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Revised Operational Guidelines on Targeting

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Abbreviations and acronyms

AWP/B	annual workplan and budget
BSF	Belgian Survival Fund
CCD	community-driven development
COSOP	country strategic opportunities programme
FAO	Food and Agriculture Organization of the United Nations
GALS	Gender Action Learning System
IFAD11	Eleventh Replenishment of IFAD's Resources
IFI	international financial institution
LNOB	leaving no one behind
M&E	monitoring and evaluation
MFI	microfinance institution
PDR	project design report
PGs	priority groups
PIM	programme implementation manual
PLA	participatory learning and action
PMU	project management unit
PRA	participatory rural appraisal
SACCOs	savings and credit cooperatives
SDG	Sustainable Development Goal
SECAP	Social, Environmental and Climate Assessment Procedures
ToC	theory of change
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
VC	value chain
WEAI	Women's Empowerment in Agriculture Index
WFP	World Food Programme

Recommendation for approval

The Executive Board is invited to approve the revised operational guidelines on targeting outlined herein.

Revised Operational Guidelines on Targeting

I. Introduction

1. The 2019 Revised Operational Guidelines on Targeting operationalize the 2006 targeting policy while reflecting the 2030 Agenda for Sustainable Development, the "leaving no one behind" (LNOB) principle¹ and the commitments of the Eleventh Replenishment of IFAD's Resources (IFAD11).
2. While IFAD recognizes that there may be a need to update its targeting policy, the current priority is to provide guidelines to help address emerging issues on targeting during IFAD11.
3. In the context of IFAD11, emphasis is placed on the LNOB principle, which is central to IFAD's mandate "to invest in rural people to enable them to overcome poverty and achieve food security through remunerative, sustainable and resilient livelihoods".²
4. IFAD is committed to engaging more fully in national policy processes in order to tailor country strategic opportunities programmes (COSOPs) and projects to the specific conditions and priorities of partner countries. In-country targeting will play an important role in its engagement as governments arrive at decisions regarding the most appropriate combination of targeted rural development and investment policies and social protection policies to foster an inclusive and sustainable rural transformation. Synergies between these two policy strands will be fostered whenever possible.

II. IFAD's targeting principles and target groups

5. IFAD's comparative advantage lies in its targeting of the poorest, the poor and the vulnerable peoples and those who are most likely to have little access to assets and opportunities due to social exclusion and marginalization, as outlined in annex I.
6. As for the relationship between poverty targeting and the choice of investment options, IFAD will continue to focus on rural people who are poor and vulnerable but who have the potential to take advantage of improved access to assets and opportunities for agricultural production and rural income-generating activities. For those who cannot take advantage immediately, who are often the poorest, the Fund will proactively promote a gradual approach to facilitate their access to resources and enable them to benefit from interventions in the future.
7. While IFAD targeting can be flexible enough to include relatively better-off groups, the theory of change (ToC) should be clearly set out to describes how the poorest would benefit from the inclusion of such groups and outline measures for ensuring that this occurs, along with their respective monitoring indicators.

¹ See interim draft of the United Nations Sustainable Development Group operational guide Leaving No One Behind (March 2019): <https://undg.org/wp-content/uploads/2019/04/Interim-Draft-Operational-Guide-on-LNOB-for-UNCTs.pdf>.

² See IFAD Strategic Framework 2016-2025. Enabling Inclusive and Sustainable Rural Transformation (EB 2015/116/R.4/Rev.1), p.iii.

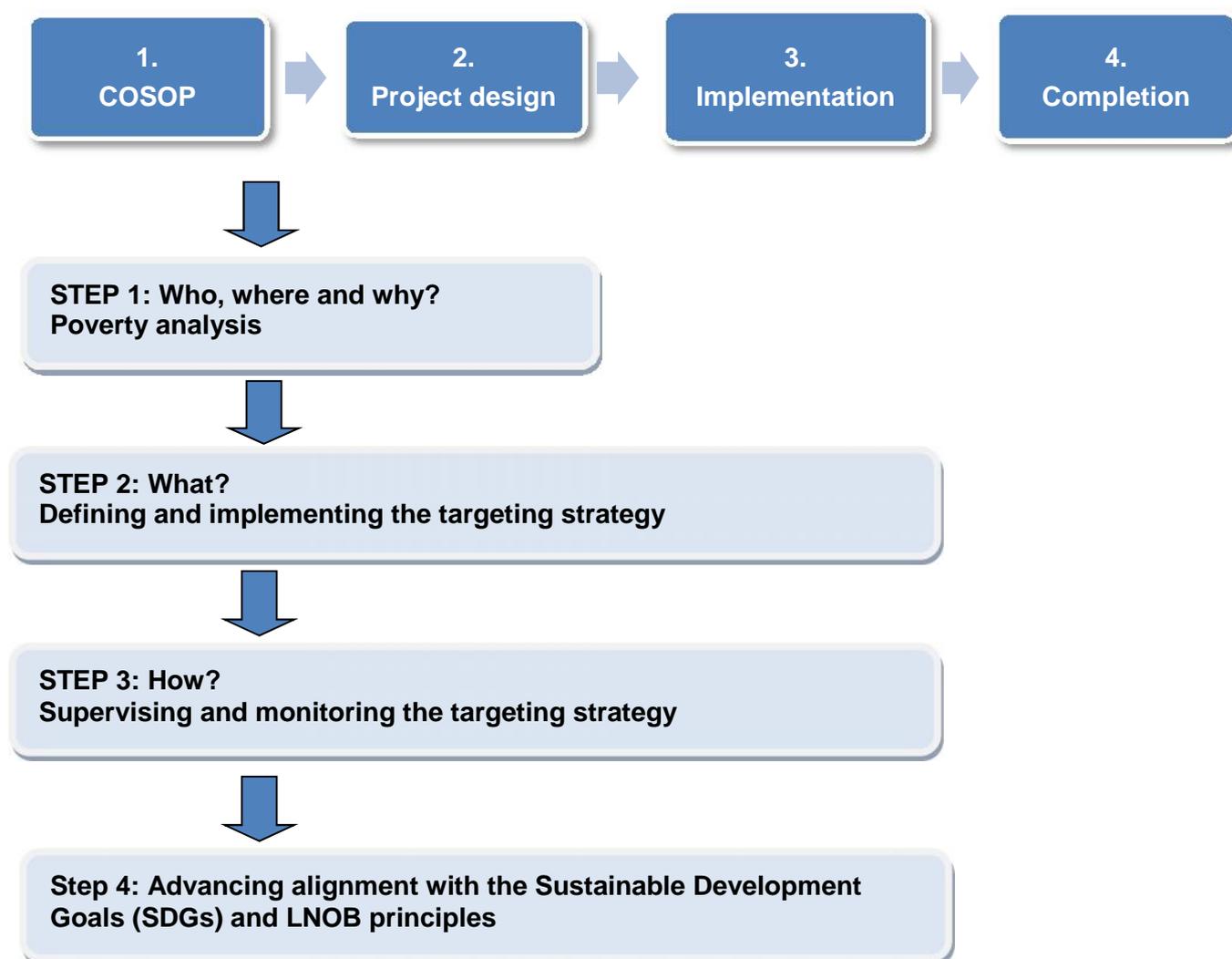
8. The IFAD targeting policy defines the Fund's targeting approach based on the following methods and measures:
- (i) Geographic targeting to select the poorest or most vulnerable areas within a country or region;
 - (ii) Direct targeting is linked to the choice of eligibility criteria when services and resources are to be channelled to specific individuals or households;
 - (iii) Self-targeting measures include the provision of goods and services that are aligned with the priorities, assets, capacities and livelihood strategies of the identified target groups, while at the same time being of little interest to other groups;
 - (iv) Enabling measures to promote a policy and institutional environment among stakeholders and partners that is favourable to poverty targeting;
 - (v) Procedural measures to facilitate transparency in administrative procedures and remove unintended obstacles that may hinder social inclusion and gender equality; and
 - (vi) Empowering and capacity-building measures to develop the capacity and self-confidence of those with less of a voice and less power so that they can articulate their needs and participate in planning, decision-making and project activities.
9. IFAD's new targeting principles include:
- (i) Targeting the poorest, the poor and the vulnerable rural people and those who are more likely to be left behind;
 - (ii) Mainstreaming gender, youth, nutrition and environmental and climate issues in the operationalization of the targeting process in COSOPs and projects;
 - (iii) Recognizing the dynamic nature of poverty and the importance of tackling the multiple forms of vulnerability;
 - (iv) Aligning targeting with government poverty reduction priorities, policies and strategies;
 - (v) Ensuring that working with relatively better-off stakeholders³ results in direct benefits for the poorest;
 - (vi) Testing innovative targeting approaches by strengthening existing partnerships and establishing new ones;
 - (vii) Adopting consultative and participatory approaches to targeting; and
 - (viii) Empowering and building the capacity of those who have less of a voice and fewer assets.

III. IFAD targeting in COSOPs and projects

10. The targeting process in the IFAD project cycle will involve the analysis and prioritization of target groups and a targeting strategy, both for COSOPs and for projects. COSOPs are developed jointly with national governments and local stakeholders and are based on each country's goals and visions, their contribution to the 2030 Agenda, and IFAD's mandate and comparative advantage.
11. Figure 1 shows a simplified version of the relevant LNOB steps for targeting. This process includes the identification of target groups using a variety of assessment tools, the definition of investments to support them and the monitoring of progress, evaluation and accountability.

³ Indirect targeting.

Figure 1
Operationalization guidelines applied to the IFAD project cycle



A. Targeting in COSOPs

12. The primary objective of a COSOP is to ensure that IFAD's investments promote inclusive and sustainable rural transformation while reducing poverty (SDG 1) and food insecurity (SDG 2). COSOPs require an analysis of the rural poverty situation that includes an assessment of the target group's livelihoods and opportunities so that the Fund can tailor its investments in line with the country's goals and priorities and the LNOB principle.

STEP 1: WHO, WHERE AND WHY? – POVERTY ANALYSIS

13. The COSOP should be based on an analysis of the national poverty situation and should indicate which groups are being targeted and where. The analysis of rural poverty and target groups, together with a specific analysis of the relevant mainstreaming issues, will inform the determination – in consultation with the government and stakeholders – of which types of projects and interventions should be included in the country programme and why.

A. Analysing national and rural poverty situations and rural livelihoods

14. These analyses should include a detailed description of who the rural poor are, where they live, why they are poor and which groups are most likely to be left behind. They should provide information, disaggregated by target group, on: (i) socio-economic status and livelihood profiles; (ii) food and nutrition insecurity; (iii) environmental degradation and climate vulnerability; (iv) vulnerability coping mechanisms; and (v) agricultural and income-generating activity potential. The multiple

causes of poverty and deprivation, including exclusion, should also be unpacked. These analyses should be summarized in the Social, Environmental and Climate Assessment Procedures (SECAP) background study in appendix IV of the COSOP and should be informed and validated by the following:

- (i) Existing poverty reports and studies. Rural poverty profiles based on national household surveys (e.g. living standards measurement surveys, household budget surveys, multiple indicator cluster surveys, and demographic and health surveys) and census data, including poverty maps; multidimensional poverty indicators and analysis; rural livelihood assessments and profiles; vulnerability assessments and mapping; and other relevant studies;
- (ii) Primary research for the COSOP in the absence of the relevant documents listed in (i) or to fill in relevant information gaps, subject to resource availability; and
- (iii) Consultation and validation with the government and key national stakeholders working on poverty eradication policies and programmes that represent the interests of those most likely to be left behind, the United Nations Country Team and other development partners. These consultations should be properly documented.

B. Defining the target groups

- 15. Based on the previous analysis, its disaggregation and the categorization system used in the country, priority target groups will be identified and analysed.

Figure 2

Target groups	Poverty level and characteristics	Drivers of poverty and marginalization	Livelihood strategies	Strategy (COSOP)
Who →		Why →	What →	
Poorest Poor Vulnerable Cross-cutting: priority target groups	Monetary poverty level Food insecurity Nutritional status Average holding size Gender, ethnicity, age, disability	Social exclusion Geography (isolation) Poverty and socio-economic status Governance (exclusion and marginalization) Vulnerabilities to stresses and shocks	Farming, pastoralism and fisheries Marketing channels and opportunities Seasonal or permanent migration On/off-farm wage labour, etc.	Definition of priority target groups Priority geographic areas Menu of interventions Targeting approach

STEP 2: WHAT? - DEFINING THE TARGETING STRATEGY

A. Structuring the country programme and defining the ToC

- 16. A mix of targeting approaches, strategies and thematic investments should be used in line with the country's priorities and IFAD's comparative advantage to meet the needs of IFAD's target group. Given the heterogeneity of the rural poor and the diversity of country contexts and priorities, the COSOP's ToC, articulated in its Results Management Framework, should clearly describe the plans for outreach to different target groups and explain how the poorest would benefit from including relatively better-off groups in a project.

B. Alignment with national priorities and poverty reduction strategies and identification of partnership opportunities

17. Mechanisms should be established for policy engagement, coordination and scaling up with a view to generating synergies and complementarities with existing government programmes.
18. A review should be undertaken of national poverty reduction strategies, development plans, social protection policies and strategies, food security and nutrition policies, and other relevant policies and strategies.

C. Defining the targeting strategy and geographic targeting

19. The criteria used for geographic targeting should be clearly stated and should align IFAD's targeting criteria and priority levels (see table 1 in annex V) with government priorities. The criteria for geographic targeting, in order of priority, include:

Table 1

<i>Priority level</i>	<i>Criteria</i>
Highest	Incidence and intensity of poverty
High	Food and nutrition insecurity
Medium	Environmental degradation and climate vulnerability
Medium	Presence of indigenous, tribal peoples or ethnic minorities
Medium	Number of young people
Medium	Presence and number of specific marginalized or fragile groups
Medium to low	Productive and agroecological potential

20. The priority level may vary depending on the context. The country portfolio and its geographic distribution should reflect a compromise between government targeting priorities and IFAD's targeting criteria and priority levels. The criteria should also be balanced with existing opportunities in terms of complementarities with other interventions. When governments prioritize agricultural growth potential over poverty incidence or intensity when selecting target areas, COSOPs should select the poorest municipalities/districts. All COSOPs should indicate how the poorest sectors within the target areas will be reached, specifying the pathways to be used, the benefits to be provided and the relevant indicators.
21. COSOP recommendations to target people and groups of peoples in project should be based on:
 - Findings from the poverty analysis;
 - Targeting tools developed by the government to reach out to the poorest segments of the population, in combination with the IFAD targeting approach and measures;
 - Lessons and experience from previous IFAD-supported operations; and
 - Partnership arrangements with development partners and organizations working with IFAD priority groups.

STEP 3 and STEP 4: HOW? – MONITORING PROGRESS AND ADVANCING ALIGNMENT WITH THE SDGs/LNOB PRINCIPLE

22. COSOPs should be aligned with national priorities and the United Nations Sustainable Development Cooperation Framework (formerly known as the United Nations Development Assistance Framework) in order to ensure that IFAD plays its part in the United Nations effort to achieve the SDGs by 2030.
23. The targeting strategy should be monitored and evaluated through the annual and COSOP results review on the basis of the targets and indicators set out in the COSOP and its Results Management Framework, which should include outreach and milestone indicators.
24. The COSOP completion review assesses the COSOP's overall progress and results based on the Results Management Framework. Targeting is a key dimension of the assessment. The completion review fosters accountability in relation to the SDGs and the

LNOB principle. The results achieved in targeting the poorest, the poor and the vulnerable should be disseminated within relevant forums.

25. In summary, the minimum requirements for developing a sound poverty targeting strategy and establishing accountability in COSOPs are summarized in box 1.

Box 1

- The COSOP should be grounded in sound poverty and livelihood analysis and profiling, which should also cover environmental degradation, climate vulnerability and productive potential using national definitions. This analysis should be disaggregated by IFAD's priority target groups.
- **Consultations should be held with key national stakeholders.**
- The COSOP's **alignment with national priorities** and **poverty reduction strategies** should be demonstrated, and **partnership opportunities should be identified.**
- **Preliminary IFAD interventions should be identified** on the basis of the poverty analysis, the needs and potentials of the target groups, government priorities and strategies, and IFAD's comparative advantages.
- A **targeting strategy** should be developed based on the poverty analysis, studies and consultations, including:
 - A preliminary identification of project location based on the poverty analysis and geographic targeting.
 - Targeting approaches used by the various projects should be based on lessons from previous operations, should be in line with IFAD and government approaches and should take different target groups into account (see annexes IV and V).
- A **ToC** should be developed which outlines the pathways to achieve the desired poverty reduction impact. When relatively better-off beneficiaries are included, the ToC should demonstrate how the poorest will benefit; otherwise the investment will not be approved.
- The **Results Management Framework** should incorporate outreach indicators, disaggregated by poverty level or some proxy indicator, and should be aligned with the **Sustainable Development Cooperation Framework** in order to foster alignment with the SDGs.

B. Targeting at project design

26. The targeting process initiated during the design of a COSOP should be implemented in all IFAD-supported projects. The following steps should be taken to build in targeting accountability at the project design stage:

STEP 1: WHO, WHERE AND WHY? – POVERTY ANALYSIS AND DEFINING TARGET GROUPS

A. Conducting poverty and target group analyses in the project area

27. Within the geographic areas of intervention, a combination of the following elements should be employed:
- (i) Rapid assessment surveys can be undertaken that make use of available poverty data and studies for the target areas;
 - (ii) Interviews and focus group discussions in target areas to complement secondary information can be held using participatory tools (participatory rural appraisals/participatory learning and action)⁴ to improve disaggregation and profiling of target groups at the community level. The informants should be representative of the target population (sex, age, ethnicity, poverty level);
 - (iii) Faster Implementation of Project Start-up instruments and grants from partner organizations or domestic funding can be used to carry out ad hoc poverty studies when the project is in need of a more in-depth diagnostic study;
 - (iv) Data and other information gathered by existing projects can be drawn upon in areas where new projects will support the scaling up and scaling out of these projects; and
 - (v) Results and data from impact assessments that have been carried out by IFAD or other agencies can be used.

⁴ Participatory rural appraisals include participatory tools and approaches for rapidly analysing the situation in rural communities and for arriving at wealth rankings and livelihood profiles. Participatory learning and action schemes include tools and approaches for enabling and empowering poor people to analyse and enhance their knowledge about their lives and livelihoods.

B. Identifying the target groups

28. The prioritization of IFAD's target groups should be based on government priorities, the poverty characteristics of the project area and IFAD's mandate and comparative advantage.
29. Target group prioritization should reflect the COSOP analysis and be tailored to the characteristics of the project area and the project's thematic focus. Depending on the context, these groups should include:
- (i) The poorest, the poor and the vulnerable (as per national definitions), on a disaggregated basis;
 - (ii) Specific vulnerable groups, cutting across the typologies of rural poor, can be identified on the basis of a combination of poverty, socio-economic and cultural characteristics, with a special focus on inequalities based on sex, age, ethnicity and disability;
 - (iii) People living in fragile contexts (e.g. refugees, pastoralists, etc.); and
 - (iv) Feasible targets for the participation of each group should be formulated in the logical framework. Targets should be ambitious and informed by the results of previous projects or activities conducted in similar contexts.

STEP 2: WHAT? – DEVELOPING THE TARGETING STRATEGIES

30. Differentiated targeting strategies, approaches and measures should be used to ensure outreach to the different target groups. The project design report (PDR) should describe the targeting criteria and processes, in line with government and IFAD policies.⁵

A. Defining the criteria for geographic targeting at the project level

31. Criteria for geographic targeting should be specified and should refer to the COSOP commitments at the following levels:
- (i) Region/departments/provinces
 - (ii) Municipalities/districts
 - (iii) Communities/villages

B. Defining the targeting criteria to target people and groups of people

32. Ideally, one or a mix of the following approaches should be used, depending on the activities involved:
- (i) Community-based targeting. This kind of targeting should be conducted in consultation with the relevant communities and other local stakeholders and can include wealth-ranking as an output of community-based targeting and/or community validation of government tools.
 - (ii) Direct targeting. This form of targeting can be based on government social registries and the categorization of eligibility for targeted programmes using asset-based indicators or an asset index, quality-of-life index, membership in organizations of the rural poor and/or easily verifiable demographic poverty markers or proxies (e.g. woman-headed households, household dependency ratio).
 - (iii) A mix of self-targeting, enabling and menu-based measures. In this case the target group is not identified on the basis of eligibility criteria but instead by creating pro-poor incentives, services and conditions for self-selection and participation.

C. Defining the rationale for the intervention and the "pathway out of poverty"

33. The definition of project interventions should be based on the needs of the target groups. The rationale for the intervention should also set out the specific pathway out of poverty to be promoted and informed by the project's ToC.

⁵ See the targeting policy, the IFAD Policy on Engagement with Indigenous Peoples, and IFAD Policy on Gender Equality and Women's Empowerment.

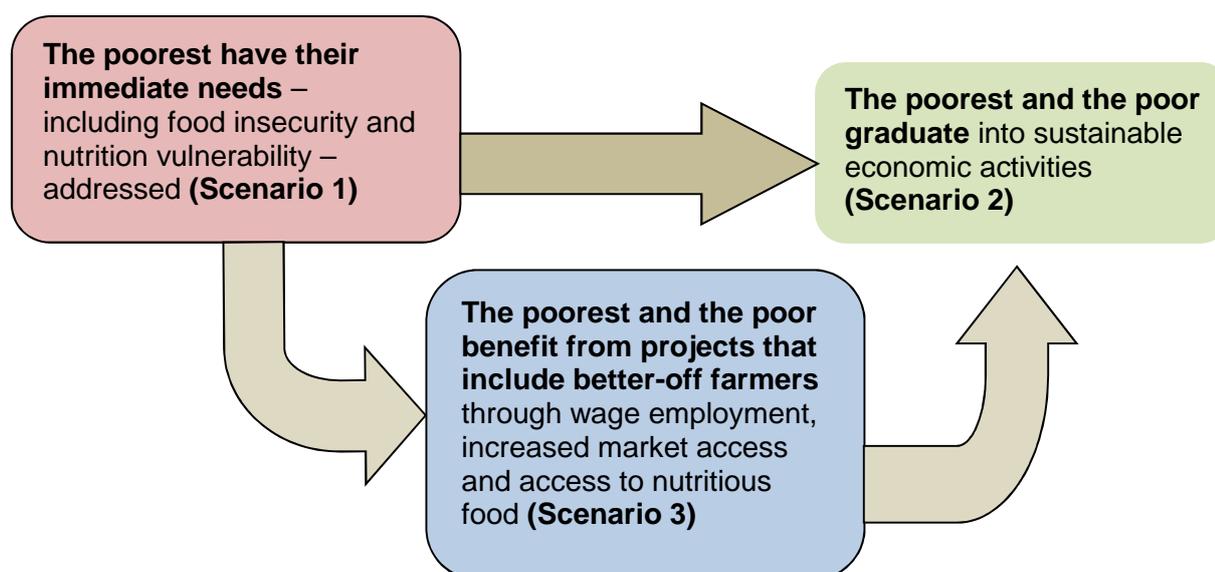
34. Measures to empower the poor and socially excluded are a key pillar of IFAD's targeting approach. IFAD implements a gradual approach in which the sequencing of interventions facilitates the strengthening of resilience and the building of the productive and organizational capacity of the rural poor, enabling them to engage with markets and participate in rural institutions. Community-driven development projects can leverage efforts to achieve these objectives.
35. Three simplified scenarios can be envisaged for project interventions:

Table 2

	Scenario 1	Scenario 2	Scenario 3
Target population	The poorest and/or most food-insecure rural dwellers with limited or no access to basic services , land or markets	The poorest and poor rural dwellers	The poorest and poor rural dwellers and relatively better-off actors
Objectives	Address immediate needs of the poorest by fostering food and nutrition security, resilience and income generation through dedicated (sub)components	Direct targeting of the poorest and the poor to support their engagement in mainstream economic activities	Ensure that the poorest and the poor benefit from value chain, infrastructure and market access investments targeting the better-off actors
Examples of activities and measures	<ul style="list-style-type: none"> • Nutrition education packages, school feeding programmes, vegetable gardens • Cash/food-for-assets schemes, usually in partnership with the World Food Programme (WFP) • Graduation packages • Small livestock components • Household mentoring schemes • Vocational training for women and youth 	<ul style="list-style-type: none"> • Measures to ensure participation of the poor and poorest in development activities (e.g. selecting sectors and crops where these groups are overrepresented; removing barriers to participation such as excessive private contribution requirements)⁶ • Implementation of pro-poor services and approaches to extension initiatives and capacity development, including household mentoring and/or the Gender Action Learning System, and building a community-based peer-to-peer coaching and extension system • Empowerment and capacity development measures for building skills and strengthening participation in key decision-making bodies • Fostering a gradual approach that enables the poorest groups being supported under scenario 1 to transition into development components and activities 	<ul style="list-style-type: none"> • Opening up access to both on- and off-farm employment, often by providing skills development and vocational training and by fostering an enabling environment for generating decent jobs • Access to infrastructure and services (e.g. roads that lower the transportation costs for businesses, health centres and schools) • Improved supply of nutritious food and a diversified diet (e.g. nutrition-sensitive value chains)
Risk mitigation	Ensure actions are not isolated and aim to support a transition to scenario 2 (avoid tokenism)	Ensure that the targeting approach is appropriate and effective, which may require phasing through a sequence of projects	Ensure mechanisms are in place to facilitate direct benefits to the poorest and the poor and carefully monitor the results and impact

⁶ Excessive private contribution requirements block the participation of the poorest households. Special windows should be created that target the poorest, and the private contribution should be affordable for the poor and the poorest.

Figure 3
Potential synergies among scenarios 1, 2 and 3



D. Defining partnerships as a means of engaging with the most vulnerable

36. Partners should be identified and the partnership arrangements and the types of targeting activities that will be co-implemented should be described. This may include:

- (i) Line ministries, specialized government agencies dealing with social protection and other poverty eradication programmes;
- (ii) NGOs and United Nations agencies (e.g. WFP, the International Labour Organization, the Food and Agriculture Organization of the United Nations, the United Nations Children's Fund) or international financial institutions working with the most vulnerable segments of the population; and
- (iii) Local civil society organizations that represent the interests of the poorest/most vulnerable (e.g. women's and indigenous peoples' organizations).

E. Fostering an enabling institutional and policy environment for poverty targeting

37. Proposed activities could include the following:

- (i) Provision of technical support to the government to improve poverty information systems and foster policy dialogue involving the most vulnerable social groups;
- (ii) Mechanisms and procedures for enhancing community participation and ensuring that target groups are covered in the programme implementation manual (PIM);
- (iii) Based on the principle of citizen engagement, the project management unit (PMU) operates in a transparent and participatory way in close consultation with project participants; and
- (iv) Sensitization and capacity development activities with local institutions, leaders and implementing partners, including the private sector, to equip them to reach out to project target groups.

F. Costab computations and the project budget are informed by poverty considerations

38. The share of investments reaching different target groups can be monitored by specifying:

- (i) The overall cost of specific activities/subcomponents targeting the most vulnerable;
- (ii) Dedicated staff (human resources); and
- (iii) The percentage of matching grants earmarked for specific groups.

G. Drafting the PIM and defining implementation arrangements

39. In order for the PIM to properly cover the issues related to project-level targeting, it is necessary to:
- (i) Envisage the appointment of a social inclusion and targeting officer;
 - (ii) Describe the partners that will implement the targeting strategy (e.g. local NGOs, other development agencies, sector ministries, social protection programmes);
 - (iii) Specify the targeting process (community-based targeting; poverty criteria; decision-making processes, including the composition of selection committees); and
 - (iv) Provide a more detailed description of implementation arrangements in the PIM and an accurate definition of the targeting process and tools, as shown in box 2.

