

Project Completion Report Validation

Rural Development Support Programme in Guéra / *Programme d'appui au développement rural dans le Guéra (PADER-G)* Republic of Chad

Date of validation by IOE: July 2019

I. Basic project data

			Approval (US\$ m)		Actual (US\$ m) ¹	
Region	West and Central Africa	Total project costs	20.12		21.18	
		IFAD loan (% of total)	8.95	44%	8.95	42%
Country	Republic of Chad	IFAD DSF grant (% of total)	8.45	42%	8.45	40%
Project number	TD-1582					
Loan/grant number	820 (loan)/ DSF-8067 (grant)	Borrower	2.53	13%	3.45	16%
Type of project (subsector)	Rural Development	Beneficiaries	0.19	1%	0.33	2%
Financing type	IFAD initiated and exclusively financed	-----				
Financing terms	Loan on highly concessional terms, DSF Grant ^{**}	-----				
Date of approval	15/12/2010	-----				
Date of signing	20/05/2011	-----				
Date of effectiveness	18/10/2011	-----				
Financing amendments	One, 07/05/2015	Number of beneficiaries	Direct: 132,330 Indirect: Not provided		Direct: 240,036 Indirect: 106,574	
Financing closure extensions	None	Project Completion date	31/12/2016		31/12/2016	
Country programme managers	Valantine Achancho (current country director) ²	Financing closing date	30/06/2017		30/06/2017	
Regional director(s)	Lisandro Martin (current) ³	Mid-term review			18/12/2014	
Project completion report reviewer	Chiara Calvosa	IFAD disbursement at project completion (%)			100%	
Project completion report quality control panel	Fumiko Nakai	Date of the project completion report			N/A ⁴	

Source: Project completion report (2017), PR (2010), Project design report (2010), ORMS.

^{*} IFAD loans granted on highly concessional terms are free of interest. A service charge of three fourths of one per cent (0.75 per cent) per annum and a maturity period of 40 years, including a grace period of 10 years are applied, starting from the date of the approval by the Executive Board.

^{**} DSF grants are provided to countries with low level of debt sustainability, as ascertained by the annual debt sustainability assessments carried out by the International Monetary Fund.

¹ The disbursement rate of the IFAD financing in denominated currency (Special Drawing Right, SDR) is 100 per cent (i.e. SDR 5.7 million for the IFAD loan and SDR 5.4 million for the grant). For sake of clarity, given the 100 per cent disbursement rate accomplished by the project, the entire IFAD financing in US\$ is reported in the table as actual disbursement in US\$.

² Previous: Annabelle Lhommeau. Hubert Boirard, Vincenzo Galastro and Ibrahima Bamba.

³ Previous: Mohammed Beavogui; Ides De Willebois.

⁴ Exact date missing on the cover page. Completion mission dates: from 16/01 to 4/2 2017.

II. Project outline

1. **Introduction.** The Rural Development Support Programme in Guéra (PADER-G)⁵ was a project of the Government of Chad financed by IFAD. PADER-G was approved by IFAD's Executive Board on 15 December 2010 and became effective on 18 October 2011, with 31 December 2016 and 30 June 2016 as the initial completion and closing dates respectively.
2. PADER-G was conceived to build on results achieved by the Food Security Project in the Northern Guéra Region during its two phases (PSANG and PSANG II),⁶ mainly in terms of access to safe water, management of chronic food security risk, and access by rural poor to adapted finance.
3. The project was designed to be implemented in a fragile environment, characterized by high levels of socio-economic vulnerability, inadequate infrastructure, weak local institutions as well as tense political relations in the region. Since 2015, falling oil prices undermined the already fragile economy of Chad, which had started to recover from three decades of political instability and internal conflicts.⁷ The main rural poverty challenges in the area included: poor infrastructure, food insecurity and malnutrition, low agricultural yields, limited access to financial services, as well as natural resource degradation, particularly water pollution and desertification, and climate change.
4. **Project area.** The project area covered the entire Guéra region. While PSANG I and II focused exclusively on the northern part of the region, PADER-G's extension to the whole region aimed at developing intra-regional cooperation and economic exchange, particularly through the producers' organizations. At design, the project area was defined as highly vulnerable⁸ and characterized by the following: marginal access to safe water⁹, limited cereal availability during the lean period and inadequate access to markets (i.e. poor infrastructure, inexistent electrification and lack of education and health services).
5. **Project goal and strategic objectives.** According to the president's report the project's overall objective was to help lay the groundwork for sustainable improvements in the food security and incomes of the rural population in Guéra region. This was meant to be achieved through the following three strategic objectives: (i) to improve livelihoods of rural poor in the Guéra region through access to basic infrastructure with regard to safe water, cereal buffer stocks, and roads linking areas with economic potential with markets; (ii) to mobilize local savings and consolidate the network of self-managed saving and credit unions (CECAs);¹⁰ and (iii) to strengthen the capacity of grass-roots producers' organizations and their groups.
6. **Components.** The programme had four components: (i) improvements to basic infrastructure; (ii) improvement of access to financial services; (iii) capacity-building for grass-roots producer organizations and groups; and (iv) coordination, management and monitoring and evaluation (M&E).
7. *Component 1- Improvements to basic infrastructure.* By building on the PSANG II's achievements, this component aimed to improve living conditions in the project area through the provision of basic infrastructure. This was meant to be achieved through a set of three subcomponents: (i) improved access to safe drinking water

⁵ From French *Programme d'appui au développement rural dans le Guéra*.

⁶ From French *Projet de sécurité alimentaire au Nord-Guéra*. PSANG I was approved by the Executive Board in December 1991 with US\$13.03 million total project costs and duration 1991-2000. PSANG phase II was approved by the Executive Board in May 2000 with US\$17.63 million total costs and duration 2000-2010. Source: IFAD website.

⁷ The most recent Chadian Civil War was from December 2005 to January 2010.

⁸ According to the 2010 early warning national system based on 2009-2010 crop season.

⁹ Estimated at 8 per cent in 2008 (Source: project design report, PDR).

¹⁰ CECAs network was originally developed by PSANG II in 2006 and reconfigured in 2011.

and sanitation; (ii) improved cereals availability during the lean season; and (iii) improved access to rural markets.

8. *Component 2 - Improvement of access to financial services, value addition and marketing.* By liaising with the other components, it was intended to consolidate the network of the CECAs and improve the quality of the services provided, its operational autonomy and financial performance. This was meant to be reached by two subcomponents, namely: (i) support to the network reorganization and professionalization of its management system; and (ii) support to the network overall performance to achieve its financial viability and operational autonomy.
9. *Component 3 - Capacity-building for grass-roots producer organizations and groups.* The component was designed with the twofold objective of promoting profitable agricultural activities of selected producers' organizations throughout the value chain (from production to processing and marketing) and support stronger producers' organizations and their networking. It was meant to be achieved through two subcomponents, namely: (i) support fund to producers' organizations economic activities (FAOP);¹¹ and (ii) strengthening of technical and managerial capacity of producers' organisation in Guéra. Specifically, through its first subcomponent, this component aimed at testing several methods to support at various levels the producers' organisations and, eventually, scale them up.
10. *Component 4 - Coordination, management and M&E.* The component was designed to ensure complementary among the project coordination, knowledge management and M&E between the central level of ministries, private and public institutions involved in the steering committee and the operational level of project coordinating unit (PCU) and regional antennas.
11. **Target group.** The project directly targeted 132,330 people (or approximately 25 per cent of the total population in the region), which included the following three main groups of beneficiaries: farming households, poor/very poor rural women, especially those heading a household, and rural youth.¹²
12. **Financing.** The project was IFAD-initiated and exclusively financed with no international co-financing. Total project cost at approval was estimated at approximately US\$20.12 million, of which approximately US\$8.95 million was to be financed through an IFAD loan under high concessional terms and approximately US\$8.45 million through an IFAD grant under the Debt Sustainability Framework (DSF). The Government's contribution was estimated at US\$2.53 million, and the beneficiaries' in-kind contribution at US\$0.19 million.¹³ Tables below show the estimated and actual project costs by financier and by component, respectively.

