



Republic of Indonesia

COSOP completion review

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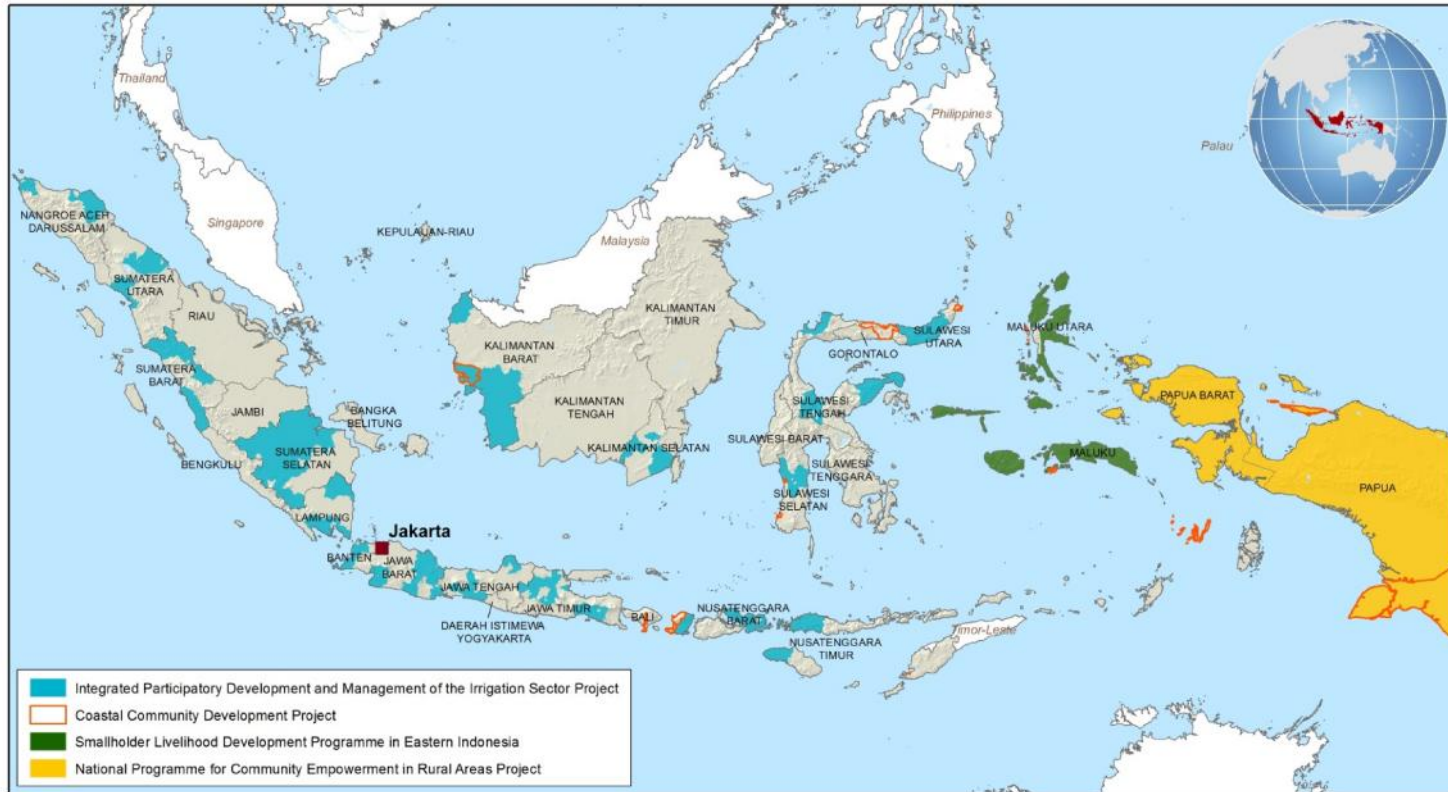
Abbreviations and acronyms

AOS	Annual Outcome Survey
COSOP	Country Strategic Opportunity Programme
CDDP	Coastal Community Development Project
CCR	COSOP Completion Review
CPE	Country Programme Evaluation
CRR	COSOP Results Review
GoI	Government of Indonesia
HH	Household
IFAD	International Fund for Agricultural Development
IPDMIP	Integrated Participatory Development and Management of Irrigation Sector Project
M&E	Monitoring and Evaluation
NGO	Non-governmental organization
NRM	Natural resource management
O&M	Operation and maintenance
PNPM	National Programme for Community Empowerment
PTA	Policy and Technical Advisory Division
READ	Rural Empowerment and Agricultural Development Programme in Central Sulawesi
RIMS	Results and Impact Management System
SCG	Saving and Credit Groups
SHG	Self-help Groups
SO	Strategic Objective
SOLID	Smallholder Livelihood Development Project in Eastern Indonesia
TOR	Terms of Reference

Indonesia

IFAD ongoing operations

COSOP



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Introduction

1. The RB-COSOP 2009-2013 for the Republic of Indonesia was approved by the IFAD's Executive Board in December 2008. In 2013, upon request from the Government of Indonesia, IFAD postponed the preparation of the new COSOP to align it with the country's National Medium-Term Development Plan, which was presented at the end of 2015. Additionally, an Interim Country Strategy was developed for the years 2014-2015 to ensure that the next RB-COSOP be fully consistent with the Plan of the Government of Indonesia, while responding to the recommendation of the CPE. Therefore, considering the continued relevance of the 2009-2013 COSOP's strategic objectives, the operations in Indonesia continue to be guided under its framework until the approval of the new COSOP (2016-2019) by the IFAD Executive Board in September 2016. In line with the recently-approved Operational Procedures on Country Strategies, a COSOP Results Review (CRR) was prepared in August 2015 to extend the period of the COSOP validity, which was officially extended in February 2016. This exercise also offered the opportunity to assess progress in COSOP performance and will inform this CCR.
2. As per the Procedures, this COSOP Completion Review (CCR) will assess the overall COSOP progress and results in achieving the strategic objectives and related outcomes by reviewing the results framework updated in the context of the CRR. It will also assess the country programme performance as well as the IFAD's and Government of Indonesia's performance around the main areas of the CRR Ratings Matrix, in line with the Evaluation methodology, through review of project related documents (supervision, MTR, progress reports); Annual Outcome Surveys; RIMS data; the CPE; etc.
3. Concerning the IFAD's lending programme in Indonesia, the COSOP covers the following projects:

Project name	Status	Implementation period	Approval vs COSOP	Total financing (million)	IFAD financing (million)
Integrated Participatory Development and Management of Irrigation Sector Project (IPDMIP)	Approved in December 2015; to be signed	2015-2022	Approved under the current COSOP; agreement to be signed	852.9	100
Coastal Community Development Project (CCDP)	Ongoing	2012-2017	Approved under the current COSOP	43.2	26.2
Smallholder Livelihood Development Project in Eastern Indonesia (SOLID)	Ongoing	2011-2019	Approved under the current COSOP	65	50.2
National Programme for Community Empowerment (PNPM)	Completed in March 2015	2008-2017	Approved under previous COSOP	150	68.5
Rural Empowerment and Agricultural Development Programme in Central Sulawesi (READ)	Completed	2004-2010	Approved under previous COSOP	28.3	21.6

4. In 2012/2013, IFAD's Independent Office of Evaluation undertook a country programme evaluation (CPE) for Indonesia covering the period from 2004 to 2012. The CPE included two completed projects (P4K and PIDRA), which are not covered by the current COSOP, and READ, PNPM, SOLID and CCDP, which are part of the

current COSOP, although they have been assessed vis-a-vis different evaluation criteria depending on their implementation stage.

I. Assessment of programme performance

5. The current portfolio covered under the current COSOP invested a total of USD1.139 million (1,410 million), of which USD266 million were directly funded by IFAD. One of the loan operations (PNPM Agriculture) is an IFAD-supported pilot initiative within the broader PNPM programme funded by the Government of Indonesia (GoI) with co-financing from the World Bank, focusing on 11 districts and 43 sub-districts in Papua and West Papua. In 2014 the GoI decided to close the broader PNPM project. As a consequence, activities under PNPM Agriculture embedded in PNPM came to a stop and has been on hold ever since. PNPM was managed and supervised by the World Bank, hence followed different monitoring and impact assessment practices.
6. In addition, IFAD extended grant funding to support research, policy dialogue and knowledge management. During the COSOP period, Indonesia received seven country grants, including in-loan grants and others (e.g. for South-South and Triangular Cooperation and for biofuel development, with a total value of 19, 678, 664 USD). The country programme also benefitted from 9 regional grants, with a total value of USD 14,199,164 (for regional programme).
7. The majority of projects have targeted Eastern Indonesia because of its higher incidence of poverty, weaker institutional capacity, and lower level of engagement of other donors and the private sector. This geographical targeting has been questioned by the CPE, which highlighted that IFAD operations cover large areas where population density is low. Instead, the CPE recommended, that IFAD should rather focus on the more densely populated Western regions where most of the rural poor live. According to the CPE, this would also have avoided to spread limited resources too thinly and in contexts with poor capacity, thus allowing for focusing on scaling up successful innovations.
8. While the COSOP results framework does not include a specific target in terms of outreach, this was assessed by looking at the outreach of IFAD's loan operations (which is the IFAD instrument that is able to reach out to more beneficiaries and more directly) during the COSOP timeframe against the total targets set at project design (or adjusted over implementation). In particular, the broad indicator relative to "individuals receiving project services", which is common to all projects covered under this COSOP, was used to assess outreach of the IFAD programme. The data are not all updated and should be taken as an indicative trend that can help give a sense of the outreach and magnitude of IFAD's activities in the field.
9. Excluding IPDMIP, the new project that has just been approved and is currently due for signature, the data show that over 2,4 million people have benefitted so far from IFAD's projects out of a total project design target of nearly 2,8 million.

	READ	SOLID	CCDP	PNPM	IPDMIP	Total
Project design target	108,500	247,500	320,000	2,100,000	4,000,000	6,776,000
Achievement	100,905	82,669	117,434	2,131,727	N/A	2,432,735

10. The data also indicate that the projects were successful in reaching out to women, who constituted half of the beneficiaries of the IFAD projects.