Box 2

- **Provide clear tools, procedures and processes** for selecting communities on the basis of poverty and economic potential criteria
- **Include approaches that focus on the poorest, poor and vulnerable people**
- **Provide examples of targeting best practices** that illustrate how targeting should be operationalized
- **Define procedures for enhancing transparency, community participation and ownership, including:**
 - Information and outreach regarding criteria and procedures for the participation of all intended target groups should be made available
 - All information concerning the project, including the prioritization of selected participants, should be transparent and made accessible to all
 - Complaints and grievances of local communities and other local stakeholders should be described
 - Information on the number and types of consultations and outreach activities, including the number and social characteristics of the participants, should be recorded as part of the monitoring and evaluation (M&E) system
- **Specify monitoring indicators for targeting** based on the socio-economic classification of the target group used in the PDR
- **Include targeting in the annual workplan and budget (AWP/B)**
- **Develop the terms of reference** for:
 - Targeting and social inclusion officer
 - Relevant service providers
- **Draft the targeting implementation plan**, including social outreach activities and pre-identification of participants at start-up:
 - (i) **Start-up phase (pre-investment – usually four to six months)**
 - Information and communication activities in the project area to ensure that target segments are informed about the project's activities
 - Social mobilization to identify local demands and pre-select target groups
 - (ii) **Investment phase**
 - Capacity development and sensitization to build the capacity of service providers and stakeholders in poverty targeting
 - Definition of activities targeted at the poorest and other target groups, along with clear milestones
 - Workshops and policy dialogue

STEP 3 and STEP 4: HOW? - MONITORING PROGRESS AND ADVANCING ALIGNMENT WITH THE SDGs AND THE LNOB PRINCIPLE

A. Integrating into IFAD's Operational Results Management System – indicators for outreach outcome and outputs disaggregated by target groups

40. The M&E system should include clear poverty and/or socio-economic classifications. For example, in the absence of monetary and/or multidimensional poverty indicators, socio-economic classifications or government poverty-ranking tools can be used to classify target groups according to their poverty level.

B. Designing mechanisms for participatory and learning-oriented monitoring

41. This should also be regarded as a specific output of the project. Participatory and learning-oriented monitoring provides a space for the poor to voice their needs and concerns during implementation.

C. Monitoring the risks associated with poverty targeting

42. Specific risks associated with targeting should be identified during SECAP preparation, and mitigation measures should be included in the SECAP review note:
- (i) Risk of undercoverage. Self-targeting and enabling measures are put in place to incentivise target groups to participate in the interventions.
 - (ii) Leakage and excessive elite capture. A strong monitoring system should enable the PMU to detect excessive elite capture and introduce more stringent criteria to ensure a more equitable distribution of project benefits.
 - (iii) Social exclusion and conflicts. The targeting approach needs to be tailored to the target groups in order to avoid social tensions.
43. The minimum requirements for developing a sound poverty targeting strategy and accountability scheme in design documents are summarized below:

Box 3

- **Poverty and target group analyses** should be included in the PDR in order to leverage the analysis done in the COSOPs in consultation with local stakeholders, including poor rural communities
- The **target group should be analysed along poverty and social-cultural lines** on the basis of national definitions of poverty and vulnerability
- The project's ToC should set out clear pathways for reaching and benefiting the poorest, the poor and the vulnerable.
- A **targeting strategy** should be developed which includes:
 - Poverty-focused criteria and cross-cutting priorities for the selection of target areas;
 - A clear definition of activities, approaches and subcomponents for reaching and benefiting specific poverty segments; and
 - Mechanisms for the implementation of the targeting strategy
- The **financial and human resources** needed to deliver activities for poverty targeting should be reflected in the Costab computations and the AWP/B
- **Partnerships** for poverty targeting should be clearly described
- **Measures for fostering an enabling policy environment should be set out**
- The results-based framework should incorporate outreach indicators, disaggregated by poverty level, and a participatory monitoring system

C. Targeting during implementation

44. The implementation of the project's targeting strategy should be based on the activities and processes previously identified in the PDR and the implementation arrangements and procedures defined in the PIM.
45. Two activities are critical in this phase of the programme cycle:
- (i) Project start-up (including the start-up mission and the start-up phase); and
 - (ii) Direct supervision (including the midterm review) and implementation support missions.

STEP 2: WHAT? – SUPPORTING THE OPERATIONALIZATION OF THE TARGETING STRATEGY

A. Reviewing and consolidating the implementation plan and arrangements defined in the PIM

46. This should be done in close consultation with PMU staff, including the programme coordinator, the M&E specialist and the social inclusion and targeting officer.
47. The targeting implementation plan should be reviewed and validated. It should include a well-designed project implementation schedule, complete with project deliverables and the corresponding timing.

B. Raising awareness of the poverty targeting strategy and project targeting tools

48. The start-up phase begins with the start-up workshop and usually lasts from four to six months. During that period, awareness of project activities should be raised with a view to mobilizing local demand and encouraging people to participate in project activities.

49. Appropriate channels should be used to disseminate information within the community about the forthcoming investment, the menu of activities that is envisaged and the eligibility criteria and procedures for accessing the project. These channels may include local radio stations, community-based organizations, women's groups, youth football clubs, churches, etc.
50. The process should be documented.

STEP 3 and STEP 4: HOW? - MONITORING PROGRESS AND ADVANCING ALIGNMENT WITH THE SDGs AND LNOB PRINCIPLE

51. Direct supervision, midterm review and implementation support missions provide a uniquely effective instrument for monitoring progress in the implementation of the targeting strategy, detecting challenges, learning from mistakes and proposing changes to foster poverty outreach and impact.
- A. Assessing the effectiveness of the targeting strategy in reaching and benefiting the intended target group**
52. The supervision mission will assess the extent to which the project is reaching the intended target groups, particularly the poorest and the "hard to reach". Targeting performance should be assessed against:
- (i) Available M&E derived from both quantitative and qualitative tools and metrics that combine the two;
 - (ii) The views of local stakeholders as expressed through focus group discussions and participatory rural appraisals; and
 - (iii) The views of key informants, including the PMU, service providers and partner organizations.
53. The analysis and subsequent score (from 1 to 6) should be based on the following:
- (i) Outreach to different target groups. The assessment should explore the extent to which different target groups, as identified at design and in the PIM, are participating in and benefiting from project activities. Verification methods include M&E information and consultations with local stakeholders. Targeting challenges and mistakes, including undercoverage and elite capture, should be discussed with PMU staff and service providers in order to reach agreement on potential corrections. A specific performance rating on targeting and outreach needs to be attributed during supervision missions.
 - (ii) Implementation (readiness or effectiveness). The implementation of the targeting strategy should reflect the implementation plan prepared at start-up and should follow the criteria, processes and budgetary provisions established in the PIM. If the project is in its first year of implementation, the actual readiness of implementers and PMU staff should be assessed by inquiring about their level of awareness of the targeting strategy. Similarly, knowledge about the project's initiatives, conditions for participation and procedures for the different groups of potential beneficiaries should be evaluated.
 - (iii) Validity of targeting tools and methods. The effectiveness of the targeting approach should be assessed. If required, recommendations for improvements, in consultation with local stakeholders, should be provided.
 - (iv) Effectiveness of the M&E system in assessing targeting performance. The M&E system should be assessed on the basis of its effectiveness in capturing both quantitative and qualitative information on targeting performance.
- B. Proposing practical changes and tools for improving targeting performance**
54. Recommendations should be made regarding ways of improving the targeting process, targeting tools and overall performance.

Table 3

<i>Minimum standards for addressing targeting in supervision and midterm review missions</i>
(i) The services of a social inclusion (gender, youth, indigenous peoples) targeting expert is required at the time that the midterm review mission is carried out, and the presence of an expert on cross-cutting issues is desirable.
(ii) Poverty profiling of the target population should be conducted if it is not already available in the PDR or if no adequate baseline survey exists.
(iii) The project's targeting strategy should be assessed in close consultation with project participants, staff and implementing partners as a basis for identifying the adjustments needed to improve outreach to the poorest, poor and vulnerable people in rural areas.
(iv) In the absence of targeting performance monitoring tools, technical support should be provided to assist project staff to incorporate targeting and social inclusion components into M&E and knowledge management activities.
(v) Best practices and lessons learned should be identified and disseminated.

D. Targeting at completion

55. With respect to targeting and outreach, the project completion report should include a critical analysis of the project's targeting strategy and an assessment of how well it performed with a view to informing both project scaling-up efforts and future projects and country strategies.

STEP 3 and 4: HOW? – MONITORING PROGRESS AND RESULTS AND ADVANCING ALIGNMENT WITH THE SDGs AND LNOB PRINCIPLES

56. The monitoring assessment of targeting and outreach should cover the following aspects: implementation arrangements, the project targeting strategy, the contribution of the targeting approach to project outcomes and the potential for using the targeting approach in scaling-up activities under new programmes.

A. Lessons learned

57. The assessment provides an opportunity to consider and document lessons learned on targeting. Lessons learned should be systematized and shared with national stakeholders and beyond.

Table 4

<i>Minimum standards for assessing targeting during project completion missions</i>
(i) The services of a social inclusion and targeting expert are required at completion. Expertise on cross-cutting issues (nutrition, etc.) is recommended.
(ii) The thematic assessment of targeting should start with a review of the project M&E system as its main source of information.
(iii) Surveys and data-gathering activities should be planned during the early stages of the completion process.
(iv) Participatory evaluation methodologies, in which the various target groups are actively involved, should be used to supplement or validate the survey findings.
(v) A stakeholder workshop involving beneficiary groups, civil society and participating donors should be organized to discuss targeting issues. Supplementary workshops can be organized to facilitate the participation of particular segments of the population.
(vi) Best practices and lessons learned on targeting should be systematized, and appropriate channels should be identified for the dissemination of the knowledge generated during the mission.

The context for the revision of the operational guidelines on targeting

A. Poverty-related Sustainable Development Goal (SDG) targets and indicators

1. Progress towards the achievement of SDG 1 (no poverty) is monitored with the help of a broad set of indicators. These indicators include a revised international extreme poverty line that has now been set at US\$1.25 (indicator 1.1.1), national monetary poverty lines (indicator 1.2.1) and national multidimensional indicators that track changes in all forms of poverty (indicators 1.2.2).⁷ In line with the definition of poverty given in IFAD's 2006 targeting policy and as stated by the World Bank in its *Poverty and Shared Prosperity 2018* report:⁸ "Poverty encompasses a shortfall in income and consumption, but also low educational achievement, poor health and nutritional outcomes, lack of access to basic services, and hazardous living environment."
2. In addition to the standard indicators that are used to monitor poverty over time, the target groups for SDG 1 also include people who are suffering from different types of vulnerability. SDG target 1.4 states that, by 2030, the world should "ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance". Therefore, not only the poor, but also the vulnerable should have access to a series of economic resources, including new technologies, assets and services, in order to prevent them from falling (back) into poverty.
3. SDG target 1.5 focuses on vulnerability to climate-related extreme events and to other economic, social and environmental shocks and disasters. Building the resilience of the poor and those in vulnerable situations (fragile contexts and disaster-prone areas) to reduce their vulnerability to shocks is of key importance under SDG 1.
4. This brief review of SDG 1 targets underscores the variety of instruments linked to both international and national monetary poverty lines and of multidimensional indicators relevant to the identification and prioritization of the groups of people who are most likely to be left behind - the poorest. It also highlights the need to take other poverty drivers into consideration, such as: (i) intersecting inequalities, including within-household inequities; and (ii) vulnerability to shocks related to climate change, and social, political and economic shocks and crises.

B. IFAD's Strategic Framework and targeting

5. The IFAD Strategic Framework 2016-2025⁹ reiterates IFAD's mandate¹⁰ and its overarching development goal, which is to invest in rural people in order to enable them to overcome poverty and achieve food security through remunerative, sustainable and resilient livelihoods. The framework also states that IFAD will seek to achieve the following strategic objectives (SOs): (i) increase poor rural people's productive capacities (SO1); (ii) increase poor rural people's benefits from market

⁷ According to the World Bank, national poverty lines are a far more appropriate tool for underpinning policy dialogue and for targeting programmes to reach the poorest. See <http://www.worldbank.org/en/topic/poverty/brief/global-poverty-line-faq>.

⁸ See World Bank, *Poverty and Shared Prosperity 2018: Piecing together the poverty puzzle* (World Bank, 2018), <http://www.worldbank.org/en/publication/poverty-and-shared-prosperity>.

⁹ See IFAD Strategic Framework 2016-2025 (2016), <https://www.ifad.org/en/web/knowledge/publication/asset/39369820>.

¹⁰ IFAD's goal is to empower poor rural women and men in developing countries to achieve higher incomes and improved food security. Its mission is to enable poor rural people to overcome poverty. See IFAD (2012), <https://www.ifad.org/en/document-detail/asset/39637383>.

participation (SO2); and (iii) strengthen the environmental sustainability and climate resilience of poor rural people's economic activities (SO3).

6. The Strategic Framework identifies targeting as one of IFAD's five principles of engagement,¹¹ which reflect the Fund's core identity and values and cut across the delivery of all its development results. It also states that IFAD "will use a variety of tools to ensure that the largest possible number of poor rural people benefit from emerging economic opportunities, and that those who cannot do so immediately ... are proactively supported in developing the skills and assets to do so in the near future". The Strategic Framework also clearly reflects IFAD's engagement with the 2030 Agenda and its adherence to the guiding principle of leaving no one behind (LNOB), which it demonstrates by reinforcing the message that those without a resource base – extremely poor and marginalized groups – can be supported in developing their skills and assets so that they can benefit from market participation in the future.

C. IFAD11 and the Fund's enhanced business model and targeting strategies

7. IFAD's investments will target the poorest people and the poorest countries by prioritizing interventions in low-income countries and lower-middle-income countries and reaching the chronically poor in upper-middle-income countries. In addition, in its efforts to promote an inclusive and sustainable rural transformation, it must tackle six cross-cutting challenges in rural areas: poverty (SDG 1), hunger (SDG 2), gender inequalities (SDG 5), youth unemployment (SDG 8), climate change (SDG 13) and fragility (all SDGs).
8. As part of its comparative advantage and with a view to promoting an inclusive and sustainable rural transformation, IFAD will continue to work with governments to identify targeted policies and investments for productive activities and to support these investments as part of its new country-based model, through which IFAD will engage more fully in national policy processes and will tailor country programmes to countries' and target groups' specific needs and priorities. To this end, it will employ the best mix of: (i) targeted policies and investments for productive activities that seek a pathway towards inclusion by improving the livelihoods of the rural poor and food-insecure; and (ii) complementary social protection policies and investments that address income poverty, economic shocks and social vulnerability. The expansion of social protection coverage is another target of SDG 1 (target 1.3). While IFAD-supported investments do not contribute directly to the achievement of this target, IFAD needs to take this issue into account, as the expansion of social insurance and social assistance coverage will have an impact on its target groups.
9. Country strategies and projects will incorporate a sharper poverty focus and analysis at the design, implementation, supervision and monitoring and evaluation (M&E) phases to ensure that the targeting strategies that are adopted are appropriate for the different target groups and country contexts.
10. In the Report of the Consultation on the Eleventh Replenishment of IFAD's Resources, it is recalled that IFAD's Strategic Framework also includes victims of natural disasters and conflict among IFAD's target groups and recognizes that the provision of support for these people is an indispensable part of IFAD's role in fostering inclusive transformation and LNOB. The report also states that Management will revise its operational guidelines on targeting to strengthen the focus on young people and will give consideration to the inclusion of persons with disabilities in the Fund's interventions¹².

¹¹ The other four principles are empowerment; gender equality; innovation, learning and scaling up; and partnerships.

¹² Following the United Nations Convention on the Rights of Persons with Disabilities

11. At the micro level, IFAD's interventions will continue to target the poorest and most vulnerable people, with a strong focus on agriculture-based interventions. The business model places renewed emphasis on the commitment to reach out to the target groups as defined in IFAD's 2006 targeting policy, with a strong emphasis on rural women and rural young people, particularly in relation to the issue of employment generation.

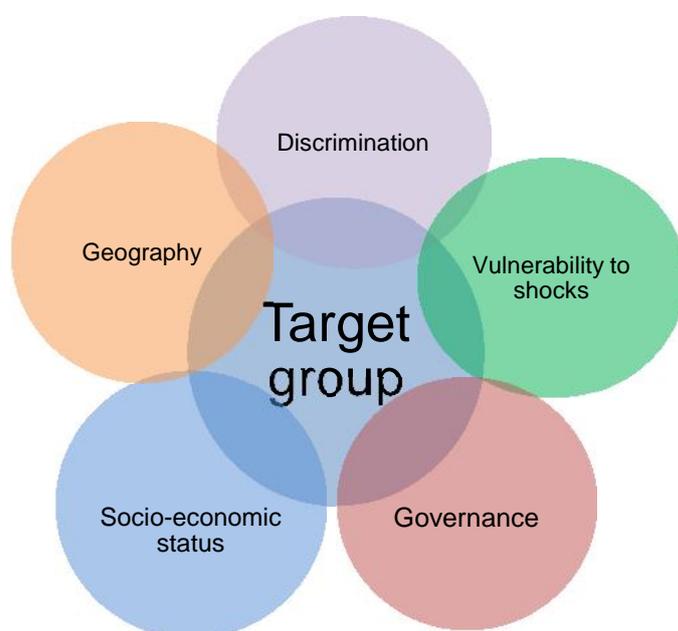
D. IFAD's mainstreaming themes and targeting

12. IFAD is also mainstreaming four thematic areas throughout its operations, namely, climate change, gender, nutrition and youth. These themes are at the core of some of the targets of the 2030 Agenda, such as SDG 2 (zero hunger), SDG 4 (quality education), SDG 5 (gender equality), SDG 8 (decent work and economic growth) and SDG 13 (climate action), which include specific targets relating to young people. Progress in these areas will also indirectly contribute to the achievement of SDG 1.
13. The implementation of the targeting policy has been identified as one of the key entry points for the application of mainstreaming principles, as it can be used to incorporate a strong focus on women's inclusion while ensuring that IFAD continues to focus on the poorest, the poor and marginalized peoples (including ethnic minorities). The guidelines have been updated to include youth as a target group and provide for differentiated targeting strategies for men, women and persons with disabilities (IFAD11 commitments).
14. Targeting is a point of convergence for multidisciplinary teams working on drafting country strategic opportunities programmes (COSOPs) and/or on a specific project's design. Design teams are expected to align their conceptual work with the targeting policy and the operational guidelines in order to better identify and characterize project beneficiaries, together with their livelihoods and needs, and in order to be equipped to put forward cross-cutting policy responses that support the mainstreaming of the four themes.

E. SDG implications for IFAD's targeting approach

15. Thus, progress towards the fulfilment of the 2030 Agenda and the achievement of the SDG targets relating to extreme poverty, poverty and vulnerability is being monitored with the help of a variety of instruments, including both international and national poverty lines and multidimensional indices. The targets also focus on vulnerability to poverty and its drivers, including climate change, natural disasters and social, political and economic shocks and crises. Under IFAD's new country-based model, national indicators should be preferred over international poverty lines – even those for which an effort has been made to adjust for the level of development of a given country – as inputs to inform the targeting of both geographic areas and groups of people as well as targeting design, monitoring, supervision and evaluation. Depending on data availability, both monetary and multidimensional poverty indicators should be used, together with poverty, livelihood and vulnerability analyses. In addition, a comprehensive assessment of the level of socio-economic vulnerability of the target groups, with priorities varying according to the country context and the results of a situational analysis in the light of the mainstreaming themes, are a necessary foundation for targeting strategies. Ideally, these analyses should be included in the Social, Environmental and Climate Assessment Procedures (SECAP) background study, but specific research projects and studies can also be used to inform results-based COSOPs and/or specific project designs.
16. Target groups will be subject to different types of inequalities stemming from such factors as income inequality, cultural norms, values and practices which can lead to exclusion, discrimination and the demeaning of certain groups. The sources of exclusion or inequality can be grouped into five categories, as illustrated in figure 1.

Figure 1
Framework for the analysis of the multiple dimensions of poverty and marginalization



Discrimination: Exclusion on the basis of socially ascribed identities such as sex, age, disability or ethnicity.

Geography: Isolation and remoteness, environmental degradation and impeded access to transportation and services.

Socio-economic status: Income and multidimensional poverty, inequalities in access to assets and income, the Human Development Index, food and nutrition insecurity, household composition and livelihoods strategies.

Governance: Laws, policies, rural institutions (producer organizations, savings and credit cooperatives, self-help groups, community-decision-making bodies), voice and participation.

Vulnerability to shocks: Populations that are vulnerable to natural disasters, violence, crime and severe food insecurity.

Source: "Leaving no one behind: A UNSDG operational guide for UN country teams (interim draft)," United Nations Sustainable Development Group, March 2019.

17. An important issue that is of concern to IFAD staff and that has important implications for the application of the guiding principle of LNOB has to do with the potential ability of extremely poor people to take advantage of improved access to assets and opportunities – a concept that is often abbreviated to references to the "active or productive poor" in some IFAD policy documents. As noted above, IFAD's Strategic Framework clearly states that IFAD will proactively support the most deprived people in the acquisition of skills and assets that will enable them to engage in market-based economic opportunities in the future.
18. Recent evaluations of social cash transfer programmes¹³ and graduation models,¹⁴ both of which focus on the extremely poor, indicate that these types of interventions have had a positive impact. These findings simultaneously lay to rest two myths: (i) cash transfers generate dependency; and (ii) extremely poor people do not engage in sustainable productive activities that would allow them to accumulate assets and increase their income on an ongoing basis.
19. In addition to the ethical call to action made in the 2030 Agenda to leave no one behind, with which IFAD has engaged, there is evidence that it is possible to partner with social cash transfer programmes or graduation model interventions to reach two objectives: first and most importantly, to ensure that IFAD interventions reach and benefit the extremely poor in a sustainable manner by taking advantage of targeting synergies; and, second, to improve the targeting performance of IFAD interventions through partnerships as envisaged in the 2008 targeting policy.

¹³ See Davis et al., *From Evidence to Action: The Story of Cash Transfers and Impact Evaluation in Sub-Saharan Africa* (Oxford University Press, 2006), <http://www.fao.org/3/a-i5157e.pdf>.

¹⁴ See Banerjee et al. "A multifaceted program causes lasting progress for the very poor: Evidence from six countries", *Science*, vol. 348, Issue No. 6236 (2015), <https://science.sciencemag.org/content/348/6236/1260799>.

IFAD's targeting principles

1. The 2006 targeting policy put forward nine guiding principles that are updated in this subsection.¹⁵ The updated principles, which are aligned with the 2030 Agenda and its guiding principle of LNOB, as well as with IFAD's more recent policy documents, including its IFAD11 commitments, are as follows:
2. Target the poorest, the poor and the vulnerable rural peoples. IFAD targets the poorest both at the macro and micro levels. At the micro level, it will make use of robust poverty analyses based on country-specific monetary and multidimensional poverty indicators (SDG target 1.2), along with participatory livelihood analyses, to assess these groups' access to different types of resources.
3. Support those with fewer skills and assets. IFAD will proactively support those with fewer skills and assets so that they can benefit from emerging economic opportunities in the near future. In some cases, these groups may be beyond the reach of the instruments that IFAD has at its disposal and may be more appropriately targeted for emergency or humanitarian support by other agencies with a comparative advantage in that area.
4. Include people who face multiple forms of deprivation and are more likely to be left behind. IFAD's target groups include those who face multiple, mutually reinforcing sources of deprivation and inequality associated with the five factors involved in the effort to leave no one behind: socio-economic status, geography, discrimination, vulnerability to shocks, and governance (see figure 1 in annex I). Examples of groups that are often marginalized are women, youth, indigenous populations, pastoralists and ethnic minorities, persons with disabilities, internally displaced people, refugees, and people living in fragile contexts due to climate change, environmental degradation or conflict. These groups tend to have less access to assets and opportunities or are more likely to lose access to their assets and their sources of livelihood due to causes whose scope goes beyond monetary poverty. Robust poverty and livelihood assessments are needed to inform targeting processes, which should include specific analyses centring on these groups.
5. Mainstream gender, youth, nutrition, environmental sustainability and climate issues in the operationalization of the targeting process at the country programme and project levels. The targeting process is the entry point for the mainstreaming of IFAD's cross-cutting themes.
6. Recognize the dynamic nature of poverty and the importance of tackling vulnerability. The targeting process and approaches should take the dynamic nature of poverty into account, particularly in fragile contexts associated with climate-related hazards, environmental degradation and/or conflict. Mechanisms allowing for shock-responsive targeting measures should be in place, including early warning systems and triggering mechanisms for scaling-up interventions.
7. Align targeting with government poverty reduction policies and strategies. In keeping with its new country-based model, IFAD interventions must be aligned with and contribute to government policies on relevant areas of intervention. A rigorous review of policies related to rural poverty eradication, the agriculture sector and rural development, food security and nutrition, social protection and disaster risk management should be undertaken, along with a thorough review of policies focusing on such target groups as women, youth, indigenous populations, ethnic minorities and persons with disabilities. These reviews should inform consultations on the country programme and project design. In addition, IFAD projects will use government targeting tools and will then analyse and improve them based on the IFAD targeting approach at the local level.

¹⁵ For a detailed comparison between the current principles and the preceding ones, see table A1 in annex I.

8. Reach the poorest through either direct or indirect targeting. There will be cases in which people who are better off may need to be included in IFAD interventions because of economic and market interdependencies, the need to engage them as leaders and innovators and/or the need to avoid conflict. In such cases, the rationale and a justification should be provided. Furthermore, projects will need to clearly demonstrate, based on their theory of change, how the poorest will benefit from interventions targeting those who are relatively better off. Indicators for monitoring the benefits reaching the poorest will have been included in the logframe.
9. Test innovative targeting approaches. Efforts should be made to pilot, assess, document and share learning on successful approaches to targeting the groups most likely to be left behind.
10. Strengthen existing partnerships and establish new ones. Efforts should be made to identify and work with like-minded partners at all levels, such as the Cooperative for Assistance and Relief Everywhere, BRAC and the World Food Programme (WFP), to develop a shared understanding of both the dynamics of rural poverty in different contexts and successful targeting approaches. The focus should be on building innovative and complementary partnerships to reach target groups that IFAD cannot reach with the instruments at its disposal.
11. A consultative and participatory approach to targeting. IFAD's targeting approach is not only about targeting tools; it also includes a series of measures and procedures to incentivize the participation of the poorest and other target groups. This process should involve participatory consultations with all stakeholders, including potential beneficiaries, and it should be conducted in a way that will make them feel trustful and safe enough to openly express their views and concerns. Feedback mechanisms should be in place during implementation in order to promote transparency, inclusiveness and consensus-building.
12. Empowerment and capacity development are key IFAD principles of engagement and the cornerstones for its approach to targeting. IFAD will help to enhance the ability of its target groups to access the productive resources, goods and services that they require in order to increase their earnings and quality of life while at the same time participating meaningfully in decision-making processes that will have an influence on their livelihoods.

Overview of IFAD priority groups

1. IFAD's comparative advantage in working with women, indigenous peoples, youth and persons with disabilities underpins its core mission of targeting and empowering the poorest and most vulnerable rural people. This is supported by its targeting and people-centred approach, which also takes into account the differentiated and context-specific conditions of poor rural people.
2. Poverty-reducing structural transformation has often been accompanied by an agricultural and rural development process that leads to rural transformation. The latter process is characterized by increases in agricultural productivity and marketable surpluses, along with the diversification of production patterns and livelihoods. However, despite all the benefits to be derived from rural transformation, it may also have negative effects, including the exclusion of sectors of the population whose initial asset base does not allow them to benefit from this dynamic process.
3. As one of IFAD's principles of engagement, targeting design and approaches play a major role in ensuring the inclusiveness of both rural and structural transformation. IFAD target groups reflect the intersecting inequalities that make the pathway out of poverty particularly steep for socially excluded and disadvantaged groups such as the indigenous population, ethnic minorities, women, youth and persons with disabilities. Evidence shows that women, indigenous peoples, youth and persons with disabilities are much more vulnerable to the five dimensions of marginalization that are identified in the LNOB framework, namely, socio-economic status, discrimination, geography, governance, and vulnerability to shocks.
4. Gender, ethnicity, age and disability are factors that feed into prevailing determinants of people's social identities. A person's social identity, as based on social norms, forges his or her ability to claim access to assets and decision-making positions. Unequal power relations along the lines of sex, age, ethnicity and disability can be critical drivers of social, economic and political exclusion and the underlying causes of extreme poverty, food insecurity and malnutrition. People living at the crossroads of multiple intersecting inequalities tend to be overrepresented among the poorest strata. The root causes of exclusion are often found in historical and political patterns that influence inclusion and exclusion dynamics at different institutional levels, starting within the household and the community and then moving on up to the broader policy level. If not properly informed by priority-group considerations, agricultural policies and interventions may also reinforce existing inequalities by channeling investments into areas or crops that are thought to contribute to growth but that have limited positive spillover effects on women, youth and indigenous peoples. A reliance on market forces may unwittingly foster land and resource concentration, which often undermines the asset positions and livelihoods of women, indigenous peoples and youth.
5. Rural women are identified as a key target group in IFAD's 2006 targeting policy, which recommends that there be a special focus on women within all identified target groups. Conducting gender-sensitive poverty and livelihood analyses that incorporate the distinctive views of poor women and men is one of the pillars of IFAD's targeting approach. Households headed by women, including widows and abandoned and single mothers, have traditionally been singled out as a particularly vulnerable group under IFAD-supported projects. This is because, in many contexts, these women tend to live in extreme poverty, have few job skills and have to cope with excessive workloads, time poverty and limited mobility.
6. Women are major players in the agriculture sector, in household food and nutrition security, and in natural resource management. They work along the value chain – in their own enterprises, in family activities and as employees – and undertake a

wide range of activities, often using their own knowledge systems. But they often work in marginal capacities as family workers, without pay or with very low incomes, and are stereotyped into low-value activities – unless this is addressed in project interventions. They also engage in a mix of non-farm activities to diversify their livelihood options and are responsible for doing the majority of household tasks.¹⁶ Women tend to experience multiple forms of marginalization in terms of access to and control over critical resources (land, credit, technologies etc.); access to income, food and benefits; a low level of well-being and exposure to domestic violence; excessive workloads, as they are called upon to carry out both reproductive and productive activities; and very limited participation in decision-making at different institutional levels.