¹¹ Targeting approximately 40 producers' organisations with more than 20 members. Priority was given to those producers' organisations identified as dynamic during the 2010 survey and women-dominated producers' organisation and/or those including 30 per cent of young members (Source: PDR, 2010).

¹² Detailed number of expected beneficiaries by component is provided in the PDR.

¹³ Quantification of beneficiaries' in-kind contribution.

Table 1
Project costs by financier

Source of Funding	Type of financing	Planned (US\$ m)	Planned (% of total)	Actual (US\$ m)	Actual (% of total)
IFAD	Loan	8.95	44%	8.95	42%
IFAD	DSF Grant	8.45	42%	8.45	40%
Government		2.53	13%	3.45	16%
Beneficiaries		0.19	1%	0.33	2%
Total		20.12	100%	21.18	100%

Source: 2011 President's Reports for planned amount, Project Completion Report (PCR) for the actual expenditure. The IFAD database shows the disbursement amount of US\$8.35 million for the loan and US\$7.92 million for the DSF grant (hence, lower than US\$8.95 million and US\$8.45 million, respectively, as reported in the PCR), while in the denominated currency of the financing (SDR), the disbursement rate is recorded as 100 per cent. This would be due to the exchange rate between US\$ and SDR.

Table 2
Project costs by component

Components	Planned (US\$ m)	Planned (% of total)	Actual (US\$ m)	Actual (% of total)
Improvements to basic infrastructure	8.16	41%	8.19	39%
Improvement of access to financial services, value addition and marketing	3.06	15%	4.26	20%
Capacity-building for grass-roots producer organizations and groups	4.51	22%	1.87	9%
Coordination, management and M&E.	4.39	22%	5.89	28%
Balance in the account ¹⁴	0	0%	0.97	5%
Total	20.12	100%	21.18	100%

Source: President's report for planned; PCR for actual.

13. **Project implementation arrangements.** The project was designed to be implemented by the Ministry of Agriculture and Irrigation¹⁵ in collaboration with other relevant ministries.¹⁶ The project oversight was to be provided by the PADER-G national steering committee chaired by the Ministry of Economy and Planning which included representatives of other ministries, private institutions as well as two other public institutions¹⁷ as advisory members. The PCU was to be established in Mongo (Nord Guéra) with a regional antenna in Melfi (Sud Guéra). The project design document envisaged implementation agencies and partners as follows: (i) subcomponents of access to safe water and feeder road rehabilitation (component 1) - government departments; (ii) the lean-period cereal banks under component 1 and for the support to producer organizations under component 3 - the NGO Intemón Oxfam to lead and collaborate with other partners;¹⁸ and (iii) component 2 - another international NGO to be selected according to the IFAD Procurement Guidelines. Finally, a participatory M&E pilot operation was designed with the aim of promoting exchanges among targeted communities, implementing partners and the PADER-G M&E unit.

¹⁴ In addition to the amount reported in the PCR (i.e. US\$0.93), it also includes exchange rate losses.

¹⁵ PR and PDR refer to the Ministry of Agriculture and Irrigation, while PCR to Ministère de la Production, de l'Irrigation et des Equipements Agricoles.

¹⁶ Through a designated focal point within the following ministries: the Ministry of Economy and Planning, the Ministry of Water, the Ministry of Transport's Infrastructure, and the Ministry of Microfinance.

¹⁷ Particularly the *Conseil national de concertation des producteurs ruraux du Tchad* and the *Cellule de liaison et d'information des associations féminines*.

¹⁸ In collaboration with the World Food Programme, the National Federation of Rural Producers of Chad as well as other relevant local partners.

14. **Changes and developments during implementation.** Limited changes took place during the implementation, including the following:
- The mid-term review (MTR) took place in December 2014 and introduced several adjustments including the following: (i) revision of some log-frame indicators and targets; (ii) introduction of the advisory services¹⁹ for income-generating activities and rural micro-enterprise linked to the FAOP; and (iii) a budget reallocation among all ten categories of expenditures;²⁰
 - At operational level, the following elements that had not been included in the design were introduced: (i) a tripartite financing agreement was put in place for the FAOP with the aim of sharing costs among the beneficiaries, CECAs and PADER-G, and (ii) the construction of family latrines; and
 - Finally, project implementation was indirectly affected by the socio-economic crisis hitting the country due to social insecurity and conflicts with Boko Haram and the fall of oil pricing. More precisely, components 2 and 3 were affected by the closing of the Nigerian market and the decrease in the local demand for agricultural products of producers' organizations.
15. **Intervention logic.** PADER-G was designed to build on the results achieved of PSANG I and II with the aim of addressing chronic food insecurity and rural poverty characterizing the Sahelian and Saharan areas of the entire Guéra region. Although the project design responded to the specific fragility issues characterizing the region, it embedded broader intervention logic of holistically addressing key rural poverty challenges in the country as identified in the COSOP. In this regard, PADER-G was designed to be the first intervention of a broader IFAD programme to be implemented over time with the objective of reducing poverty through the promotion of an enabling environment to support a strong and diversified economic growth. The project implementation was to be through a participatory approach in principle based on a "*faire-faire*" logic. The empowerment of the producers' organizations and their representative bodies was an important pillar of this implementation strategy. An inclusive and participatory targeting strategy was designed taking into account geographical, socio-economic and gender aspects.
16. Activities under the first three components were to be linked and complementary. Component 1, more precisely through its second subcomponent, supported the lean-period cereal banks which were designed to also sell improved seeds developed under component 3 and its second subcomponent (i.e. improve agricultural production and productivity of producers' organisation). Component 2 tested the financial instruments of *warrantage* and Islamic credit in five CECAs through the producers' organisations supported under component 3.
17. **Delivery of outputs.** A detailed table summarising PADER-G's output delivery by component is presented in Annex III. Overall, the outputs enumerated in the PCR met, and in some cases, exceeded their respective appraisal/MTR targets.²¹ As for component 1, an achievement rate of above 90 per cent was overall reported for all targets with the exception of the number of beneficiaries of the awareness campaign (i.e. 38 per cent of targets). The pilot activity for risk sharing among the lean-period cereal banks did not take place, reportedly due to an inaccurate feasibility study.²² As for delivery of outputs under component 2, nearly all targets were fully met and, in case of training activities for 106 elected officials and those

¹⁹ From French « *Conseillers d'entreprise -CE*»

²⁰ Including the 8 per cent in the civil work category (from approx. 30 per cent approved at design to 38 per cent), a comprehensive 12 per cent increase in the technical assistance category (4 per cent in the national and 8 per cent in the international technical assistance), a 5 per cent reduction in the salaries and indemnities category (from 15 per cent to approximately 10 per cent), and a 4 per cent reduction in the FAOP (from 5.8 per cent at design to 1.3 per cent).

²¹ While figures presented in the PCR Section D do not clearly indicate which targets were revised at MTR, additional details are provided in the Appendix 8. However, footnotes are not visible, thus making it difficult to fully understand the reported data.

²² Source PCR.

technical and management positions in the producers' organisations, an achievement rate of 206 per cent was reported.²³ With reference to component 3, all outputs with the exception of two (i.e. number of people with access to FAOP which was 48 per cent and number of successful business plans documented and shared reported at 60 per cent) were fully achieved and, most of them, exceeded the targets. Finally, given the nature of component 4, the project's delivery is presented in the following sections (ref. Effectiveness and performance of partners).