¹ Data are taken from the individual latest project RIMS and the PMD-managed RIMS online web-page. The data of PNPM only refer to 2011 and 2013.

Table 2 – Outreach of female beneficiaries by IFAD loan projects under current COSOP

	READ	SOLID	CCDP	PNPM ²	Total
Women	50,855	39,633	57,543	1,069,732	1,217,763
Men	50,050	43,036	59,891	1,061,995	1,214,972
Total	100,905	82,669	117,434	2,131,727	2,432,735
% women	50.4	48	49	50.2	50

11. Strategic objectives. The COSOP 2009-2013 presents the following main strategic objectives (SOs): SO1 - to improve access to productive assets, appropriate technology, production support service, by smallholders' ethnic minorities and other marginalized groups; SO2 - to improve access to infrastructure, inputs-outputs markets and financial services by smallholders, ethnic minorities and other marginalized people; and SO3 - to enhance the capacity of the rural poor, especially ethnic minorities and marginalized groups, to engage in local pro-poor, gender sensitive policy and programming processes. While the CPE notes that the SOs established at COSOP design are overall relevant, it also indicates that relevance is reduced by the lack of specificity of the SOs as well as prioritization among and within them.
12. The COSOP performance is assessed based on each of the SOs and related outcome.
13. SO1 – Outcome Indicator 1: With respect to SO1, the first outcome set in the results framework is that the proportion of underweight children is below 20% by 2013. Data to assess performance in this specific indicator are difficult to retrieve and refer to performance well beyond 2013 as the COSOP timeframe has been extended. This indicator is not available among those established to monitor progress of PNPM. Additionally, there is no data to monitor progress achieved to date by SOLID.³ The table below attempts to provide an indication of the current situation and, where possible, of project performance:

Table 3 – Reduce malnutrition (% of underweight children – weight for age)⁴

	READ	SOLID	CCDP	PNPM
Project benchmark	Not available	65.8	28	Not available
Project target		40% reduction ⁵	40% reduction ⁶	
Project completion	3.85%	N/A	N/A	N/A
Achievement at MTR	-	26.6 ⁷	22.6	Not available

14. The data show a positive trend towards achieving the COSOP targets regarding the proportion of underweight children. This is particularly true for the communities targeted under READ, first of all because the project has been completed hence there is data available on impact. Secondly, according to the impact survey, a low proportion of underweight children (less than 4%) is recorded in project areas, which is lower compared to non-READ communities (9.20%).⁸ However, this seems to contradict recent news of stunting of children under 5 years of age (37.5%)⁹ and the latest data of RIMS related to the project, which refers to 38.9% of child malnutrition

² Data are only available until 2011

³ *SOLID Supervision Report* (23 November – 10 December 2015), p. 48

⁴ IPDMIP not included in the table because implementation has just started

⁵ While this target is not included in the logical framework or the RIMS, it is referred to in the last Supervision Mission Report (p. 48) – see above

⁶ While this target is not included in the logical framework or the RIMS, it is referred to in the CCDP MTR Mission Report (September-October 2015), p. 28

⁷ This data does not refer to project data, but to national statistics as reported by the Supervision Report above. The report refers to disaggregated data for the two target provinces (Maluku and North Maluku), which are respectively 28.3% and 24.9%. The data is presented here as an average of the two.

⁸ *Impact Survey of READ Final Report* (2014), pp. 67-68

⁹ *READ Project Completion Report* (November 2015), p. 15

(height for age) – data that still indicate that there are nutritional issues. Concerning the other two projects, the data seem to be more realistic, including vis a vis the COSOP target. At MTR, the data suggest that communities targeted under SOLID experienced a decrease in child malnutrition that is approaching the target that was set at design.¹⁰ However, as mentioned above, progress towards this goal cannot be assessed specifically within the project context because of issues reportedly related to data collection for the baseline survey and problems with the RIMS software at MTR.¹¹ Concerning CCDP (which also reportedly experienced issues during anthropometric data collection), according to the RIMS (2015), the project has been approaching the COSOP target and experiencing a reduction in the proportion of malnourished children (at least as far as weight for age is concerned) since start-up. However, the data has not shown improvements since earlier RIMS (2013) and there is also scope to strengthen the nutritional impact to achieve the 40% project target.¹² It should be noted that both SOLID and CCDP are still under implementation, hence more compelling data related to impact (including on malnutrition) are more likely to be made available towards project completion. If we attempt to come up with average figures for the three projects, we can see that the percentage of underweight children is, based on the available data, around 17.7, hence below the target – although this figure should be taken cautiously.

15. Furthermore, while most of the projects were not designed specifically as nutrition-sensitive projects, there were some efforts on the part of the country programme to address nutritional issues considering that nutrition has become a key priority for the Government. GoI in fact approved Government Regulation 17/2015 and a National Food and Nutrition Action Plan 2011-2015 framing the Government's approach to food and nutrition security. In order to then monitor project performance and outcome in relation to nutrition, specific expertise has been deployed during regular supervision missions in order to ensure that nutritional concerns are monitored and adequately incorporated into the projects, as needed. Indonesia is further benefitting from a regional grant on developing nutrition-sensitive value chains (funded by Germany, implemented by PTA).
16. Although there is no specific indicator or outcome related to food security in the COSOP's results framework, it is also worth analysing whether and how IFAD's operations contributed to this important aspect that is closely related to poverty reduction and nutrition. According to data available from READ and partially PNPM, some 34,335 (24,854 READ and 9481 PNPM) households supported under these projects experienced improvements in food security. This is equivalent to some 5.5-6% of the total households receiving projects services (that is 608,759, if we consider all four projects, and 535,656, if we only consider READ and PNPM).¹³ It is also equivalent to 20% of total farmers that have been trained by the projects (171,242)¹⁴ and exceeds the number of farmers that reportedly adopted project-recommended technology (28,161).¹⁵
17. While these data show that there is definitely scope to improve outreach, all projects report that target households enhanced food security, including in terms of reduced periods of food shortages. The table below provides an overview of the outcomes

¹⁰ *Ibid.*

¹¹ *SOLID Supervision Report*, p. 48

¹² *CCDP Mid-Term Review Report*, p. 28; Annex 3, Working Paper on Nutrition, p. 7

¹³ Data related to total households receiving project services were retrieved from the RIMS online

¹⁴ Although this data refers to households and not individuals, we assume that at least one household member was trained by the project. Training refers – depending on the project – to: crop and livestock production practices and technologies; post-production, processing and marketing; business/entrepreneurship; income generating activities. Data are retrieved from the RIMS online for READ, PNPM, and SOLID and from the Dashboard for CCDP.

¹⁵ Although this data refers to individuals and not households, we assume that at least one household member was participated in the project. Data breakdown and sources related to technology adoption are as follows: 12,037 PNPM farmers (according to Dashboard and RIMS online); 8,583 READ farmers (according to Dashboard); and 7,541 CCDP farmers (according to Dashboard). Data are not available for SOLID.

achieved by READ, SOLID and CCDP based on indicators and information available.¹⁶ Data are not available for PNPM and IPDMIP.

	READ	Non-READ	SOLID	Non-SOLID	CCDP	Non-CCDP	Av.IFAD projects	Av. Non-IFAD areas
% of food secure HHs	90	65	96	88	98	85	94.6	79.3
Weeks of food shortages	2 (1-4)	3 (1-10)	1	1.6	3.5 ¹⁷	Not available	2.8	2.3
% HHs experiencing food shortages/hungry seasons	13.5	24.1	4	5	Not available		18.8	14.5

18. The Outcome Survey of the only completed project (READ) indicates that 67% of target households experienced improvements in food security as opposed to 11% of those that were not part of the project.¹⁸ Additionally, greater food access has been recorded in “economic” terms. For example, food became affordable to 95% of SOLID beneficiaries (versus 90% of non-beneficiaries) and household consumption has improved as the income had increased among CCDP communities.
19. SO1- Outcome Indicator 2: Increase by at least 25% in crop and livestock production for 40% of smallholders. Progress towards this indicator is assessed through qualitative and quantitative information emerging from various project reports and impact assessments. Only READ, PNPM and SOLID include indicators to measure the progress in achieving increase in production and productivity.¹⁹ CCDP worked towards increasing production and productivity in fisheries. The combined data show that total 130,417 people that were targeted under the three above-mentioned projects have reported production or yield increases.²⁰ This is equivalent to some 5-6% of total COSOP outreach, thus showing that there is definitely scope for improvement; and 76% of total farmers trained.²¹ If we only consider farmers trained by READ, PNPM and SOLID (total 167,021), it emerges that the number of farmers experiencing increase in production exceeds that of those trained. This may mean that production increases can be attributed to a combination of other factors and interventions by the projects. The figure also confirms that there was a limited technology adoption by the target farmers (total 28,161 of them adopted the recommended technology and 20,620 only from READ and PNPM) and that this was perhaps not the main driver to increased production. However, reports from SOLID show a higher technology adoption 65.1% of target farmers adopted the recommended cultivation practices and over 50% of the processing ones, thus closing the bridge between achievements in production increases (59.1% of the target farmers) and technology adoption.²² However, SOLID AOS 2014 report also noted that “the interest in trying and adopting the livestock and fisheries technology was low”.²³

¹⁶ Data sources include: *READ Project Completion Report*, p. 15; *READ Outcome Survey Report*, p. 16; *READ Impact Survey*, p. iv; *SOLID SOLID Supervision Report*, p. 18; *CCDP Mid-Term Review Report*, p. 28; AOS reports.

¹⁷ Average data between first and second hungry season

¹⁸ *READ Outcome Survey Report*, pp. 17-18

¹⁹ These indicators are the following: “farmers reporting production or yield increases” (included in both READ and PNPM) and “effectiveness: improved agricultural, livestock and fishery production” (included in PNPM) as found in the RIMS online. Concerning SOLID, the indicator is found in the logical framework of the first Supervision Mission report (May 2012) and progress against this indicator is reported in the AOS 2014 (50% achievement vs a target of 24,750 farmers).