7. IFAD has accumulated a notable degree of experience with regard to gender targeting by experimenting with different context-specific tools and approaches and disseminating knowledge on the topic. One of the key lessons that IFAD has learned is that targeting and empowering women invariably requires engaging with men. In working with a relational approach to gender, it is important to do away with discriminatory norms, avoid gendered conflicts and ensure more equitable and sustainable benefits.
8. Indigenous peoples and ethnic minorities tend to be overrepresented among poor and disadvantaged societal groups, and they are often marginalized. They represent 15 per cent of the world's poor and a significant proportion of poor rural people in many countries. Their food security and livelihoods depend on access to local ecosystems, which are already under pressure from precarious land entitlements and are being further challenged by the new demands of a growing population or by business encroachments on natural resources. Climate change, too, alters the productivity of land and impacts many species.
9. Self-identified indigenous peoples are estimated to number over 370 million, or about 5 per cent of the world's overall population. An estimated 70 per cent live in Asia and the Pacific. In Latin America alone there are more than 826 different indigenous peoples (and another 200 are estimated to be living in voluntary isolation), each with a distinct language and culture. One quarter of the Latin American population is made up of Afrodescendants. These people make up a distinct group that is experiencing severe human rights violations and rampant poverty.

Box 1
Afrodescendants

Around 200 million people who identify themselves as being of African descent live in the Americas. Whether as descendants of the victims of the transatlantic slave trade or as more recent migrants, they constitute one of the poorest and most marginalized groups. Like other excluded groups, Afrodescendants face cumulative disadvantages, unequal opportunities and a lack of respect and recognition, all of which leads to differentiated social and economic outcomes. For instance, Afrodescendent households fare, on average, worse than white ones, and Afrodescendent households headed by women fare worse than those headed by men. Some Afrodescendent groups – such as the Palenque in Colombia, the Garifuna in Central America and the quilombolas in Brazil – have characteristics that align with those of the indigenous population, especially in terms of their historical connection to particular territories, their distinctive political and decision-making institutions, and their demands for the protection of communal land tenure systems.

¹⁶ See IFAD's how-to-do note on poverty targeting, gender equality and empowerment during project design: gender, targeting and social inclusion (2017).

10. According to IFAD's Policy on Engagement with Indigenous Peoples (2009), the working definition of indigenous peoples is based on the following criteria:
 - Priority in time with respect to occupation and use of a specific territory;
 - The voluntary perpetuation of cultural distinctiveness, which may include aspects of language, social organization, religion and spiritual values, modes of production, laws and institutions;
 - Self-identification, as well as recognition by other groups, or by state authorities, as a distinct collectivity; and
 - An experience of subjugation, marginalization, dispossession, exclusion or discrimination.
11. The policy document also states that community-driven development (CCD) approaches are particularly well suited to working with indigenous peoples because they have a more holistic perspective in which ecosystems and social and economic systems are intertwined.
12. Rural youth are an increasingly important target group for IFAD. Globally, young women and men under 30 make up almost two thirds of the population in developing countries, and those between the ages of 15 and 24 account for one fifth. Because they have limited access to education and opportunities in remote rural areas and due to the excessive fragmentation of land ownership, both rural boys and rural girls generally suffer from a lack of critical assets and are exposed to the risks and insecurity of extremely poor working conditions. However, the term "youth" is typically understood as referring exclusively to young men, despite the important differences in asset bases (both current and expected) and livelihood options of young women and men in many locations. Young women usually have fewer ways of earning a living than young men. They are more exposed than their male counterparts to gender-specific disadvantages in the labour market, including gender-based violence, lower wages and labour exploitation, and to the possibility of having more restricted access to nutritious food within the household. Young rural girls are indeed one of the poorest segments of the rural population and are therefore deserving of adequate targeted support. The needs of indigenous young men and women also require special consideration given that they are disproportionately exposed to the risks associated with early marriage, seclusion, food insecurity during reproductive and nursing years, special vulnerability and discriminatory practices. The differentiated approach to targeting young men and young woman should be grounded in a solid understanding of what drives their specific aspirations.
13. Finally, it is important to note that value chain employment may be the preferred option for youth (see also annex VII) in many deprived rural areas. This is because many young people prefer to act as service providers rather than to work directly in agriculture. Unlike their parents, they generally aspire to move out of farming. For those who still want to be involved in agriculture, the jobs to which they aspire are knowledge-intensive and "modern" forms of employment. Youth-specific capacities, skills and aspirations should always be considered when designing a value chain intervention.
14. Persons with disabilities face numerous barriers to their full inclusion and participation in the life of their communities. These barriers include discrimination and stigma; the inaccessibility of many physical and virtual environments; a lack of access to assistive technology; a lack of access to essential services and rehabilitation; and a lack of support for an independent life, including limited access to the labour market and sources of earned income. In addition, rates of poverty around the world are significantly higher in households that include a disabled person. Disability is a cross-cutting issue in the SDG agenda, as stated in the United Nations flagship report on disability.

15. Recommendations concerning means of providing support for persons with disabilities within the context of the SDGs include the compilation of disaggregated information on poverty and food security indicators for persons with disabilities and the adoption of measures to address their employment opportunity gap. The measures that are envisioned include employment quotas in the public sector and, in some cases, the private sector, laws against discrimination in the workplace and the mainstreaming of disability inclusion in entrepreneurship development training and microfinance systems. However, there is no specific recommendation concerning agriculture-related interventions, despite the fact that, in many rural areas, not only are people more exposed to accidents that can leave them disabled, but persons with disabilities may also be excluded from agricultural activities in some contexts, which can lead to their exclusion from the community and from the opportunity to earn a living. For this reason, persons with disabilities in rural areas are more exposed to hunger and poor nutrition than others. Measures to facilitate the inclusion of persons with disabilities in IFAD projects can have a major effect in fighting the multiple drivers of deprivation that they face. The starting point would be to understand the different needs and capacities of persons with disabilities and the different barriers that they face, as well as those that are specific to persons with different kinds of disabilities, since persons with disabilities are a highly heterogeneous group. Being aware of this heterogeneity is critical for effective targeting.
16. The prioritization of these target groups requires dedicated poverty and livelihood analyses and specific measures to ensure that their participation in IFAD projects is not hindered by social, economic, cultural or psychological barriers to their inclusion. IFAD's targeting approach, based on self-targeting, enabling measures, empowerment and capacity-building, is particularly well suited to tackling these intersecting inequalities and deprivations and to facilitating the inclusion of those most likely to be left behind.

Minimum standards for targeting IFAD priority groups (programme cycle)

A. COSOP

1. Conduct a situation analysis

The analysis carried out at the COSOP stage covers:

- (i) The institutional and policy framework related to the different priority groups (PGs), including a review of existing policies, strategic plans, actors and potential partners;
- (ii) Poverty and food insecurity, including drivers and geography, with disaggregation along the social axis.

2. Demonstrate alignment with country definitions and relevant policies

Particularly with regard to youth, indigenous peoples, ethnic minority groups and persons with disabilities.

3. Consult with key national stakeholders representing the interests of PGs

- (i) The Ministry of Gender Affairs, national disability councils and similar bodies, national agencies/commissions that address indigenous peoples' issues;
- (ii) Local civil society organizations (CSOs) such as women's organizations, national and subnational indigenous peoples' organizations (also linked to the Indigenous Peoples' Forum at IFAD), organizations working for the rights of persons with disabilities;
- (iii) In line with the IFAD Policy on Engagement with Indigenous Peoples, IFAD will proactively engage with indigenous peoples' representatives throughout the project cycle.

4. Analyse and disaggregate PGs in the country

- (i) Main rural youth groupings (e.g. young people not in education, employment or training, disaggregated by age, sex, ethnicity and education level), with attention to specific challenges and opportunities related to livelihoods and access to assets, skills and services;
- (ii) Main groups of indigenous peoples and their livelihood challenges and opportunities (drawing on data disaggregated by ethnic group and geographic location whenever such data are available);
- (iii) Rural women, with attention to age, ethnicity, disability status, social status, household composition, specific livelihood constraints and opportunities;
- (iv) Persons with disabilities, including their numbers (disaggregated by sex, age and ethnicity), geographic locations and the distribution of types of disabilities;
- (v) Target group matrix, including youth, women, indigenous peoples and persons with disabilities;
- (vi) Information on poverty, food security and livelihoods, disaggregated by targeted priority group.

5. Describe how IFAD will target PGs

- (i) Tailor the targeting strategy to the identified PGs by building on lessons from previous projects and replicating successful approaches;
- (ii) Describe the targeting strategy, approaches, proposed activities and partnership arrangements;
- (iii) Include attention to PGs in the selection of geographic areas. In some cases, the presence of indigenous peoples and youth should be considered as a high-priority criterion for geographic targeting.

B. Design

6. Analyse and disaggregate PGs in the project area

As part of the poverty and livelihood analysis, the profile of PGs in the area is disaggregated by age, sex, ethnicity and disability status. The analysis is carried out by a targeting and PG expert by:

- Reviewing available data and secondary sources;
- Consulting and organizing focus group discussions with PGs in the project area with the help of participatory rural appraisal/participatory learning and action (PRA/PLA) tools.

7. The analysis should cover:

- (i) Women. The gender gap in access to assets, services, decision-making and workload distribution; intra-household poverty, including attention to nutrition and food security; key livelihoods and gendered roles and priorities in farming systems and targeted value chains; discriminatory social norms; and the specific poverty situation of adolescent girls, pregnant and lactating women, indigenous women and women heads of household;
- (ii) Rural youth. Access to assets (e.g. infrastructure and machinery), land, water, markets and services (e.g. credit, and extension services); local stakeholders and partners; knowledge, education and skills, including indigenous knowledge, literacy and numeracy; dreams and aspirations; and outmigration patterns;
- (iii) Indigenous peoples. Sociocultural and land tenure assessment; customary laws and informal rules on land ownership; community stakeholders, land users and an assessment of who has the right to give or withhold informed consent, where applicable; institutions and governance systems; types of livelihoods; local perceptions of poverty and well-being; and consequences of the proposed project that may result in a change in the status of lands, territories and/or resources;
- (iv) Persons with disabilities. Barriers to participation in the labour market, to self-employment and to participation in rural institutions that are integral to economic and social life; existence of employment quotas in both the public and private sectors; types of livelihoods, disaggregated by type of disability; mapping of hazardous and accident-prone rural activities; and stigma and discrimination.

8. Include the analysis of PGs in the SECAP, the strategic context/rationale and the poverty analysis

The SECAP review should be in compliance with the IFAD Policy on Engagement with Indigenous Peoples. When impacting indigenous peoples, the borrower must seek free, prior and informed consent from the communities concerned, document the stakeholder engagement and consultation process, and prepare an indigenous peoples plan.

9. Single out PGs as specific target segments and set targets and quotas for specific groups

- (i) Single out PGs as target segments, with attention to subgroups experiencing overlapping forms of deprivation (e.g. adolescent girls, indigenous women and youth);
- (ii) Set feasible and realistic targets and quotas for each specific group. Quotas are established based on the actual number of PGs living in the project area, the type of investment and lessons from previous projects. Quotas should be realistic but also ambitious enough to challenge the status quo.

Example 1

Disaggregating target groups, with attention to PGs

Under the **Hinterland Environmentally Sustainable Agricultural Development Project** (2016-2022) in Guyana, the target group includes 6,000 poor households.

- At least 15 per cent of these households (900 households) are woman-headed households.
- At least 75 per cent of the project beneficiaries are from Amerindian tribes.
- At least 30 per cent are in the 15-35 age group.
- At least 50 per cent of the project beneficiaries are women.

10. Develop a strategy for targeting the different PGs with concrete objectives, activities, adequate approaches and targets

The targeting strategy should be feasible, context-specific and culturally embedded.

- (i) Eligibility criteria should be used to target services and resources (e.g. matching grants). They should be based on clear and easily identifiable social characteristics and be endorsed by the relevant communities. Steps should also be taken to ensure that:
 - Age-based criteria are used to capture the differences between the various age groups within the youth population (e.g. 14-25 and 25-35);
 - Employment status and different levels of education are considered as eligibility conditions for youth targeting;
 - Self-identification is used as the main criterion in targeting indigenous peoples;
 - Female headship is used as an eligibility criterion in areas where it is a clear marker of poverty.
- (ii) Establish the inclusion of PGs as a condition for access to project resources. This should be a requirement in business plans developed by value chain actors and producer organizations for access to a project's matching grant schemes. When feasible, the participation of PGs may also be required as a condition for group formation and organizational development.

Example 2

Encouraging the inclusion of young rural women and persons with disabilities in rural organizations

Rural organizations in El Salvador have traditionally been dominated by adult males. Under the **Rural Development and Modernization Project** for the Eastern Region of El Salvador, in order for rural organizations to be eligible for project funding, they must show that at least 15 per cent of their membership is made up of young people between the ages of 14 and 24 and that half of those young people are female. Girls are also encouraged to take part in the project's training and capacity-building activities with a view to taking up leadership and management roles.

The **Agricultural Value Chain Support Project** in Senegal encourages the young men who are active in the football clubs found in every rural village to create economic interest groups. Their chances of qualifying for project assistance are higher if a significant share of their membership is made up of young women and other vulnerable groups, especially persons with disabilities.

- (iii) Define a menu of activities and services that are aligned with the interests and needs of PGs and are tailored to their characteristics. This can be done, for example, by:
- Developing appropriate technologies, especially for persons with disabilities, but also for women, youth and indigenous peoples;
 - Using community-based and learning-by-doing methodologies to deliver training, business development services and family-based approaches to extension activities (to enhance outreach to women in couple households and to young girls who might be “hidden” in rural households);
 - Using community-driven development approaches to target resources and services for indigenous communities and to empower PGs;
 - Using community-based rehabilitation facilities to bring integrated health and social services closer to persons with disabilities;
 - Adopting a culturally sensitive form of planning in order to enable self-driven development initiatives that value and capitalize on diversity, cultural and territorial identity and indigenous peoples’ knowledge and practices (e.g. indigenous food systems);
 - Selecting highly nutritious, women-dominated and employment-generating crops for value chain development efforts and by investing in processing and value addition;
 - Developing nutrition support packages for pregnant and lactating women.

Example 3

Valuing the local culture in Peru

All IFAD-supported projects in Peru use a transparent and public merit-based methodology (*concurso*) to allocate resources to poor indigenous communities and peoples. This methodology has not been introduced from the outside but has instead flourished as part of the *Pachamama Raymi*, the traditional celebration of Mother Earth.

- (iv) Use empowerment and capacity-building measures to ensure that PGs, whose members traditionally have less of a voice and less power, are included in decision-making bodies for planning and resource allocation, such as local committees, community-based institutions, farmers’ organizations, value chain platforms, etc. This also entails forming or strengthening local organizations that represent the interests of PGs.¹⁷
- (v) Define processes, procedures and implementation arrangements in the programme implementation manual (PIM) for targeting PGs.
- Include an implementation plan for each group that specifies monitorable milestones;
 - Address the physical and procedural constraints on the participation of PGs by, for example, helping to overcome the physical barriers faced by persons with disabilities (e.g. promoting access to equipment that facilitates their mobility), developing matching grant schemes that do not require excessive private contributions, providing childcare services to allow young women to attend training sessions, etc.

¹⁷ These groups may include organizations of persons with disabilities, women’s and youth organizations, and indigenous peoples’ community-based organizations.

11. Create an enabling environment for targeting PGs

- (i) Strengthen stakeholders' and partners' attitudes and commitment to targeting PGs;
- (ii) Undertake a policy dialogue concerning gender equality, women's empowerment and problems of concern to indigenous peoples, youth and persons with disabilities and engage with these issues;
- (iii) Ensure that the project management unit (PMU) operates in a transparent and participatory way and in close consultation with PGs.

12. Showcase pathways to socio-economic empowerment for specific groups

Develop and showcase:

- (i) Gender-transformative pathways and the three objectives of the gender policy¹⁸ in the context of the theory of change;
- (ii) Pathways to young people's socio-economic empowerment while including youth employment among the project's objectives;
- (iii) The empowerment of indigenous communities.

13. Devote attention to PGs in the M&E system

- (i) Include PG-sensitive outreach indicators in the logframe. Core indicator 1: Number of persons receiving services promoted by the project, disaggregated by sex, age, ethnicity and disability status;
- (ii) Include indicators from the Women's Empowerment in Agriculture Index;
- (iii) Establish a learning-oriented, participatory M&E system to keep track of the number of PG participants and the quality of their participation, assess the benefits and create a space for dialogue and learning.

14. Plan for the human and financial resources needed to deliver the activities targeting IFAD's PGs

- (i) Plan for the recruitment of staff capable of fulfilling specific terms of reference related to targeting and PGs (including knowledge of the local language);
- (ii) Ensure that the terms of reference for service providers are sensitive to the PGs to ensure accessibility in procurement;
- (iii) Allocate project funds for the delivery of activities targeted at PGs;
- (iv) Provide training to project staff on how to engage with PGs.

C. Start-up phase**15. Communication and social mobilization**

- (i) The strategy and implementation plan for targeting PGs should be reviewed and validated with PMU staff during the start-up workshop;
- (ii) Potential participants from PGs should be pre-identified and reached through information and social mobilization campaigns using appropriate channels and instruments (e.g. use of local languages, radio stations, organization of meetings at times of day at which women will be able to attend, cultural sensitiveness).

¹⁸ Economic empowerment, decision-making and workload reduction.

D. Implementation: supervision and implementation support

16. Assess targeting performance with regard to PGs

Assess PG engagement in the project area and the participation of members of PGs in targeted activities by:

- (i) Reviewing M&E data and consulting with local stakeholders;
- (ii) Monitoring the annual workplan and budget to ensure allocation of adequate resources for PG targeting;
- (iii) Assessing the effectiveness and progress of the targeting strategy and tools and suggesting how to improve them;
- (iv) Documenting lessons learned and best practices in PG targeting.

E. Completion

17. Assess performance and impact

- (i) Consult with PGs;
- (ii) Identify innovative targeting approaches and explore the potential for replication;
- (iii) Systematize lessons learned and best practices in targeting PGs for broad dissemination.

Good practices for targeting in the programme cycle

I. COSOPs

A. Target group categorization

1. The example below shows how the categorization of the target group can be anchored in national definitions comprising different categories of the poor, including the poorest. Women and youth are singled out as special groups.

Box 1

Target group definition in the COSOP for the Dominican Republic (2017-2022)

Poverty analysis: The 2017 COSOP for the Dominican Republic uses data from the Dominican Institute of Agricultural and Forestry Research and the index of living conditions. Estimates based on the national labour force survey also indicate that poverty is primarily associated with a lack of income diversification and with dependence on agriculture. Thus, IFAD's investments will focus on 220,000 vulnerable poor rural families, including:

- (i) **Agricultural producers' families engaged in agricultural production for marketing or self-consumption.** While many of these families have more diversified livelihoods, agriculture is the only income source for 40 per cent of them. Families that are wholly dependent on agricultural production are as poor as agricultural labourers' families and are the most vulnerable to economic crises.
- (ii) **Wage-worker families without access to agricultural land.** These families' livelihoods are less diversified and depend on employment in sectors such as agriculture, tourism and construction. Agricultural labour is also the main occupation for young Haitian immigrants, especially in the rural western part of the country.

Within these categories, women and youth are singled out as special groups:

- (i) **Women.** Rural women have less access to education, receive lower wages and have less access to productive assets than men. Woman-headed households are subject to higher levels of monetary poverty and, as a result of high rates of female outmigration, young women assume caregiving roles at an early age.
- (ii) **Youth.** The rural population is predominantly young. The labour force participation rate for youth (15-24 years) is 60 per cent. This figure is likely to be lower in rural areas, where youth involvement in illegal activities and teenage pregnancies are widespread.

B. Defining the COSOP targeting strategy

2. Box 2 illustrates the key elements of IFAD's COSOP targeting strategy. The COSOP for the Dominican Republic describes the criteria for geographic targeting. In the case of the COSOP for Pakistan, criteria and processes for identifying the poorest are based on the national poverty scorecard system.

Box 2

Examples of the COSOP targeting strategy

The targeting strategy used in the COSOP for Pakistan (2016-2021), in line with IFAD's policy on targeting and based on exchanges with provincial and federal governments, focuses on:

- (i) Four priority regions (the provinces of Balochistan and of Azad Jammu and Kashmir and the territories of Gilgit-Baltistan and Punjab);
- (ii) The poorest villages in these regions;
- (iii) The poorest households, pre-identified through the Benazir Income Support Programme – a cash transfer programme – and validated by communities and social mobilization partners.

People in band 0-34 will remain the IFAD target group, with a particular focus on extremely poor (band 0-11), chronically poor (band 12-18) and transiently poor people (band 19-23).

The COSOP for the Dominican Republic identifies clear criteria for geographic targeting. These include:

- (i) Government priorities and complementarities with other interventions;
- (ii) Poverty levels;
- (iii) Exposure to climate risks;
- (iv) Presence and capacity of producer organizations;
- (v) Risks and opportunities for productive inclusion.

C. Criteria for geographic targeting

3. Table 1 illustrates the criteria for geographic targeting in order of priority. These criteria have to be balanced with government priorities and potential complementarities with ongoing programmes.

Table 1
Criteria for geographic targeting

<i>Priority level and dimension of poverty and exclusion</i>	<i>Criteria</i>	<i>Source/tool</i>	<i>Explanation/justification</i>
Highest priority Vertical inequalities	Incidence and intensity of poverty	<ul style="list-style-type: none"> • Multidimensional poverty • Income poverty • Human Development Index • Poverty maps • NGO studies • National priorities for poverty reduction. 	<ul style="list-style-type: none"> • If yes, specify at which level (regions, departments, districts, communities) • If poverty and food and nutrition insecurity are not considered to be priorities in selecting the target area, a clear justification should be provided
High priority Vertical inequalities	Food and nutrition insecurity	<ul style="list-style-type: none"> • WFP food insecurity assessment • The United Nations Children's Fund (UNICEF) study on child malnutrition 	
Medium priority Cross-cutting theme	Climate vulnerability	<ul style="list-style-type: none"> • Vulnerability Analysis and Mapping (VAM) • Climate vulnerability maps • Earth observation and geographical information system 	
Medium priority Cross-cutting theme	Presence of indigenous peoples and/or ethnic minorities	<ul style="list-style-type: none"> • Population census 	If yes, specify who they are and where they are concentrated
Medium priority Cross-cutting theme	Number of young people	<ul style="list-style-type: none"> • Population census and demographic projections 	Areas with a high incidence of poverty but high rates of youth outmigration may not provide investment opportunities
Medium priority Cross-cutting theme	Presence and number of marginalized or fragile groups (refugees, persons with disabilities, pastoralists, etc.)	<ul style="list-style-type: none"> • Studies prepared by the United Nations High Commissioner for Refugees • Population census 	This also applies to conflict-affected and post-conflict countries
Medium to low priority	Productive and agroecological potential	<ul style="list-style-type: none"> • Ministry of Agriculture investment plans • Resilience analyses from the Food and Agriculture Organization of the United Nations (FAO) and WFP. • Studies undertaken by other development agencies 	This needs to be balanced with poverty considerations

II. Design

A. Target group disaggregation

4. The Rwanda Dairy Development Project illustrates how different poverty and social categories, including the poorest beneficiaries of social protection, can be disaggregated and targeted as actual or potential actors in the dairy value chain.

Box 3

Target group disaggregation in the Rwanda Dairy Development Project

The **Rwanda Dairy Development Project**, 2016-2022, is designed to promote the economic inclusion of the poorest and poor farmers in the dairy value chain. The project will target 80,000 smallholder dairy farms (mostly zero-grazing operations) and 20,000 poor people by creating opportunities in off-farm activities. Poor people are further disaggregated into the following subgroups:

- **6,000 Girinka (“one cow per poor family”) programme beneficiaries**, who will receive a cow that is in calf and pass on the first heifer to a qualifying neighbour. These households will be drawn from *Ubudehe* (the national wealth-ranking system) category I households that meet the eligibility criteria set by the government programme,¹⁹ and have some land for forage and ability to construct a cow shed.
- **15,400 young farm assistants** between the ages of 15 and 24 who are working as wage labourers. These people are the “hands-on” male labourers in many dairy farms, especially farms run by woman-headed households with no adult males. They are typically from very poor families (*Ubudehe* categories I and II).
- **5,400 rural women** between the ages of 15 and 35 (child-bearing age) who will benefit from new economic opportunities and the creation of small off-farm business opportunities.

B. Designing activities targeted at the poorest rural people

5. Box 4 provides examples of activities that can be targeted specifically at the poorest segments of the population (scenario 1) to address their basic needs, boost food and nutrition security and contribute to income generation and resilience.

Box 4

Specific activities targeted at the poorest

- Under the **Rural Empowerment and Agricultural Development Scaling-up Initiative** in Indonesia, landless and land-poor beneficiaries, including woman-headed households, are included in activities directed at **homestead gardening, improved nutrition and financial literacy**. Homestead gardening groups produce vegetables, harvest small fish ponds and raise small livestock. The programme has initially focused on home consumption, but it is recognized that some farmers may increasingly engage in the sale of surpluses on the local market.
- Different projects in Madagascar have adopted the *Mécanisme de ciblage des vulnérables*, a vulnerability-based targeting mechanism. This approach consists of transferring productive assets to a group of 25 particularly vulnerable people in each location who are identified by their communities.
- The **household mentoring approach** being used in Uganda encourages the poorest households to examine their own livelihood situation and develop practical solutions. As part of this approach, household members join clusters and rural organizations in order to gain access to mainstream development activities.
- IFAD and other development partners in Bangladesh have supported the formation of **labour contracting societies** as a pro-poor cash-for-work scheme targeting ultra-poor women. These societies are made up of groups of disadvantaged rural people, including ultra-poor women, living near small-scale infrastructure construction sites who are organizing in order to undertake designated construction and maintenance work assignments.

¹⁹ Implemented by the Ministry of Agriculture, this programme was set up with the central aim of reducing child malnutrition rates and increasing the household incomes of poor farmers. These goals are directly achieved by providing poor households with a heifer in order to give them access to a greater supply of milk and thus boosting milk consumption.

C. Graduation models

6. Box 5 provides an example of how a project's theory of change can follow different pathways, in line with the poverty and livelihood characteristics of the rural people participating in the project. In the case of the poorest groups, a graduation strategy can enable them to transition into mainstream development activities.

Box 5

Graduation model under the Economic, Social and Solidarity Project (Kairouan) in Tunisia

The **Economic, Social and Solidarity Project (Kairouan)** in Tunisia is a powerful example of a project that provides for a gradual approach in assisting the poorest of the poor. Building on the government's social cash transfer scheme, the project will provide specific support to strengthen the capacities of the poorest of the poor and increase their access to social infrastructure with a view to enabling them to transition into mainstream development activities. This initiative is being implemented under component 2 of the project, which deals with economic integration and inclusive value chains, thus linking scenarios 1 and 2. Priority target groups fall into three categories: (i) members of needy and low-income families as defined by the government (including older adults and disabled people); (ii) small family farmers; and (iii) rural households engaged in processing and adding value to small-scale value chain products.