A. Core criteria

Relevance

18. **Relevance vis-à-vis IFAD and Government policies and strategies.** PADER-G's goal and objectives were aligned with the government's priorities to support agricultural development and reduce rural poverty. More precisely, it was in line with: (i) 2008 National poverty reduction strategy II; (ii) 2003-2020 Road map for water and sanitation; (iii) National Development Plan; (iv) Five-year plan for agricultural development 2013-2018; and (v) National micro-finance strategy.
19. As for IFAD's strategies, PADER-G's objectives were coherent with IFAD's Strategic Framework, the 2007-2010 Country Strategy Note and the 2010-2015 COSOP in that they intended to improve food security and reduce rural poverty in the project area. More precisely, it was aligned with both strategic objectives of improving access to and sustainable management of water by the rural poor people and improving access to input and produce markets within value chains where the rural poor people have a comparative advantage.
20. With regards to the relevance to the needs of the rural poor in the country, the project aimed to address their key development constraints in terms of lack of access to safe drinking water and sanitation, cereals availability during the lean season and access to rural markets. Finally, PADER-G's design was aligned with other development partners' interventions in the country, particularly the European Union.²⁴
21. **Relevance vis-à-vis project design.** The internal logic of the project design among outputs, activities and components was coherent and adequate to meet the intervention's outcomes. The three operational components were designed to comprehensively address the main challenges faced by the target population in the project area. More precisely, component 1 and 2 were designed to respond to beneficiaries' immediate needs in terms of promoting access to basic infrastructure (i.e. rural roads, rural water services and cereal banks) and access to financial services (i.e. comprehensive support to the micro-finance system also in view of developing financing tools adapted to local circumstances). Complementarily, component 3 addressed production and financial needs of local producers' organisations and supported their development throughout the value chain. The above interventions were designed to be implemented through a demand-driven approach focused on the producers' organisations, their capacity building and the submissions of microprojects by producers' organisations to FAOP (under component 3). However, as reported in the PCR, weak linkages were developed between the local, regional and national levels among the producers' organizations and their national representative body.²⁵ In addition, design did not fully take into account the heterogeneity of targeted producers' organisations in terms of institutional arrangements as well as internal capabilities. In terms of budget, the financial allocations were in line with the project's objectives and institutional

²³ This is in line with the budget reallocation among category of expenditures approved by the MTR.

²⁴ PADER-G was expected to find synergies with the European Union investments in water infrastructure development in the area. In addition, since design, complementarities were sought with the Pastoral Water Project in Central Chad Phase II funded by Agence Française de Développement and the Pastoral Water and Resource Management Project in Sahelian Areas funded by IFAD.

²⁵ Conseil National de Concertation des Producteurs Ruraux du Tchad.

arrangements. However, as reported in the MTR, some confusion was made in the design documents among certain categories of expenditure (namely, technical assistance, development fund and salaries) which led to the overspending of certain categories and the related re-allocation of funds at MTR.

22. In **summary**, PADER-G's goal and objectives responded to the needs of rural poor in Guéra region and were aligned with the government's and IFAD's strategies to support agricultural development and reduce rural poverty in the country. The design was appropriate to meet the intended development objectives although some weaknesses are identified. Based on the above, the overall project relevance is rated *satisfactory (5)* by the PCRV in line with the PCR.

Effectiveness

23. **Project outreach.** The number of direct beneficiaries reached by the PADER-G at completion was 240,036²⁶ individuals against the appraisal target of 132,330 people, or a success rate of 181 per cent. The PCR stated that women beneficiaries were approximately 50 per cent of total beneficiaries, with higher rates reported for specific activities such as literacy and small garden products²⁷ (ref. Section on gender for additional details).
24. **Objective 1: to improve livelihoods of rural poor in the Guéra region through access to basic infrastructure with regard to safe water, cereal buffer stocks, and roads linking areas with economic potential with markets.** This objective was supposed to be achieved mainly through: (i) the construction of boreholes and latrines, the setting up management committees and the delivery of related information, education and communication campaigns; (ii) the establishment of cereal banks and related management committees; and (iii) the construction of rural roads.
25. With specific reference to access to safe water and sanitation: an execution rate of 90 per cent was reported vis-à-vis the number of boreholes rehabilitated and built (108 delivered vs 120 targeted at appraisal); 549 family latrines were put in place vs 600 planned, and 84 points for drinkable water were built vis-à-vis the 100 targeted. It is reported that difficult geographical conditions of the project area, which would appear to have been underestimated at design, negatively contributed to the achievement of the objective. Despite the above, proactivity is noted in the PADER-G implementation arrangements through the signature of agreements with the national directorates responsible for water and sanitation which was not originally foreseen and contributed to increase project's effectiveness. In addition to the above outputs, an acceptable use for most of the infrastructure developed, particularly latrines, is reported in the PCR by targeted beneficiaries.²⁸ This was possible thanks to the awareness campaigns delivered for water and sanitation, although their coverage was smaller than expected at design (9,118 people benefitted against 24,000 targeted, or 38 per cent). This is explained in the PCR by a different approach adopted by the mobilization team which replaced Oxfam Intermon²⁹ and reportedly targeted fewer people but with increased support. Information campaigns were delivered to beneficiaries on site thus allowing for hands-on training and a better appropriation by beneficiaries. As a result, 94 per cent of beneficiaries targeted by the awareness campaign wash their hands before eating and 86 per cent wash their hands after the use of latrines. The above outputs positively contributed to the achievement of the first objective.
26. With reference to the cereal banks, execution rates generally above 100 per cent are reported in terms of number of cereal banks built (65 vis-à-vis the target of

²⁶ Details on number of beneficiaries by component are clearly reported in the PCR section D3 and Annex 10 table 1 but with some minor inconsistencies between them.

²⁷ Respectively, 73 per cent and 81 per cent.

²⁸ The actual use of the latrines is reported to be satisfactory with the exception of one – the latrine of Boro market.

²⁹ According to the MTR, the replacement was due to Oxfam's poor performance.

66), available stock of cereals (765 tons against 650 tons targeted), and number of beneficiaries benefitting from access to cereal banks (119,710 against 112,000 foreseen at design). A participatory approach was reported to be adopted to develop new cereal banks, while attention was simultaneously put to build on previous PSANG achievements for about 50 sites. A management committee was put in place for each bank and training provided to the members (approximately 1,200 beneficiaries trained against the target of 700). Despite the above outputs, PCR highlighted that rural poor's needs in terms of food security still exceed current stocks level. Nevertheless, an efficient and effective management system of the stock of cereals is reported to happen through the existing cereal banks. Also, an overall reduction of the lean period is registered for all targeted productions, especially for groundnut and sesame seeds (details provided in the PCR Annex 10).

27. Finally, regarding the access to rural markets, it was supposed to be mainly achieved through the construction of 50 km of the Temki-Amkarouma road providing access to 11 villages otherwise inaccessible during the rainy season. At completion, approximately 60 km were built (or 118 per cent execution rate) through joint efforts of beneficiaries and villages committees as well as regional and national directorates. The road is expected to contribute to the achievement of the first objective by linking rural areas with economic potential with agricultural markets. A management committee for the road was established, and a toll system put in place with the aim of ensuring required maintenance and monitoring. However, it was reported that some maintenance and repair works were actually funded by the PARSAT³⁰ and not by the committee through the toll payments. This poses questions on the effectiveness of the above arrangements in place as well as their sustainability over time.
28. **Objective 2: to mobilize local savings and consolidate the network of self-managed saving and credit unions (CECAs).** The PCR reports a moderately unsatisfactory rate of achievement for this objective notwithstanding the positive level of output delivery for component 2.³¹
29. More precisely, the objective of mobilizing local savings was to be achieved mainly through the offer of new products adapted to local circumstances which, as per design document, included *warrantage*, agro-leasing, *credit solidaire* and *credit-jour du marché*, and Islamic credit. To this effect, a pilot activity was launched in 5 (rather than the four targeted) unions; however, the overall amount of credits lent was 42 per cent of the target (approximately FCFA 56,354,000 equal to US\$96,300). This shows a low level of penetration and adoption rate among beneficiaries which negatively contributed to the achievement of this second objective.
30. With reference to CECAs performance, it is characterized by a high default rate equal to 33 per cent (against an internationally accepted rate of 5 per cent) and weak financial autonomy, equal to 78 per cent (against 100 per cent targeted). Also, CECAs operational self-sufficiency was assessed at 72 per cent rate against the target of 121 per cent set at design. In particular, good levels of output delivery are reported in terms of operating branch created (28, equal to 108 per cent of the appraisal target) as well as members of the saving and credit groups involved (approximately 32,300 out of 33,450). However, it would appear that PADER-G efforts were more oriented towards the output delivery rather than the development of actual CECAs financial sustainability, which is a strategic pillar for

³⁰ Project to Improve the Resilience of Agricultural Systems in Chad approved by the Executive Board in December 2014 expected to complete in 2021.