²⁰ Breakdown are as follows: 118,042 (PNPM), 3,341 (READ), and 12,375 (SOLID)

²¹ See footnote 14

²² Data from SOLID AOS 2014

²³ *SOLID AOS 2014*, p. 46

20. The table below provides a summary of the farmers' reported production increase as result of project interventions:

	% target HHs/farmers reporting production increases			% HH thinking increased production is due to project
	big	medium	small	
READ (agricultural production)	2	48	29	77
READ (livestock)	2	30	34	49
READ (fish ponds)	6	35	17	9
SOLID	4,8	65,3	2,99	73,6
CCDP		86,4		92,6
Average		49,9 ²⁴		57

21. Data of the 2013 READ Outcome Survey allow for comparison with untargeted farmers. Some 48% of targeted households experienced a moderate agricultural production increase versus 18% of non-READ households.²⁵ When it comes to fish ponds, around 35% of READ households experienced a medium increase versus only 4% of those outside READ.²⁶ Finally, 30% of households have experienced a medium increase in the number of livestock but less than half of them attributed this to READ.²⁷ The Project Completion Report also indicates that: (i) cacao yields have increased from a very low base by about 250% and will further increase in the next 3-4 years – by about 700%; and (ii) while rice, maize and vegetable yields will also increase, mechanization will also allow farmers to increase the area of crop grown. Production increases were the result of multiple interventions, including technology adoption, expansion of cultivated and irrigated area, infrastructure development, etc., and resulted in higher incomes of farmers. The average annual household income of READ (IDR13,564,585, approximately USD 1,021) is reportedly almost twice as high as that of non-READ (IDR7,695,895, approximately USD 579), nearly double.²⁸

22. Similarly, some specific and comparative data from AOS 2015 is available for CCDP as well. The percentage of beneficiaries who stated that there is a change in fishery productivity increased by 29.6% i.e. from 60% in 2013 to 89.6% in 2015. While that of non-beneficiaries decreased by 23.3% from 60.4% in 2013 to 37.1% in 2015. Additionally, the average fishery production of beneficiaries (aggregate of fisheries, aquaculture, fish processing and marketing) in 2015 increased by 75.5% from 196 kg/month in 2013 to be 344 kg/month in 2015, which is also 81.05% higher than the production of non-beneficiaries, i.e. 190 kg/month. This might be related to the project support in the form of boats, fishing tools or machines.

The SOLID 2014 AOS reports that there were also positive changes of target producers of SOLID, for example in the production of seasonal crops, annual crops, livestock and fisheries compared to the past year. The increase in livestock and fisheries production were very significant and that of seasonal crops, and fisheries of the HH beneficiaries were significantly higher than non beneficiaries.²⁹ Therefore, while we do not yet have specific data, there is a firm indication of a positive trend.

²⁴ Medium increases considered for READ and SOLID

²⁵ *READ Outcome Survey Report*, p. 22

²⁶ *Ibid.*, pp. 24-25

²⁷ *Ibid.*, p. 25

²⁸ *READ Impact Survey*, 181;

²⁹ *SOLID AOS 2014*, p. 73

23. SO1- Outcome Indicator 3: Improved performance rating with a target satisfaction rate of 70% for both men and women – for all service providers. Again it is not possible with the available data to show the full progress on this indicator. Additionally, data are not available for PNPM. What is mainly missing is the disaggregation of data based on service provider. The projects request feedback to the clients referring generically to the “project services”. A second issue is that the information is generally not collected by gender.
24. The table below provides a summary of the level of client satisfaction towards the IFAD projects, which appear to be high and even improving over time:

READ	SOLID			CCDP	Average IFAD projects
	W	M	W+M		
64%	52.1	37.3	89.4	98.1	83.8

Sources: READ Outcome Survey; SOLID AOS 2014; CCDP AOS 2015

25. READ is the only project that also sought feedback on the services provided by extension staff (“PPLs”), noting that as much as 85% of villages showed satisfaction. SOLID and CCDP further disaggregated the data among “satisfactory” and “very satisfactory” and over 30% of the respondents indicated that they were highly satisfactory with project services – 32.5% (SOLID) and 35.3% (CCDP).
26. The table below is extracted from SOLID AOS (2014), showing the indicators that were used to assess target households’ satisfaction:

Indicator	% HH
% Households who feel their income were boosted by SOLID	64%
% households whose production increased was due to utilizing the technology provided by SOLID	73,6%
% households who feel SOLID project assists in achieving the expansion of farming areas	66,2%
% households who feel SOLID recommendation has led KK/group providing treatment to the products that will be marketed	60,7%
% households who feel SOLID has led to an increase in product sales	74,2%
% households who feel SOLID making it easier to sell their production	84%
% households that feel helpful by constructed infrastructure	97,9%
% Households who feel SOLID help to increase the role of women	91,5%

27. SO1 – Outcome Indicator 4: At least 80% of the persons trained, including 30% women, have adopted the recommended technologies. As elaborated above, total 171,242 people have been trained by the projects³⁰ and only 28,161 or 16% of them adopted project-recommended technology. Women represent more than half of all the farmers trained and 35% of them have reportedly adopted the technology out of farmers that did so. However, only 11.6% of women out of those trained have adopted the technology. While the data remains partial and completeness and quality can be doubted, it seems to show that this outcome has not been achieved.

	READ	PNPM	SOLID	CCDP	IFAD projects
No. Farmers trained	31,962	35,533	99,526	4,221 ³¹	171,242
No. of women farmers trained					86,473

³⁰ Training refers – depending on the project – to: crop and livestock production practices and technologies; post-production, processing and marketing; business/entrepreneurship; income generating activities. Data are retrieved from the RIMS online for READ, PNPM, and SOLID and from the Dashboard for CCDP.

³¹ Data only refers to business entrepreneurship training. Since it is partial, the proportion of technology adopters is not calculated.

% of women farmers trained					50.5
No. Farmers adopting technology	8,583	12,037	Not available	7,541	28,161
No. of women farmers adopting technology	3,134	4,603	Not available	2,211	9,948
% of farmers adopting technology out of trained farmers	27	34			16
% of women farmers adopting technology out of all adopters					35
% of women farmers adopting technology out of those trained					11.5

28. However, data provided by SOLID and CCDP AOS show higher rates of adoption, although no gender-disaggregation is available to assess specifically the situation of women. Concerning SOLID, approximately 73, 6% of household beneficiaries declared that the increased in their production were induced by technology trained by the project. As shown in the table below, the rate of adoption is moderately high (over 50%), although the proportion of farmers adopting the technology is less than those who tried it.

Table 8 - % of HHs that tried and adopted technology promoted by SOLID		
Technology Introduced	% of households who tried	% of households who adopted
Agriculture		
Seeds/seedlings	97.7	87.3
Planting	96	88.7
Fertilization	82.8	72.8
Pest and disease control	80.8	71.2
Maintenance of livestock/fish	47.5	45.3
Reproductive technology	24.1	25.3
Catch a fish	18.4	16.5
Average	64	58
Processing		
Drying	79.5	73.2
Fumigation	59.8	60.8
Fermentation	23.8	26.7
Ripening	26.7	29.7
Storage	60.7	63.5
Packaging	32.7	37.6
Sort	63.8	62.8
Average	58.1	50.6

Source: SOLID AOS 2014

29. With respect to CCDP, the overall rate of technology adoption approaches 50%, but is considerably lower (less than 30%) for aquaculture technology and has decreased by 10% over time for fishing technology.³²

Table 9 - % of CCDP beneficiaries adopting project technology				% beneficiaries indicating that technology adopted was learnt from the project
% technology adoption				
Processing technology	Aquaculture technology	Fishing technology	Overall	
60.7	29.5	52.5	47.4	88.9

³² CCDP AOS 2015, p. ix

30. On the contrary, data provided in the READ 2013 Outcome Survey Report seems to confirm the low trends emerging from RIMS: some 15-20% of the surveyed farmers adopted the recommended technology.³³ In all cases, the reported achievement is far below the target 80% of adoption set by the COSOP. This is an important lesson for the future direction of the country programme, which needs to enhance the technology transfer and adoption and in general support to productive/livelihood improvements activities and value chain development. This is also in line with what emerged from the CPE, which noted that the initial focus of READ, SOLID and PNPM was on social mobilization and community infrastructure and after the MTRs there were more proactive efforts to support agriculture.
31. SO1 – Outcome Indicator 5: 10% of the target group households assisted to obtain long-term security to their land.
32. None of the projects supported under the COSOP's framework had specific activities aimed to enhance target households' land tenure security. However, the 2013 READ Outcome Survey indicates that the project indirectly contributed to secure land rights to the communities living in the project areas by encouraging village authorities to improve the status of community land ownership and facilitating the issuance of land certificates.³⁴ According to the same report, about 93% of the households in the project areas have productive land versus only 75% outside the project area. Similarly, 86% of the households in the project areas enjoy land rights versus 63% of untargeted communities, with 74% of the former and 44% of the latter feeling moderately secure. Additionally, only 4% of the households covered by the project think of having a land insecurity status versus 18% of the untargeted households.³⁵
33. Information provided in the context of reporting and outcome assessments does not cover land tenure issues. However, the last SOLID Supervision Mission noted that "more emphasis needs to be placed on the access rights, as currently 85% of beneficiaries do not hold the legal rights to the land they are farming".³⁶ Furthermore, the TORs for the value chain experts finalized in the context of the project MTR Mission include assessing the land tenure situation, hence showing its relevance to and linkages with productive, economic and market-related activities.
34. The following are the milestones associated to SO1:
35. SO1 – Milestone Indicator 1: At least 3,900 self-help and interest groups formed, by type of activity, with at least 80% of them still functional three years after formation. Project data show that the formation or strengthening of various self-help and interest groups has happened and largely exceeded the quantitative target. In fact, some 17,582 groups have been formed or strengthened around various economic activities and community interests, such as commodity groups (crop or livestock based), marketing and enterprise groups, NRM groups, and various community groups. Among the groups, some were aggregated to form apex associations or federations, although limited data is available to quantify this trend. Additionally, data limitation does not make it possible to assess the operational status and sustainability of the groups after three years since formation. The table below provides an overview of project-supported groups:

³³ *READ Outcome Survey Report*, pp. 26-27

³⁴ *Ibid.*, p. 18

³⁵ *Ibid.*, p. 20

³⁶ *SOLID Supervision Report* (Nov-Dec. 2015), p. 18

Table 10 – Project-supported groups					
	READ	PNPM	SOLID	CCDP	IFAD projects
No. of groups formed/strengthened³⁷	4,331	5,941	6,033	1,277	17,582
No of apex organizations formed/strengthened³⁸	Not available	Not available	224	Not available	-
No of groups with women in leadership positions	1,699	Not available	817	Not available	2,516
% of groups with women in leadership positions	39.2	Not available	13.5	Not available	14.3
No. of group members³⁹	220,222	90,587	61,605	Not available	372,414
No. of female members	20,684 ⁴⁰	90,587	29,840	Not available	141,111
% of female members	9.3	100	48.4	35.5 ⁴¹	37.9

36. The data show that project supported groups managed to mobilize over 372,400 members, with over one third consisting of women. However, experience also shows that this type of data is not always monitored over implementation, hence it may also be under-estimated. In fact two out of the four projects do not have available data or even this particular indicator as part of their M&E systems. However, outcome surveys provide more qualitative information on the achievements made in women's political and economic empowerment through participation in productive groups and community institutions. An important outcome of READ has been the change in people's mind-sets whereby women can now express their opinion more openly and have access to various economic, agricultural, productive, and financial resources (e.g. bank account, land, etc.). Women also play an active role in village development activities and participate more in social events.⁴² One of the most meaningful results achieved by SOLID is not only the increased participation of women in the various groups, but also in decision-making roles.⁴³ Similar increase in women's participation in enterprises was recorded under CCDP.⁴⁴ Women supported under PNPM for the first time in their lives started to earn their own income and take economic decisions. This has strengthened their role and participation in the community and household decision-making. For example, 17 women's groups (a total of 385 women) were provided with business equipment, supplies and rented space, business training and skills training to start up their own businesses through a revolving loan arrangement. These groups are now running laundries, coffee and food shops, and phone card counters.
37. Experience with implementation of the IFAD projects suggests that more upper-level associations are formed. An important aspect that is worth analysing is that related to sustainability. Some data are available only for READ as the other projects are still under implementation. On average, over the years, READ shows a moderately satisfactory performance (4) and a satisfactory performance (5) during last implementation year. Additional information available on this aspect is in relation to SOLID. According to the MTR, 67% of enterprise groups are viable. Issues noted in the same mission pertain to social aspects (lack of group cohesiveness) and to technical issues, such as the need for greater technical support in the areas of marketing and value chain and for provision of the necessary equipment and facilities to run the business. This is an important insight to take into consideration in the future operations and generally in the approach to value chain development.

³⁷ Sources of information are the following: RIMS online (READ, PNPM, SOLID) and the updated Logical Framework and MTR Report of CCDP

³⁸ Data are available only for SOLID

³⁹ Sources of data are the RIMS online

⁴⁰ Review of project documents seems to show that not all data have been gender-disaggregated over time, hence the figure may be under-estimated

⁴¹ Data retrieved from MTR report

⁴² *READ Outcome Survey Report*, p. 9

⁴³ *SOLID AOS 2014*, p. 55

⁴⁴ *CCDP AOS 2015*, p. 33

38. SO1 – Milestone Indicator 2 - at least 432,000 persons trained, by sub-sector and gender (with at least 50% of women trainees).
39. As noted when assessing the outcome Indicator 4 (SO1), at least 171,242 people have been trained by the projects, 50% of whom being women. While the data remains partial and completeness and quality can be doubted, it seems to show that this outcome has not been achieved.
40. SO1 – Milestone Indicator 3&4: 800 temporary change agents (M/F) trained and operating in target villages and at least 10% increase in the number of female extension agents. There are no data available on these two milestones. RIMS online data are only available for READ and SOLID⁴⁵ and indicate that some 7,238 community workers have been trained by the projects, with 2466 of them being women or more than one third (34%). Additionally, RIMS related to READ report that 117 staff of service providers were reportedly trained, including 27 women (equal to 23%), and that 8 service providers have shown improvement in performance. While READ data seem to have not been collected regularly in relation to the number of people accessing facilitated advisory services (total 100), the figure related to SOLID seem updated (40,845), although the RIMS noted that the achievement vis a vis the target is mixed. Data available from the READ Impact Survey Report indicates that access to extension services for the target communities is slightly better than for non-READ communities (81% vs 72%), more frequent (87% vs 77%) and perceived to be more useful (24% vs 13%).⁴⁶ However, the Survey also notes that access to livestock extension is more problematic, though READ communities have greater access compared to un-target ones.⁴⁷ SOLID MTR Report also assessed that there was limited evidence from field work of improved access to extension services because of the limited number of extension staff per village and their part-time (50%) work arrangement.⁴⁸ Constraints in provision of various services to the SOLID target communities have been assessed in terms of high turnover rate of project deployed village facilitators and limited collaboration between them and the extension staff. No other information is provided on the overall improvement of the extension or community service provision, in terms of access, diversification, gender-sensitivity and skill development, although it must also be noted that there is limited influence that can be exercised on recruitment of public extension officers.
41. With respect to SO2, the first outcome set in the results framework is that 60% of the rural population with access to safe drinking water and 55% with access to improved sanitation by 2013.
42. There is paucity of data in particular for these indicators. Furthermore, what has been monitored was not the achievement vis-a -vis the COSOP target (a X percentage of increased access for the whole rural population) but the achievement towards a benchmark, as summarized in the table below.

⁴⁵ Community workers/volunteers trained, Staff of service providers trained, People accessing facilitated advisory services, and Effectiveness: improved performance of service providers

⁴⁶ *READ Impact Survey*, pp. 132-133

⁴⁷ *Ibid.* p. 139

⁴⁸ *SOLID MTR Report*, p. 6

	READ		SOLID		CCDP	
	READ	Non-READ	Benchmark	Achievement	Achievement	Average achievement IFAD projects
% HHs with access to improved/safe water	94	87	88	77	101	90.6
% HHs with access to safe sanitation	56	41	47	42	104	67.3

Sources: READ Impact Survey Report, SOLID Mid-Term Survey Report, CCDP RIMS 2014

43. Therefore, although the data seem high or exceeding the benchmark, it is not possible to monitor progress in relation to the COSOP target. Furthermore, progress is reportedly slow in READ, also due to the need for cultural and habit changes,⁴⁹ and appear decreasing in SOLID, although the Mid-Term Survey Report clarifies that probably there was an issue associated to data collection/presentation.⁵⁰ The RIMS mid-term survey of CCDP presents lower figures – 26.2% of households reported a slightly improved access to drinking water from pipes channelled into their houses in 2015 compared to 2013 (19.89%).⁵¹ Furthermore, the same report notes that in terms of sanitation, the situation has not necessarily improved and requires close monitoring: “while the number of households with access to no facilities and flush latrines have not changed, the number of households using an open latrine have increased, while the number of households using semi closed latrines has decreased.”⁵²
44. Since it is linked to the SO2, the achievement related to the associated milestone of at least 500 small scale village level rural infrastructure projects constructed and functional, by type, is assessed. It is not possible to quantify the second milestone – 50% of the target population improved access roads to market.
45. When it comes to the numbers, it seems that the COSOP target is largely achieved, as shown in the table below, summarizing the project and overall achievements by type of infrastructure as available in the RIMS online:

	READ	PNPM	SOLID	CCDP	IFAD projects
Roads (km)	724.5	1,568,234	15.6		1,568,974
Market facilities	17	24	64		105
Schools		499			499
Health centers		186			186
Drinking water/rainwater harvesting systems	87	331	70		488
Livestock water points	52				52
Processing facilities	89		64		153
Storage facilities			22		22
Other social infrastructure (electricity)		110			110
Other social infrastructure (sanitation)	9	513			522
Other social infrastructure (not specified)		449		108	557
Other productive infrastructure	338		92	257	687
Fish ponds	0				0
Total roads (Km)					1,568,974
Total other infrastructure (No.)	592	2,112	312	365	3,381

⁴⁹ READ Impact Survey Report, p. 17

⁵⁰ Cfr. SOLID Mid-Term Survey Report, p. 37

⁵¹ CCDP MTR Report, p. 28

⁵² Ibid.