The project's theory of change follows two pathways:

- (i) Low-income families living in pockets of poverty are able to exit poverty and become independent of the government's social assistance programme with the help of upgraded basic services (roads, drinking water, sanitation and electrification) and long-term support (targeting women and youth in particular) for investments in profitable income-generating activities.
- (ii) Low-income families who have succeeded in engaging in sustainable economic activities, smallholder farmers and members of producer organizations are mainstreamed into the local economy and value chains through the provision of access to finance and training.

D. Monitoring direct benefits accruing the poorest when targeting the relatively better-offs

7. Two examples are provided in box 6 to show how wage employment and self-employment for the poorest that are generated by working with those who are better off (scenario 3) should be monitored.

Box 6

Monitoring employment generation for the poorest

The **Rural Economic Growth and Employment Project** in Jordan focuses on generating wage employment and self-employment for the poorest. Outreach to the poorest is monitored based on the criteria established by the government social assistance programme. The following indicators are included in the logframe: **9,000 full-time employment/self-employment opportunities created/secured (IFAD's Results and Impact Management System [RIMS] – second level)**: 50 per cent for persons under 30 years of age and women (combined) and 33 per cent for households in receipt of social assistance.

The **Rural Families' Productive Inclusion and Resilience Project** in the Dominican Republic monitors the quantity and quality of employment generated in on- and off-farm activities. Employment and labour issues are integrated into the questionnaire that was developed as part of the M&E system. Data are collected on the number and type of wage jobs created, whether seasonal or permanent, the social characteristics of labourers (sex, age, nationality) and the improvements achieved over time in working conditions.

III. Supervision and implementation support

A. Assessing poverty outreach

8. The table below shows the criteria that should be used to assess targeting performance during supervision and implementation support missions:

Table 2

Assessment of targeting performance and scoring system

<i>Example</i>	<i>Score</i>	<i>Outreach to different groups</i>	<i>Implementation (readiness or effectiveness)</i>	<i>Tools and methods</i>	<i>M&E</i>
Pakistan Southern Punjab Poverty Alleviation Project, 2010-2020	6	All expected segments have been reached.	The targeting strategy is effective.	Poverty scorecards are effective in identifying and targeting the poorest.	Outreach to different segments is tracked by the M&E system.
Bosnia Rural Competitiveness Development Programme (RLDP), 2015-2020	5	All target segments are aware of the project activities. A matrix for improving youth participation has been developed.	The targeting strategy is effective. Strong capacity of PMU staff. Target groups are aware of project activities and the criteria for participation.	Targeting indicators are effective. Further criteria for improvement are formulated during the mission.	Outreach to different segments is tracked by the M&E system.
Sierra Leone Rural Finance and Community Improvement Programme – Phase II, 2013-2022	4	Progress has been made towards the targets (50 per cent) for women and youth, but the project has primarily targeted people in the higher poverty quintiles.	The mission renews its recommendation that all financial products offered by rural financial institutions should be developed with the participation of men, women and youth.	Weak uptake of the financial action learning system tool for targeting illiterate clients.	The M&E system does not capture beneficiaries who have been reached through farmers' groups and are currently not accounted for when loans are registered in the name of a single borrower.
Lesotho Wool and Mohair Promotion Project, 2014-2022	3	Group selection has started but is not guided by clear criteria.	The targeting strategy is not fully operational due to slow implementation and the fact that the application of the training-of-trainers approach is taking time.	Awareness of targeting is weak due to the lack of a targeting implementation plan.	Not effective.

Targeting in community-driven development projects

I. Definition of the community-driven development approach

1. IFAD has a long history of supporting community-driven development (CDD) projects. Despite a decline in the number of CDD projects following a peak in 2001, CDD projects remain highly important and relevant as a pathway towards empowering the poor and marginalized. IFAD defines the CDD approach as a way of designing and implementing development projects that facilitates access to social, human and physical capital assets for the rural poor by creating the conditions for:

- Transforming rural development agents from top-down planners into client-oriented service providers;
- Empowering rural communities to take the initiative for their own socio-economic development (i.e. building on community assets);
- Enabling community-level organizations – especially those of the rural poor – to play a role in designing and implementing policies and programmes that affect their livelihoods;
- Enhancing the impact of public expenditure on the local economy at the community level.

Source: IFAD, Community-driven development decision tools for rural development programmes (2009).

2. The term “community-driven development” refers to community-based development projects in which local beneficiaries are actively involved in project decision-making processes and management of investment funds.²⁰ These projects include social funds, participatory projects, community management of natural resources and many other initiatives. The main goal of these types of interventions is “to reverse power relations in a manner that creates agency and voice for poor people.”²¹
3. Hence the key feature of CDD is the shift towards conceptualizing poor rural communities as change agents and development partners in their own right, rather than as passive receivers of public funds. This means that CDD refers primarily to the way in which a project is designed and implemented, rather than to its specific components. The CDD approach can be adapted to the delivery of a broad range of services and components, although the traditional focus and starting point are interventions aimed at building public goods that benefit all community members.

Box 1

Evolution of the approach to CDD in Peru

The **Management of Natural Resources in the Southern Highlands Project (MARENASS)** was the first project in Peru to introduce the use of the *concurso* methodology in the country. This is a demand-driven mechanism that involves the organization of public calls for proposals in which communities and groups present their proposals and compete for funding. The **Development of the Puno-Cusco Corridor Project (CORREDOR)** inherited the *concurso* methodology from MARENASS. However, while MARENASS focused primarily on funding community-based natural resource management activities, CORREDOR started funding the business plans of private producers' groups. CORREDOR therefore leveraged the CDD approach piloted under MARENASS to broaden its focus to encompass support for simple, small-scale business proposals developed by poor rural producers.

4. It is also important to point out that the term “community” does not necessarily refer to an administrative entity. This is rather the locus where a group of people having some form of collective claim and governance over a territory can be given the opportunity to influence decisions that affect their livelihood.²²
5. The country programme evaluation for Nigeria (2017) found that CDD approaches to rural development have paid off in terms of having a sustainable, long-term impact on the poor while at the same time promoting effectiveness and efficiency.

²⁰ See G. Mansuri and V. Rao, “Community-Based and -Driven Development: A Critical Review,” *World Bank Research Observer*, vol. 19, No. 1 (2004).

²¹ *Ibid.*

²² See IFAD, “Community-driven development decision tools for rural development programmes” (2009).

This is because, when properly managed, the transfer of resources and decision-making power to the poor generates a sense of ownership, empowerment and responsibility.

II. Overview of targeting measures under CDD

6. A recent review of targeting in IFAD-supported projects²³ shows that demand-driven, community-based projects can be very effective in ensuring the provision of benefits to and participation by the poorest segments of the population, including women, marginalized ethnic groups and other vulnerable segments. However, since communities are not homogeneous entities, the success of targeting depends on a combination of complementary and mutually reinforcing measures. Key targeting measures under CDD include the following:²⁴

(i) Geographic targeting

7. Geographic targeting is generally used to select the poorest communities, especially in those countries where poverty is geographically concentrated in more marginal and remote areas, which are often characterized by more fragile ecosystems such as mountains, forests or arid areas. In some countries, these communities are generally made up of indigenous and ethnic minorities and marginalized groups such as pastoralists. The selection of the poorest communities is often based on existing poverty data and in consultation with key local stakeholders.²⁵

Box 2

Geographic targeting in Morocco

IFAD-supported projects in Morocco target the high-mountain areas, where poverty and extreme poverty are concentrated. At the community level, projects employ an approach that consists of targeting an entire *douar*, the country's smallest territorial unit. The availability of basic social infrastructure is a prime consideration in the selection of the neediest *douars*.

(ii) Participatory poverty and livelihoods analysis

8. Participatory social mapping and wealth-ranking using PRA/PLA tools during design and in the early stage of implementation are essential in order to:
- (i) Disaggregate the community along the poverty axis and the social axis while also considering local perceptions of these factors;
 - (ii) Identify benchmarks against which to assess differential impacts and inclusion in project activities;
 - (iii) Define the menu of goods and services on offer in line with the targeted population's interests and livelihoods;
 - (iv) Formulate or refine eligibility criteria by considering local perceptions of deprivation and other criteria.
9. The menu of activities and eligibility conditions should always have the endorsement of the community.

²³ See IFAD, "Inception report: Revision of IFAD operational guidelines for targeting".

²⁴ For further information on targeting under CDD, see: IFAD, "Innovative approaches to targeting in demand-driven projects: Main report" (2004).

²⁵ In special situations, such as in the case of conflict-affected or post-conflict countries, the selection of communities may be driven by other considerations, such as security issues.

(iii) Community-based targeting

10. In line with the bottom-up approach of CDD, community-based targeting is a modality in which the community as a whole is involved in identifying the more vulnerable categories and in working out how to ensure that they will also benefit to a significant degree. Community-based targeting is adopted when community groups are directly responsible for one or more of the following activities:
- (i) Identifying recipients of project services, grants and other benefits;
 - (ii) Monitoring the delivery of those benefits;
 - (iii) Engaging in some part of the delivery process.
11. Involving community groups in the targeting process may have several advantages:
- (i) Reducing information problems and improving targeting performance. This is because community groups invariably have better information about local needs. Under this approach, households may also have less of an incentive to provide false information about their assets and income. Better information and more in-depth knowledge of local communities result in fewer targeting errors, thus improving targeting performance, monitoring and accountability. This is why IFAD-supported projects can also help to rectify errors and omissions in government social registries.
 - (ii) Incorporating the community's own perceptions of poverty and vulnerability into the targeting process. Local definitions of deprivation play an important role in complementing standard poverty measures, which do not capture personal experiences or poverty dynamics. This can be particularly important in the case of indigenous peoples, who generally have culture-specific definitions of poverty and well-being. In addition, externally driven eligibility criteria alone may be more difficult to implement.
 - (iii) Reducing the social and financial costs of exclusionary measures. Better information may reduce administration costs by permitting better cost-sharing and, in turn, expand the pool of resources available for the poor. It can also mitigate some of the social costs of direct targeting measures (i.e. social stigma, invasive investigations, social tensions).
 - (iv) Strengthening social cohesion and traditional governance systems. Community participation can help to strengthen social cohesion, intra-community dialogue and ownership of the intervention. This can lead to improved governance and accountability on the part of community-based institutions.

(iv) Empowerment and capacity-building measures

12. These measures are critical in order to enhance the participation and bargaining power of the poorest and most vulnerable in planning and decision-making processes. Problems of marginalization and exclusion are often rooted in the way communities regulate access to resources and power. In order to challenge these structures, disadvantaged groups need to be mobilized.
13. Social mobilization activities are key in this regard, as they lay the groundwork for the effective participation of people who have traditionally been excluded. This is an important pre-investment process, requiring adequate time and resources. Additional capacity development measures include: pro-poor organizational development, leadership skills training and literacy training.

Box 3

Social mobilization activities in Brazil

IFAD-funded projects in Brazil are investing considerable time and resources in social mobilization in order to foster the meaningful participation of different groups and communities, especially the most vulnerable ones, such as quilombolas, youth and women. Under the intervention focusing on the productive transformation of the Zona da Mata and agreste territories in the north-eastern state of Pernambuco, once the target communities have been selected, the social mobilization teams will work to encourage the widespread participation of poor households and to promote the strengthening of existing organizations. Assistance will be provided in preparing a participatory rapid diagnosis that will identify existing problems, potentials and priorities from a social, production and environmental standpoint. This process leads to the preparation of a production investment plan, which sets out the activities and investments to be undertaken in order to promote the changes desired by the community.

(v) Definition of processes and procedures for decision-making

14. Processes and procedures concerning the selection of recipients should be clearly defined in order to ensure transparency and to support participatory democratic processes. Public meetings and discussions should be organized as part of the selection process. Clarity and transparency in procedures for decision-making and the contracting of service providers can encourage confidence and participation on the part of groups that are normally bypassed by more powerful groups and individuals. In addition, the formats to be used in presenting business proposals and subprojects should be easy to understand and use.

Box 4

Transparent decision-making under the concurso methodology in Peru

The application of the *concurso* methodology in Peru entails the implementation of clear and transparent “rules of the game”, which include the formation of a decision-making committee composed of independent members and experts. This ensures social control, instils confidence in vulnerable and excluded groups and motivates them to participate. Through this mechanism, public funding is transferred directly to local stakeholders, who can then use these resources to contract technical assistance.

(vi) Fostering an enabling environment for poverty targeting

15. This line of action focuses on ensuring that local staff, as well as partner institutions, are accountable for a project’s poverty targeting performance. The creation of such an environment calls for the following:
- (i) Local staff need to be recruited based on their skills and capacity to engage with poor rural people, to be trained in the use of participatory methodologies and to embrace the kinds of attitudes that are conducive to bottom-up processes;
 - (ii) The PMU needs to be located close to the target group so as to support citizen engagement;
 - (iii) Local institutions to be considered for community-based targeting need to be selected carefully on the basis of an assessment of their management capacity, knowledge of the relevant communities and extent of closeness to the poor segments of the population.

(vii) Mitigating the risk of elite capture

16. Even when projects are properly implemented, the capture of benefits by more powerful communities and people continues to be a risk. A good initial understanding of poverty processes and the target group, along with the development of a comprehensive targeting strategy, can significantly reduce the risk of excessive elite capture. Self-targeting measures (e.g. defining the menu of activities with poor people in mind) are also key to making the project less attractive to the better-off. Measures for mitigating the risk of elite capture should be clearly defined in the design document and PIM.

Box 5

Mitigating the risk of elite capture in Indonesia

Under the **Rural Empowerment and Agricultural Development Scaling-up Initiative**, the risk of elite capture is addressed by:

- (i) Providing suitable leadership training to the designated leaders and setting up a complaints mechanism;
- (ii) Sensitizing implementing agencies;
- (iii) Selecting crops/activities targeted at women and small farmers;
- (iv) Making information on subproject selection and financing widely available;
- (v) Requesting the Ministry of Agriculture to provide an anticorruption plan for the programme for approval by the anticorruption agency;
- (vi) Creating a community mechanism for the resolution of grievances;
- (vii) Deferring “big ticket” investments, such as expenditures on infrastructure and machinery, to the third year of village interventions and restricting the eligibility for those investments to the group members who have completed all programme activities during the previous two years.

Targeting in value chain investments

I. Definition of pro-poor value chains

1. A value chain (VC) can be defined as a set of enterprises that collaborate to varying degrees along the range of activities required to bring a product from the initial input supply stage and through the various phases of production to its final destination market. Pro-poor VC development interventions are initiatives that promote inclusiveness and the empowerment of poor people in the chain(s) with a view to improving their livelihoods in a sustainable manner while taking advantage of opportunities and addressing constraints in a coordinated manner.
2. The following factors can contribute to good targeting performance:
 - (i) Selection of products that require little land or capital investment and involve intensive, unskilled labour inputs;
 - (ii) Use of simple, verifiable, contextually appropriate targeting criteria;
 - (iii) Adoption of pro-poor requirements and measures for agribusinesses as a condition for obtaining IFAD project support;
 - (iv) Preparatory community-based groundwork and mobilization of producers;
 - (v) Previous work in the same area that has established a productive base and local knowledge that can inform a participatory approach to design and implementation.

II. Overview of targeting measures in VC development projects

(i) Geographic targeting

3. When VC development projects make use of production-focused considerations for purposes of geographic prioritization, criteria based on poverty and food insecurity should also be considered.

Box 1

Geographic targeting in Viet Nam

The **Commodity-Oriented Poverty Reduction Programme in Ha Giang Province** in Viet Nam concentrates its support in about 30 communes in five districts selected according to the following criteria: (i) poverty rate; (ii) vulnerability to natural disasters; (iii) the commitment of leadership; (iv) the potential for development of pro-poor VCs; and (v) the extent of ongoing support projects. The selection of communes has been done in such a way as to ensure a balance between ones that have closer links to markets and more remote communes that can form linkages with the help of VC development interventions.

(ii) Self-targeting measures or crop targeting

4. Selection of products/crops. Choosing a crop that is more likely to be cultivated by the target groups, including crops that do not require any substantial investment of capital or land and are more labour-intensive are key measures to be taken into account. Food security and nutrition criteria should also inform the selection of the VC.
5. Particularly in the case of the selection of a VC commodity, it is important to strike a balance between the increasing benefits of engaging with potentially more profitable crops and the additional risk to which poor farmers will be exposed, since their staple food production activities are also a source of food for own-consumption and food security.

(iii) Use of participatory processes to select and map the entire VC

6. Participatory selection and mapping contribute to an understanding of where priority target groups are more likely to be concentrated across the VC, who captures most of the value generated and what the social risks are and what opportunities there are to make the VC more equitable and sustainable. They should include:
- (i) A map of all the actors along the VC;
 - (ii) Relationships between IFAD's target groups and other VC players;
 - (iii) The structure and behaviour of VC players;
 - (iv) The specific roles, constraints and opportunities faced by IFAD's target groups.

(iv) Formulation of eligibility criteria and conditions for the inclusion of the poorest

7. Criteria for direct targeting should be simple to implement and appropriate to the context and the target VCs, such as a cap on land size or livestock ownership. Alternatively, and depending on the available resources, robust socio-economic household survey data can be used.

Table 1

Eligibility criteria for the identification of different target groups for specific value chains in Bosnia

Income poverty		Land size			
Poverty level	Income	Berries/ gherkins	Greenhouse	Open field	Tree fruit
Very poor	Below 200 km per household member	Up to 0.2	Up to 300 m ²	Up to 0.5 ha	Up to 0.5 ha
Poor	201-400 km per household member	0.2-0.5	300-800 m ²	0.5-1 ha	0.5-1 ha
Borderline poor	401-500 km per household member	0.5-1	800-1500 m ²	1-3 ha	1-3 ha

8. Pro-poor criteria for approving grants for VC investments should also be formulated in such a way as to foster the inclusion of poorer and most vulnerable producers when the time comes to develop business plans under a matching grant scheme. This includes criteria around how priority groups would benefit from the investment and at what scale.

(v) Empowerment and capacity-building measures

9. Implementing pro-poor VC projects in areas that have already received support from other projects is an important strategy for the inclusion of IFAD target groups. In the context of IFAD's gradual approach, a pro-poor VC project can be integrated with a CDD project whose focus is on the missing enabling elements needed to engage the poorest in a VC project.
10. Capacity-building measures are key to enabling the most vulnerable producers to engage in more structured VCs. These measures focus on building or strengthening such producers' assets and promoting their access to finance and appropriate technologies as a means of upgrading their skills and roles in the chain. Training in literacy, numeracy, financial literacy, marketing and other relevant skills is also essential.

Box 2**Enabling women to participate in a male-dominated scheme in Uganda**

The **Vegetable Oil Development Project II** in Uganda, 2010-2019, has linked small-scale growers of oil palm to a nucleus estate. Poor rural women constitute one of the main project target groups and have been increasingly involved as producers and business partners as the project expands their access to land and tenure security and promotes their membership and leadership in farmers' organizations. Poor households are also encouraged to join the scheme through the implementation of the **household mentoring approach**.

11. Smallholders at the top of the pyramid can be supported as “lead farmers” in disseminating knowledge and skills and creating additional demand for those in the middle and bottom layers. Those in the middle layer can be helped to transition towards the top of the pyramid by encouraging them to become more reliable partners of VC business actors in a rewarding and sustainable way.
12. Empowering measures that build up the participatory process which informs the choice of crops and the mapping of VCs are very important in order to build the long-term capacity of poor rural producers to sustainably engage with markets and foster win-win, gender-equitable solutions for VC development. It is important to foster institution-building and, in particular, the capacities of farmers’ organizations, not only to reduce production costs through economies of scale but also to strengthen their bargaining power and improve the overall governance of the chain.
13. The following measures can be taken:
 - (i) Assisting farmers in organizing horizontally so that communities can act collectively and negotiate with buyers on a more equitable basis;
 - (ii) Encouraging farmers’ organizations to work with several different buyers in order to spur competition among those buyers;
 - (iii) Strengthening access to market information for farmers’ organizations and improving their business and negotiating skills;
 - (iv) Supporting farmers’ organizations in adding value for their members by expanding beyond primary production into areas such as storage, processing and transport. When based on a sound business model, this can be a very successful method for capturing greater returns from the VC, but strong and professional management is required;
 - (v) Ensuring that the members of farmers’ organizations have independent access to finance, since when buyers provide their suppliers with credit, they can dictate the terms.
14. The empowerment of the poorest and most vulnerable groups to participate in VC governance structures, including marketing boards, VC platforms and working groups, can also be supported by setting quotas for the participation of women and youth or by engaging in sensitization and pro-poor organizational development. This ensures that the voice and needs of the target groups will be addressed in negotiations, contractual arrangements and VC operations.

Box 3

Empowerment and capacity-building measures in Mauritania

The **Value Chains Development Programme for Poverty Reduction (ProLPRAF)**, 2010-2016, in Mauritania promoted the development of VCs (poultry, vegetables, dates, non-timber forest products, etc.) that have the potential to foster the economic inclusion of the rural poor. Measures to empower the targeted populations in the VC development and governance intervention were also implemented. Component 1, on **facilitation**, was designed to identify and mobilize all VC actors, to facilitate the creation of VC working groups and to implement and coordinate the targeting strategy. Programme activities were built in a participatory manner around an initial two-year workplan and budget proposed by the VC members themselves. ProLPRAF helped to reinforce the capacity of the targeted rural organizations by helping their members to attain functional literacy regarding poultry farming and garden marketing and providing them with access to training in management, organization and poultry farming techniques.

- (vi) Measures to directly benefit the poorest and most vulnerable groups when working with better-off VC actors
15. Create an enabling environment in which the poorest can benefit from employment generation. A project needs a strategy and a set of criteria/tools, activities and enabling measures for targeting the poorest and most vulnerable groups at the bottom of the pyramid. Market actors should be sensitized to the

importance of generating decent jobs for the poorest, and strategies are needed to maximize the quantity and quality of the jobs that are created.

16. Promote self-employment in a range of VC-linked services by providing vocational skills training and technical and financial support especially targeted at youth and other landless people. Fostering interest in microentrepreneurial ventures on the part of members of IFAD's target group, particularly members who lack the necessary assets, skills or desire to engage in primary production (e.g. women and youth), should be an integral part of the VC project design strategy. Strategies for functional/product upgrading play a very important role in creating new jobs in processing and value addition, especially for women.

Box 4

Generating wage work and self-employment for women and youth in Rwanda

The **Rwanda Dairy Development Project** is an example of an intervention in which priority has been placed on promoting wage employment for young people and encouraging women to engage in self-employment:

- **15,400 young farm assistants** between the ages of 15 and 24 are working as wage labourers. These people are the "hands-on" male labourers in many dairy farms, especially farms run by woman-headed households with no adult males. They are typically from very poor families.
- **5,400 rural women** between the ages of 15 and 35 (child-bearing age) will benefit from the creation of new economic opportunities, including small off-farm business opportunities.

(vii) Monitoring of targeting performance

17. It is important to differentiate between the poorest, the poor and the better-off rural populations. This can be done on the basis of income-based indicators, asset-based indicators (e.g. the amount of land being farmed or the number of livestock owned) or other relevant characteristics of poor and disadvantaged groups. Careful monitoring of a project's targeting performance is of key importance in mitigating the risk of excessive elite capture.
18. Both a VC-specific reporting system and an adapted M&E system need to be established. In particular, project-level M&E systems should focus on relevant outcome-level indicators that can provide insights into the effects that the VC has on the poorest and most vulnerable. Key indicators include employment creation and food security and nutrition.

Box 5

The successful targeting strategy of the Agricultural Value Chains Support Project in Senegal

The targeting strategy of the **Agricultural Value Chains Support Project** in Senegal has been based on the following measures:

- (i) Selection of value chains in which women, youth and vulnerable groups play a predominant role, such as the sesame, cowpeas, poultry and millet value chains;
- (ii) Selection of crops that have a high potential for fostering both inclusive growth and improved nutrition, which in turn have an immediate positive impact on food security and the nutritional status of children;
- (iii) Promotion of employment generation activities in processing and value addition;
- (iv) Strengthening of local demand and markets by adding value to local products;
- (v) Adoption of appropriate technologies;
- (vi) Implementation of an information and sensitization campaign in partnership with local CSOs, including women's organizations; and
- (vii) Implementation of transparent and clear eligibility mechanisms based on vulnerability-focused criteria.

Through their organizations, women have gained access to good-quality inputs and markets. This has been done with the help of a gradual cofinancing mechanism which has enabled producer organizations to accumulate assets while linking them to market operators. Access to agricultural technologies has allowed women to save time and enhance their productivity. Contract production has enabled women to increase the quantity of marketed produce and obtain a transparent and remunerative price for their products. The incidence of malnutrition among children aged 0-5 has decreased.

Targeting in rural finance investments

A. Background

1. The 2009 Rural Finance Policy underscores IFAD's commitment to continually seek more effective ways of enhancing the access of rural poor people and smallholder farmers to a wide variety of financial services on an ongoing basis so that they can create a sustainable means of livelihood for themselves. IFAD emphasizes a market-orientation and business approach in supporting the expansion of rural financial services and focusing on the demands of poor rural women and men through relevant financial services. In this context, the Rural Finance Policy highlights the importance of developing inclusive financial systems and fostering innovations to increase poor rural people's access to a wide variety of financial services, including savings, investment and working capital loans, insurance and remittances. The approach is derived from the IFAD Strategic Framework and from other major corporate policies.
2. Building on its experience, IFAD has made a policy commitment to explore ways to successfully overcome key constraints in agricultural finance for smallholders. In particular, it is seeking to foster innovation in agricultural microfinance, including through the use of risk transfer mechanisms to support rural livelihoods and technology among remote and dispersed populations. Given the many challenges inherent in rural areas, innovative products and delivery mechanisms are critical for meeting the varied needs of IFAD's target groups, including women, young people and indigenous peoples living in remote areas.

Example 1

Tejaswini Rural Women's Empowerment Programme, 2005-2018

This intervention covered selected districts in two states (Maharashtra and Madhya Pradesh), each of which had its own implementation unit. The largest programme components dealt with grass-roots institution-building, rural finance, and livelihoods (mainly in agriculture) and enterprise development. The focus was on social mobilization through the formation of self-help groups as the key instrument for the empowerment of women based on the belief that self-help groups would not only enable women to gain access to financial services and take advantage of new or improved livelihood opportunities but would also provide a forum for the delivery of other services. During the life of the programme, the self-help group members were provided with different empowerment inputs and training in such areas as group management and accounting, decision-making and needs prioritization, conflict management, gender sensitization, income enhancement, legal awareness, and health and hygiene management.

The findings from the end-line study show that a significant proportion of poor and vulnerable women (72 per cent) belonging to marginalized social groups such as scheduled castes, scheduled tribes and other backward classes were organized into self-help groups under the Tejaswini programme. Around 76 per cent of Tejaswini beneficiary households possessed a ration card. (These cards are issued to households that are below the poverty line.) In the control group, 61 per cent of the households that were not participating in a self-help group and 90 per cent of the households that did belong to a self-help group had a ration card.

The programme succeeded in creating a strong institutional network of self-help groups and federations across the six intervention districts. The majority of the self-help groups formed under the programme are still active and are pursuing one or more income-generating activities. The federations have gained the support of the district and state administrations, and several policy-level decisions have been taken to support the members' income-generating activities. The programme also succeeded in improving the food intake and nutritional status of the beneficiary households by motivating them to adopt healthy food habits and improved agricultural practices.

In Madhya Pradesh, the Tejaswini programme cooperated with a state initiative to introduce *Shaurya Dals* or "courage brigades" (a village-level committee made up of from five to eight members). The main purpose of the *Shaurya Dal* initiative is to mobilize the communities against gambling, alcoholism and domestic violence, which directly affect the welfare of women and their families. The Government of Madhya Pradesh plans to scale up this strategy to encompass the entire state.

3. Geographic targeting. The targeting strategy to be used will depend on whether rural financing is a subcomponent of a larger project or the core project. In the first case, geographic targeting will mainly be driven by the characteristics of the larger components, while in the second case, the priority levels used for geographic targeting can be complemented by a mapping and assessment of the availability and adequacy of financial services for IFAD target groups.