³¹ To this effect, an important distinction is made by the PCR with the moderately satisfactory rate given to the overall performance of the component 2 in terms of achievements of physical targets/outputs (ref. Annex III). However, inconsistencies are noted with the assessment provided in the PCR summary where the overall performance of the component is assessed as satisfactory and the objective 2 moderately satisfactory.

success of the intervention. Also, only 10 branches out of 15 targeted were reported to have all financial requirements set by the existing regulation, posing some questions on the quality of the support provided by the project. As a result, CECAs financial performance is assessed as unsatisfactory by the PCR.³²

31. Overall, despite the improvements reported by the PCR vis-à-vis the baseline scenario and the changes introduced by the MTR,³³ the achievement of this objective was mainly affected by the weak CECAs financial performance as well as limited beneficiaries' capacity in terms of saving and repaying their outstanding loans - presumably due to the generally low-income levels generated in the area.
32. **Objective 3: to strengthen the capacity of grass-roots producers' organizations and their groups.** This objective was meant to be reached through capacity building activities of producers' organisations through value chain development and the FAOP development.
33. Strengthening of producers' organizations was mainly through the support for production and distribution of improved seeds varieties, development of the small market garden products value chain and related capacity building activities. Despite the implementation delays³⁴ in the production and distribution of improved seeds varieties, positive results were reported particularly during the first agriculture season. However, issues were reported in the following years where PADER-G was not actively involved in the seeds' distribution and collection due to bottlenecks in the value chain.³⁵ Outputs rates are generally positive specifically in terms of support to small market garden products value chain: 420 people trained vs 300 targeted at appraisal and 102 seed suppliers supported vs 100 targeted. In terms of training provided to selected producers' organizations, various execution rates above 98 per cent are reported for all log-frame indicators. Notwithstanding the above output delivery, the empowerment of producers' organizations is reported to be one of the weaknesses of the project's implementation.³⁶ The following three main issues appear to affect the achievement of the development objective: marginal financial returns of the supported income generating activities, inadequate organizational structure of the producers' organizations in the region and reported issues in the adoption of improved seeds without the project's support.
34. With reference to the FAOP, several outputs indicators are reported, including the number of supported business plans (40 vs 40 targeted) and the number of people accessing FAOP (approximately 6,300 vs almost 13,300 targeted). FAOP performance is assessed by the PCR as moderately satisfactory for several reasons including the poor levels of resource mobilization (60 per cent of revised MTR target³⁷) and general inadequate quality of the producers' organizations support mechanism put in place. In addition, only 24 financed business plans were documented and shared, which hampered the adequate dissemination of projects' results and related adoption by new potential producers.
35. **Summary.** Overall, the first objective was mostly met by PADER-G, the second objective reported a moderately unsatisfactory achievement rate, and a satisfactory level of achievement is reported for the third objective. Based on the above, effectiveness is rated *satisfactory (5)* by the PCR in agreement with the PCR rating.

³² The assessment is based on the reported weak 2014 financial statement given that 2015 and 2016 statements were not elaborated at the time of the completion mission.

³³ Mainly focused on the institutionalisation process of the saving and credit union (CEC).

³⁴ Due to the weak performance of the implementing partner, Intermon Oxfam.

³⁵ This poses questions on the sustainability of the intervention – ref. Sustainability section.

³⁶ The need to further assist producers' organisations was already highlighted by the MTR.

³⁷ Presumably from other source of financing under the tripartite financing agreement.

Efficiency

36. **Efficiency in the pace of implementation.** Overall, the pace of implementation was in line with the time frame set at design. Delays occurred in the first two years of the implementation³⁸ and specifically affected the activities related to the producers' organizations empowerment. At mid-term, the need to increase implementation synergies among components and subcomponents was emphasized. At completion, a rate of 91 per cent is reported for the physical execution of the procurement plan in light of largely steady procurement performance during the project life.³⁹ The establishment of a local commission in charge of implementing the procurement plan, along with the support provided by IFAD, contributed to significantly reducing the average duration of procurement process from 211 to 86 days.
37. **Disbursement and project management costs.** In line with the pace of the implementation described above, the PCR reported an acceleration of the disbursement rates from the third year of project life.⁴⁰ In December 2013, disbursement rate was 29 per cent, in December 2015 it was 87 per cent, and, at completion, it reached 100 per cent. Specifically, at completion, the disbursement was 100 per cent for component 1; 139 per cent for component 2; 41 per cent for component 3⁴¹ and 134 per cent for component 4.
38. The cost for component 4 "coordination, management and M&E" accounted for 28 per of the total PADER-G costs, which is higher than standard IFAD practice and the budget projection (22 per cent). On the other hand, the proportion of recurrent costs and salaries/indemnities against the total cost was lower than envisaged, i.e. 14.7 per cent versus 23 per cent planned at design, which was subsequently reduced to 15.4 per cent at mid-term. Finally, a ratio of investment costs over recurrent costs equal to 5.8 is reported at completion (higher than the 3.2 assessed at design). The efficiency gained through implementation vis-à-vis design estimates, leads to a positive assessment of project's efficiency, notwithstanding the overall costs of the component 4.
39. **Economic rate of return.** The ex-post economic and financial analysis shows the economic rate of return at completion is equal to 15.8 per cent. This is higher than the 13 per cent estimated at design and the 12 per cent opportunity cost of capital, thus showing the project's viability. The discrepancy with design is explained by different underlying assumptions and related aggregation methodology for the streams of benefits. More precisely, EFA at completion included additional benefits from the rural road, reduced health costs due to improved quality of water as well as benefits deriving from the use of improved seeds - which were not taken into account at design.⁴² The financial analysis carried at completion shows similar profitability levels for the three main productions promoted by PADER-G (i.e. nearly 25 per cent internal rate of return for groundnut, sesame and sorghum) and a lower profitability for the small garden market products (i.e. internal rate of return 16 per cent).⁴³ The cost per beneficiary of 40,073 FCFA (equal to US\$69) is less than half of its initial estimation (i.e. 88,883 CFA or US\$153 at design). This is

³⁸ Namely, six months for the project launch and 12 months for recruiting all staff.

³⁹ More precisely, 85 per cent in 2013, 77 per cent in 2014, 72 per cent in 2015 and 95 per cent in 2016.

⁴⁰ According to the PCR, the changes introduced by the MTR allowed for a more accurate financial management, especially in the choice of the category of expenditures.

⁴¹ According to the PCR, the relatively low disbursement rate is due to the way disbursement is reported which is vis-à-vis the design and does not take into account the changes introduced in the category of expenses during the MTR.

⁴² Economic analysis at appraisal was mainly based on the agricultural benefits deriving from the water infrastructure.