46. While achievement for roads cannot be assessed because the way the COSOP milestone is presented (referring to number of schemes and not km of roads) and due to lack of information, the PCR of READ indicates that the construction of over 700 km of farm roads has had a positive impact on the physical access to markets for 91% of target farmers – or 98,735 farmers. Additionally, achievements with respect to the milestone can be assessed for the other infrastructure schemes. If the various types of infrastructure are grouped by typology, it emerges that some 708 health and sanitation related facilities and 499 schools have been built/rehabilitated, hence achieving the target of 500 schemes. Concerning other productive infrastructure, according to the data, 280 marketing/processing/storage facilities have been built/rehabilitated. If the other productive infrastructure facilities are added, the figure reaches the amount of 687 schemes, hence exceeding the target. However, if we use these data to show progress on improving people’s access to drinking water and sanitation, the low figures seem to show limited achievement.
47. Additionally, the main issues emerging are the following: some data are not available for CCDP (being more recently approved), many achievements related to physical infrastructure show low trends in some projects, some figures may be under-reported, and it is not possible to assess the functional status/sustainability of the schemes, to assess fully the COSOP milestone target. The latter issue (sustainability) cannot be assessed because for two out of the four ongoing projects (SOLID and CCDP) it is too early to assess this outcome, whereas PNPM has limited data available. Concerning READ, there are indicators in the RIMS related to the operational status of infrastructure, including market, processing, storage and drinking water infrastructure, but they seem not updated, as they refer to 2010. However, more updated information is provided by the final RIMS, which present second-level indicators related to sustainability of the infrastructure. These are summarized in the table below:

Indicator	Score
Likelihood of sustainability of irrigation schemes	6
Effectiveness of irrigation schemes	6
Likelihood of sustainability of roads constructed/rehabilitated	5
Likelihood of sustainability of other productive infrastructure	6
Likelihood of sustainability of market facilities	5
Likelihood of sustainability of drinking water systems	4
Effectiveness of drinking water systems	5
Likelihood of sustainability of other social infrastructure	3
Effectiveness of other social infrastructure	3
Likelihood of sustainability of groups managing infrastructure	5
Likelihood of sustainability of groups managing social infrastructure	4

Source: READ RIMS (2014)

48. From these data it seems to emerge that the likelihood of sustainability is high, apart from some social infrastructure schemes other than (drinking water systems excluded). Additionally, some benefits accruing to the farmers seem to show an overall sustainability of the schemes beyond the physical facilities. For example, road construction/rehabilitation reportedly contributed to facilitating farmers’ transport of inputs (fertilizers, seeds), driveway tractors for land preparation, and production output (output in the form of grain, corn) to be marketed. Irrigation and drainage channels also enabled farmers to use tillage of wetland and expand the plant area. On the contrary, the MTR Mission of SOLID indicated that SOLID made reasonable progress in building and rehabilitating infrastructure, hence resulting in improved availability of functional small-scale agriculture infrastructure, but there is no evidence that adequate operations and maintenance (O&M) budgets and depreciation allowances are in place and that the investments translate into tangible impacts. The RIMS data updated in the context of the MTR mission of CCDP show that a total of 108 Village Information Centres (VICs) were built by end of 2014 and 100% of them were utilised and maintained at mid-term (1 year after completion). Other relevant data are not yet available as it is not yet applicable given the project implementation stage.

49. SO2 – Outcome Indicator 2: 50% of the target population having improved access to markets and marketing information systems. One of the limiting factors to market access is lack of infrastructure to connect smallholders living in remote locations to outside markets. One of the strategies of READ was in fact to build infrastructure, primarily roads, to facilitate the transportation and linkages. According to the READ Outcome Survey, the project has enhanced farmers' market participation by supporting road access and market facilities at the village level. As much as 91% of the target farmers indicated that construction of 705 km of farm roads has had a positive impact on their physical access to markets, even resulting in cheaper transportation costs, more frequent visits from middlemen, and greater market information, especially prices.⁵³
50. SOLID has also been contributing to enhance farmers' market access. At baseline, it was assessed that there was no market (72.4%), insufficient access (69.95%), or generally difficulty to access it (7.36%). Looking at the farmers' situation specifically, 76% of them indicated at mid-term to access market against a benchmark of 58%.⁵⁴ Additionally, while earlier access to market was limited to sub-district level, at mid-term it was expanded to district level. However, the latest Supervision Mission cautioned that some benefits observed may not be due to marketing gains, that a production mentality is still predominant among SHG members, that a clear value chain development strategy is still not in place, primarily based on market demand and requirements, hence compromising project's outcomes and achievements – see below in particular in relation to impact on households' income deriving from greater market access or marketing produce.⁵⁵
51. Concerning CCDP, the AOS 2015 indicates that in 2015, the beneficiaries indicating that marketing places are available increased by 5%, from 69% in 2013 to 74% in 2015, versus the non-beneficiaries who stated that it decreased by 23%, from 74% in 2013 to 51% in 2015. Additionally, the percentage of those experiencing increases fishery marketing increased by 7.3%, from 8.5% in 2013 to be 15.8% in 2015, reportedly due to training in fish processing techniques as well as financial management and marketing. Like in READ, project-supported infrastructure has played a role in enhancing physical access to market, particularly for the enterprise groups. However, there is need to still expand markets for products produced by processing enterprise groups and ensure sustainable business relationships between the communities and markets.⁵⁶
52. Data are not available for PNPM.
53. To summarize, the target of 50% of target population improved market/market information system access cannot be measured as such but data from impact surveys show positive results, in the range of 76-91% of farmers indicating a positive impact.
54. SO2 –Outcome Indicator 3: At least 70% of smallholders report an increase in income from agriculture produce marketing. READ and CCDP have shown tangible contributions to income generation deriving from greater market access. Most of households in READ area (95%) have received income from the sale of agricultural production. This number of households is higher than the number outside READ area (78% of households). As many as 83% of households in READ area experienced increase in income from the sale of agricultural production. This number is much higher than the number outside READ area (33%).⁵⁷ Furthermore,

⁵³ *READ Outcome Survey Report*, p. 28; *READ Impact Survey*, p. 144

⁵⁴ *SOLID Mid-term Survey 2014*, pp. 50-51

⁵⁵ *SOLID Supervision Mission Report (Nov-Dec. 2015)*, pp. 6-7

⁵⁶ *CCDP Mid-term Review Report, September-October 2015*, pp. 3,10

⁵⁷ *READ Outcome Survey Report*, p. 27

farm income (but also non-farm income) of READ beneficiaries is significantly higher than non-READ.⁵⁸

55. Concerning CCDP, the 2015 AOS shows that, the average income per month from the fisheries business increased by 57.5% i.e. from IDR 1,688,333 per month in 2013 to IDR 2,659,258 per month in 2015. The 2015 income of project beneficiaries is 56.2% higher than the income of non-beneficiaries (IDR 1,702,791). Further, the percentage of beneficiaries experiencing increases in income from sale of fishery products is high and has been increasing by 12.2% from 84.1% in 2013 (versus an increase by only 1.5% of non-CCDP communities).⁵⁹ Furthermore, the percentage of those that increased their income by 5% to more than 50% rose by 48.2%. According to the Mid-term Review mission, project-supported marketing groups also indicated to have generated very high profit margins resulting from project support, which has enabled them to acquire assets such as TVs, music systems, better mobile phones and even new motorcycles. Even though this is a positive outcome (in terms of increases in household assets owned by beneficiaries), a concern is that profits have not typically be re-invested in the marketing business to further expand incomes.⁶⁰
56. On the contrary, SOLID made limited progress towards achieving increases in household incomes, because of misconceptions around value chain development, lack of strategic market thinking, problems in marketing processed products with marginal returns for SHG members, and limited market linkages facilitated by federations between farmers/SHGs and value chains. However, it is worth noting, that SOLID households managed to get through the recent El Nino drought without having to revert to money lenders.
57. Therefore, it is not possible to assess the results vis a vis the target, but the available data and information seem to show a good outcome towards increase in incomes among the target communities, at least in the completed project (READ) and SOLID.
58. SO2 - Outcome Indicator 4: Post-harvest losses reduced by 25% for the target population. There are no data and information available to assess progress in this objective. There are limited references in READ's outcome and impact surveys, reporting that 55% of target households participated in training on post-harvest handling and that the project contributed to "increased ability of agricultural cultivation and post-harvest as a result of training, mentoring and guidance to accelerate the transfer of technology".⁶¹ While nothing is available with regard to CCDP, one of the expected outputs established in the SOLID's Strategic Framework is that "1428 existing SHGs & 800 new SHGs implementing production & post-harvest plans", though not progress is yet available.
59. SO4 – Outcome Indicator 5: At least 35% of the target group households with sustainable access to microfinance services and the formal banking sector. Data and information are available for READ and SOLID. Non-updated M&E data related to PNPM provide for figures related to membership of saving and credit groups (SCGs). The table below attempts to summarize the outreach with respect to microfinance services, although it is believed that because of inconsistency of indicators across the projects and perhaps not full progress monitoring, the figures may be under-estimated.

⁵⁸ *READ Impact Survey*, p. 185

⁵⁹ *CCDP AOS 2015*, p. 32

⁶⁰ *CCDP Mid-term Review Report*, September-October 2015, p. 10

⁶¹ *READ Impact Survey*, p. 182; *READ Outcome Survey*, p. 10

	READ	PNPM	SOLID	CCDP	IFAD projects
Members of SCGs	109,311	90,587	38,915	Not available	238,813
Active borrowers	13,382	Not available	21,900	Not available	35,282
Active borrowers (enterprises)	19,689	Not available	Not available	Not available	19,689
Voluntary savers	19,468	Not available	Not available	Not available	19,468

Sources: RIMS online, READ RIMS 2014, PNPM RIMS (2011)

60. Considering only the item for which more data is available (members of SCGs), the outreach is some 10% of total COSOP outreach (the nearly 2.4 million people that benefitted from project services) – although the data are not updated and are thus likely only providing a partial picture.