4. It is uncommon for projects not to have a geographic focus, and the lack of such a focus may compromise their ability to reach IFAD target groups. Special care to avoid elite capture should therefore be taken in the case of projects that lack an explicit rationale for geographic targeting. Partnerships with microfinance institutions with a focus on pro-poor interventions and tools can be helpful in identifying priority underserved areas with a high concentration of IFAD target groups.

Example 2

Ethiopia – Rural Financial Intermediation Programme II

The **development objective** of this programme was to provide rural households with sustainable access to a range of financial services, including savings mechanisms, credit, micro-insurance and money transfers.

Targeting strategy. The overall design for both geographic and people-based targeting is driven by the need to develop operationally sustainable rural financial institutions and systems with a focused mission to provide access to poor households.

- **Geographic targeting.** The programme supported the expansion of microfinance operations and the establishment of new rural savings and credit cooperatives in access-deficit and pastoral regions.
- A feasibility study was conducted in advance in collaboration with partners such as the United States Agency for International Development, the International Labour Organization and the Pastoral Forum, which have a comparative advantage in working with pastoral communities in these regions.
- **Self-targeting.** Microfinance institutions (MFIs) have missions that are oriented towards engagement with poor sectors of the population. Primary targeting functions, including gender targeting and quotas for women, are built into the business and operating procedures of MFIs and rural savings and credit cooperatives, and this results in the self-exclusion of most of the non-poor population. MFIs generally employ the same financial technology as is used by the Grameen Bank (also known as “the bank for the poor”), which includes: group-based lending with group collateral; compulsory savings; small loans with a gradual increase plotted out over four or five loan cycles; client screening through local contacts and meetings; and the formation of groups oriented towards the selection of poor households.
- **Monitoring.** Some MFIs are using the Progress out of Poverty Index scorecard methodology to identify clients and keep track of their progress. The institutional development support provided under the programme is also aimed at sharpening the relevant targeting strategies, along with increasing the proportion of women clients.
- **Gender targeting.** Ethiopian MFIs have a clear focus on reaching out to women. Where necessary and appropriate, provision was made for the introduction of quotas for women and especially for vulnerable women.

5. Self-targeting. Self-targeting measures are put in place to avoid elite capture and incentivize the participation of IFAD target groups. Several methodologies have been developed by microfinance organizations to ensure the participation of IFAD target groups and avoid the participation of the better-off. For example, in a number of African countries, IFAD-supported projects have used the village savings and loan association methodology developed by Care International for the creation of small savings and loan groups composed of women. This methodology has even been used successfully for groups composed primarily of non-literate members. Only internal savings are used for loans to group members; outside funds are not accepted. At the end of the year or during a significant holiday, all group funds are distributed back to all the members and a new cycle starts.
6. In addition, when evaluating financial products and services that will be promoted by the project, it is important to assess how pro-poor they are. One way to do this is to determine minimum balances for basic deposit products and loan sizes for loan products and/or matching requirements.

Example 3 The Belize Rural Finance Programme

Objective. The overarching goal of the Belize Rural Finance Programme (BRFP) was to contribute to the reduction of poverty and extreme poverty levels among the rural population – men, women and youth – by increasing the incomes and assets of small farmers and the rural population through improved rural financial services.

Main target group. The chief target group was composed of 11,000 rural households (approximately 40,000 persons), out of which 4,000 households (roughly 21,000 people) were extremely poor. It also included rural wage workers and indigenous communities. Four main subgroups were identified, namely, the poor, the very poor, youth and women. Youth and women were singled out as special categories.

The 2017 completion report concludes that the BRFP can be considered to have been a remarkable success in terms of its objective of putting in place an institutionally driven, sustainable system of direct **inclusive access to financial services for the rural poor in Belize** and of catalysing the delivery of such services to thousands of rural households across the country.

Targeting. The programme was to be innovative, both in terms of **piloting an innovative housing-based targeting tool** and in terms of using a public-private partnership as the programme model under which credit unions were to receive institution- and capacity-building support to help them expand their credit operations, diversify their financial services and adapt those services to the needs of the target population. The BRFP employed a set of eligibility criteria to assess the level of poverty of rural households and determine their eligibility to participate in the programme.

A set of six prima facie indicators were applied that were directly linked to housing conditions. These indicators served as a composite index for wealth measurement.

- (i) A prospective shareholder in this scheme was considered to be very poor if he or she resided in a house that had: (i) no internal partitions; (ii) a dirt or wooden floor in the kitchen area; (iii) a thatched roof; (iv) no in-house piped water; (v) no electricity; and (vi) no toilet or only an outdoor toilet. The face value of the house was not to exceed 5,000 Belize dollars (B\$).
- (ii) A person was considered to be poor if he or she lived in a house with: (i) at most one partition; (ii) a zinc roof; and (iii) a (partly) concrete floor in the kitchen or kitchen area. The houses of persons in this category had indoor piped water, electricity and an indoor toilet. The face value of the house was not to exceed B\$10,000.
- (iii) An applicant was not considered to be poor if his or her house had: (i) more than one partition; (ii) a concrete or tiled kitchen floor; (iii) indoor piped water; (iv) electricity; and (v) an indoor toilet. The overall face value of the house usually exceeded B\$10,000.

The findings of the evaluation confirmed that the eligibility criteria were largely valid. The BRFP can be credited (in terms of eligible members) with helping the six credit unions obtain at least 6,988 members through its share account/savings incentive programme, of which a full 57 per cent were women. Young people constituted 17 per cent of the members, and persons categorized as being very poor comprised 35 per cent (far exceeding the logframe performance indicator of “at least 15 per cent are indigent or very poor”).

B. Empowerment and capacity-building

7. Village-based savings and credit cooperatives are a clear example of a microfinance approach that is supported by successful empowerment and capacity-building components, which include: (i) organizing village women into small groups; (ii) setting up a participatory group structure to manage the group; (iii) determining the amount to be saved weekly or monthly; and (iv) providing loans from the saved capital. These cooperatives receive extensive capacity-building support to assist them in managing their accounts, evaluating credit applications, and granting and collecting on loans.
8. Another important strategy is to work with MFIs and credit unions that are willing to expand outreach to the poorest and underserved areas by providing incentives, capacity development and technical support for the design of tailored products.

C. An enabling environment

9. Partnerships with initiatives in which microfinance is already being used as a core element for the intervention can be an important means of enabling food targeting. For example, graduation programmes that have a strong financial literacy component can provide poor people with the skills they need to operate a microenterprise in combination with several other interventions, including an intervention focusing on consumption smoothing in order to allow them to take advantage of financial services such as credit without running the risk of compromising their food security and livelihoods. In addition, rural finance projects or project components can use the graduation targeting and transfer elements of safety-net programmes and then introduce entrepreneurial activities through training, an asset grant and credit. This process can support people in their efforts to develop income-generating activities and build assets that will help them to move out of extreme poverty.

Targeting in rural infrastructure investments

I. Definition

1. Rural infrastructure contributes significantly to poverty reduction by enabling increased connectivity, improved livelihoods and greater food and nutrition security. The provision of rural infrastructure is a core priority for many governments in their efforts to improve the welfare of rural populations and increase the productivity and value added of agriculture and other economic activities in rural areas.
2. Rural infrastructure includes a wide array of physical infrastructure, including energy and transport equipment, information and communications technologies, water and sanitation facilities, irrigation systems, and market and storage facilities. IFAD has a long history of providing a broad range of rural infrastructure.
3. It is beyond the scope of this short annex to provide detailed guidance on targeting for different types of infrastructure projects. The aim here is simply to provide a sample of some critical targeting issues that are common to infrastructure programmes and to provide general guidance on the type of infrastructure and targeting measures that can maximize benefits to the poorest and most vulnerable when adequate attention is given to priority groups (women, youth, indigenous peoples and persons with disabilities).
4. Experience and lessons from IFAD-supported projects suggest that targeting is even more important where social rules do not systematically secure the inclusion of vulnerable groups in decision-making processes. A review of targeting issues in demand-driven projects (IFAD, 2004) shows that:
 - Public infrastructure generally benefits poor people more than private infrastructure does and can largely be self-targeting, without much being needed in the way of project-led measures. However, there are differences even among various types of public infrastructure.
 - Some types, such as water supply infrastructure (community wells, publicly accessible standpipes), can be broadly inclusive of everyone who does not have a well or standpipe of their own.
 - Tertiary road improvements, however, may serve poor people less well, unless they can afford transport and have something to take to market.
 - Private infrastructure, such as processing equipment or housing improvements, is much more likely to be captured by less vulnerable groups unless special measures are taken.

II. Overview of targeting measures for rural infrastructure projects

(i) Geographic targeting to address the infrastructure needs of the poorest communities

5. Transport infrastructure, such as roads and energy networks, are of key importance in addressing remoteness, isolation and climate vulnerability. Many IFAD-supported projects address the spatial inequalities affecting rural communities by building feeder roads and devoting attention to climate issues. Under the Haor Infrastructure and Livelihood Improvement Project (HILIP) in Bangladesh, for example, a large majority of the project's beneficiaries indicated that their lives had significantly improved following the construction of roads in their area.

(ii) Use of participatory processes and poverty considerations to inform decisions about the type and location of infrastructure

6. The use of participatory methodologies can help balance out unequal opportunities to participate in decision-making concerning the choice and/or location of infrastructure, both within households and within communities. Key stakeholders at the local level, especially local government institutions, should also be adequately consulted (see box 1).
7. Participatory processes are particularly important when planning for infrastructure that is more likely to attract the better-off, such as irrigation systems and market infrastructure. For example, although markets generate more and immediate benefits for the better-off, measures to enhance access for the poorest social groups will go a long way towards providing them with more equal opportunities to benefit from the common infrastructure. This may include the construction of special spaces and separate toilets for women traders and special facilities for persons with disabilities.

Box 1

Conducting participatory workshops to select the sites for road construction in Bangladesh

Under HILIP in Bangladesh, about 250 km of upazila (administrative subdistrict) and union parishad (rural ward) roads, including submersible roads, were built. This infrastructure is key for the economic growth and development of the region. The selection of specific roads was undertaken through participatory workshops in project districts that were attended by the staff of local government engineering departments at the upazila level and by representatives from each union parishad. The main selection criteria, apart from technical feasibility and environmental considerations, were the potential for benefitting a large number of households and having a strong impact in terms of economic growth and livelihood improvement.

8. For the participatory process to be effective and genuinely inclusive, it is important to implement specific measures, starting at the design stage, aimed at mobilizing the poor and disadvantaged to participate in the consultation process. Such measures may include:
 - Conducting participatory needs assessments and interviews with members of poor and disadvantaged groups during the project design stage in order to obtain a thorough understanding of constraints and infrastructure needs.
 - Disseminating project information in local languages at popular locations, such as local markets and bus stops. The use of mass media (television, radio and newspapers) to disseminate project information is also a valuable option.
 - Providing incentives and introducing quotas to ensure the active participation of the poorest in the selection of infrastructure during implementation.

Table 1

Priority needs identified in poverty and gender analyses in Bangladesh under HILIP

Priority needs	Priority needs identified, by socio-economic group (marked)						
	Farmers	Fishers	Female-headed households	Agricultural/day labourers	Rickshaw pullers	Boat operators	Businesspersons
Roads linking villages to the corresponding union parishads and upazilas							
Construction of submersible roads							
Hati protection							
Construction of market facilities (sheds)							
Access to bodies of water for fishing							

(iii) Self-targeting to address the infrastructure needs of the poorest and most vulnerable

9. There are major differences in access to rural infrastructure across different communities and socio-economic groups and between men and women, including differences in terms of their needs and priorities in relation to the type and location of physical infrastructure. As already pointed out, there is an element of self-targeting involved in certain types of infrastructure that are more likely to benefit the poorest and most vulnerable. Some examples include:
- Water and sanitation. Access to water and sanitation is of key importance in addressing the basic needs of the poorest and of women. Improved access to water infrastructure reduces the drudgery of water collection for all women and for the children who often help their mothers with domestic tasks. Access to sanitation facilities also helps to improve the general health conditions of the poorest.
 - The multiple-use water services approach should be prioritized, as it is effective in helping to meet the domestic and productive needs of different vulnerable groups. This approach provides a way of addressing the different priorities of women and men while making the most efficient use of water resources and taking into account the different water sources and their quality, quantity, reliability and distance from the point of use. The multiple-use water services approach can provide the more vulnerable users with low-cost access to a domestic water supply, water for irrigated and rainfed agriculture, water for homestead gardening use, water for cattle, habitats for fish and other aquatic resources, and rural enterprise water supplies.
 - Labour-saving technologies.²⁶ Technologies such as public taps, fuel-efficient stoves, manually operated strippers and shellers, etc. are of key importance in empowering women, especially the poorest among them. There are also clear benefits in terms of the environment and climate change mitigation, as their use can, for example, reduce the use of firewood for cooking and make available more efficient and cleaner cooking methods.

Box 2

Examples of water and sanitation programmes that benefit poor rural women

Under the **Pastoral Water and Resource Management Project in Sahelian Areas** (Chad, 2018), the rehabilitation of water points helped to drastically reduce the amount of time women spend collecting water and firewood. This has enabled them to engage in income-generating activities and to diversify their incomes.

Under a programme funded by IFAD and the Belgian Survival Fund (BSF) in Kenya, the provision of piped water and other water supply improvements directly increased women's involvement in productive activities thanks to the time that they saved. An overall assessment of the targeting performance of the project also found that activities related to health, sanitation and the water supply definitely expanded the beneficiary population to include the poorer and more vulnerable.

(iv) Promotion of the participation of the poorest and most vulnerable in infrastructure committees and user groups

10. A combination of empowerment and direct targeting measures may be needed to promote the participation of the poorest and most vulnerable groups in the implementation of infrastructure programmes through their involvement in road construction committees, water user associations dealing with water for irrigation, drinking water supplies or watershed management, etc.
11. Water user associations tend to be predominantly composed of better-off male farmers. Generally speaking, women's involvement in the implementation of infrastructure projects tends to take the form of voluntary labour inputs. Both the quantitative and qualitative aspects of the participation of women and other

²⁶ See M. Carr and M. Hartl, *Lightening the Load: Labour-saving technologies and practices for rural women* (IFAD, 2010).

vulnerable groups in infrastructure committees need to be improved by providing special training in leadership skills, confidence-building and communication, along with training in the technical aspects of operation and maintenance. Better monitoring of maintenance systems, including their economic and social costs and benefits for the people involved, is also called for.

(v) Targeting the poorest to ensure that they benefit from employment generation in the areas of construction and maintenance

12. Construction, maintenance and rehabilitation work generates wage employment for the poorest and most vulnerable, including women and youth. However, specific measures should be envisaged to ensure that, beyond the immediate benefits of wage work accruing to the poorest, the rural poor are also enabled to invest in the improvement of their own livelihoods and gradually move into sustainable employment. This objective is in line with IFAD's graduation approach and can be pursued by:

- Organizing the poorest, women and youth into groups of contractors. Clear eligibility requirements are usually established for the formation of such groups, with priority being given to the most vulnerable, including women heads of household and/or youth;
- Providing training in construction and maintenance;
- Providing additional support in terms of business development and access to credit.

Box 3

The experience of women and youth contractors in Sierra Leone and Bangladesh

In Sierra Leone, the **Rural Finance and Community Improvement Programme (RCPRP)** engaged unemployed youth in gainful employment by encouraging young people to train as "youth contractors" for the rehabilitation of tree plantations, inland valley swamps and rural roads. One group of these youth contractors has, with encouragement from the RCPRP trainer, decided to establish a rice trading cooperative and has obtained credit from community banks to start their rice procurement activities. The cooperative is doing very well and providing a much-needed outlet for farmers in the inland valley swamp areas to sell their surplus rice at a fair price.

IFAD and other development partners in Bangladesh have supported the formation of labour contracting societies as a pro-poor cash-for-work scheme targeting ultra-poor women. These societies are made up of groups of disadvantaged rural people, including ultra-poor women, living near small-scale infrastructure construction sites. Different development actors are helping them to organize so that they can undertake designated construction and maintenance works. The objective is to alleviate the poverty of the targeted households. More recently, these groups have become an entry point to provide support to members of labour contracting societies in developing income-generating activities and accessing financial services.

(vi) Monitoring the targeting performance of infrastructure projects

13. Monitoring the poverty outreach and targeting performance of infrastructure projects is critical in order to ensure that the poor and most vulnerable are actually benefitting from these projects and that the risk of elite or male capture is being avoided. M&E should be seen as a participatory process that involves project workers and community members, including women and other vulnerable groups, as both recipients and participants. Specific indicators are needed to monitor the level and quality of the participation of different groups in infrastructure projects while also making sure that specific outcome indicators (e.g. employment generation, improved nutrition and time savings) are developed to assess the benefits provided to the poorest and most vulnerable.

Partnerships, scaling up and policy dialogue

(i) Partnerships for targeting

1. Under IFAD's targeting policy, the Fund is committed to work with like-minded partners at all levels to pilot and share experiences on effective approaches to targeting hard-to-reach groups and to build innovative, complementary partnerships with actors that can reach target groups that IFAD cannot reach with the instruments at its disposal. This key guiding principle of the policy is reaffirmed in these guidelines.
2. The IFAD/BSF Joint Programme²⁷ has operated for 25 years in the poorest countries in Africa, focusing on regions of high food insecurity and malnutrition. BSF has provided grants to address basic needs such as health and family nutrition. Investments in the social sector have served as a crucial entry point to enable more vulnerable households to participate in the economic development process. The combined support provided to both the social and economic sectors has given rise to increased synergies and has added value to both sectors.
3. IFAD is also increasingly linking up with existing social protection programmes. A key concern of many policymakers is how to support the graduation of poor households from protection to active employment or self-employment. Graduation of the ultra-poor²⁸ is now focused on a set of interventions that target beneficiaries of cash transfer programmes with asset and skill development initiatives that are intended to help these households break out of the poverty trap in which they are locked. For instance, Pakistan's National Poverty Graduation Programme (2017-2023) is based on the Government's national poverty scorecard. It combines support for the satisfaction of immediate needs with a longer-term plan for shifting households out of extreme poverty by providing access to a package of assets comprising social services, vocational training and interest-free loans. Under the Programme for Rural Outreach of Financial Innovations and Technologies in Kenya, IFAD has partnered with BRAC to pilot the targeting ultra-poor programme. Increasingly, projects are linking up with conditional cash transfer schemes to identify and target the poorest.²⁹
4. Therefore, although IFAD does not work with social assistance or emergency programming initiatives, such as social cash transfer or emergency cash/food transfer schemes, it will continue to partner with governments, NGOs and United Nations agencies such as FAO, UNICEF and WFP to provide beneficiaries of social cash transfers and emergency cash/food transfers with other types of productive support, such as livelihood interventions, capacity-building and nutrition interventions, in the context of economic inclusion and recovery strategies. Such an approach is envisaged in the new country-based model presented in IFAD11.

Key partnership actions

- (i) Partnership-building starts at the COSOP stage, where country strategies are developed jointly with national governments and in close consultation with farmers' organizations (also linked to IFAD's Farmers' Forum), indigenous peoples' organizations (also linked to the Indigenous Peoples' Forum) women's rights organizations and other civil society groups involved in poverty eradication and social inclusion.
- (ii) Partnerships with ministries for social and women affairs and national gender and social programmes go beyond the scope of the Ministry of Agriculture to create a space for piloting and scaling up pro-poor linkages and innovations.
- (iii) Engagement in inter-agency coordination mechanisms promotes synergies and

²⁷ See "IFAD/Belgian Survival Fund Joint Programme: 25 years of cooperation" (IFAD/BSF), https://www.ifad.org/documents/38714170/39135645/brochure_e.pdf/9a5dca12-4f0f-4bde-ba8c-6f00d27c262e.

²⁸ See S. Devereux and R. Sabates-Wheeler, "Graduating from Social Protection? Editorial Introduction," *IDS Bulletin*, vol. 46, issue 2, 2015.

²⁹ For example, the Productive Inclusion and Resilience of Poor Rural Youth Project in the Dominican Republic; the Economic Inclusion Programme for Families and Rural Communities in the Territory of the Plurinational State of Bolivia; and the productive transformation of Pernambuco in Brazil.

complementarities with relevant programmes.

- (iv) Partnerships are entered into with communities and poor rural people's organizations and with key local actors at the field level, as well as local and international NGOs, with the capacity to reach the poorest.
- (v) Partnerships with local government institutions are critical in the context of decentralization and territorial development.
- (vi) Partnerships with agribusiness actors are informed by poverty-focused considerations and based on a clear assessment of the potential benefits to the poor and the poorest.
- (vii) Establishment of a network of consultants, experts and supporters of pro-poor innovations facilitates the dissemination process.

(ii) Policy dialogue and scaling up

5. IFAD's targeting policy provided for the Fund should play an active role in promoting proven pro-poor solutions, especially those vetted by poor people themselves and those that foster policy processes that address the needs of disadvantaged target groups. The scaling up of the targeting dimension relies on forging strategic partnerships with governments and pro-poor institutional partners, including membership-based organizations of the rural poor, and making a more systematic use of the experiences and lessons learned from its projects to promote the placement of the issue of rural poverty on the international development agenda and its consideration in national development processes. Recent experience in partnering with social registries for targeted social assistance programmes or ones that use the graduation approach could be documented and assessed more thoroughly and disseminated more widely in order to inform quick wins for targeting, scaling up and policy dialogues.

Box 1

The combination of cash transfer programmes with livelihood interventions

A recent evaluation of a cash transfer programme in Lesotho that was combined with livelihood interventions has documented larger and more sustainable impacts than those attained by cash transfers alone as measured against a series of desired outcomes, including asset accumulation, income from sales of vegetables and poverty reduction. This initiative focused on providing incentives for saving and for the achievement of financial literacy through beneficiary participation in savings and internal lending communities and through capacity-building in the establishment and care of vegetable gardens coupled with nutrition sensitization and the provision of extension services and seeds. Local extension workers did point out, however, that the programme could have had an even greater impact if it had been linked to the IFAD Smallholder Agriculture Development Project that was operating in the same area as the cash transfer plus livelihood programme.

6. Policy dialogue. The Fund's experience in engaging at the policy and government levels on poverty targeting issues has been either poorly documented or relegated to the realm of anecdotal reporting. Policy dialogue initiatives relating to poverty targeting are very rarely included in the design of projects or programmes and are thus rarely monitored during implementation. However, in some countries, committed country programme managers have used existing policy forums to encourage governments to develop poverty-focused policy frameworks. Some of these initiatives are outlined in box 2.

Box 2

Examples of poverty-focused policy dialogues

- **Uganda:** IFAD has played an active role in the country in promoting the institutionalization of the graduation approach and started engaging in pro-poor policy dialogues when the National Agricultural Advisory Services Programme started to shift towards a trickle-down philosophy.
- **Peru:** IFAD has contributed to strategic public policy formulation in the country in connection with, for example, the Family Farming Promotion and Development Act and the National Rural Talents Promotion Strategy.
- **Brazil:** At the Specialized Meeting on Family Farming of the Southern Common Market, the Ministry of Agrarian Development and IFAD directed the participants' attention towards the priorities of Brazilian family farmers and included their representatives in the dialogue, alongside government officials and other policymakers and decision makers.³⁰

³⁰ See the Independent Office of Evaluation of IFAD, *Federative Republic of Brazil: Country Programme Evaluation*, p. xii, para. 43 (2015).

7. An important entry point for engaging in policy dialogues is SDG target 1.b, which highlights the need to “create sound policy frameworks at the national, regional and international levels, based on pro-poor and gender-sensitive development strategies, to support accelerated investment in poverty eradication actions”.
8. Policy engagement with governments to support investments that can accelerate poverty eradication is at the core of the IFAD11 commitments, which also foresee complementarities between IFAD production-enhancing investments in rural areas and social protection policies and investments that address income poverty, economic shocks and social vulnerability. Here there is also room for a win-win partnership strategy, as SDG 1 target 1.3 is to “implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable”, while SDG 1 target 1.4 calls for the provision of support to the poor and vulnerable in order to ensure that they have access to technology and assets.
9. Policy engagement is also of key importance in promoting the scaling up of IFAD-supported pro-poor innovations. Engagement at the policy level provides the policy, institutional and fiscal space for the institutionalization of such innovations.
10. Scaling up. In order to contribute to the success and scalability of pro-poor innovations, it is important to ensure that the models and approaches that are developed:³¹
 - Are driven by the participation and demands of the poor, women, youth and other vulnerable groups;
 - Are based on simple and pro-poor methodologies and tools and are adaptable to different contexts;
 - Contribute to broader development goals and pro-poor growth in line with government priorities and strategies;
 - Ensure long-term support from country programme managers, project directors and government actors for driving the scaling-up process forward;
 - Are disseminated through peer interchanges and competitive proposal submission processes that can act as incentives for “doing better” and for replicating best practices and innovations in the area of pro-poor targeting;
 - Are based on an appropriate mix of “smart” incentives for the poor and women to participate and disincentives for the better-off that need to be introduced as a safeguard mechanism for avoiding the risk of elite/male capture of project services and benefits during the scaling-up process;
 - Include investments designed to strengthen women’s and poor people’s social capital and to upgrade their organizations so that they will have the capacity to undertake collective action and engage in policy dialogue;
 - Are underpinned by systematic, long-term policy dialogues during project implementation to further expand the policy and legal space to provide scope for institutionalization and national scaling-up efforts;
 - Foster the active involvement of local government institutions in both the design and implementation stages, particularly in the context of decentralization and territorial development; and
 - Are based on strong participatory, learning-oriented environments.

³¹ These recommendations have been taken from the text of a draft IFAD study on scaling up gender and poverty targeting.

Inception paper for the revision of IFAD operational guidelines on targeting

I. BACKGROUND

A. IFAD mandate and global rural poverty

IFAD 5th Policy Framework³² (2016-2025) reinstates IFAD’s mandate³³ as it says that “IFAD’s overarching development goal will be to invest in rural people to enable them overcome poverty and achieve food security through remunerative, sustainable and resilient livelihoods” (p.5). The framework also states that IFAD will seek the following strategic objectives:

- a) improve poor rural people’s productive capacity (Strategic Objective 1),
- b) increase benefits from their participation in markets (Strategic Objective 2) and
- c) ensure the sustainability and resilience of their economic activities (Strategic Objective 3).

Understanding where poor rural people live and the agroecological and economic features of these locations, their socioeconomic characteristics, particularly what they do for living as well as the different mix of constraints and challenges (including determinants of social exclusion of specific groups) they face to improve their livelihoods and reach sustainable pathways of out poverty are important elements to ensure the adequacy and effectiveness of IFAD’s supported projects.

According to the most recent World Bank report on poverty monitoring³⁴, from 1990 to 2015, there has been a fall from 40 to 10 per cent in the prevalence of the extreme poverty worldwide. In 2015, 736 million were living in extreme poverty down from 1.9 billion in 1990. However, the pace of poverty reduction has slowed down recently, which will require greater effort to meet the global targets of reducing global extreme poverty to less than 3 per cent. Poverty continues to be disproportionately and overwhelmingly a rural phenomenon. Poverty rates in rural areas (17.2 per cent) are three times higher than in urban areas (5.3 per cent). Although the rural population correspond to 54 per of the global population, they comprise 79 per cent of the global population living in poverty, which shows how overrepresented the rural population is among the poor. The proportion of multidimensional poor who live in rural area is even higher at 83.5 per cent, which shows that rural poor people suffer more from cumulative deprivations, not only monetary poverty. The poor rural people rely mostly on agricultural activities and access to natural resources for food security and their livelihoods (FAO, 2019)³⁵, which implies that supporting agricultural activities and

³²IFAD Strategic Framework 2016-2025 (2016) < <https://www.ifad.org/en/web/knowledge/publication/asset/39369820>>

³³ IFAD goal is to empower poor rural women and men in developing countries to achieve higher incomes and improved food security. Its mission is to enable poor rural people to overcome poverty. IFAD (2012) <<https://www.ifad.org/en/document-detail/asset/39637383>>

³⁴ Poverty and Shared Prosperity, World Bank (2018) <<http://www.worldbank.org/en/publication/poverty-and-shared-prosperity>>.

³⁵ Corporate Framework on Rural Poverty Reduction – Towards reaching Target 1.1 of the Sustainable Development Goals (2019). Mimeo.

protecting natural resources are important policy areas to help the rural poor out of poverty, activities that comprise the core of IFAD's project portfolio.