⁴³ However, it is also reported that some income generating activities benefitting producers' organizations, mainly for the Sudanese and Nigerian market, suffered from reduced market opportunities. The presentation of additional figures on the above would have been desirable to better understand the implication on project's target group.

mainly due to the increased number of beneficiaries and reduced unit costs for cereal banks and water infrastructure.⁴⁴

40. The overall rating on efficiency is *satisfactory (5)* in the PCR, in line with the Programme Management Department.

Rural poverty impact

41. **Availability of data.** The assessment of rural poverty impact is mainly based on data collected by PADER-G M&E system, the Results and Impact Management System (RIMS) surveys, the completion mission as well as the 2016 SMART survey.⁴⁵ The PCR, however, questions the reliability of the 2016 RIMS survey given that some international NGOs distributed money and cereals to households in the area. Additional explanation on this exceptional circumstance is not provided. With reference to the M&E system, a pilot participatory approach was put in place in addition to the traditional project system.⁴⁶ Despite the above, the overall performance of the project's monitoring and evaluation system was positive according to the PCR.
42. **Household incomes and assets.** At completion, the reported data to assess PADER-G's impact on household incomes mainly refer to the gross margin of the main target agricultural production both for seeds and cereals. Specifically: FCFA 146,500 or US\$251 gross margin per hectare of groundnut seeds production, FCFA 105,000 or US\$180 per hectare of sesame seeds production, FCFA 109,000 or US\$187 per hectare of sorghum seeds production, FCFA 1,392,750 or US\$2,390 gross margin per hectare of cultivated small market garden products, FCFA 80,750 or US\$139 per hectare of groundnut, FCFA 84,700 or US\$145 per hectare of sesame, and FCFA 75,477 or US\$129 per hectare of sorghum. The comparison with the baseline/without project scenario is missing in the PCR. Other factors which may have contributed to reduced household expenses/costs included the following: reduced costs to access seeds, cereals and, more generally, the targeted markets as well as reduced transport costs and improved access to the financial services. The PCR narrative does not quantify the above.
43. In terms of household assets, inconsistencies are reported by the PCR between the RIMS data on one side and the outcomes of final workshop and the specific studies carried out by the project on the other.⁴⁷ According to the RIMS surveys, a reduction in the households' assets was registered between 2012 and 2016 at all levels (including, for instance, radio, fridge, tv and also animals owned at household level). On the other end, according to the PCR studies and field visits as well as outcomes of the stakeholder workshop, households' assets are reported to have increased in terms of devices owned (tv, bike, moto etc.), small livestock as well as land plots (bought by some farmers). However, supporting figures are not provided for the 2012 and 2016 situation in the PCR narrative.
44. **Human and social capital and empowerment.** PADER-G contributed to human capital of beneficiaries through improved knowledge and skills in the domain of water and sanitation (i.e. use of soap and other hygiene practices), basic repair and maintenance of infrastructure built, agricultural production (i.e. production of improved seed varieties and small garden products) as well as literacy training.⁴⁸ In terms of social capital, PCR narrative refers mainly to the strengthening of local

⁴⁴ On the contrary unit costs for small irrigation and rural road are higher than the costs estimated at design. However, this does not seem to negatively affect the overall project efficiency.

⁴⁵ Standardized Monitoring and Assessment of Relief and Transitions carried out by the national statistic offices together with development partners in the country such as UNICEF, WFP, USAID and European Union. The survey covers the entire country with detailed analysis for each region, including Guéra.

⁴⁶ The pilot approach aimed at involving the producers' organisations, the cereal bank management committees and the water management committees. However, it was not developed yet at the time of the MTR.

⁴⁷ Not clearly spelled out with the exception of the study on socio-economic effects of CEC – presumably carried out by the project.

⁴⁸ Detailed figures available in Annex III.

organizations through the development of management committees for cereal banks, water points and rural road as well as producers' organizations. Specifically, management committees for the above infrastructure were set-up and collective training provided for their activities and management. Capacity building was put in place to strengthen producers' organizations capacities in terms of management, entrepreneurship and marketing (figures available in Annex III), although they are still reported to be in need to additional support.

45. **Food security and agricultural productivity.** According to the PCR, PADER-G had a positive impact on food security and agriculture productivity of the target population. With reference to food security, PCR narrative reported both RIMS and SMART indicators for the reasons explained above regarding the RIMS survey reliability. Reported SMART data include, among others: 25 per cent chronic malnutrition in 2016 versus 29.5 per cent in 2012; 24.6 per cent of underweight versus 27.8 per cent in 2012; and 13.9 per cent of acute malnutrition in 2016 versus 12.6 per cent in 2012.⁴⁹ However, it is difficult to link these overall data for the region to the project. Specific studies from the cereal banks and the saving and credit unions (CECs) quantify positive impacts on food security of targeted beneficiaries at completion.⁵⁰ Overall, the level of food insecurity in the region decreased below the 15 per cent alert level in 2016. PADER-G presumably contributed to this progress in light of the positive trend on related indicators during the project life, even though at completion, the Guéra region was still among the eight regions of the country with the above index higher than 10 per cent. Finally, activities supported by the project to promote market access are reported to have also contributed to improved level of food security.
46. With reference to the agricultural productivity, several examples are reported to support the above assessment, including: (i) more farmers during the lean season worked their fields rather than looking for jobs elsewhere; (ii) agricultural inputs were purchased through additional incomes deriving from project activities which led to increased agricultural productivity at household level; (iii) access to better quality seeds, improved agricultural knowledge and increased water availability overall contributed to increased productivity in the project area; and (iv) an average of 50 per cent increase in the agricultural production was registered following PADER-G's interventions.⁵¹ Some supporting figures are presented in the detailed EFA analysis,⁵² but the PCR would have benefitted from a more detailed quantitative analysis. Finally, it is worth noting that specific log-frame indicators on agricultural productivity were not set at design.
47. **Institutions and policies.** According to the appraisal report, the project was expected to strengthen the capacities of producers' organizations, local financial services, and other strategic partners, including the organization for the women association and the national center for the rural producers in the country. In this regard, several targeted activities were carried out through the provision of goods and advisory services generally in line with the log-frame targets. Specific management committees for cereal banks, water infrastructure and rural road, were put in place and reported to be operational at completion. Weaknesses are

⁴⁹ RIMS figures are: 32 per cent chronic malnutrition in 2016 equal to 2012 data; 23 per cent of underweight versus 24 per cent in 2012; and 17 per cent of acute malnutrition in 2016 versus 14 per cent in 2012. The reported trends are generally similar but detailed figures differ for the selected years.

⁵⁰ Including the following: 82 per cent of cereal banks' beneficiaries experiences a 1.9 month lean period against 89 per cent of non-beneficiaries experiences 3.3 months, and duration of stock of cereals is estimated at 8.65 months for the beneficiaries against 4.43 months for the others. Additional information is provided in the PADER-G impact study (2018).

⁵¹ No additional information is provided on this figure. It is not clear if it refers to a volume increase vis-à-vis the baseline.

⁵² Annex 10 EFA reports on the cumulative number of tons produced of sorghum, groundnuts and sesame. Presumably the M&E system or the completion mission collected information on agricultural productivity for hectare. Also, Annex 10 provides figures on the cereal banks' outcomes in terms additional production and related impact on the lean period for the beneficiaries.

specifically presented in the PCR narrative for CECAs and producers' organizations management committees. In addition, local institutions in partnership with the PADER-G were reinforced through training provision and participation to exchange visits and seminars.⁵³ Finally, PADER-G did not directly contribute to policy dialogue in the country as it was not expected at design.

48. In **summary**, despite some concerns regarding the robustness of supporting data collected throughout the implementation, PADER-G contributed to increase households' income and assets and supported the development of the human and social capital in the project area. Positive changes took place vis-à-vis households' food security, even though additional investments are still required. Based on the above, rural poverty impact is rated *satisfactory (5)*, in agreement with the PCR.

Sustainability of benefits

49. **Sustainability of the project's investments.** The design documents identified several key factors that would enhance the sustainability of PADER-G's investments.⁵⁴ According to the PCR, the financial and economic benefits to end users positively contribute to the overall sustainability of project's investments. With specific reference to the technical sustainability, it is reported that skills were developed locally for the maintenance of the infrastructure developed and management committees were set-up. Nevertheless, several risks were identified by the completion mission vis-à-vis the above, including inter-alia: (i) insufficient financial resources deriving from road tolls which are expected to hamper the regular maintenance; (ii) inadequate resources available by local and central administration to continue the advisory activities to project's beneficiaries; and (iii) reported over-use of water points, particular pumps, might accelerate their depreciation. This latter point might negatively affect the environmental sustainability given the possible risk of polluting the groundwater during maintenance works. However, as highlighted by the PCR, beneficiaries' capacities and willingness to implement the above would be key to ensure the long-term sustainability.
50. **Social and institutional sustainability.** The assessment of the social and institutional sustainability is based in the PCR on the empowerment of beneficiaries, local communities and institutions and their capacity to manage project's achievements. While CECs and producers' organizations are considered fragile and in need of additional training, mainly for the lack of financial viability⁵⁵ and the inadequate skills of their members, the PCR assessment was overall positive for the management committees for rural roads, water infrastructure as well as cereal banks. In this regard, the *faire-faire* approach together with the active involvement of rural organizations throughout the project life positively contributed to its sustainability.
51. In addition, key conditions and responsible actors for their medium/long term successful development of project's infrastructure (i.e. rural road, cereal banks, water point) are presented in the PCR.⁵⁶ Nevertheless, it is also expected that PARSAT will continue investing on several PADER-G's activities through a specific set of actions outlined in the PCR. This shows that the sustainability assessment is not fully satisfactory at the time of completion.