61. Table 14 shows the outcome and impact of project support with respect to (improved) access to financial services for the two projects for which data are available (READ and CCDP):

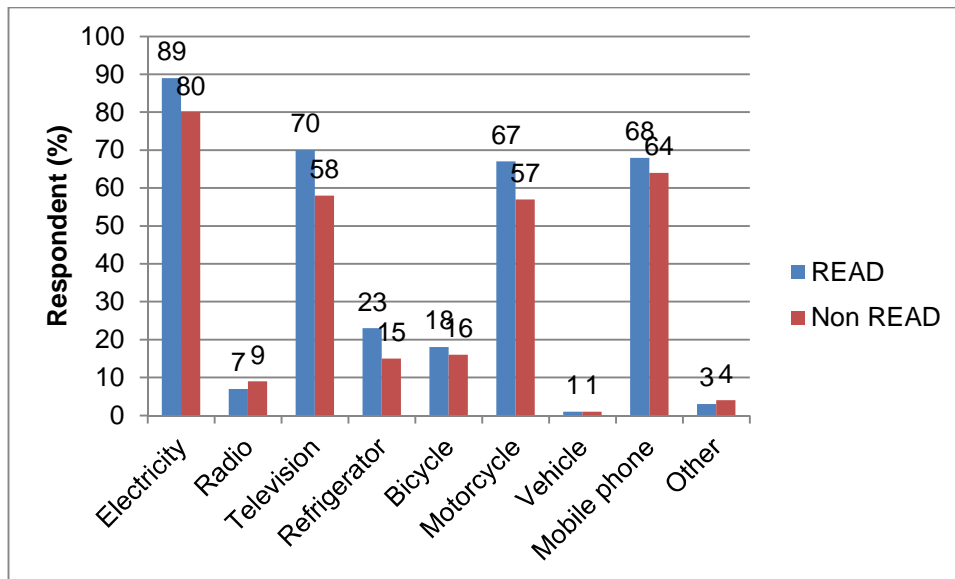
	READ	Non-READ	CCDP⁶²	Non-CCDP	Average IFAD projects
HHs/beneficiaries' access to credit	95	37	Not available	Not available	-
Improved access to credit	Not available	Not available	40	Not available	
Improvements are due to project support	94	N/A	81	N/A	87.5
Borrowers	72.3 68 (informal) 20 (bank) 12 (moneylender)	37.6 29 (informal) 40 (moneylender) 31 (bank)	61 (from informal insts) 10 (from formal insts)	Not available	66.7
Loan repayment	38	36	80	57	47.5
Use of loans – for IGAs/business purposes	77	48	64	45	70.5
Use of loans – for consumption	9	19	12	32	10.5

Sources: READ Outcome and Impact Surveys; CCDP MTR Report and AOS 2015

62. Feedback received from the target communities indicate that most of them experienced improved access to financial services over time and that they largely attribute it to project support. Greater access to credit seems to translate into investments in more profitable/business-oriented activities as opposed to spending for consumption. This may be another indication of the project achievements in increasing economic opportunities and food security to the target communities.

63. SO2 – Outcome Indicator 6: At least 70% of the target group households reporting increased assets. Data related to the third-level indicator related to the improvement in household assets ownership index is not available in the final RIMS of READ. Probably because of the current implementation stage, data related to this indicator are also not available in the CCDP and SOLID M&E systems. Project reports and impact assessments generally highlight improvements in asset ownership among the target communities, although available data and information do not permit assessing progress on the COSOP target above. The table below shows that the situation of asset ownership of the READ target communities at project completion is better than that of communities outside project areas, although not compelling:

⁶² Data refer to 2015



Source: READ Impact Survey, p. 57

64. Additionally, 39% of READ households versus 23% non-READ households own a hand tractor and the former also have greater ownership of livestock compared to non-project farmers.⁶³
65. According to the MTR impact survey, ownership of goods increased among SOLID communities, including television, motorcycle, and refrigerator.⁶⁴ For example, people with a TV increased from 33% to 45% and 28% households now own a motorcycle (15% at start-up), which in some cases is also rented out as income generating activity. Additionally, slight improvements have been noted in the use of materials to build houses, thus revealing little increase in the quality of life. However, 85% of beneficiaries do not hold the legal rights to the land they are farming, notably one of the key productive assets of farmers. Similarly, the RIMS Mid-term Survey found that housing conditions have improved among the target communities, with a higher number of households having access to drinking water from pipes channelled into the house (26.22% in 2015 compared to 19.89% in 2013) and a slight improvement in floor material used compared to baseline. The asset ownership has improved with 96% of households having access to electricity (92% in 2013), 85% owning a television (80% in 2013), 44% owning a refrigerator (36% in 2013). Mobility has improved with 53% of households owning a motorcycle (43% in 2013), as did the ownership of business assets (e.g. outboard boats, ships <5 GT, gill nets and lift nets, pumps). Additionally, the 2015 AOS Report indicates that improvements have been achieved in asset ownership for women. By 2015 the women beneficiaries who have assets with their own name increased by 32.6% , as opposed to women in non-targeted households, who experienced a decrease of about 2.2% from 2013.⁶⁵
66. These data overall indicate two lessons: i) this aspect of the increase in assets should be monitored more carefully and rigorously as it is an important indication of project results towards rural poverty reduction; a focus on access to productive and agricultural assets should also be maintained; and ii) the data seem not compelling, hence more should be done to expand the availability of assets among the target group.

⁶³ READ Impact Survey, p. 186

⁶⁴ SOLID Supervision Mission Report, November-December 2015, p. 18

⁶⁵ CCDP AOS 2015, p. 35

67. SO2 – Outcome Indicator 7: New jobs generated for at least 20% of the target group households. While it is not possible to assess progress with this indicator due to limited availability of data and information, earlier assessments on increased production, support to various grass root institutions and associations (including various marketing groups and enterprises), and greater access to markets suggest that overall the projects are likely to have enhance employment opportunities in target communities. Without elaborating on the statement, the READ Impact Survey indicates that READ overall contributed to the creation of rural job opportunities.⁶⁶ Additionally, READ reportedly helped farmers to establish and expand their on-farm and non-farm enterprises. Around 36% of targeted farmers established their own non-farm enterprise as opposed to only 16% outside project area, and some farmers developed a farm micro-enterprise (50%) or expanded it (34%).⁶⁷ Additionally, 74% farmers reportedly indicated that the project supported them to create or find some employment opportunity.⁶⁸ The final RIMS of READ presents a high score (5) to the second-level indicator of “effectiveness: creation of employment opportunities”.
68. More information is provided by CCDP Mid-term Review Report indicating that the project encouraged the beneficiaries to establish and expand their business both in fisheries and fish processing, while opening up employment opportunities for the local communities. In fact, project-supported aquaculture, fishing and fish processing enterprises have been able to absorb local labour. For example, in 2015, CCDP beneficiaries who are able to employ 1-2 workers increased by 9%, those who are able to employ 3-5 workers increased by 4% and those who do not have workers decreased by 10% compared to 2013. Conversely, the percentage of non-beneficiaries who are able to employ 1-2 people decreased approximately 8%, those who are able to employ 3-5 workers decreased by 22% and those who are able to employ more than 5 workers decreased by 11%, while those who do not have workers increased by 40%.⁶⁹ The only specific reference to job creation in SOLID reports is made in the Mid-Term Survey which indicates that there is scope to promote more off/non-farm employment opportunities and that these should be looked at more deeply in the context of project implementation, although some activities are beyond project scope.⁷⁰
69. Closely associated to this outcome are the following milestones: at least 34,000 persons supported to develop off-farm, non-farm, and on-farm micro-enterprises and at least 50% of the micro-enterprises created being profitable three years from establishment. Disaggregated data on on/off/non-farm activities or enterprises are not available. However, with the information collected and analysed so far it seems possible to state that the target of at least 34,000 people supported to the various activities has been met. Only considering the various production, processing and marketing groups and enterprises supported, it seems reasonable to assume that this target was met. As indicated above, some 17,582 groups have been formed or strengthened around various economic activities and community interests, such as commodity groups (crop or livestock based), marketing and enterprise groups, NRM groups, and various community groups. Taking the data related to people participating in agricultural and livestock groups supported by READ alone (109,311) already exceed the target.
70. Concerning the important aspect of sustainability of enterprises after three years from creation, as mentioned above, only for READ some data are available, assessing the sustainability of project-supported groups. These data show a

⁶⁶ *READ Impact Survey*, p. 112

⁶⁷ *READ Outcome Survey*, p. 32

⁶⁸ *Ibid.*

⁶⁹ *CCDP AOS 2015*, pp. 25-26

⁷⁰ *SOLID Supervision Report*, p. 18

moderately satisfactory performance (4) on average over the years and a satisfactory performance (5) during last implementation year. Additional information available on this aspect is in relation to SOLID. According to the MTR, 67% of enterprise groups are viable. There might be a need to be cautious with these figures as sustainability of grass root organizations, especially business-oriented enterprises, is notably problematic and may require long time to be achieved, especially in the remote and resource-poor contexts where IFAD operations are located.

71. With respect to SO3, the first outcome indicator set in the results framework is implementation of policies that support pro-poor growth in the rural economy and target resources to the poor, including women and ethnic minority groups. While there are scattered claims of some policy influence (for example in READ Impact Survey Report) and the final RIMS gives a good score (4) to the second-level indicator related to “effectiveness: promotion of pro poor policies & institutions”, there is limited evidence of a major impact from the various studies and assessments. Furthermore, it also seems that limited attention has been placed on these aspects by the various implementation support missions. Even the READ Completion Report has not more to report than some grant support for the preparation of policy studies.⁷¹ This also seems to be the trend of the more recent CCDP. The MTR noted that “the project has so far not shown any strong policy impact. However, approaches piloted have a high potential to be mainstreamed into national and district level operations, which will be the focus of KM activities for the forthcoming period.”⁷² Some reports of supervision/MTR missions of CCDP and SOLID indicate the importance of setting up an effective M&E and information sharing mechanism to enable the project to influence policy.
72. SO3 – Outcome Indicator 2: 100% of the targeted villages improved service delivery. Closely associated to this outcome is the milestone indicator that 75% of the target villages prepare Investment Plans in a participatory manner. It is not possible to assess the achievements with respect to the outcome, which is very broad and would require much more information that is not available in the available reports. While the milestone is reportedly achieved or on track from the quantitative point of view, qualitatively the investment plan preparation may not prove so successful, at least according to IFAD’s experience. Concerning the quantitative data, according to the RIMS, READ managed to have 656 village/community plans formulated, SOLID 448 (100% of target in 2014 and 2015) and CCDP 108 plans (60% of target). The only additional information that is available is from the CCDP AOS 2015, which indicates that community participation in the village planning increased by 22.6%,⁷³ and from SOLID MTR Report, which in fact question the quality of the village planning process, indicating that it is conducted in a fragmented and uneven way, thus not achieving the intended objective set at design.⁷⁴ Therefore, in general, also based on the IFAD experience, it could be assumed that with their emphasis on putting in place community-driven processes and establishing and strengthening various community institutions, IFAD projects (hence the overall COSOP) have contributed to improve the village planning process, although more evidence is needed to come up with a definitive and more punctual assessment. In fact, the Government sees a community organization and development as a strong factor of IFAD’s work and has requested specific support to government-funded programmes in this area.

