scale Irrigation Development Programme.

2017. Republic of Guinea. Support to Rural Development in North Lower Guinea.

2017. Republic of Haiti. Productive Initiatives Support Programme in Rural Areas.

2017. Republic of India. Odisha Tribal Empowerment and Livelihoods Programme.

2017. Islamic Republic of Mauritania. Value Chains Development Programme for Poverty Reduction.

2017. Republic of Zambia. Smallholder Livestock Investment Project.

B. Documents of the International Fund for Agricultural Development

Project Completion Report Digest

IFAD. PCR Digest 2011.

IFAD. PCR Digest 2014.

2014. China. Sichuan Post-Earthquake Agriculture Rehabilitation Project.

Other

IFAD. Agreement to Establish the International Fund for Agricultural Development.

Policy on Targeting, 2006

IFAD. 2008. Review on IFAD's Development Effectiveness Pro-Poor Rural Value-Chain Development Thematic Study, unpublished, 2011

Agenda 2030: Why it matters for IFAD, December 2015

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IFAD. 2016. IFAD Strategic Framework 2016-2025: Enabling inclusive and sustainable rural transformation.

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IFAD, East and Southern Africa Division, Programme Management Department. Lessons from IFAD's East and Southern Africa portfolio: Tackling rural poverty through output markets: Main report and annexes. June 2017

IFAD. 2017. How to do poverty targeting, gender equality and empowerment during project design

IFAD. 2017. How to do poverty targeting, gender equality and empowerment during project implementation

IFAD's Operational Realignment, 15 January 2018.

IFAD. Forthcoming. IFAD's 40th Anniversary

IFAD Member States renew commitment to reduce hunger and poverty for millions of rural people, IFAD web article, 12 February 2018.

IFAD. Rural inequalities: Evaluating approaches to overcome disparities, 2-3 May 2018, Rome, Italy. Conference Concept Note.

Why does IFAD's 11th Replenishment matter? www.ifad.org/stories/tags/49247915

C. External documents

African Development Bank. Feed Africa Strategy.

Asian Development Bank. Framework for Strategy 2030.

Asian Development Bank. At the Centre of Africa's Transformation: Strategy for 2013-2022.

Asian Development Bank. Operations Manual Bank Policies. Incorporation of Social Dimensions into ADB Operations.

CARE. Working for Poverty Reduction and Social Justice: The CARE 2020 Program Strategy.

FAO. Reviewed Strategic Framework. C2017/7 Rev. 1

Oxfam. The Power of People Against Poverty Oxfam Strategic Plan, 2013-19.

World Bank Group. 2016. Poverty and Shared Prosperity 2016: Taking on Inequality

Appendix 3: Interviews and focus group discussions

A. Interviews in alphabetical order:

1. **Tom Anyonge**, Lead Technical Specialist - Institutions and Organisations, Policy and Technical Advisory Division, IFAD.
2. **Maria Hartl**, Senior Technical Specialist - Gender and Social Inclusion, Policy and Technical Advisory Division, IFAD.
3. **Clare Bishop-Sambrook**, Former Lead Technical Specialist – Gender and Social Inclusion.
4. **Andrew Brubaker**, Principal Evaluation Specialist; Sector and Project Division, Independent Evaluation Department, Asian Development Bank.
5. **Antonella Cordone**, Senior Technical Specialist, Indigenous Peoples, Policy and Technical Advisory Division, IFAD.
6. **Ivan Cossio**, Chief of Quality Assurance, Quality Assurance Group, IFAD.
7. **Fabrizio Felloni**, Deputy Director, Independent Office of Evaluation, IFAD.
8. **Martin Fregene**, Director of Agriculture, African Development Bank.
9. **Alessandra Garbero**, Senior Econometrician, Results and Impact Assessment Division, IFAD.
10. **Oscar Garcia**, Director, Independent Office of Evaluation, IFAD.
11. **Beatrice Gerli**, Gender and Technical Specialist, Policy and Technical Advisory Division, IFAD.
12. **Amnon Golan**, Quality Assurance Reviewer, Quality Assurance Group, IFAD.
13. **Ed Heinemann**, Lead Technical Specialist, Policy and Technical Advisory Division, IFAD.
14. **Anita Kelles-Viitanen**, Gender Specialist (formerly working in AsDB). Policy and Technical Advisory Division, IFAD.
15. **Mylene Kherallah**, Lead Technical Specialist - Rural Markets and Enterprises, (Financial Assets, Markets and Enterprises - FAME), Policy and Technical Advisory Division, IFAD.
16. **Annina Lubbock**, Former Lead Technical Specialist – Gender and Social Inclusion (attempted).
17. **Sheila Mwanundu**, Lead Technical Specialist, (responsible for the SECAP) Environment and Climate Division, IFAD.
18. **Johanna Pennarz**, Lead Evaluation Officer, Independent Office of Evaluation, IFAD.
19. **Catrina Perch**, Evaluation Officer, Independent Office of Evaluation, IFAD.
20. **Mattia Prayer-Galletti**, Lead Technical Specialist, (Rural Development and Institutions), Policy and Technical Advisory Division, IFAD.
21. **Ilaria Sisto** (for) Regina Laub, Senior Officer Gender and Analysis and Policy, Food and Agriculture Organization.
22. **Anja Soanala Rabezanahary**, Junior Professional Officer, Gender, Policy and Technical Advisory Division, IFAD.
23. **Elizabeth Ssendiwala**, Regional Gender Coordinator, East and Southern Africa Division, IFAD.
24. **Cindy Suh**, Senior Operations Officer (Gender), World Bank.
25. **Atsuko Toda**, Director for Agricultural Finance and Rural Development, African Development Bank.
26. **Elisabeth Ssendiwala**, Regional Gender Coordinator, East and Southern Africa Division, IFAD.
27. **Willem Zijp**, Chapter 4 author on Targeting, Quality Assurance Group, IFAD.

B. Focus Group Discussion with IFAD Staff of the:

Asia and the Pacific Division

East and Southern Africa Division

Independent Office of Evaluation

Latin America and the Caribbean Division

Near East and North Africa Division

Policy and Technical Advisory Division

West and Central Africa Division