The World Bank report also reveals that extreme poverty has become more entrenched in some areas, with increases in extreme poverty in some Sub-Saharan African countries, in particular where development strategies have overlooked the linkages with income and consumption levels of the poor and in areas with prevalence of conflict or vulnerable to natural disasters. Thus, in line with IFAD's mandate as well as IFAD 11 commitments, increasing the productive capacity of the poor through access to assets and opportunities, including better access to markets, and addressing issues related to climate change and the causes and consequences of conflict will certainly become even more important to fight rural poverty and achieving extreme poverty eradication targets.

The report also looks at inequality as measured by the relationship between the income growth of the bottom 40 per cent vis-à-vis the country's average growth rate (the World Bank) call this ratio the "shared prosperity premium". If the ratio is higher than one, the 40 per cent poorest are benefiting more than the average from growth, ensuring a reduction of inequality and pro-poor growth. East Asia and Pacific, Middle East and North Africa and Latin America and the Caribbean are regions where the bottom 40 per cent are doing better than the average, whereas in South Asia, Europe and Central Asia and in more than half of the Sub-Saharan African countries in their sample those at the bottom 40 per cent is doing worse than the average, suggesting increasing inequalities in the region that is responsible already for the majority of the extreme poor.

Leaving no one behind – the ambition that cuts across the 2030 Sustainable Development Agenda – is central to IFAD's mandate. IFAD's comparative advantage lies in its strong focus on the poor, food insecure and marginalised people in rural areas. IFAD operations aim to empower this population to improve their resilience, even in fragile contexts and disaster-prone areas where emergencies lined to natural and man-induced disasters are prevalent leading to droughts, floods, and/or conflict and causing famine, displacement and/or forced migration.

B. IFAD 11: key messages and recommendations for poverty targeting

IFAD 11³⁶ underlines the key role IFAD plays in ending rural poverty and hunger, addressing climate change, improving nutrition, empowering rural women and girls, creating opportunities for the youth and addressing the challenges of fragility, disability and migration in rural areas. In line with the SDGs Agenda of Leaving no one behind, the Fund has committed to target its investments to those who need it most, i.e., the poorest people and the poorest countries. A summary of targeting related messages and commitments put forward in IFAD11 follows below:

Global level:

- (a) IFAD's investments will target the poorest people and the poorest countries (key message 5, paragraph 15 of the Executive Summary);
- (b) 90 per cent resources allocated to LICs/LMICs (key message 5, paragraph 15 of the Executive Summary);

³⁶ Report of the Consultation on the Eleventh Replenishment of IFAD's Resources <
<https://www.ifad.org/documents/38714174/40306705/Report-of-the+Consultation+on+the+Eleventh+Replenishment-of-IFAD%27s+Resources.pdf/3819f1bc-d975-45ce-9770-8f673e26caa0>>

- (c) ending rural poverty and food insecurity will not happen without prioritizing interventions in LICs and MICs and reaching the chronically poor in MICs (paragraph 51);
- (d) efforts to promote inclusive and sustainable rural transformation must tackle five crosscutting challenges affecting rural areas: poverty (SDG1), hunger (SDG2), gender inequalities (SDG 5); youth unemployment (SDG 8); climate change (SDG 13) and fragility (all SDGs) (paragraph 14).

Country level:

- (a) The new country-based model will enable IFAD to be more engaged in national policy processes and shape country programmes tailored to the specific conditions, demands and priorities of partner countries and target groups (key message 8, paragraph 19 Executive Summary);
- (b) Governments and their partners must jointly decide on the right combination of rural development policies and investments, including the best mix of: (i) targeted policies and investments for productive activities that seek a pathway towards inclusion by improving the livelihoods of the rural poor and food-insecure; and (ii) complementary social protection policies and investments that address income poverty, economic shocks and social vulnerability. As part of its comparative advantage and to promote inclusive and sustainable rural transformation, IFAD must work with governments to identify targeted policies and investments for productive activities and support these investments (paragraph 10);
- (c) Careful targeting of the poor and food-insecure rural people within each country will ensure that IFAD'S people-centred investment in the productive rural sector reach the priority target groups. Particular attention will be given to women and youth, with appropriate approaches for young women and men (key message 5, paragraph 15 Executive Summary);
- (d) the Fund will support the poorest, most marginalized population strata, living in the most remote and fragile areas (paragraph 25)

Project level:

- (a) projects will incorporate a sharper poverty focus and analysis at design (paragraph 63);
- (b) projects will also be designed, implemented and monitored to ensure that they have flexible targeting strategies that are appropriate for different target groups and changing country contexts; which will also enable to target the poor in the poorest regions of UMICS with substantial pockets of poverty, or experiencing "middle-income trap" (paragraph 63);
- (c) To ensure that rural transformation is inclusive, IFAD will continue to focus on its target group of extremely poor people who have the potential to take advantage of improved access to assets and opportunities for agricultural production and rural income-generating activities, paying special attention to smallholder and landless farmers, indigenous peoples and ethnic minorities, and other disadvantaged communities (paragraph 62);
- (d) IFAD11 will place considerable emphasis on targeting women, emphasizing gender transformation in order to address the gender productivity gap and accelerate achievement of gender equality and the empowerment of women and girls (paragraph 62);

- (e) IFAD's Strategic Framework also includes victims of natural disasters and conflict as part of IFAD's target group and recognizes that support to these people is an indispensable part of IFAD's role in fostering inclusive transformation and leaving no one behind (paragraph 62);
- (f) Management will also revise its operational guidelines on targeting to strengthen the focus on young people, consider the inclusion of persons with disabilities, and confront the issue of child labour in agriculture more explicitly (paragraph 63).

IFAD 11 acknowledges that inclusive and sustainable rural transformation does not happen automatically, and it must be made to happen through well targeted policies, investments and partnerships. Targeting the poor and food insecure is one of IFAD's principles of engagement and is central to its mandate of enabling rural people to overcome poverty and achieve food security through remunerative, sustainable and resilient livelihoods.³⁷ The 2018 Annual Report on Results and Impact of IFAD operations (ARRI) of the Independent Office of Evaluations³⁸ highlights five important challenges to improve IFAD poverty targeting performance: (i) insufficient access or production of adequate data to inform targeting design, implementation and supervision; (ii) insufficient robust poverty analysis to inform targeting strategies; (iii) potential mismatch between target group features and project efficiency guidelines (e.g. shorter design periods and quicker disbursement), which may generate negative incentives for poverty targeting; (iv) potential conflict between the focus on value-chain projects and the needs of IFAD target groups, which requires learning and guidelines on how to implement pro-poor value chains and; (v) the need to foster policy engagement with governments to ensure that the poorest of the poor and most vulnerable are included in projects, which requires partnerships with ministries and other organisations working on basic needs and complementary social protection programmes.

Thus, revising IFAD targeting guidelines in line with the 2006 Targeting Policy, but incorporating the new SDG agenda and target, country's own strategies for (rural) poverty reduction as well as IFAD 11 targeting commitments is key to improve the overall performance of IFAD's portfolio³⁹. IFAD 11 key messages and commitments highlighted above as well ARRI 2018 findings have the following implications for the revision of targeting operational guidelines:

- (i) Ensure through the guideline a clear commitment to the implementation of the SDG agenda and to contribute to the achievement of its targets, particularly poverty and hunger eradication (SDG 1 and 2), but also gender inequalities (SDG 5); youth unemployment (SDG 8); climate change (SDG 13) and fragility (all SDGs);
- (ii) Benefit from a decisive engagement in country's policy processes and strategies, influencing and contributing to targeted policies and programmes that mix productive interventions, investments and social protection as a means to promote inclusive and sustainable rural transformation for all rural poor peoples;
- (iii) Use of adequate data and poverty analysis to improve geographical and people targeting within each country and at the project level, with a focus on the poor and food insecure, but also looking at specific vulnerable groups that tend to have less access to assets and opportunities and face specific constraints to reach

³⁷ IFAD Strategic Framework 2016-2025

³⁸ IFAD 2018 Annual Report on Results and Impact of IFAD Operations. Independent Office of Evaluation; IFAD 2017. What works for gender equality and women's empowerment – a review of practices and results Evaluation synthesis. Independent Office of Evaluation.

³⁹ IFAD 2018 Annual Report on Results and Impact of IFAD Operations. Independent Office of Evaluation.

social and economic inclusion such as women and girls, the youth, indigenous populations, ethnic minorities, people living in fragile contexts and vulnerable to climate change and conflict, persons with disabilities and children at risk of child labour.

- (iv) Use of adequate targeting tools to reach out to the different target groups, ensuring that attention is also paid to issues related to vulnerability and poverty dynamics as well as adequacy of the projects to different target populations, for example, targeting strategies for the youth must follow differentiated approaches.

The increasing focus on disadvantaged women, youth (both women and men) and indigenous populations, will be further strengthened by paying systematic attention to climate and nutritional vulnerability. This is in line with IFAD cross-cutting framework⁴⁰, which considers gender, youth, Indigenous population, nutrition and environment as critical to the pursuit of IFAD's mission. The guidelines will contribute to strengthen the integration of IFAD's cross-cutting framework, also providing practical examples and guidance on how to mainstream the five themes, in order to achieve inclusive and sustainable rural transformation. Overall, the revised operational guidelines will serve as a chapeau that proposes options and solutions to critical targeting challenges in an evolving development context and gives coherence and integrates the different policies and strategies that have emerged relating to specific groups.

⁴⁰ Framework for implementing transformational approaches to the mainstream themes, IFAD (2019)

II. IFAD 2006 TARGETING POLICY

C. 2.1 IFAD target groups

IFAD targeting Policy⁴¹ reinstates that IFAD's mandate defines its target group as the "rural people living in poverty⁴² and food insecurity in developing countries". In addition, it emphasizes that within this broad group:

- I. IFAD strives to proactively reach the extremely poor people as defined by the MDG 1 or the poorest of the poor as stated in IFAD's new business model and IFAD 11 commitments, and;
- II. those who have the potential to take advantage of improved access to assets and opportunities for agricultural production and rural income-generating activities IFAD can provide;
- III. categorical/social inclusion groups who have unequal and less access to assets and opportunities, particularly rural women, rural marginalized groups such as ethnic minorities and indigenous populations. As seen in the previous section, the categorical target groups have been expanded so as to include rural youth⁴³, people vulnerable to and/or affected by climate-related, natural and man induced disasters, particularly in fragile contexts (e.g. migrants, refugees, internally displaced people, etc.), and more recently, the disabled and children at risk of child labour.

The policy also states that "leakages" towards non-eligible better-off groups, i.e., outside the target groups cited above would be acceptable in three contexts:

- a. those who are at risk of becoming poor (the transient poor) because of vulnerability to idiosyncratic and covariate shocks, particularly risks related to climate change and those related to fragile contexts;
- b. when the participation of non-target groups is instrumental to the implementation of the development project supported by IFAD due to economic interdependency;
- c. to avoid conflict at the community level that could jeopardize the implementation and the impact of the project.

In any case, particularly the last two circumstances, the context needs to be clearly stated in the narrative of the project and measures to avoid that most of the benefits accrue to non-eligible groups and/or are captured by local elites shall be explicitly spelled out at both design and implementation levels. This is important as the organization measures its development effectiveness against the needs of its target group.

⁴¹ IFAD Targeting Policy: Reaching the Rural Poor. IFAD, 2006.

⁴² The Policy states that poverty is dynamic (people can move in and out of poverty), context-specific and multidimensional. Given this complexity, the policy does not provide a categorical definition of its target group, based on universally measurable indicators (such as international poverty lines).

⁴³ Overlooked in the 2006 Targeting Policy, the 2009 Guidance Notes on Targeting makes explicit reference to the youth as a key priority target.

D. IFAD targeting approach

IFAD Targeting Policy⁴⁴ provides a set of guiding principles for identifying and reaching the target group. It states that *“in any given context, IFAD will, together with its partners, identify target groups through a gender-sensitive poverty and livelihood analysis using available data, filling information gaps as needed, and always incorporating the views of poor women and men and their organizations”* (p.12). IFAD’s approach to targeting was intended to deliver more effectively the benefits of development to the poor rather than relying on the “trickle-down” effect of investments concentrated in those who already have more access to capital and opportunities. This was driven by the evidence that under IFAD supported projects socio-economic as well as gender inequalities tended to persist unless adequate targeting and enabling and empowering measures were implemented to create opportunities for the poorer and to overcome constraints rooted in unequal power relations associated to poverty and social exclusion. The tendency to rely only on geographical rather than people-centred socioeconomic targeting mechanisms was identified as a concern in many operations, along with the need to better define IFAD’s target group⁴⁴.

Box 1: Evolution of IFAD’s approach to targeting

- During the 80s, IFAD work was based on grants and subsidies to farmers and the design and implementation was largely top-down and driven by technical experts with little concern for sustainability. Poverty analysis was weak, and there was little or no poverty or gender targeting.
- By the 1990s, targeting had become a cornerstone of IFAD’s approach supported by information and technical training. Targeting sought to strengthen the selection of geographical areas, activities and beneficiaries in support of agricultural and rural development goals. Women were seen as an explicit target group, and there were quotas and earmarked funds and approaches to target them.
- By the end of the 1990s, the norm is for demand-driven development approaches. Projects are implemented based on participatory needs assessments and with strong community involvement in planning, targeting and selection of beneficiaries. The focus is on empowerment and livelihoods as well as on indigenous people. The work of IFAD is to support and develop the enabling environment for pro-poor growth and achievement of the MDGs. Targeting is based on mixture of enabling and empowering measures, and project design aim to ensure that those beneficiaries who need the support will be selected and engaged by their communities (community-based targeting) or choose to get involved themselves (self-targeting). Gender training, and literacy and other skills building are crucial elements to this approach.
- Roughly from 2010, IFAD approach to targeting was challenged by the shift to value-chain development projects. Targeting and market development are sometimes seen as opposite impulses. Crop-based targeting is often used to select value-chains that are dominated by the poor and women. In some cases, IFAD has built on its approach to targeting, informed by participatory and demand driven approaches, to develop pro-poor value-chains, which have resulted in direct and indirect positive effects at different stages of the value chain and for different echelons of rural societies.

In the Targeting Policy the word “targeting” is not used in a conventional manner. It refers not only to targeting methods, but also to a targeting approach⁴⁵ that includes measures which aim at empowering marginalized people to access resources, including

⁴⁴ ARRI 2006

⁴⁵ IFAD targeting approach seeks to strengthen the selection of geographical areas, activities and beneficiaries informed by pro-poor criteria, which are developed and endorsed with community participation and through participatory livelihood analysis. This approach is not based on exclusionary measures, but on improving the conditions for the poor to capture most of project’s benefits, while at the same time, creating disincentives for the better-offs to participate.

decision-making positions. Measures include establishing or strengthening groups to receive incentives and technical support; developing and delivering innovative pro-poor services and products designed with the participation of poor rural people; and introducing rules and operational mechanisms to ensure well-targeted benefits at the community level. These may include imposing ceilings on grants or using simple and democratic procedures to access them. Direct or categorical targeting, through the implementation of quotas and earmarked funds has also been broadly used, particularly where clear cut-off poverty categories are easier to identify and implement, such as women-headed households, HIV-AIDS affected households, the landless etc.

IFAD Targeting Policy defines IFAD targeting approach based on the following methods and measures:

1. **Geographical targeting** – to select the poorest areas within a country or a region. It is an effective means of reaching poor people in projects that are not national in coverage. Important to notice that the Policy states that IFAD uses national poverty line (not the international poverty line for geographical targeting). It requires (a) poverty, food insecurity, (climate) vulnerability mapping and disaggregated indicators; (b) poverty profile and agricultural and rural-income generating activity potential mapping or indicators – all analysis shall have also a focus on the categorical/social inclusion target groups (disaggregated indicators by target group);
2. **Direct targeting or people targeting** – linked to the choice of eligibility criteria when services and resources are to be channelled to specific individuals or households. It can use different methods such as community-based targeting (using wealth ranking), existing or easy to produce household socioeconomic classification based on composite indexes such as living conditions index, multidimensional poverty indexes, asset index, proxy means test, etc). Attention should be paid to people targeting within indigenous population and other groups for whom the poverty concept and poverty ranking strategies adopted by these methods may not be adequate.
3. **Self-targeting** – this method relies on a self-selecting mechanism; thus interventions shall be designed in a way to incentivize target groups to participate in the project interventions and the non-targeted groups to opt out. Some people from IFAD target groups can opt out and do not participate in project interventions due to design or implementation constraints (e.g. gender-based social norms, direct and indirect participation costs) while other members who are not part of the target groups may find it easier (affordable) to get involved. To ensure that self-selection does not compromise the outreach of the target groups, design features must be carefully thought to avoid the systematic exclusion of these groups and enabling, procedural and empowering measures should be taken to incentivize their participation.
4. **Enabling measures** – to promote a policy and institutional environment among stakeholders and partners that is favourable to poverty targeting, which includes inclusive policy dialogue, awareness raising and capacity-building;
5. **Procedural measures** – to facilitate transparency in administrative procedures and remove unintentional obstacles that may hinder social inclusion and gender equality.
6. **Empowering and capacity building measures** –to develop the capacity and self-confidence of those with less voice and power to enable them to voice their needs and to participate in planning, decision-making and project activities. This

may be achieved through information and communication campaigns, focused capacity- and confidence-building measures and organizational support;

IFAD Targeting Policy also states that the Fund is committed to work with “*like minded partners at all levels; pilot and share experiences on effective approaches to targeting hard to reach groups and build innovative complementary partnerships with actors that can reach target groups that IFAD cannot reach with the instruments at its disposal*” (p.12). A key guiding principle of the Policy is to pilot and share learning on successful approaches to targeting hard-to-reach groups, by building innovative and complementary partnerships with actors that can reach target groups that IFAD cannot reach with the instruments at its disposal.

The Policy also recognizes that IFAD should play an active role in promoting pro-poor tested solutions, especially those of poor people themselves and fostering policy processes that address the need of disadvantaged rural women and men. The scaling-up of the targeting dimension relies on forging strategic partnerships with governments, pro-poor institutional partners, including membership-based organizations of the rural poor, and making more systematic use of the experiences and lessons learned from its projects to promote inclusion of rural poverty into the international development agenda and in national development processes.

III. TARGETING ISSUES, CHALLENGES AND QUESTIONS

A stock-taking exercise of a broad range of documents was carried out to assess current targeting issues and challenges in IFAD-funded operations. In-house consultations and interviews were also carried out to explore staff views regarding targeting and identify existing problems as well as potential solutions.

E. Key issues

- **Lack of agreement on the target groups: poverty definition, active poor and vulnerable categorical groups.** The policy provides significant flexibility in implementation of the targeting within projects and this can lead to interpretations that are not consistent with the means by which targeting performance is measured. In some cases, this flexibility was used to justify either the delivery of untargeted actions (“we target all rural population”) or a conscious shift towards the concentration of resources and attention towards those with greater economic potential, often without envisaging clear multiplier effects to the poorer. For instance, the term “active poor” has been subject to different interpretations and often used to refer to the less poor or those who are capable to quickly respond to the type of incentives IFAD supported projects typically provides. The consultation reveals different views in this regard within the organization, on one hand, there are those who have reinterpreted the active poor as restricted to those who are better-off and have productive capacity and ability to generate meaningful productive impacts for themselves and their communities. On the other hand, there are those who argue that it is possible to produce important productive impacts among the extreme poor. They are already highly economically active, even if surviving through their precarious and multiple livelihoods strategies. In fact, they are those more in need of the incentives provided by IFAD combined with complementary measures from the social sectors to sustainably reach a pathway out of poverty. An additional issue is related those who experience transient poverty or despite not being poor are vulnerable to poverty in fragile contexts.
- **Lack of clear guidelines to identify or collect data that can be used for detailed poverty analysis required to identify priority geographical areas, identify the target groups, and inform the selection and design of projects.** The 2018 ARRI report highlights the need to strengthen poverty and target group analysis as a foundation for project design. Success of the targeting strategy is largely dependent on how well the target group is defined and their needs are understood⁴⁶. Hence the analysis of poverty and rural livelihoods is the critical first step in developing a targeting strategy since its findings form the basis for designing a range of interventions to fit the needs of different categories of poor rural people. A certain degree of target group analysis and disaggregation, especially along the categorical groups such as gender, age and ethnic lines is common to almost all projects. However, the quality and accuracy of disaggregation varies considerably. Some of the projects reviewed relies on a superficial analysis. To ensure that proper differentiation can be accounted for, proper sample sizes and data collection tools need to be developed and standardized.

⁴⁶ IFAD How to Do Note: Gender and Targeting, 2014

- **Mismatch between IFAD targeting approach which requires empowerment and capacity building and mobilization of the poor and the new timeframe for project design and implementation.**
- **Mismatch between the intended target group, usually the poorest, and the type of activities that are implemented on the ground.** Too often, projects' activities are inadequate to reach and benefit the poorest, often because they are unable to provide the required contribution or simply because they do not have enough assets to graduate to a semi-commercial level. Over-reliance on "self-targeting" mechanisms is also identified in some cases as leading to a targeting mismatch. Even when projects are working well in assisting the poor, targeting the poorest and most socially marginalised people can be challenging and requires the implementation of adequate partnerships, measures, and approaches. The same consideration applies to the youth, as many projects mention this group in design but fail to reach them in the implementation, possibly due to the lack of adequate approaches and project that match needs and aspirations of this group, and the need to factor in gender differences. Therefore, IFAD needs to clarify in its operational guidelines who IFAD should target in the context of different interventions and how to cater to the needs of these specific groups of the rural population, in alignment with existing country-specific strategies and policies, including Nationally Determined Contributions (NDCs). This might require the definition of a multi-pronged strategy that acknowledges the heterogeneity of the poor rural population, the existence of different pathways out of poverty and that some of the typical interventions IFAD will not be able to directly target the poorest of the poor.
- **Issues of targeted-related conflicts or fragility are largely overlooked.** Findings from the 2018 ARRI report reveal that none of the projects or programme analysed have included any conflict analysis or risk assessment of how changes introduced by IFAD could potentially affect conflict or insecurity either in a positive or negative way. The potential risks stemming from inaccurate targeting, including conflicts, elite capture and social exclusion of most vulnerable segments, should be seriously assessed and managed throughout implementation and supervision. The guidelines will also need to provide examples of IFAD-specific approaches that have made a positive impact on building the capacity of poor vulnerable households to recover from conflict, unrest and/or violence.
- **Poor accountability, monitoring and reporting framework.** Lack of data to conclusively inform the assessment of targeting performance is a common concern in many projects. Poor and uneven attention to targeting issues was also found in supervision reports and Medium-Term Reviews. This creates problems of accountability by hindering the IFAD capacity to report on its poverty outreach and play a more pro-active role in advocacy and policy-dialogue to support the development of pro-poor institutional and policy environments. Monitoring targeting performance is also a crucial element to ensure that any changes in the actual target group is detected and corrected as well as to mitigate the risk of excessive elites capture. Some projects do well in tracking outreach to different sub-groups, especially when those are defined based on clearly identifiable social categories, such as those along gender, ethnicity, and to a less extent age; wealth-based differences which often cut across more easily

identifiable group-based identities, are rarely captured. Furthermore, criteria to assess projects' targeting performance are uneven across divisions. For example, IOE evaluation on poverty is based on the international poverty measure (1.90/day), which is meant to be used primarily to track global extreme poverty and not for programming at national level⁴⁷ and on whether some groups are systematically excluded from project interventions (contrary to the "inclusiveness mandate"); while in Project Status Reports, this is based on whether the project has delivered on what was planned at design.

- **Lack of clarity on how to target and benefit the poor in value-chain development projects.** Value chain approaches are increasingly seen by IFAD as a more effective instruments to generate sustainable rural growth. This is because they are more holistic than many previous interventions which have tended to focus on improving the capacity of producers, whilst not considering how to strengthen and better structure their relationship with a variety of market actors. It is broadly recognized and the recent IOE evaluation of pro-poor value-chain development projects suggests, that value-chains can generate a lot of direct and indirect benefits to different echelons of rural population, including the poorest. The rural poor can benefit from value chain participation through different pathways, as they can be primary producers, wage workers, micro-entrepreneurs, service-providers, processors or consumers. However, some evaluations show that these pathways are not automatic as many rural people are not benefiting from the development of new agricultural markets. Often, farmers with few assets, people living in more remote and isolated communities; indigenous and tribal peoples; women farmers and landless youth (young men and women) may be considered too costly to reach in value chain projects, or simply overlooked. In addition, a review of IFAD-supported project reveals that there is little evidence of expanding rural employment opportunities to benefit poorer households, as a result of market development, although some evaluations do show some positive impacts⁴⁸. Hence, the multiplier effects of value-chain development in terms of creating jobs for the poor requires specific and proactive actions (i.e. selection of labour generating sectors, adequate training, rural enterprise promotion, promotion of decent-work etc.) in order to maximize the inclusiveness through the quantity and quality of the wage jobs and self-employment generated through value chain projects.

F. Underlying hypotheses

1. **Poverty targeting and its link with IFAD categorical target groups must be anchored on national and local contexts.** This is in line with IFAD's Targeting Policy, which defines poverty as a dynamic and context-specific concept and prioritize the use of national poverty lines combined with available data on food security and other human development indicators to define poverty and identify target areas.

⁴⁷ According to the World Bank country's national poverty line is far more appropriate for underpinning policy dialogue or targeting programmes to reach the poorest (see <http://www.worldbank.org/en/topic/poverty/brief/global-poverty-line-faq>).

⁴⁸ See for instance the IOE Evaluation of Pro-Poor Value-Chain Projects (internal draft) and the recent RIA evaluation of PROFIT in Rwanda (2019)

2. **Different targeting strategies should be applied in different contexts and for different thematic investments**, but the need to include the poorest of the poor and the cross-cutting themes must be streamlined in the country programme and as far as possible in all projects supported by IFAD.
3. **A minimum set of conditions are necessary for developing and implementing an adequate targeting strategy**. They include access to adequate data, capacity to undertake robust poverty analysis, and assessment of economic potential of rural areas, adequate time and resources to plan, design and implementing⁴⁹.
4. **Minimum and mandatory standards to be applied at different stages of the country programme and of the project cycle are needed to make poverty targeting implementable and effective**. The targeting guidelines will revisit the process and guidance on how to differentiate rural households for the purpose of design, implementation and monitoring and clarify how this should be done all along, including the country programme and project cycles (see Box 2).
5. **There are trade-offs between targeting the poorest of the poor and efficiency requirements (see box 3)**. Practical solutions need to be identified to balance the extra costs of targeting the poorest with existing efficiency requirements. Some projects have shown that working on targeting and participatory processes take time and can come at the cost of project's efficiency. Addressing this challenge is particularly important in the context of IFAD's new business model⁵⁰, which reaffirms the Fund's focus on poorest countries and on poorest people, while at the same time adopting more stringent criteria for improving value for money in its operations by reducing for example processing and implementation periods.
6. **The poorest of the poor, food insecure, disadvantaged, and vulnerable groups are not synonyms but not necessarily mutually exclusive**. Therefore, they need to be clearly defined in each context.
7. **IFAD targets different echelons of rural societies**, from the poorest of the poor to the transient poor or those vulnerable to poverty. In line with IFAD Targeting Policy, the Funds aims at promoting inclusive and sustainable rural transformation, acknowledging the heterogeneity and multidimensionality of poverty and fostering different pathways out of poverty.
8. **There is broad consensus that the Policy should not be revised**. The guidelines are intended to clarify specific aspects of the Policy, that have become particularly important, considering recent trends in rural poverty dynamics, the SDG agenda and the IFAD 11 commitments.

⁴⁹ One of the key findings from the last ARRI report (2018) and the IOE Evaluation of Pro-Poor value-chain projects (2019) is that projects that invest time and resources in building the capacity of poor farmers and communities to participate in value-chain development are more likely to achieve positive targeting outcomes. The ARRI report estimates that at least two year are needed to build the capacity of poor remote communities to participate in rural development.

⁵⁰ Enhancing IFAD11 business model to deliver impact at scale, 2017.