⁷¹ *READ Project Completion Report*, pp. 16-17

⁷² *CCDP Mid-term Review Report*, September-October 2015, p. 29

⁷³ *CCDP AOS 2015*, p. 36

⁷⁴ *SOLID MTR Report*, p. 4

73. SO3 – Outcome Indicator 3: 100% of the targeted women groups with improved well-being and reduced workloads. While it is not possible to quantify the achievements with respect to this outcome, project documents and IFAD's overall experience show that women by and large benefit from the interventions and gain in terms of better living conditions as well as of political and economic empowerment. More difficult is the assessment of the impact on their workloads, which still tend to receive limited attention in project supervision, reporting and M&E, even it is one of the pillars of the IFAD's Gender Policy. From the perspective of the quantitative outreach, overall the projects operating under the framework of the current COSOP were able to ensure that half of the target people were women, as shown in detail in table 2 above. Half of the trainees were also women and over one third of them adopted the recommended technology and were members of the various project-supported productive and community groups. All this represents a good achievement with respect to women's skills development as well as economic, social and political empowerment, as also noted by the CPE.⁷⁵
74. The READ Completion Report indicates that women's participation and empowerment resulted in greater family welfare, such as in terms of increased nutrition and food security as well as incomes. Women even constitute over half of the group membership.⁷⁶ Important institutional achievements are that women may open a bank account and get a land ownership certificate under their name, and now have the right to express their opinions and needs in the context of village development activities.⁷⁷ Similarly, according to the AOS 2015, 19% female beneficiaries of CCDP have their own bank account, 33% increased the assets under their control, and 8% more women enjoyed greater access to credit.⁷⁸ The project also recorded a good outreach: 29% of all participants are women, although their membership in the various groups varies and need to be enhanced in fishery groups in particularly so as to enable them benefit from one of the most prevalent and profitable economic activities of coastal communities, which is a predominately male occupation. While project reports refer to 50% of women's participation, this is reportedly challenging in SOLID. Many of the project villages are conservative and the Project in several cases has provided a first-time opportunity to engage the women for formal activities outside of the domestic domain. However, women's participation faces considerable restrictions. Under PNPM, rural women's savings and group loans are linked with the "open menu" programme in proposing rural infrastructure, with the women "pushing for health and education facilities and contributing as engineers, village heads and facilitators."⁷⁹

II. IFAD's performance

75. Stakeholder consultation, as well as the Client Survey Results, highlight that performance of the IFAD portfolio in Indonesia has improved strongly since the COSOP formulation. This is a result of strengthened engagement of IFAD with and in the country, continuous supervision and implementation support (particularly with the out-posting of the CPM) and a re-confirmed commitment to rural development and food security issues by the new Government, elected in October 2014.
76. IFAD strengthened its partnerships with other development agencies and, as a result of this effort, leveraged a significant co-financing opportunity with the Asian Development Bank on the forthcoming Integrated Participatory Development and

⁷⁵ IFAD Country Programme Evaluation – Indonesia, p. 26

⁷⁶ READ Project Completion Report, p. 16

⁷⁷ READ Outcome Survey, p. 9

⁷⁸ CCDP MTR Mission, p. 18

⁷⁹ IFAD Country Programme Evaluation – Indonesia, p. 26

Management of Irrigation Sector Project (IPDMIP). Throughout the design process, IFAD was able to demonstrate its value added as an innovative expert in rural development to the Government of Indonesia and the Asian Development Bank. In fact, IFAD is now recognized by the Government as an institution that develops and tests innovative approaches that can then be scaled up through government programmes for nationwide impact. IFAD's limited resources will require the Fund to also be innovative in the way it is working in the country in order to leverage alternative funds and technical assistance to respond to the requests by the Government.

77. With regard to non-lending activities, the portfolio has achieved considerable results. In alignment with Indonesia's middle-income status and the growing interest in technical assistance and knowledge products, IFAD has extended strategically selected grant programmes (such as the GEF co-financed initiative to support alternative livelihoods in peatlands and contribute to the fire risk minimizing strategy of the Government). IFAD is furthermore an active participant in policy fora and UN country team meetings relevant to IFAD's business area.
78. The CPE assessed overall portfolio achievement as moderately satisfactory. Project objectives were considered relevant, but project designs were deemed complex and insufficiently focused. Furthermore it was found that most recent projects covered very large geographical areas with low population density, which led to spreading resources too thinly. The building of institutions, and in particular of self-help groups, empowering smallholders and opening access to savings and credit, was a cross-cutting feature of the portfolio. Women empowerment was another strong feature of the portfolio. Women increased their decision-making and financial management capabilities in their households, accessed functional literacy or started micro-enterprises. However the CPE noted that insufficient attention was given to developing production or supporting value chain inclusion. Sustainability was another problematic area, because of still limited local capacities and of weak project knowledge management systems limiting the ability to learn from experience and to sustain success. Project cost per beneficiary household ranged from USD 126 to a high USD 1,414, which the CPE attributed to high transaction costs in remote areas.
79. On the country programme management, the CPE concluded that the 2009-2013 COSOP was strong on goals and expectations but that the implementation framework was weak. Results related to non-lending activities were deemed limited, particularly given Indonesia's MIC status, which would have warranted increased policy dialogue, knowledge management and partnership building. Synergies across projects and between lending and non-lending activities were deemed insufficient. The CPE concluded that IFAD had largely acted as a project-based organisation in Indonesia and recommended a paradigm shift, whereby IFAD would take up a leading role in supporting productive, competitive and high value smallholder agriculture, by promoting and scaling up agriculture innovation in partnership with the government and other strategic partners, such as producers organisations and the private sector.
80. It is worth noting that since the CPE completion in 2013, IFAD has fundamentally changed its engagement approach with the country and has managed to turn around the portfolio. While implementation challenges continue to exist, READ, for example, at completion point, was considered a best practice by the Government and selected to be scaled up.

III. Lessons learned and recommendations

81. Main lessons derived from the CPE, annual COSOP reviews and consultations held in preparation to the new COSOP point to the following issues:

82. Targeting remote areas: working in remote areas entails specific constraints, including lower local capacities, lower infrastructure endowment, less market and partnership opportunities and costly logistics issues. Projects can generate significant and sustainable improvements in the livelihoods of communities in marginalised areas, provided such constraints are recognised and addressed in project design. This calls for projects with adequate financial and human resources, longer duration and carefully designed packages combining productive infrastructure, sustainable service delivery mechanisms and the capacity building of local organisations.
83. Empowerment and group formation: empowerment through group formation and capacity building should not constitute an end in itself but rather a means to facilitate activities that can increase household incomes. IFAD strategy should focus on strengthening producers' organisations so that they generate direct benefits to their members, including accessing technical and financial services, engaging with markets, reducing transaction costs, partnering with private companies and enhancing their bargaining position. Group sustainability, individual motivation, ownership and incentive mechanisms for participation should be clearly established.
84. Role of communities: village communities can play an important role in promoting development change by motivating groups, participating in the allocation of project resources to increase transparency and monitoring their utilisation.
85. Productive investment: investment in physical infrastructure such as irrigation, post-harvest and processing facilities has generated high economic returns through increased productivity and value-added. However sustainability is often problematic. Institutional arrangements for operation and cost recovery need to be agreed upon prior to investment, build on public-private partnerships and be supported by capacity building programmes.
86. Training, technology transfer, and improvements in productivity. It seems that there is need to enhance project's work in the provision of appropriate technology and production support services to boost on- and off-farm productivity and promote market access and value chain development, including in capturing related outcome results through reporting and M&E and considering that Indonesia has the status of a middle income country. In particular, there is need to enhance the technology transfer and training provision, monitor related outcomes, particularly adoption, establish better operational linkages with our research grant programme.
87. Access to financial services: self-help groups (SHGs) have been encouraged to mobilise savings and manage revolving funds. Savings mobilisation has enabled individuals and groups to access credit from the formal financial sector. However SHGs have had limited sustainability because of insufficient capacities and low viability. On the other hand, Indonesia has a diverse financial sector, which has tried some unique innovations to enhance outreach to rural areas but access to finance remains a constraint for small producers in the agriculture and fisheries sector. Projects should partner with commercial banks, MFIs and other types of financial institutions to support the access of small producers and their organisations to a range of financial products meeting their needs and matching their capacities, including savings, loans, access to remittance and insurance products.
88. Participation of non-state actors: the lack of qualified government staff in some remote target areas has hampered the development of viable and sustainable self-help and producers' groups. To provide support services and strengthen the capacities of local groups, projects should promote innovative models relying on a larger range of service providers, including producers' organisations themselves where they have a comparative advantage, private companies involved in the trading and processing of agriculture/marine commodities and in the provision of inputs, and non-governmental organisations (NGOs).

89. Participation of the private sector: experience in the cocoa (READ) and marine resources (CCDP) sub-sectors have demonstrated how private companies can contribute to enhancing the livelihoods of rural small scale producers, by facilitating their access to inputs, technology, advisory services and markets. Projects should facilitate and support partnerships linking private companies and small producers and their organisations, with a view to enhancing technology and service provision as well as market access and value chain development (a weak area as noted above), while generating mutual business benefits by reducing transactions costs, sharing risks and improving efficiency and reliability for sourcing products and services.
90. Improving project and COSOP M&E systems. This is a common challenge to IFAD's operations and COSOP review processes. It will be critical to strengthen the overall project and COSOPO M&E systems, by identifying fewer but more measurable and comparable indicators.