⁵³ Including inter-alia: *Service Technique Déconcentré, Conseil National de Concertation des Producteurs Ruraux* involved in the activities with the producers' organisations and *Cellule de Liaison et d'Information des Associations Féminines*, specifically involved with gender development in the producers' organisations.

⁵⁴ Including, inter-alia: (i) local institutions and committees to be strengthened for the management and maintenance of water infrastructure and cereal banks; (ii) close collaboration with the European Union; (iii) rehabilitation of feeder roads, with maintenance ensured through the national regular maintenance programme; (iv) restructuring of the microfinance network and its financial viability; and (v) institutional strengthening of implementing partners through contracts.

⁵⁵ As per EFA assessment in Annex 10.

⁵⁶ Table 6 PCR.

52. Overall, sustainability is rated as *moderately satisfactory (4)* by this PCR, in agreement with the PCR.

B. Other performance criteria

Innovation

53. While the PDR proposed four innovations to be developed by PADER-G,⁵⁷ it did not present a clear knowledge management and innovation strategy. At completion, no report was prepared to comprehensively assess the innovations developed by the project and this is indicated as a major drawback by the completion mission.⁵⁸ However, the PCR identifies several innovations that took place in PADER-G, including: (i) a tripartite financing mechanism among the project, the association of credit unions, the financial promoters and the project⁵⁹; (ii) a partnership with the WFP; (iii) the combination of geophysical study with water infrastructure activities; and (iv) introduction of a new sorghum variety. In addition, PCR reported that throughout the project implementation, selected beneficiaries took part to several exchange visits.⁶⁰ Yet, concrete outcomes from the participation to the above were not reported and it is not possible to assess whether their participation led to innovative practices. With reference to the innovations targeted at design, most of them were developed although with different degree of success (ref Annex III), which were not particularly positive with reference to the women-managed cereal banks and the business plans for producers' organizations (given the challenges reported in the effectiveness section). In addition, with the exception of the new financial products and risk sharing mechanisms, their level of innovativeness is questioned. Based on the above, innovation is rated *moderately satisfactory (4)* by the PCR, in agreement with the PCR.

Scaling up

54. It is reported that the above innovations will be scaled-up by PARSAT through several mechanisms which are described in the PCR narrative. In view of the above, the government's support is considered an important pre-requisite by the PCR. In any case, this does not necessarily constitute scaling-up as per the IFAD definition.⁶¹ In addition, a thorough assessment of scaling-up challenges and potential is missing in the PCR along with a clear description of how the Government of Chad will support the overall process. Therefore, the scaling-up is rated as *moderately unsatisfactory (3)*, one point lower than the PCR.

Gender equality and women's empowerment

55. At appraisal, a systematic gender-based targeting was foreseen along with several indicators set to measure PADER-G's impacts in terms of gender equality and women's empowerment. At completion, challenges in integrating women in the decision-making process were reported but a cross-cutting gender-based targeting was put in place setting women's quotas and monitoring their participation for each project's activity.⁶²

⁵⁷ Namely : (i) participatory targeting and M&E approach and the women-managed cereal bank system; (ii) the socio-economic targeting of producers' organisations; (iii) the introduction of performance indicators and simplified business plans for producers' organisations; and (iv) the development of new financial products together with a risk-sharing mechanisms among partners.

⁵⁸ Also, the MTR highlighted the importance of collecting knowledge developed throughout the implementation in view of facilitating their scale-up also by PARSAT.

⁵⁹ Already identified by the MTR as a successful innovation to be included in the PARSAT although it lacked a clear implementation strategy.

⁶⁰ Namely, the farmers' leaders (source MTR).

⁶¹ "Expanding, adapting and supporting successful policies, programmes and knowledge, so that they can leverage resources and partners to deliver larger results for a greater number of rural poor in a sustainable way" (IFAD operational framework for scaling up results, 2015). It further noted that "scaling up results does not mean transforming small IFAD projects into larger projects", but rather it is about "how successful local initiatives will sustainably leverage policy changes, additional resources and learning to bring the results to scale".

⁶² The MTR reported that the participatory monitoring system had not been launched yet and the M&E system was not adapted to youth although it was part of PADER-G's target group.

56. Available figures show, inter-alia, that women represented approximately 50 per cent of total beneficiaries and, more specifically: (i) 81 per cent of small garden products activities; (ii) 73 per cent of literacy campaigns; and (iii) 60 per cent of cereal banks and water-related infrastructure.⁶³ A weak participation was registered among CEC's beneficiaries (35 per cent) compared to the other financial activities (48 per cent). With reference to targets set at appraisal, the number of women-only cereal banks (5 against 20 targeted) appears to be the lowest achievement.
57. With reference to women's empowerment, the following is reported: (i) increased women's economic empowerment through their direct participation in income generating activities; (ii) increased women's participation in household's decision making process specifically for the acquisition of food and issues related to the children's education; and (iii) reduced time dedicated for water collection which can be used, among others, for income generating activities. Given the importance of the above achievements in terms of women's empowerment, the PCR narrative would have benefitted from additional supporting data.
58. Based on the above, the rating of the PCRV is *moderately satisfactory (4)*, in agreement with PCR's.

Environment and natural resources management

59. PADER-G's introduced sustainable natural resource management practice for water use. The development of improved seed varieties together with the small garden products contributed to enrich the local biodiversity and reduce land degradation. Overall, no major negative environmental impact is reported as a result of project's activities in the PCR except for the flooding of several villages as a result of the work on the rural road due to its negative impacts on the natural drainage system. Presumably, this could have been avoided with an ad-hoc environmental feasibility study. The exact number of villages affected by the floods is not specified in the PCR and, from the stakeholders' workshop findings, it would appear that the risk of flooding is still a concern to some villagers.
60. The lack of project social and environmental plan did not allow for a systematic monitoring of PADER-G environmental impacts during implementation. Specific environment and natural resource management indicators were not included in the project's M&E system although foreseen at design. In light of the above, the reliability and completeness of data collected throughout implementation is questionable. Moreover, as mentioned above, environmental concerns were not systematically taken into account during the development of the rural road. Finally, at completion, a comprehensive social and environmental analysis of PADER-G's impact was not carried out.
61. PCRV rates the environment and natural resources management as *moderately unsatisfactory (3)*, one point lower than PCR.

Adaptation to climate change

62. According to the PCR, PADER-G supported the adaptation to climate change through several activities, such as: (i) production and distribution of improved seed varieties particularly adapted to changes in rainfall; and (ii) extension of production seasons for small garden market products thanks to the set-up of irrigation water wells. Small livestock activities are mentioned in the PCR as an additional example of adaptation to climate change. However, it is difficult to assess whether it was an adequate climate change measure given the lack of information provided.

⁶³ As per design document, the main activities targeting women were expected to be the following: cereal banks, water infrastructure and small garden products. In addition, it was foreseen that the development of water infrastructure would have the workload of women. PCR figures confirmed the above.

63. The PDR had identified major climate risks for the area and envisaged the PCU to work with the designated ministry to assess the environmental risk and take relative mitigation measures. From the PCR, it is not clear whether and how the PCU collaborated with the national authorities to promote adaptation to climate change. Based on the above, adaptation to climate change is rated *moderately satisfactory* (4) in the PCR, in agreement with the PCR rating.