Box 2: issues in IFAD's current project cycle and possible ways forward:

	COSOP	DESIGN	IMPLEMENTATION (monitoring and supervision)	COMPLETION
Current situation	<p>Targeting does not feature prominently in the new COSOP guidelines, nor in the current outline of the SECAP background study. It is mentioned in the following sections:</p> <ul style="list-style-type: none"> • Targeting to mainstream key challenges • Annex I - Rural poverty and agricultural/rural sector issues • Annex IV - Targeting strategy in SECAP Background Study 	<ul style="list-style-type: none"> • No clear guidance on how to address targeting, as there is no longer any dedicated annex, nor checklist. • Targeting strategy in design is not clearly linked to the results of completed reports. 	<ul style="list-style-type: none"> • Dedicated scores in Project Supervision Reports (PSR) • Sex- and age-disaggregated indicators • Mismatch between what is stated in design and what is done at implementation • Uneven information in the targeting section of supervision reports (some only report on outreach, others on gender, very few give a proper assessment of targeting strategy). 	<ul style="list-style-type: none"> • Dedicated scores in Project Completion Reports (PCR) • Unclear information on targeting
Main risks	<ul style="list-style-type: none"> • No thorough poverty and target group analysis • Weak targeting strategies 	<ul style="list-style-type: none"> • No thorough poverty and target group analysis • Weak targeting strategies 	<ul style="list-style-type: none"> • Insufficient targeting measures • Weak monitoring of poverty targeting 	Weak monitoring/evaluation of poverty targeting
Way forward	<ul style="list-style-type: none"> • Minimum standards for poverty and target group analysis and targeting strategy to be included in annex I & IV • Poverty and target group analysis as part of the Country Situation Analysis • Targeting checklist 	<ul style="list-style-type: none"> • Minimum standards for poverty and TG analysis in enhanced SECAP (Annex 3) • Clear indicators for geographic targeting, (including climate vulnerability). • Minimum standards and guidance for targeting in Project Implementation Manual, PIM (annex 6) • Set a quota for the participation of the poorest • Targeting checklist and Table on Target Group 	<ul style="list-style-type: none"> • Start-up kit • Poverty measurement tools, • Targeting checklist • clarify what needs to be reported on in the 'Targeting' section of supervision reports – clear poverty markers. 	Integration of poverty measurement tools

Box 3: Critical targeting challenges and trade-offs

Geographic targeting

- **Poverty criteria do not match productivity potential:** rural poverty analysis, target group specific vulnerabilities and livelihood analysis should be accompanied by assessment of the potential for agriculture and rural-income generating activities to inform the mix of interventions necessary to overcome (extreme) poverty and tailor-made strategies to cater to the different potential and needs of the different groups. It is important to acknowledge the challenges and trade-off in these circumstances, but IFAD has expertise and experience on overcoming these constraints more than any other organisation working with the rural poor. What are the best strategies to improve the lives of those left-behind and whose isolation would not allow a better market access? Which activities typically related to SO1 and SO3 could be used to improve livelihoods of those who live in areas with limited agricultural potential?
- **Working in remote areas is costly and may come at the cost of promoting efficient use of resources.** However, it might be necessary in countries where pockets of poverty and extreme poverty tend to be geographically concentrated. For instance, many indigenous and tribal people, inhabit remote and marginalized areas. In those contexts, working through community-based and participatory approaches should be a priority, thus also requiring longer implementation periods and phased-in interventions.
- **How to counteract tendency to prioritize better-off areas with more productive potential?** Some governments may want to prioritize areas with lower incidence of poverty but greater productive potential. How can IFAD engage with governments to ensure that investments go to the neediest areas which also may have more productive potential, particularly with supported for complementary investments through partnerships? How can IFAD structure its country portfolio to cover all poor and vulnerable rural population including those who hardly could become commercial producers and/or get a job in a value chain project?

Direct/People targeting: Reaching the poorest of the poor and those who experience multiple forms of deprivations, requires multisectoral interventions, which may have already developed specific targeting tools that can inform IFAD direct targeting:

- Linkages to areas in which IFAD does not work directly to generate synergies and ensure coherence of the interventions that take place in the project areas. These areas include among others health, education and social protection programmes. These partnerships may require innovative arrangements. Some experiences that have taken place in Latin America and Asia could be disseminated as best practices.
- Learning from graduation models supported by IFAD that target the poorest of the poor and building linkages with other interventions linked to improved access to markets (SO2) where possible.

Ensuring project design include the poorest of the poor in a meaningful way:

- Coordinating complementary investments in long-term capacity building, asset building and social and physical infrastructures to ensure that the poorest of the poor can transition from support to productivity to improved access to markets;
- Projects for the poorest of the poor may require longer implementation periods or benefit from the phasing-in of different types of projects from improving basic livelihoods to improved market access. However, safeguard guidelines should be in place to avoid the risk of tokenism – including small component just to reach the poorest of the poor, but keeping them at the margin of mainstream development activities.
- Small and medium enterprise or more profitable value-chains contribute to agricultural growth in the short term but tend not to include the poorest of the poor: What should be the minimum requirements in terms of employment creation to justify IFAD investments in value-chains? What would be the impact of higher commodities price on poorer households, that are more nutrition vulnerable? How can IFAD and its partners ensure a balance between market development and socially oriented strategies?

G. Preliminary key questions:

1. How poverty and vulnerability to poverty and food insecurity as presented in the Targeting Policy, in the SDG agenda and in the IFAD 11 recommendations shall be understood at the country programme and project levels?
2. How the definition of the expanded categorical target groups and cross-cutting themes (IFAD 11) interact with the poverty definition?
3. How to define the “active poor” and how to determine economic potential in the context of IFAD targeting policy and IFAD 11 commitments?
4. What are the implications of this understanding for targeting operationalization and for IFAD portfolio?
5. What is IFAD comparative advantage in relation to other IFIs and Rome Based Agencies? Shall this advantage inform a partnership strategy with the other IFIs and Rome Based Agencies? If YES, how?
6. What is the necessary data, contextual information and tools to implement robust and meaningful poverty analysis and poverty profiling with particular attention to IFAD target groups?
7. Should poverty analysis and profiling also include assessment of agroecological conditions, agricultural potential, potential for rural-based income generating activity potential, climatic vulnerability and other types of vulnerabilities (e.g. risk of conflict, risk of natural disasters, social exclusion and stigma) at both national and sub-national level?
8. How geographic targeting, people targeting, and self-targeting can be fine-tuned for different target groups and with IFAD targeting approach as described in the 2009 Policy to improve target performance?
9. How pro-poor design (to support self-targeting) and enabling, procedural and empowerment measures can support the effective inclusion of target groups in IFAD-supported projects further contributing to the improvement of targeting performance?
10. Should there be a mandatory percentage of extreme poor (poorest of the poor) beneficiaries to be covered by projects at the level of country programme? Should this quota be also applied at the project level? if YES, should it vary according to thematic investments and context?
11. How targeting performance should be monitored and evaluated in the country programme and at the different phases of a project?
12. Why poverty targeting is not among the core indicators? Even as a measure of outreach?
13. Do current tools used to inform design as well as implementation, supervision and completions reports have enough information to assess targeting performance, including disaggregated data by socioeconomic status that could be used as a proxy to assess coverage of the poorest of the poor? If NO, what is missing?
14. How can IFAD build on
15. Are there enough time and financial resources to implement adequate targeting both at the design and implementation? How much time is needed in implementation to build the capacity of the poor to participate in mainstream development? If NO, how to address this issue?
16. How can IFAD improve its poverty targeting by building on best practices and successfully tested approaches?
17. How partnership with government and engagement into the policy processes (IFAD 11) relevant for rural poverty reduction could contribute to improve

poverty targeting performance and ensure that governments see IFAD as a strategic partner for rural poverty reduction strategies? Has IFAD engaged with government in discussing and influencing multisectoral rural poverty reduction strategies based on national owned poverty definition? Has IFAD project results influenced government policy and ensured scaling-up and mainstreaming of project components and tools? Has this process contributed to poverty reduction at the national level?

IV. TARGETING GUIDELINES: OBJECTIVES, OUTLINE AND PROCESS

H. Objectives

The broad objectives of the revised operational guidelines on targeting can be grouped in 4 categories:

- i) **Clarity:** Greater clarity would be provided regarding the definition of poverty; IFAD's target groups and various targeting approach;
- ii) **Capacity:** examples, guidance, resources would be provided to enhance the capacity to address poverty and targeting issues at all stages of the country programme and project cycle within the institution;
- iii) **Project cycle:** Ensure processes & outputs for Country Strategy and Opportunities Papers (COSOPs) and project design and reviews are sufficiently focused on poverty and targeting.
- iv) **Measurement:** New/revised indicators and tools. Strengthened measurement and reporting of results achieved in poverty: targeting performance as key input and economic mobility as outcome.

I. Proposed outline

IFAD Targeting Guidelines – annotated outline

1. Introduction

1.1. The need for IFAD targeting guidelines

This section will briefly discuss the need for targeting guidelines to address issues raised in recent IFAD policy documents including:

- IFAD 2016-2025 strategic framework
- IFAD11 commitments
- New business model
- Mainstreaming themes
- ARRI 2018 5 findings on targeting
- Stock-taking exercise

1.2. Summary of the IFAD Policy targeting

This section will summarize current IFAD targeting policy considering the context described in section 1.1 and covering the following issues:

- IFAD mandate: target rural people living in poverty and food insecurity with a focus on the poorest of the poor;
- Vulnerable and marginalized target groups including IFAD's traditional target groups. i.e. landless, marginal farmers, pastoralists, small-scale fishermen, women-headed

households, indigenous peoples, and the new additions such as youth and disabled people as per IFAD11 commitments);

- The lessons from past commitments related to Indigenous Peoples
- IFAD targeting and its programmatic approach – targeting as the point of entry in country strategies and project designs (people-centered).
- Issues covered in the Targeting Policy (2008) that need to be further clarified in the guidelines:
 - 1.2.1 Relevant poverty definition and measurement for targeting purpose in national contexts – e.g. Policy refers to the MDGs and not the SDGs, thus it needs to be update. The implications of how SDG targets are defined and the WB recommendation for using national poverty lines for programming (WB is the main custodian of SDG 1 target indicators).
 - 1.2.2 The meaning and relevance of an economic active/productive poor criterion for targeting in IFAD policy framework. The relevance of the poorest of the poor in the context of the global community commitment to leaving no one behind while delivering against the 2030 Agenda and the evidence from graduation programmes and social cash transfers.

1.3. Structure of the document

This Section will contain a summary of each chapter of the guideline

II. Different pathways out of poverty and the role of IFAD targeting policy

This chapter will provide figures for rural poverty incidence at global and regional levels, clarify the relationship between poverty and food and nutrition security, emphasizing their interconnection, but also acknowledging their specificities. Then it will discuss the heterogeneity among the rural poor population, including different manners to understand/measure the poorest of the poor and the issue of vulnerability to poverty (poverty dynamics). It will cover issues related to rural poverty, vulnerability to climate change, vulnerability to nutrition and other covariate shocks, particularly in fragile contexts. Then it will discuss different pathways out of poverty given the heterogeneous types of poor rural people and contexts as well as the different types (and sequencing) of interventions needed to address the constraints that they face to experience sustainable upward economic mobility as well as to improve their livelihoods in the context of an inclusive and sustainable rural transformation. Finally, it will discuss the SDGs and how IFAD targeting policy can contribute to their achievement.

- Rural poverty incidence at the global and regional level
- Relationship between poverty and food insecurity
- Heterogeneity of rural poverty: a profile of rural poor including the heterogeneity within the rural youth cohort (e.g. young women, indigenous youth, youth with disabilities, adolescent girls, etc)
- Rural poverty and climate change and fragile contexts
- The need of differentiate policies for different groups and contexts
- Inclusive rural transformation and “leave no one behind”: gradual approach
- SDGs and IFAD targeting policy (covering contributions to SDG 1, 2, 5, 8, 10, 13 and 15 as in the Strategic framework)

III. IFAD in the Evolving Development Context

3.1. New business model

This section will discuss the implications of IFAD new business model for targeting in the context of IFAD11 commitments.

3.2. Mainstreaming priority themes

This section will discuss the targeting implications of the adoption of mainstreaming priority themes: Environment and Climate Change, Gender, Nutrition, Youth and implications for IFAD11 commitments.

IV. Targeting guidelines

This section will cover issues related to the operationalization of targeting within IFAD's project cycle. Leveraging existing tools and best practices from IFAD and others, this section will clarify a set of (minimum) standard requirements with a provision of a checklist for targeting at design stage, implementation and monitoring and evaluation at country programming (results framework), project design (logical framework), project implementation (Programme Implementation Manual - PIM), project supervision (project supervision reports and mid-term reviews) and completion (completion reporting) levels.

4.1. Geographical targeting tools: (a) poverty and/or food and nutrition insecurity maps or disaggregated poverty and/or food and nutrition insecurity indicators; (b) mapping and/or disaggregated indicators on potential for agricultural activities or other rural income generation activities; (c) climate vulnerability mapping; (d) poverty profiles including target groups.

4.2. People targeting tools: guiding principle: alignment with government targeting when existing, (a) use of social registries, "single registries" and smallholder farmers registries; (b) use of existing targeting tools such as score cards and socioeconomic classification based multivariate indexes (e.g. living conditions index; Proxy means text, asset index); (c) participatory wealth ranking; (d) poverty and vulnerability profile of target groups.

4.3. Targeting design, implementation and M&E requirements across the Project cycle:

4.3.1 COSOP (e.g. content of the country situation analysis including poverty and food and nutrition security analysis; content for SECAP studies; geographical targeting to identify priority project areas, poverty profiles to identify project priorities and support implementation of mainstreaming themes)

4.3.2 Project Design (e.g. content for the SECAP note, definition of targeting tools, baseline targeting indicators – ORMS targeting and outreach/core indicators)

4.3.3 Project Implementation, supervision and mid-term reviews (e.g. targeting checklist in the supervision report, annual outcome survey)

4.3.4 Project Completion (e.g. programme final assessment; lessons learned)

V. Targeting best practices: reconciling efficiency and equity

This chapter will provide examples of targeting good practices and key lessons in the context of three types of interventions, covering poverty targeting, target groups and mainstreaming themes.

Ñ **Value chain** (including references to pro-poor value chain analysis by the independent Office of Evaluation)

Ñ **Rural finance**

Ñ **Community-driven development**

Ñ **Fragility**

Ñ **Environment NRM**

Ñ **Infrastructure.**

(access to markets; production sectors; PM; policy and institutions; inclusive finance; environment and NRM, social sectors)

VI. Partnership, scaling-up and policy dialogue

This chapter will discuss the contexts in which partnerships with government, Non-Governmental Organizations (NGOs), Civil Society Organizations (CSOs), farmers organizations (FOs), indigenous peoples' organizations (IPOs), UN agencies and International Financial Institutions (IFIs) can improve the targeting of IFAD supported projects and/or build synergies to achieve longer term and sustainable rural poverty reduction and ultimately sustainable and inclusive rural transformation.

Ñ How **partnerships** can support targeting performance and build synergies: government instruments, local NGOs, CSOs, FOs, IPOs other UN agencies and IFIs.

Ñ **Co-financing and targeting performance**

Ñ **Knowledge management:** Documenting lessons on targeting performance to support learning and scaling up and government ownership.

J. Process

The revision of the operational guidelines will be led by ECG's Gender and Social Inclusion team under the guidance of the inter-divisional task force. Selected consultants will bring in external expertise from outside and assure overall quality of the process. External peer-reviewers will be involved to validate the work and help improve the quality. The process will be structured around the following activities:

Outline the process (with the table below)

Activity	Deliverables	Description
Task force	<ul style="list-style-type: none"> Established in October 2018 	Division appointed representatives

1 Task force meeting	<ul style="list-style-type: none"> Validated CN feedback on next steps 	Kick start meeting held November 2018
2 Task force meeting	<ul style="list-style-type: none"> Systematization of comments to the inception report and the stock take Planning regional consultations 	Second meeting held on March 7, 2019
Stock take	<ul style="list-style-type: none"> Inception Report Stock-take of closed operations Review of on-going operations (to be finalized) Review of existing tools (on-going) Benchmarking (on-going) 	See Annex 2,3,4.
Consultations	<ul style="list-style-type: none"> Individual interviews Consultation with regional divisions (started beginning of April) 	See Annex 1
Retain consultant	<ul style="list-style-type: none"> Validated the proposed outline, Inception paper and stock take Consulted with IFAD staff 	He visited IFAD from 19 to 26 March 2019
Draft Guidelines	<ul style="list-style-type: none"> Draft guidelines 	Draft Guidelines submitted to the board on 22 nd May
Final Version	<ul style="list-style-type: none"> Final version of Targeting Guidelines. 	<ul style="list-style-type: none"> EMC approval of operational guidelines – 22 June Submission to SEC – 10 July Revised operational guidelines for EB approval – September Board

I . ANNEX 1: RELEVANT TOOLS AND HOW TO DO NOTES FOR POVERTY TARGETING

1. How to do Note: Engaging with Pastoralists (2018)
2. Toolkit: Poverty Targeting Gender Equality and the Empowerment of Women (2017)
3. How to do Note: Design of gender transformative smallholder agriculture adaptation programmes (2017)
4. How to do Note: Household Methodologies (2015)
5. How to do Note: Seeking Free, Prior and Informed consent (2015)
6. Scaling up note: Nutrition sensitive agriculture (2015)
7. Scaling up note: Gender Equality and Women’s Empowerment (2015)
8. Scaling up note: sustainable inclusion of smallholder farmers in value-chains (2015)
9. Guidelines Poverty and Livelihoods Analysis for Targeting in IFAD-supported Projects (2009)
10. Guidance note: Poverty targeting in IFAD-supported projects (2009)
11. How to do Note: Climate change risk assessments in value chain projects
12. Nutrition-sensitive value chains: A guide for project design (I and II) (2018)
13. Multidimensional Poverty Assessment Tool. User Guide. (2014) IFAD
14. Annual Outcome Survey: An Effective Tool for Project Management. IFAD
15. Vulnerability Assessment and Mapping tool (VAM/WFP)
16. Rural Livelihoods Information Systems (RuLIS/FAO)
17. Resilience Index Measurement and Analysis: (RIMA/FAO)
18. Self-evaluation and Holistic Assessment of climate Resilience of farmers and Pastoralists (SHARP/FAO)
19. Livelihood mapping approach (FAO)
20. Social analysis for more effective agriculture and rural development investments (FAO)

II . ANNEX 2: LIST OF PEOPLE INTERVIEWED

Margarita Astralaga – Director, Environment, Climate, Gender and Social Inclusion
 Ndaya Beltchika – Lead Technical Specialist – Gender and Social Inclusion
 Fabrizio Bresciani – Asia and the Pacific Region - Regional Economist
 Chitra Deshpande – Senior Evaluation Officer in IFAD’s Independent Office of Evaluation
 Fabrizio Felloni – Deputy Director of IFAD’s Independent Office of Evaluation
 Edward Heinemann – Lead Technical Specialist on Policy and Technical Advisory
 Steven Jonckheere – Senior Technical Specialist – Gender and Social Equity
 Athur Mabiso - Economy Analyst in the Research and Impact Assessment Division
 Maria Soledad Marco – Programming and Resource Officer
 Tisorn Songsermsawas – Economy Analyst in the Research and Impact Assessment Division
 Thouraya Triki - Director of IFAD’s Sustainable Production, Markets and Institutions Division
 Paul Winters – Associate Vice-President of the Strategy and Knowledge
 Roberto Longo – Senior Procurement Officer, WCA
 Jonathan Agwe - Senior Technical Advisor on Rural Finance
 Paolo Silveri – Regional Economist, LAC
 Tom Anyonge – Lead Technical Specialist Youth, ECG
 Jean Philippe Audinet - Lead Technical Specialist - POs and Rural Development, PIM
 Antonellla Cordone - Senior Technical Specialist, Nutrition, ECG
 Ilaria Firmian - KM and Communication, ECG
 Jesus Quintana – Country Programme Manager, LAC
 Francesco Rispoli – Country Programme Manager, ESA.
 Norman Messer - former Rural Institution Specialist, PTA
 Benoit Thierry – Country Programme Manager, WCA
 Sally Smith, Independent value-chain consultant
 Pietro Simoni, Independent Consultant, LAC
 Giulia Pedone, Nutrition Consultant, ECG
 Federica Lomiri, consultant IOE
 Rikke Oliveira - Senior Technical Specialist on Natural Resources, PIM

Stocktaking

I. POVERTY TARGETING: DESK REVIEW FINDINGS - CLOSED OPERATIONS

1. PURPOSE AND METHODOLOGY

The purpose of this review is to provide an overview of trends, challenges and good practices in poverty targeting under IFAD-supported projects.

This synthesis is based on the review of 56 evaluation documents developed between 2010 and 2018. Priorities was given to more recent evaluation documents. In Project Evaluation, poverty targeting is a dimension of effectiveness and relevance. Therefore a "quantitative" (score-based) assessment of targeting performance is not provided. However, evaluation reports generally include in-depth considerations on target group analysis and overall targeting performance and assess the extent to which poverty targeting contributed to the final score for both relevance and effectiveness. Hence, the analysis of the different evaluation documents allows to capture and compare key information on: target group analysis and disaggregation, targeting strategy adopted, targeting and gender outcomes and overall project performance in terms of poverty impact, effectiveness, relevance and gender equality.

The table below shows the number of documents reviewed per year and across regions. An attempt was made to achieve a balance between the different regional areas.

Table 1: Number of documents reviewed per year and region

Year	APR	ESA	LAC	NEN	WCA	Total
2018	1	0	3	1	3	8
2017	2	2	1	3	0	8
2016	2	2	0	2	2	8
2015	2	0	2	2	1	7
2014	2	1	1	1	1	6
2013	2	2	1	0	1	6
2012	2	3	0	1	0	6
2011	0	2	0	1	0	5
2010	0	0	2	0	2	4
Tot	13	12	10	12	9	56

Additional project-related documents have also been consulted, to provide more details on specific projects and approaches. Finally, the analysis of the scores for "targeting and outreach" which are singled out with a self-evaluated dedicated score included in project completion reports developed from 2009 to 2017 was used to complement the findings from the evaluations.

Key research questions, which guided the review are:

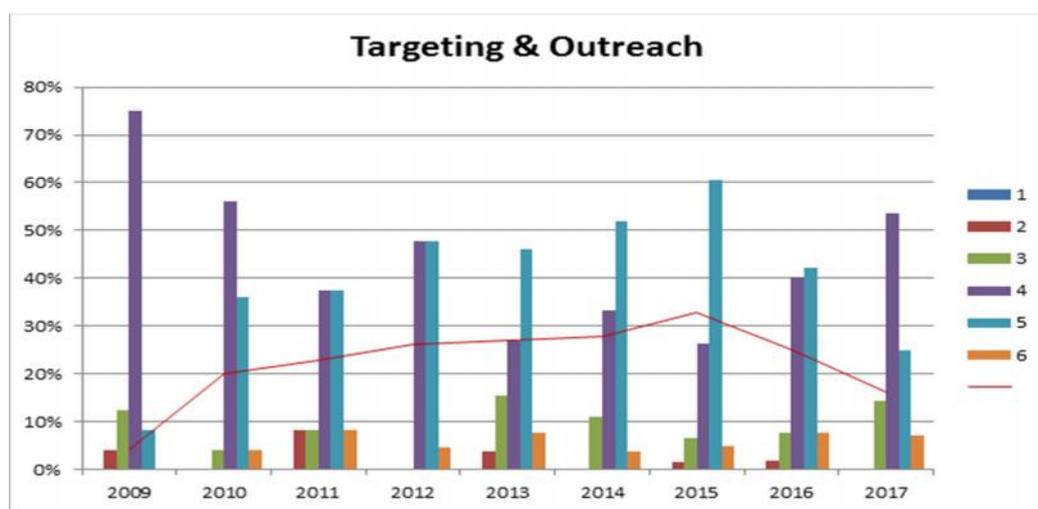
1. *What are key trends in the targeting performance of IFAD-supported projects?*
2. *What are the most successful approaches to targeting?*
3. *What are the key targeting challenges identified?*
4. *Is there a "positive correlation between poverty targeting and poverty impact/project performance?"*

2. KEY FINDINGS

2.1. What is the overall targeting performance of IFAD-funded projects over time and across regions?

An analysis of the scores for the dimension of targeting and outreach included in Project Completion Reports from 2009 to 2017 provides some insights on the targeting performance of IFAD-supported projects has over time. A constant improvement of poverty targeting has characterised IFAD's operations from 2009 to 2015. As shown in the graph below the number of projects scoring 5 or above has gradually increased during this period. There is broad consensus within IFAD that this can be attributed to the implementation of targeting policy (the targeting policy was approved in 2007) as well as to direct supervision (IFAD-IOE 2013, 2018). According to the last ARRI report, the move to direct supervision improved IFAD's project performance and is important for identifying issues and prompting corrective action.⁵¹ In average directly supervised projects fared much better than those supervised by cooperating institutions in terms of targeting approach and gender and poverty focus.⁵²

Graphic 1: trend of projects scoring 5 or above on targeting and outreach at completion (2009-2017)



Source: scores from Completion Reports (2009-2017)

A drop in the number of projects scored 5 and above, can be noticed from 2015 to 2017. This can primarily be attributed to 2 factors: i) the adoption of more stringent criteria for projects' assessment; ii) and uneven attention to poverty targeting issues across reports, projects and countries.

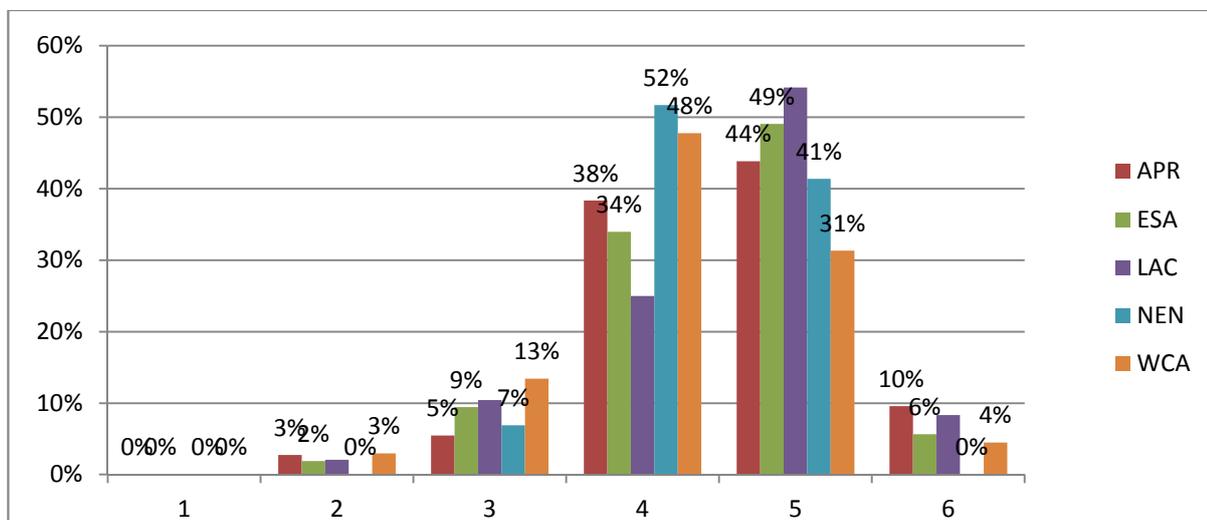
In terms of geographic specificities, it is difficult to make a definite assessment of regional trends in targeting, given the limited numbers as well as the slight imbalance in the number of projects reviewed per region. However, based on the sampled review, it emerges that the most successful projects with regard to the targeting performance are found in APR and LAC.

The analysis of the scores from completion reports partly confirms this findings. As shown in the table below, most of the projects scoring 5 or 6 on targeting, are concentrated in LAC, APR and ESA (62% for LAC, 55% in APR and 55% in ESA). Those are followed by NEN (41%) and WCA (35%).

⁵¹ IFAD. IOE. 2013. Rural differentiation and smallholder development. Evaluation Synthesis, p. 15, para. 55.

⁵² IFAD. IOE. 2013. IFAD's Supervision and Implementation Support Policy. Corporate-level Evaluation, p.

Graphic 2: percentage of projects across scores (from 3 to 6) and regions.



Source: scores from completion reports (2009-2017)

The imbalance between regions can be partly attributed to the complexity and diversity of geographic areas in terms of broader economies, poverty rates and socio-demographic dynamics. Most importantly, it is also a function of existing geographical differences in terms of institutional capacity and policy frameworks and the extent to which they support poverty reduction in rural areas. This suggests the importance of a pro-poor policy environment as a necessary condition to facilitate a poverty focus at the project level. For instance, It is clear that in many countries across Asia and Latin America, the existing institutional capacities along with the implementation of solid poverty-reduction policies and programmes has created an enabling environment for poverty targeting. The reasons for the under-performance of projects in WCA should be better assessed.