Appendix I: COSOP results management framework (at design)

Country Strategy Alignment	Key Results for the COSOP ⁸⁰			Institutional/Policy Objectives
Long Term National Development Plan (2005-2025) , Millennium development goals, National Medium Term Development Plan (MTDP) 2004-2009 and Indonesian Agricultural development Programme (2005-2009)	Strategic Objectives (SO)	Outcomes which the COSOP seeks to influence	Milestone Indicators Showing Progress Towards SOs	Policy Dialogue Agenda
<ul style="list-style-type: none"> Rural population living below the national poverty line reduced from 14.3 % in 1990 to 7.2 % in 2015. Proportion of underweight children < 5 years of age (weight for age) reduced from 36% in 1992⁸¹ to 18% in 2015. Enhanced Agricultural Production and Productivity: Annual agricultural growth 2004-2009, 3.52% p.a. (MTDP). Increasing access to information and markets (LTNDP). Population with access to improved water source (from 38.2% in 1990 to 70% in 2015) and access to appropriate sanitation facilities (from 20% in 1990 to 65% in 2015). 	SO1: To improve access to productive assets, appropriate technology and production support services by smallholders, ethnic minorities and other marginalized groups.	In sub-districts receiving IFAD assistance: <ul style="list-style-type: none"> Proportion of underweight children is below 20% by 2013. 40% of smallholders report at least 25% increase in crop and livestock production. Improved performance rating, with a target satisfaction rate of 70% for both men and women- for all service providers (private and public). At least 80% of the persons trained, including 30% women, have adopted the recommended technologies. 10% of the target group households assisted to obtain long-term security to their land. 	<ul style="list-style-type: none"> At least 3 900 self-help and interest groups formed, by type of activity, with at least 80% of them still functional three years after formation. At least 432,000 persons trained, by sub-sector and gender (with at least 50% of women trainees). 800 temporary change agents (m/f) trained and operating in target villages. At least 10% increase in the number of female extension agents. 	<ul style="list-style-type: none"> Collaboration with IFIs and UN agencies ongoing. Country led strategies focus on inclusive growth and pro-poor resource allocation and policy processes, Government supports: (i) community approaches to the management of natural resources as well as livelihoods diversification, enhanced resilience to external shocks linked to climate change and global markets; (ii) provision for risk mitigation ; (iii) producers involvement in value chains development; (iv) improvements in the rural investment climate.
	SO2 To improve access to	In sub-districts receiving IFAD	<ul style="list-style-type: none"> At least 500 small scale village 	<ul style="list-style-type: none"> Partnerships to ensure access

⁸⁰ Based on a country programme approach, the proposed targets and milestones reflect combined impact from ongoing and prospective new projects. Baselines will be refined following COSOP review and during design of the new projects, as part of efforts to improve M&E systems. Targets and indicators will be refined when the pipeline projects are designed.

⁸¹ Data are for 1992 not 1990 due to data unavailability.

Country Strategy Alignment	Key Results for the COSOP ⁸⁰			Institutional/Policy Objectives
Long Term National Development Plan (2005-2025) , Millennium development goals, National Medium Term Development Plan (MTDP) 2004-2009 and Indonesian Agricultural development Programme (2005-2009)	Strategic Objectives (SO)	Outcomes which the COSOP seeks to influence	Milestone Indicators Showing Progress Towards SOs	Policy Dialogue Agenda
	<p>infrastructure, inputs and outputs markets and financial services by smallholders, ethnic minorities and other marginalized groups.</p>	<p>assistance:</p> <ul style="list-style-type: none"> • 60% of the rural population with access to safe drinking water and 55% with access to improved sanitation by 2013. • 50% of the target population having improved access to markets and marketing information systems. • Post harvest losses reduced by 25% for the target population. • At least 35% of the target group households with sustainable access to microfinance services and the formal banking sector. • At least 70% of smallholders report an increase in income from agriculture produce marketing. • At least 70% of the target group households reporting increased assets. • New jobs generated for at least 20% of the target group households. 	<p>level rural infrastructure projects constructed and functional, by type.</p> <ul style="list-style-type: none"> • 50% of the target population having improved access roads to markets. • At least 34,000 persons supported to develop off-farm, non-farm and on-farm micro-enterprises. • At least 50% of the micro-enterprises created being profitable three years from establishment. 	<p>to land and infrastructure investments (e.g. irrigation and roads) and forest-based livelihoods.</p> <ul style="list-style-type: none"> • Engaging the rural poor and their organisations in evidenced-based policy processes: poverty assessments and monitoring, priority setting for public action, policy dialogue, and tracking of results.

Country Strategy Alignment	Key Results for the COSOP ⁸⁰			Institutional/Policy Objectives
Long Term National Development Plan (2005-2025) , Millennium development goals, National Medium Term Development Plan (MTDP) 2004-2009 and Indonesian Agricultural development Programme (2005-2009)	Strategic Objectives (SO)	Outcomes which the COSOP seeks to influence	Milestone Indicators Showing Progress Towards SOs	Policy Dialogue Agenda
<ul style="list-style-type: none"> • Narrowing gaps in development achievements between men and women as measured by the GDI and GEM indicators (MTDP). • Promote equitable regional development and rural economic growth that is pro-poor, socially inclusive and gender sensitive (LTNDP/MTDP). • Decreased violence against women and children (MTDP). • Mainstream gender in all activities. 	<p>SO3: To enhance the capacity of rural poor, especially ethnic minorities and marginalized groups, to engage in local pro-poor, gender-sensitive policy and programming processes.</p>	<ul style="list-style-type: none"> • Implementation of policies that support pro-poor growth in the rural economy and target resources to the poor, including women and ethnic minority groups. • 100% of the targeted villages with improved service delivery. • 100% of the targeted women groups with improved well being and reduced workload • At least 15% of groups with women leaders. • Gap between HDI and GDI reduced by 30%. 	<ul style="list-style-type: none"> • 75% of the target villages preparing Investment Plans in a participatory manner. • Gender training, analysis and impact monitoring in all project activities. • Policy mapping for baseline and initial scoping of required policy adjustments. 	<ul style="list-style-type: none"> • Channel for policy dialogue open between the government and development agencies. • Improved service delivery systems to support pro-growth in the rural economy based on experience and further analysis. • Strengthening capacity of central and local government for evidenced-based policy making in favour of rural poor.

Appendix II: COSOP results management framework: progress since COSOP results review⁸²

Strategic Objective	Outcome level	Milestones
SO1: To improve access to productive assets, appropriate technology and production support services by smallholders, ethnic minorities and other marginalized groups.	<ul style="list-style-type: none"> 17.7% of children remain underweight (which meets the target of 20% target in the current COSOP). 49.9% of target households reported production increases (40% target achieved although this indicator can be partially assessed). 83.8% farmers expressed satisfaction towards project services (70% target achieved). 28% (but other data refer to 58-89% of adoption) vs a target of 80%. Indicator on 10% of HHs obtaining land tenure security: cannot be measured because projects do not support this activity. 	<ul style="list-style-type: none"> 17,582 SHGs/interested groups formed against a target of 3,900. Sustainability (80% of the groups being operational after 3 years): no data available to assess this. 171,242 households were trained by the project versus a target of 432,000 people. Assuming that at least 1-2 people were trained, we are still below the target. Data to assess performance on training and operational status of 800 temporary agents not available.
SO2: To improve access to infrastructure, inputs and outputs markets and financial services by smallholders, ethnic minorities and other marginalized groups.	<ul style="list-style-type: none"> 90.6% of HHs have access to improved/safe water vs a target of 60% and 67.3% have access to safe sanitation vs a target of 55%. 50% of target population improved market/market information system access cannot be measured as such but data from impact surveys show positive results, in the range of 76-91% of farmers indicating a positive impact. The target of 70% of smallholders report income increases cannot be assessed with the available data. However, available data and information seem to show a good outcome towards increase in incomes among the target communities, at least in the completed project (READ) and SOLID, whose figures as emerging from various surveys are higher than the target (respectively 91% and 76%). The outcome related to 25% reduction in post-harvest losses cannot be assessed because no data is available on this particular aspect. No sufficient data is available to assess whether at least 35% of target group has sustainable access to micro-finance. Some 10% received support to access rural financial services (e.g. through SCGs, etc.), but more reportedly experienced improvement through project's support (87.5%), borrowed money (67%) and used loans for IGAs (70.5%), hence showing a positive trend. Available data do not allow for assessing whether the outcome of 70% of households increased assets has been achieved. Some data of READ are 	<ul style="list-style-type: none"> 3,381 small-scale infrastructure schemes built against a target of 500. 50% of target population improved access roads market cannot be measured as such, but projects built 1,568,974 km of rural roads and positive impact has been assessed qualitative through various impact surveys. The target of 34,000 people developing on-farm, off-farm and non-farm microenterprises has been largely met if we consider that some 17,582 groups have been formed or strengthened around various economic activities and community interests, such as commodity groups (crop or livestock based), marketing and enterprise groups, NRM groups, and various community groups. Only under READ over 109,300 people participated in agricultural and livestock groups. The milestone referring to 50% of the above-mentioned micro-enterprises being sustainable cannot be assessed through the available data. However, information emerging from READ completion shows that the project had a satisfactory performance in relation to sustainability of institutions and 67% of the enterprise groups were assessed as viable at MTR.

⁸² Data provided in the table are indicative and must be read in conjunction with the narrative above that provides a more detailed picture and explanations.

	<p>available and exceed the target whereas others are not compelling.</p> <ul style="list-style-type: none"> It is also not possible to assess achievement with respect to 20% new jobs generated. However, available data and information show that overall projects greatly contribute to provide farmers with meaningful income-generating opportunities and even to expand their businesses, including through job creation. 	
<p>SO3: To enhance the capacity of rural poor, especially ethnic minorities and marginalized groups, to engage in local pro-poor, gender-sensitive policy and programming processes.</p>	<ul style="list-style-type: none"> The implementation of policies for pro-poor growth has not been monitored regularly during project/COSOP implementation and no major policy impact seems to have been made. The target related to 100% of targeted villages improving service delivery cannot be assessed as such. However, the projects proactively put in place community planning processes although quality of the processes also remains a concern. The target related to 100% of target women groups having improved well-being and reduced workloads cannot be fully assessed. Overall, women by and large benefitted from the IFAD's interventions and half of the target people, 50% of trainees and one-third of group members were women. 14.3% of women groups have women leaders against a target of 15%, hence approaching the COSOP target. 	<ul style="list-style-type: none"> The milestone related to 75 of target villages prepare Investment Plans in a participatory manner seems to be overall achieved considering that 1,212 community development plans have been developed and are on track vis a vis project targets.