C. Overall project achievement

64. PADER-G built on results achieved by previous IFAD-supported interventions in the Guéra region in terms of access to safe water and financial services as well as management of chronic food security. While following on the previous projects, PADER-G introduced a holistic development approach promoting, inter-alia, a participatory targeting approach and a tripartite financing mechanism among the project, the association of credit unions and the financial partners.
65. Notwithstanding the initial delays, the project provided access to basic infrastructure to the target group, particularly in terms of water and sanitation. The support to the establishment of cereal banks and related management committees appears to be the main factor positively contributing to improved food security of target groups. In addition, improved seeds varieties were distributed, small livestock activities supported, and small market garden products value chain strengthened. All these investments, combined with the setting-up of management committees for the infrastructure developed as well as the delivery of awareness campaigns, have contributed to improved livelihoods of target beneficiaries and have the potential to show additional benefits in the long term.
66. Nevertheless, additional training and investments would be required to ensure the sustainability of project's interventions. Some management committees are still fragile, and several producers' organizations need further capacity building. Although efforts were put in place to promote access to financial services, this aspect represents the main drawback of project's achievements. CECAs did not reach the expected financial autonomy and the FAOP did not reach the targeted results.
67. Based on the above, project achievement is assessed as *satisfactory* (5), in line with the PCR.

D. Performance of partners

68. **IFAD.** Several positive aspects related to the IFAD performance are reported, which include, inter-alia: (i) regular implementation support and supervision missions;⁶⁴ (ii) proactivity to deal with implementation issues during supervision; (iii) timely processing of withdrawal applications and (iv) adequate training and support provided to the PCU. In addition, collaborations with WFP and European Union were developed. The only reported issue concerning IFAD's performance is the high turnover of country programme managers during the project life (i.e. four country programme managers). Based on the above, the rating of IFAD performance is *satisfactory* (5), in agreement with the PCR.
69. **Government.** It is reported that the government positively contributed to the PADER-G implementation in several ways including: (i) its active participation to supervision missions and follow-up of the related recommendations; (ii) regular organization of the steering committee's meetings; (iii) implementation of a decentralized structure for the procurement plan to speed up the procurement process; and (iv) overall compliance with the financial agreement's provisions. Nevertheless, its performance through its regional structures and its focal points at central level faced some challenges mainly in terms of ownership by the government focal points⁶⁵ and delays in the procurement procedures experienced

⁶⁴ For a total of 7.

⁶⁵ Due to their high turnover throughout the project life.

at central level. Finally, it is worth mentioning that government financial contribution to PADER-G exceeded the initial commitments.

70. With regards to the **PCU**, its positive performance is outlined in the PCR and mainly explained by the technical capacity of its staff and their continuity throughout the project life (with the exception of three positions).⁶⁶ Smooth internal communication systems among PCU members as well as adequate technology support for critical PCU tasks was also reported.⁶⁷ Overall, government's performance is rated *satisfactory (5)*, in line with PCR.

III. Assessment of PCR quality

71. **Scope.** The PCR contains all chapters, sections and annexes outlined in the 2015 Guidelines for Project Completion Review. Annex 14 was added on case studies and witnesses from project's impacts. PCR scope is considered *satisfactory (5)*.
72. **Quality.** The PCR was prepared in 2017 and includes findings of stakeholders' workshop held in January 2017 in Mongo. Questions and findings are clearly summarized in a table covering all project's activities and a detailed list of all relevant stakeholders participating at the workshop is provided. Outputs and outcomes were reported on by the supervision missions and two RIMS survey were carried out in 2012 and 2016. However, as acknowledged by the PCR, reliability of the RIMS survey data is questioned for the reasons explained in Section A Rural Poverty Impact. The rating by the PCR is *moderately satisfactory (4)*.
73. **Lessons.** A set of lessons is presented in the PCR (see Section V) which refer to PADER-G's set of activities, its approach and its implementation, the project management and M&E system as well as project's impacts vis-à-vis target objectives. The lessons are clearly presented and linked to specific recommendations for IFAD, the Government and the PARSAT programme. The rating by the PCR is *highly satisfactory (6)*.
74. **Candour.** PCR narrative is objective and reports both negative as well as positive results. This PCR rates the candour for the PCR as *satisfactory (5)*.
75. Based on the above, the **overall rating** of the PCR quality is *satisfactory (5)*.

IV. Lessons learned

76. The following key lessons can be gleaned from PCR and its validation:
 - i. The holistic development approach introduced by the PADER-G in the region (i.e. implementing a set of activities going from the improved production to support to market access and financial services as well as access to water and sanitation) took into account the diversity of the beneficiaries' needs. Particularly, the active involvement of the producers' organisations since start-up and the parallel investments in water and sanitation activities (both infrastructure and capacity building), can be considered as a positive step towards the sustainability of project's interventions. However, the advisory services introduced at MTR for the development of local income generating activities and micro-enterprises would have been more effective if supported by an in-depth knowledge of the local context and related development activities;
 - ii. An adequate monitoring system to scout and document innovations throughout the project life was missing and would have helped PADER-G to fully understand beneficiaries' practices developed in the field and document them for the benefit of future IFAD-supported interventions as well as other interested development partners;

⁶⁶ Namely the procurement specialist, gender and targeting specialist and knowledge management specialist.

⁶⁷ Namely software for financial management and M&E system.

- iii. The setting-up of the cereal banks could be seen as a step towards the support of a development approach based on value-chains. In this regard, cereal banks' credibility could be the entry point towards the introduction of new products offered to the producers including offering equipment services (for instance rental of ploughing equipment) to producers, facilitation of warehouse receipt systems and others. In addition, a multi-stakeholder platform could be developed including the private sectors, the research systems, the advisory services as well as the financial sector; and
- iv. All project investments need to be carefully planned around the agricultural calendar in order to avoid overlaps and allow for beneficiaries' involvement.

Definition and rating of the evaluation criteria used by IOE

Criteria	Definition *	Mandatory	To be rated
Rural poverty impact	Impact is defined as the changes that have occurred or are expected to occur in the lives of the rural poor (whether positive or negative, direct or indirect, intended or unintended) as a result of development interventions.	X	Yes
	<i>Four impact domains</i>		
	<ul style="list-style-type: none"> Household income and net assets: Household income provides a means of assessing the flow of economic benefits accruing to an individual or group, whereas assets relate to a stock of accumulated items of economic value. The analysis must include an assessment of trends in equality over time. 		No
	<ul style="list-style-type: none"> Human and social capital and empowerment: Human and social capital and empowerment include an assessment of the changes that have occurred in the empowerment of individuals, the quality of grass-roots organizations and institutions, the poor's individual and collective capacity, and in particular, the extent to which specific groups such as youth are included or excluded from the development process. 		No
	<ul style="list-style-type: none"> Food security and agricultural productivity: Changes in food security relate to availability, stability, affordability and access to food and stability of access, whereas changes in agricultural productivity are measured in terms of yields; nutrition relates to the nutritional value of food and child malnutrition. 		No
	<ul style="list-style-type: none"> Institutions and policies: The criterion relating to institutions and policies is designed to assess changes in the quality and performance of institutions, policies and the regulatory framework that influence the lives of the poor. 		No
Project performance	Project performance is an average of the ratings for relevance, effectiveness, efficiency and sustainability of benefits.	X	Yes
Relevance	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, institutional priorities and partner and donor policies. It also entails an assessment of project design and coherence in achieving its objectives. An assessment should also be made of whether objectives and design address inequality, for example, by assessing the relevance of targeting strategies adopted.	X	Yes
Effectiveness	The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.	X	Yes
Efficiency	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted into results.	X	Yes
Sustainability of benefits	The likely continuation of net benefits from a development intervention beyond the phase of external funding support. It also includes an assessment of the likelihood that actual and anticipated results will be resilient to risks beyond the project's life.	X	Yes
Other performance criteria			
Gender equality and women's empowerment	The extent to which IFAD interventions have contributed to better gender equality and women's empowerment, for example, in terms of women's access to and ownership of assets, resources and services; participation in decision making; work load balance and impact on women's incomes, nutrition and livelihoods.	X	Yes
Innovation	The extent to which IFAD development interventions have introduced innovative approaches to rural poverty reduction.	X	Yes
Scaling up	The extent to which IFAD development interventions have been (or are likely to be) scaled up by government authorities, donor organizations, the private sector and others agencies.	X	Yes
Environment and natural resources management	The extent to which IFAD development interventions contribute to resilient livelihoods and ecosystems. The focus is on the use and management of the natural environment, including natural resources defined as raw materials used for socio-economic and cultural purposes, and ecosystems and biodiversity - with the goods and services they provide.	X	Yes
Adaptation to climate change	The contribution of the project to reducing the negative impacts of climate change through dedicated adaptation or risk reduction measures	X	Yes

<i>Criteria</i>	<i>Definition</i> *	<i>Mandatory</i>	<i>To be rated</i>
Overall project achievement	This provides an overarching assessment of the intervention, drawing upon the analysis and ratings for rural poverty impact, relevance, effectiveness, efficiency, sustainability of benefits, gender equality and women's empowerment, innovation and scaling up, as well as environment and natural resources management, and adaptation to climate change.	X	Yes
Performance of partners			
• IFAD	This criterion assesses the contribution of partners to project design, execution, monitoring and reporting, supervision and implementation support, and evaluation. The performance of each partner will be assessed on an individual basis with a view to the partner's expected role and responsibility in the project life cycle.	X	Yes
• Government		X	Yes

* These definitions build on the Organization for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC) Glossary of Key Terms in Evaluation and Results-Based Management; the Methodological Framework for Project Evaluation agreed with the Evaluation Committee in September 2003; the first edition of the Evaluation Manual discussed with the Evaluation Committee in December 2008; and further discussions with the Evaluation Committee in November 2010 on IOE's evaluation criteria and key questions.

Rating comparison

<i>Criteria</i>	<i>Programme Management Department (PMD) rating</i>	<i>IOE Project Completion Report Validation (PCRVR) rating</i>	<i>Net rating disconnect (PCRVR-PMD)</i>
Rural poverty impact	5	5	0
Project performance			
Relevance	5	5	0
Effectiveness	5	5	0
Efficiency	5	5	0
Sustainability of benefits	4	4	0
Project performance^b	4.75	4.75	0
Other performance criteria			
Gender equality and women's empowerment	4	4	0
Innovation	4	4	0
Scaling up	4	3	-1
Environment and natural resources management	4	3	-1
Adaptation to climate change	4	4	0
Overall project achievement^c	5	5	0
Performance of partners^d			
IFAD	5	5	0
Government	5	5	0
Average net disconnect			-0.17

^a Rating scale: 1 = highly unsatisfactory; 2 = unsatisfactory; 3 = moderately unsatisfactory; 4 = moderately satisfactory; 5 = satisfactory; 6 = highly satisfactory; n.p. = not provided; n.a. = not applicable.

^b Arithmetic average of ratings for relevance, effectiveness, efficiency and sustainability of benefits.

^c This is not an average of ratings of individual evaluation criteria but an overarching assessment of the project, drawing upon the rating for relevance, effectiveness, efficiency, sustainability of benefits, rural poverty impact, gender, innovation and scaling up, environment and natural resources management, and adaptation to climate change.

^d The rating for partners' performance is not a component of the overall project achievement rating.

Ratings of the project completion report quality

	<i>PMD rating</i>	<i>IOE PCRVR rating</i>	<i>Net disconnect</i>
Candour		5	
Lessons		6	
Quality (methods, data, participatory process)		4	
Scope		5	
Overall rating of the project completion report		5	

Rating scale: 1 = highly unsatisfactory; 2 = unsatisfactory; 3 = moderately unsatisfactory; 4 = moderately satisfactory; 5 = satisfactory; 6 = highly satisfactory; n.p. = not provided; n.a. = not applicable.

Delivery of main outputs⁶⁸

Table 1
Summary outputs component 1

<i>Activités</i>	<i>Réalisations</i>	<i>Objectif⁶⁹</i>	<i>% exécution physique</i>
Nombre de forages réalisés/réhabilités et équipés	108	120	90
Nombre de bénéficiaires de la campagne d'IEC réalisée	9118	24000	38
Nombre de latrines institutionnelles réalisées	9	8	112.5
Nombre de latrine familiales réalisées	549	600	91.5
Nombre de CGPE créés/renforcés et encadrés	124	100	124
Nombre de structures de stockage construites	66	65	101.5
Quantité de stocks mis en place [tonnes]	765	650	117.8
Nombre de bénéficiaires des stocks	119710	112000	106.9
Nombre de banques inclus dans l'opération pilote	0	20	0
Kilomètres de piste construites/réhabilitées	58.8	50	118

Table 2
Summary outputs component 2

<i>Activités</i>	<i>Réalisations</i>	<i>Objectif</i>	<i>% exécution physique</i>
Nombre d'unités de base affiliées au réseau exercent comme centre de profit	11	15	73
Nombre de guichets opérationnels	28		108
Nombre de membres des groupes d'épargne et de crédit	32309	33450	97
Nombre d'unités du réseau agréées	10	15	67
Volume d'épargne mobilisée (FCFA)	1 233 683 560	801 862 973	154
Nombre d'épargnants	37 780	45 785	83
Volume d'activités de crédits octroyés (FCFA)	1 919 079 580	1 778 112 469	154
Nombre d'emprunteurs	23 818	23 740	83
Taux de crédit accordé aux femmes	21	60	35
Nombre de nouvelles caisses créées	5	5	100
Nombre de caisses aménagées	7	7	100
Nombre de personnes formées	218	106	206
Nombre de caisses ayant fait l'objet d'opération pilote	5	4	125
Volume de crédits distribués dans le cadre de l'opération pilote (FCFA)	56 354 000	135 000 000	42

⁶⁸ Source: PCR.

⁶⁹ Set at design or revised at mid-term. In all tables.

Table 3
Summary outputs component 3

<i>Activités</i>	<i>Réalisations</i>	<i>Objectif</i>	<i>% exécution physique</i>
Nombre de plans d'affaires élaborés	40	40	100
Nombre de projets pilotes élaborés	39	30	130
Nombre de personnes ont accès au fonds destinés au développement	6 345	13 290	48
Nombre de personnes ayant reçu des cours d'alphabétisation fonctionnelle	1700	400	170
OP encadrés	137	140	98
Promoteurs encadrés ⁷⁰	68	30	100
Personnes formées	826	800	207
Expériences réussies de plans d'affaires, capitalisées et diffusées	24	30	60
Quantité de semences améliorées produites	159	100	159
Nombre de semencier appuyés	102	100	102
Nombre de maraîchers formés	420	300	140
Nombre de puits aménagés	68	68	100
Superficie maraichère emblavées	107	50	214
Nombre d'OP formées	137	100	137
Nombre de personnes formées	1 924	1 000	192
Nombre d'études filières vivrières menées	1	1	100

⁷⁰ Inconsistencies are noted. A footnote is available in the original table in the PCR but not legible.

Abbreviations and Acronyms

CEC	Saving and Credit Union. In French: <i>Caisse d'Épargne et de Crédits</i>
CECAs	Self-managed saving and credit unions. In French: <i>Caisse d'Épargne et de Crédits Autogérée</i>
DSF	Debt Sustainability Framework
IFAD	International Fund for Agricultural Development
FAOP	Producers' organizations economic activities
FCFA	Franc de la Communauté Financière Africaine
MTR	Mid-term review
M&E	Monitoring and evaluation
ORMS	Operational Results Management System
PCR	Project Completion Report
PCRV	Project Completion Report Validation
PCU	Project Coordination Unit
PDR	Project Design Report
PADER-G	Rural Development Support Programme in Guéra. In French: <i>Programme d'appui au développement rural dans le Guéra</i>
PARSAT	Project to Improve the Resilience of Agricultural Systems in Chad. In French: <i>Projet d'amélioration de la résilience des systèmes agricoles au Tchad</i>
PSANG	Food Security Project in the Northern Guéra Region. In French: <i>Projet de sécurité alimentaire au Nord Guéra</i>
RIMS	Results and Impact Management System
SMART	Standardized Monitoring and Assessment of Relief and Transitions

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ORMS was also consulted.