In terms of targeting strategies, the most common measure adopted by projects is geographic targeting. In programmes that are not national in coverage, this means focusing on geographic areas with a high concentration of poor people or with high poverty rates. In these cases, IFAD uses national poverty lines and available data on food insecurity and malnutrition – including data generated by WFP – combined with other human development indicators. More than half of the projects reviewed adopt and operationalise poverty-focused criteria to select geographic regions, districts and communities. When official data is missing this is generated through consultation with local actors and participatory exercises. Poverty-focused criteria in the selection of target areas are usually intertwined with other considerations (i.e. agro-ecological conditions; production-focused criteria).

The primary target group of IFAD’s projects is generally defined as poor smallholder farmers. It can be roughly estimated that about 30% of projects differentiate between the poor and the poorest in the definition of the target group. A certain degree of target group analysis and disaggregation, especially along more easily identifiable social axes, such as gender, age and ethnic lines is common to almost all projects. However, the quality and accuracy of disaggregation varies considerably. Some of the projects reviewed relies on a superficial analysis. Sometimes target group definition and analysis is conceived as an “add-on” to the design, thus failing to make the disaggregation exercise functional to the project and implementable.

Linked to that is the fact that many projects are based on a poor definition of social targeting strategies, including the identification of specific measures and activities according to the

poverty and socio-economic characteristics of different sub-groups. Social targeting refers to the measures for identifying and reaching specific social groups and households within targeted communities. Overall, the most common measures adopted for social targeting include: i) direct targeting of women's groups and to a less extent to the youth and indigenous peoples; and ii) the development of poverty-focused eligibility criteria, endorsed with community participation, as part of bottom-up participatory planning processes. Self-targeting measures are also often mentioned in many projects as the main approaches to reach the intended target group, through the degree of effectiveness of those measures is highly mixed. Finally, in line with the findings from the ARRI report (2018) the review confirms that none of the projects or programme analysed have included any analysis or risk assessment of how changes introduced by IFAD would affect conflict or insecurity either in a positive or negative way. Therefore, issues of conflict and fragility are largely overlooked. Section 3 will provide a more in-depth analysis of the key challenges that have been identified with regard to social targeting.

Finally, knowledge generation and monitoring of targeting performance is the weakest aspect in the large majority of projects, with very few exceptions. Limited availability and poor quality of disaggregated data and analysis of IFAD's target group in the reporting and M&E system makes it difficult to assess the projects' targeting performance and understand the distributional impact of projects. This also hinders the capacity of the Fund to understand its poverty outreach and play a more pro-active role in advocacy and policy-dialogue to support the development of pro-poor institutional and policy environments. Indeed, the review reveal that very few projects have engaged in policy dialogue activities to support the scaling-up and institutionalization of poverty-focused approaches.

2.2. What are the most successful approaches to targeting?

Geographic Targeting

As already pointed out, geographic targeting is widely used in IFAD-supported projects, especially in those countries where poverty is geographically concentrated in more marginal and remote areas, which are often characterised by more fragile ecosystems, such as mountain, forest or arid areas. Those remote communities are generally inhabited by indigenous and ethnic minorities, as well as marginalised groups such as pastoralists . A list of notable examples in terms of geographic targeting is included in the box below.

Box 1: best practices in geographic targeting

- **Brazil (2015):** the project implemented the systematic targeting of very poor communities in the poorest 29 municipalities of the State of Bahia. The selection of municipalities was based on the available *human development indicators*. Within the selected municipalities, the project focused on individual communities. The choice of individual communities was based on a number of criteria linked to: (i) basic needs assessment (this was guided by a community-level questionnaire developed by the project); (ii) strength of local associations and their independence from political parties; (iii) other practical considerations dictated by agro-ecological considerations. Emphasis was put on being as objective as possible in the choice of the communities to be served and avoiding political interferences.
- **Laos (2015)** the Integrated Rural Development Project (2005-2013) covered 207 selected villages in 8 districts in Attapeu and Sayabouri provinces, all belonging to the list of poor or very poor areas identified by the *National Growth and Poverty Eradication Strategy*,

- **Morocco (2014).** Rural Development Project in Mountain Zones - Al-Haouz (2002-2011) targets the high mountain areas, where poverty and extreme poverty is concentrated. At the community level the project employed an approach that consisted of targeting an "*entire douar*", the smallest territorial unit. Interventions were programmed based on a Douar Development Plan prepared jointly with the local populations. The communes were involved in the selection of the neediest douars, especially in terms of basic social infrastructures.
- **Peru (2018):** Most of the projects were implemented in the Peruvian highlands (southern and northern), where according to official data and poverty maps, rural poverty is concentrated.
- **China (2014):** Many IFAD-supported projects in China target remote and poorest mountain and forest areas, which are inhabited by ethnic minorities and are located at the margins of mainstream development. For many years IFAD has used the FAO/WFP-developed Vulnerability Analysis and Mapping (VAM) tool for selection of project areas.

Social targeting

The review shows that demand-driven and community-based projects remain the most effective in ensuring benefits to and participation by the poorer segments of the population and women through a combination of complementary and mutually reinforcing measures.

Most of the projects that achieved a higher performance in terms of social targeting are the ones that have adopted a community-based targeting approach as part of CDD along with: i) strong investments in social mobilization and organizational capacity-development, also known as empowerment measures ii) attention to ensuring transparency in decision-making (procedural targeting) and iii) participation of traditionally excluded groups through direct targeting (e.g, women, indigenous people, youth).

The term community-based targeting refers to the active involvement of communities in identifying the poor and defining the menu of options and criteria for participation. The active involvement of communities in decision-making over resource allocation, making sure that also marginalised groups have a voice, ensures that the activities and services provided by the project match the needs and capacities of different social groups (Self-targeting).

The Country Programme Evaluation for Nigeria (2017) considers that CDD approaches to rural development have paid-off in terms of ensuring sustainable and long-term impact on the poor while at the same time, promoting effectiveness and efficiency. This is because, when properly managed, the transferring of resources and decision-making power to the poor, by building their capacity to formulate their own development solutions and assume new roles in their communities, generates a sense of ownership, empowerment and responsibility. This is an important lesson that also emerge from IFAD-funded operations in Peru.

Box 2: Best practices of targeting under CDDs

Brazil (2011, 2015): the Dom Helder Camara Project (2000-2009) and Gente de Valor (2006-2012) have selected communities by aggregating them into “sub-territories”. Project sub-territories typically comprised two-four communities with similar characteristics and represented the operational level at which activities were planned. Each Sub-territorial Development Council formulated its strategic development plan and prioritized project activities and beneficiaries. The project mandated that at least 30 per cent of beneficiaries should be women (later raised to 50 per cent). Direct categories considered were women, quilombolas, indigenous people and, to some extent, the youth. Attention was also paid to targeting the beneficiaries of the “bolsa familia” social transfer programme. The selection of beneficiaries and planning of project’s activities was carried out in a participatory manner, through careful consultation of community members. Moreover, without working on basic infrastructure (access to water), it would not have been possible to initiate the majority of productive activities.

Kyrgyz Republic (2016): under the Agricultural services and investments project (2008-2013) the experience and capacity of the main implementing agency responsible for social mobilization and community-based targeting was key to smooth effective and inclusive community participation, including different social groups and women. The project employed an inclusive approach for social mobilization, making extensive use of focus group discussions with different groups, including women, to capture their views and aspirations. Through social mobilisation, inclusive community-based institutions for pasture management were supported and pasture committees assisted in grouping and organizing herding of animals of small-scale animal owners, including women, to access pasture land.

Philippines (2012): Under the Northern Mindanao Project (2003-2009), the key focus was on traditionally marginalized groups often left out of mainstream development processes, with emphasis on women and indigenous people. The project’s target group comprised of poor and disenfranchised groups. Interestingly the most effective community development arrangements were implemented in communities where the poorest households were not singled out but where the community institution operated with a strategy to obtain the “greatest benefits” for poorer community members.

With regard to value-chain development projects positive experiences in terms of pro-poor targeting are found in several countries. In many cases, the selection of crops which are dominated by the poor and women and is the entry point to develop pro-poor and inclusive value-chains. This is for instance the case of the Agricultural value-chain support project I and II (PAFA, 2011-2016) in Senegal (2014) which has deliberately focused on crops with a high potential to contribute to both social and economic goals (i.e. sesame, cowpeas, poultry and millet). Under the Micro-Finance and Technical Support Project (MFTSP, 2006-2012) in Bangladesh (2012), the development of a women dominated poultry value-chain, was done by upgrading the activities of backyard poultry production, which is traditionally associated with women.

In some cases, IFAD has played an important brokering role by promoting economic linkages among different value-chain actors and supporting negotiation and win-win solutions between poor farmers and more powerful market actors. Under PAFA, IFAD has made considerable investments in building the capacity of farmers’ organizations to engage in more structured and profitable value-chains, while at the same time leveraging the potential of labour markets and small enterprise development linked to the chain. The benefits of value-chain development have accrued to women youth and other vulnerable groups, including persons with disabilities. The Agriculture, Marketing and Enterprise Promotion Programme (2006-2012) in Buthan (2014), introduced a dedicated fund to enable the poorest develop their micro-enterprises. This was necessary to combine market-development with attention to the poorest and avoid the risk of excessive benefits capture by better-off entrepreneurs.

Finally, the second phase of Vegetable Oil Development Project in Uganda (2010-2019) in Uganda has scaled up an inclusive partnership with the Oil Palm Uganda Limited to further promote small-scale growers of oil palm linked to a nucleus estate. Poor rural women, with limited and insecure access to land have been particularly supported to become fully fledged business partners and members of producer organizations. The project successfully managed to make spaces for women in a male-dominated scheme.

Box 3: Best practices in pro-poor value-chain

Uganda (2013): The second phase of Vegetable Oil Development Project in Uganda scaled up an inclusive partnership with Oil Palm Uganda Limited to further promote small-scale growers of oil palm linked to a nucleus estate. Poor rural women constitute one of the main project targets, and have been increasingly involved as producers and business partners by enhancing their access to land and tenure security and promoting their membership and leadership in farmers' organizations; poor households are also encouraged to join the scheme through the implementation of the household mentoring approach.

Bangladesh (2012): The Micro-finance and technical support project (MFTSP 2006-2012) in Bangladesh has developed a women dominated value-chain. Backyard poultry production is traditionally associated with women. In order to professionalize this chain, the project disaggregated the activities of a single woman in backyard poultry production into a set of clearly distinguishable activities. Female 'actors' were then created for each activity: poultry breeders, mini-hatchery owners, chick rearers and poultry keepers, and specialized training delivered to each. The mini-hatchery technology was innovative and is effectively managed by women. Poultry keepers, who raise the chicks to the point of sale, are overcoming their mobility constraints by calling hotels and other buyers when they want to sell. Overall, the status of women in the village appears to have increased.

Senegal (2013): Targeted vulnerable groups included: small holder farmers with access to a small piece of land, labour-constrained and with a weak productive capacity; women, including young girls, and their associations; unemployed youth (aged 18 to 35). The Completion Report (2016) highlights that the key pillars of the project's targeting strategy are: the selection of value-chains that are dominated by women, youth and vulnerable groups (i.e. sesame, cowpeas, poultry and millet) which also have high potential for improving nutrition, which in turn had an immediate positive impact on food security and the nutritional status of children; the promotion of employment generation activities in processing and value-addition; the adoption of appropriate technologies; the implementation of an information and sensitization campaign in partnership with local CSOs including women's organizations.

Overall, key success factors that have contributed to a more effective social targeting under different projects across regions and countries can be summarised as follows:

Commitment and capacity of staff and implementing partners to engage in inclusive and participatory development processes (enabling environment). For instance In the Kyrgyz Republic (2016) the experience and capacity of the main implementing agency responsible for social mobilization and community-based targeting was key to smooth effective community participation, including different social groups and women. Like-ways, a critical factor driving the success of IFAD-funded projects in Peru (2018), was the recruitment of highly committed project staff, who had a consolidated capacity to engage with poor indigenous families and were keen to dedicate time and resources to support and guide them. The appointment of dedicated social inclusion and gender officers was also found in many projects.

Attention to procedural targeting, by fostering transparency, avoiding political interference and implementing simple and easy to understand procedures to access community funds. In Peru, The introduction of very simple pro-poor format for formulating business plans by poor indigenous people as well as the adoption of clear and transparent “rules of the game” to allocate project’s resources ensures social control and instills confidence and motivation in vulnerable and excluded groups to participate. Under the Pro-Poor Partnerships for Agroforestry Development Project In Vietnam (2018), the CDF was managed in a decentralized and participatory manner, and promoted funding for small-scale infrastructure, small loans for women, and capacity-building through farmer groups. The easy procedures to access the funds facilitated access by the poor and most vulnerable.

Direct targeting and empowerment of socially excluded groups (i.e. women, indigenous people, youth, quilombolas) through the implementation of transparent and clear eligibility mechanisms, earmarked funds, and targeted capacity development. Project-driven categorical targeting is considered necessary but also more effective when validated with community participation and in consultation with local institutions and leaders. Under IFAD-supported projects in Morocco (2018) direct targeting to women and youth, through specific strategies and support, mitigated the risk of elite and male capture of project’s benefits. In Buthan (2014) The Micro Initiative Fund (MIF) was created with the specific aim to assist the poorest to develop micro enterprises. The MIF activities were deemed to be effective in relation to the capacity of the poorest households.

The Mindanao Project in the Philippines (2012) implemented a dedicated fund for indigenous people (SFIP) to empower them to be more involved in community-based decision-making, scale-up political representation in local councils and benefit from increased security of land tenure rights.

Direct targeting to women’s groups (i.e. SHGs, CIGs etc.) by building their capacity to access loans, services and strengthen their agency and leadership in community institutions and farmers’ organizations, remains a cornerstone of IFAD’s approach to targeting in many operations. In Laos, this was done through the provision of women-targeted loans and the creation of a cadre of female farmer-to-farmer trainers. In Vietnam, all village-level committee members, including women were trained in group formation, participatory decision-making, public speaking and confidence-building. In Uganda (2014) VODP II has supported women to purchase land and acquire tenure security, which has enabled them to become members and leaders of farmers organizations. Increased participation and leadership of women in farmer organizations is also found in Morocco (2018) which received a gender award in 2016.

A dedicated social mobilization or social development component aimed at strengthening the organizational capacity of the rural population to articulate their demand, and participate in all the steps of planning and decision-making concerning transparent resource allocation. This is an important pre-investment process, requiring adequate time and resources. In Brazil, it is estimated that this process spanned over two years. However it was deemed to be necessary to create meaningful participation and inclusion of different groups and communities in a country with a long history of civic engagement. Provision of social infrastructures and services (especially access to water, health and education) is often necessary to mobilize the participation of the poorest and more vulnerable in project’s activities. For instance, the rehabilitation of water points, under the Pastoral Water and Resource Management Project in Sahelian Areas (Chad 2018) has contributed to drastically reduce the time women spend to collect water and firewood. This has enabled them to engage in IGAs and diversify their income.

Implementation of pro-poor extension systems. Some projects demonstrate that the adoption of farmer-to-farmer extension methodologies ensures that the poor and women are reached and that the knowledge transferred is effectively internalised. In Peru (2018) the use of local experts and the formation of a cadre of Rural Talents to provide technical assistance to poor rural family contributed to maximize the impact of learning. The training of village-based female extension workers, as it is found in Morocco (2015-2018) and Vietnam (2018) is a

powerful way to reach and actively involve women in extension activities as it ensures that appropriate communication strategies are used to interact with them. IFAD experience in Brasil (2011, 2015) is also of particular notice, as Technical Assistance is provided to families, with a focus on all family members and a more integrated approach to farming (see Box 4). Finally, household mentoring in Uganda (2014) has proven to be a powerful approach to enable the poorest households better plan for their livelihoods and get involved in mainstream project's activities by participating in marketing groups and SACCOs.

Box 4: Technical assistance and social mobilization in the Dom Helder Câmara Project

The Dom Helder Câmara Project (PDHC) promotes a holistic agro-ecological approach to production, fostering harmony between producers and their natural environment. Technical assistance (TA) plays a critical role in the implementation of the PDHC strategy. TA teams provide the households served with on-going assistance in a wide variety of technical areas (for example, how to prepare investment proposals, horticulture, etc.) and social issues (for example, gender equity). When the situation calls for it, the PDHC hires experts (for example, in irrigation, fish farming, etc.) to provide assistance in their respective fields, in cooperation with the technical personnel of the entities contracted. This second type of technical assistance is known as "specialized" TA. This complementarity guarantees the beneficiaries quality services. The PDHC is also innovative, making effective use of social mobilizers to empower the beneficiaries and their associations; its innovations also extend to supervision of the Project's activities in the field.

Solid poverty analysis at design and during implementation is the foundation for an in-depth understanding of poverty and social dynamics in target areas and the formulation of sound and implementable targeting strategies. In Laos (2015) the RLIP design was grounded in an in-depth poverty analysis and the proposed objectives were realistic and consistent with the budgetary resources and implementation timeframe. Also in Brazil (2012, 2015) an accurate analysis of existing poverty and human development data combined with ad hoc questionnaires developed by the project were used to strengthen poverty outreach and impact.

Partnership for targeting: partnership for targeting the poorest and most vulnerable through the provision of food, assets and social services is found in China (2012-2014), Chad (2018) and Laos (2015). In the latter, under the rural infrastructure component, partnership was established with the WFP Food for Work Programme. Partnership with the Lao Women's Union was also key to smooth gender-related activities in target villages. In Chad, partnership with the Swiss cooperation contributed to enhance the project's relevance. In China, a consolidated partnership with WFP food aid, for infrastructure works and training, ensured immediate improvement of food security among food-deficit households whereas IFAD's support for agricultural productivity and credit gradually improved the households' food self-sufficiency, allowing the households to use credit for cash-generating activities to further build up their assets.

Partnership with specialised ministers, beyond agriculture, is also critical for effective targeting. In countries such as Peru (2018) and Brazil (2011, 2014) partnership with ministries of social affairs, was key to smooth the piloting and subsequent scaling-up of pro-poor methodologies. In Peru, for instance the National Fund for Social Investments, FONCODES, was the pioneer of the concurso methodology. FONCODES intervention was demand-driven and consisted in transferring resources, management and implementation responsibilities to organized groups of people (Nucleos Ejecutores) elected by the community, for the construction of public infrastructures responding to the needs of people. The model used by FONCODES was adopted by IFAD projects, shifting the focus of the intervention from infrastructures creation to capacity-building and socio-economic development. In Brazil, the partnership with Secretaria de Desenvolvimento Rural, was very important to support the poverty-focus of the project.

Promoting innovations and scaling-up. In a few remarkable cases, IFAD has promoted more inclusive approaches, for example by introducing pro-poor innovations and supporting their replication and scaling-

up. The household mentorship programme in Uganda is a case in point. The methodology was first introduced under DLSP and then scaled-up under VODP I and II, to ensure that support for commercialisation and value-chain development was not leaving out the poorest. The development of pro-poor successful innovations is also found in Morocco (2018) and Bangladesh (2012) where simple and easy to use technologies were introduced to upgrade the productive capacity of the poorest. In Morocco a mobile kit for honey extraction, which is easy to transport and use, was introduced among women entrepreneurs, whereas in Bangladesh the mini hatchery technology enabled women to increase chick sales.

Overall, the scaling-up of poverty-focused approaches, have been sporadic rather than systematically promoted as part of IFAD institutional approach. However, the initiatives of committed and capable CPMs, project staff and other development partners, has in some cases contributed to successful dissemination and scaling-up. With this regard, IFAD's experience in Peru (2018) is of particular notice. All IFAD-supported projects in the country are inter-related and engaged in a practice of sharing knowledge, methodologies and innovations. Government representatives, projects' staff and farmers from Peru as well as from neighbor countries have visited IFAD-supported projects in Peru through the implementation of learning routes. The route provides a space for exchange, analysis and reflection in a continuous process of learning from outstanding experiences in the field. This has proven to be a powerful instrument to disseminate learning on pro-poor innovations.

The expansion of participatory and community-based approaches to rural development must count as the most significant innovation arising from IFAD-supported projects in Brazil (2011, 2015) as well as in Nigeria (2016). In the latter attention has been paid to CDD knowledge-sharing in order to enhance dialogue on participatory approaches especially between communities and projects.

Policy-dialogue. The experience of the fund in engaging at the policy and government level on poverty-targeting issues has been either poorly documented or left to anecdotic reporting. Policy-dialogue initiatives on poverty targeting are very rarely included in the design of projects and programmes and thus monitored during implementation. However, in some countries, committed CPMs have used existing policy forums, to influence governments towards the development of poverty-focused policy frameworks. Some of those initiatives are listed in Box 5.

Box 5: examples of poverty-focused policy-dialogue

- **Uganda (2014):** IFAD has played an active role in the country to promote the institutionalisation of the approach and has engaged in pro-poor policy-dialogue when NAADS started to change towards a trickle-down philosophy.
- **Peru (2018):** IFAD in the country has contributed to strategic public policy formulation, e.g. the Family Farming Promotion and Development Law and the National Rural Talents Promotion Strategy.
- **Brazil (2015):** Through the MERCOSUR Specialized Meeting on Family Farming (REAF), the Ministry of Agrarian Development and IFAD raised the priorities of Brazilian family farmers and included their representatives in the dialogue alongside government officials and other policy-and decision-makers.⁵³

2.3.What are the key targeting issues and challenges identified?:

The key targeting challenges identified can be grouped as follows:

⁵³ IFAD. IOE. 2015. Federative Republic of Brazil. Country Programme Evaluation, p. xii, para. 43.

a. Unclear definition of the target group and targeting strategy

In many of the reviewed projects, the definition of the target group and the related targeting strategies tends to be unclear, which also makes it difficult to assess the targeting performance and overall poverty impact. In some cases, such as in Gambia (2016, Country Programme Evaluation, 2004-2014) information on who the key target groups are and the mechanisms for selection, were completely missing. In Egypt, (2017, Country Programme Evaluation, 2010-2016) many projects have developed target group categories, which were generic and only based on official poverty lines, which are difficult to use and implement. Overall, IFAD's projects make use of a range of undefined and generic concepts (most-needy, ultra-poor, entrepreneurial, active etc.) to define poverty and target group. For instance, some projects in the LAC region (e.g. 2017, Guatemala National Rural Development Programme and 2018, Guyana Rural Enterprise agricultural development Project), provides a very complex and confusing definition of the different sub- groups (too many groups), which makes it really hard to understand the project's focus and subsequent targeting strategy.

Enterprise development and value-chain projects also tend to be ambiguous when it comes to defining the target group. In the case of The Rural Microenterprise Promotion Programme (2006-2013) in the Philippines (2016), it was not entirely clear whether the programme was focusing on microenterprise or larger-scale enterprises.

Lack of clarity in target group definition and the strategies to reach and benefit them is often linked to weak poverty and livelihood analysis in design, which means that the root causes of poverty and exclusion are generally not sufficiently understood and addressed in projects' implementation. This applies especially to value-chain projects, which often do not provide a clear analysis of the linkage between value-chain development and its multiplier effect towards the economic inclusion of the poorest.

The last ARRI report (2018) also draws special attention to the need for rigorous poverty analysis and differentiated targeting strategies to meet the needs of different target groups. In some cases, evaluations point to the lack of credible data on multidimensional poverty at the country level as a constraining factor in the definition and operationalisation of a poverty targeting strategy. One effective way in which projects have addressed this information gap is by using participatory methods of data collection either at design or during project implementation. For instance, in Nigeria (2016) in the absence of poverty data at sub-state level, identification and selection of the poorest households and location was challenging. Nevertheless, although, community-based targeting was used to fill that gap, the evaluation reports that the selection process remains "opaque".

b. "Targeting mismatch"

Evaluations aimed at assessing whether the target groups were actually reached, revealed that very often projects failed either to identify the target group explicitly (see the previous point) or to reach the poorest and most vulnerable when these were targeted. The "targeting mismatch" refers to projects that include certain vulnerable categories in its target group, but fail to define the mechanisms and activities to reach and benefit them. In a project in Palestine, women and other landless groups are singled out as special categories, though the project was mostly focused on land-related activities. Similarly in Egypt (2017) the poorest are included in the design but overlooked in implementation. In some cases the problem was attributable to weak design. This often happens because the analysis and definition of target group and targeting measures is a separate process from the development of the project's activities and components.

In other cases, the population targeted in project design was altered during implementation. Thus, the "active poor" or the non-poor took the place of the poor to ensure achieving the desired goals. This is for instance the case of the Agriculture Support Project in Georgia

(2017). This reflects lack of clarity on either or not reaching the poorer is a key success factor in reducing rural poverty.

Over-reliance on "self-targeting" mechanisms is also identified in some cases (e.g. 2015, Bolivia Country Programme Evaluation - 1999-2013 -, and 2014, Zambia Forest Resource Management Project -2002-2007) as leading to a targeting mismatch. This is partly due to poor understanding of the concept of "self-targeting" which is used in some cases to mean "self-selection" in the context of a one-size-fits-all development solution. Self-targeting refers to the definition of activities, processes, and services informed by the poverty characteristics' of specific groups. It is clear that whether or not the poorer decide to participate, depends on what is offered and how. Interestingly, in Peru (2018) despite the fact that the concurso methodology, was developed with a "poor farmer" in mind, and focused on instilling confidence and motivation in vulnerable groups to participate, the CPE (2018) for the country remarks that the rules and conditions for participation should be revisited if the poorest are to be reached more effectively.

Finally, the youth, are probably one of the most neglected sub-groups in many of the projects reviewed. Very few of the projects that have a focus on youth in design have actually implemented youth-targeted activities, and where this was done, the target was not reached. For instance, in Brazil (2015) the youth were involved as local facilitators but only marginally targeted under core project's activities. In Angola (2018) despite the importance given by projects to the participation of the youth, the results have been very limited, with few young men being counted among the FFS members. This is partly a reflection of the difficulties to attract the youth in agriculture, which is largely perceived as an unattractive sector.

c. Despite the best of intentions targeting the poorest and "hard to reach" can be challenging, and IFAD should better learn how to do it.

IFAD's core business is to target the poor with productive potential, that is to say those who have a minimum asset base to take advantages of the opportunities for improved agricultural production. However targeting the extreme poor, by strengthening their resilience and economic inclusion, often relying on strategic partnership, is also part of IFAD's mandate.

The review shows that even when projects are working well in assisting the poor targeting the poorest and most socially marginalised people can be very difficult and requires the implementation of adequate measures and approaches. In Vietnam (2018) where the Pro-Poor Partnerships for Agroforestry Development project implemented a successful approach to community-based targeting, the complexity of rural societies in terms of social heterogeneity and different poverty levels could not always be addressed.

Evidence shows that the provision of traditional, pro-poor financial services (savings groups, village banking, micro credit etc.) often targeted at the poorest, has led to mixed and often disappointing results. In Bangladesh, MTFSP (2012) stipulated a quota of 25% for participation of the hard-core poor in rural finance. Despite the best of intentions and the consolidated capacity of the implementing agency, this target was not reached. This was mainly because the type of financial products offered were not accessible to the poorest. A similar situation was found under the National Microfinance Support Programme (2002-2009) in India (2013) where "very poor" clients remained unreached as well as in Laos (2015), where the conditions of minimal savings and high interest rate limited access for the poorest to the village banking component.

Even projects with a clear poverty-focus, found it difficult to address the needs of the most vulnerable sub-groups. The Pastoral Community Development Project (2009-2014) in Ethiopia (2016), failed to take into account the social characteristics of nomadic pastoralists, who are one of the most disadvantaged groups in the country. In China (2015), where IFAD's projects have targeted the poorest ethnic groups, the specific conditions of women from ethnic minorities were not sufficiently taken into account. Similarly, many projects target the "youth" as a homogenous group, thus sometimes failing to concentrate on rural girls. This

shows the challenges and complexities of targeting those who are located at the crossroad of multiple and intersectional forms of disadvantages.

Finally, the evaluation for Peru (2018) recommends to link up with major social protection programmes in the country such as Juntos and Pension 65 (Peru 2018), to enhance outreach to the poorest segments of rural societies. This would require a multi-sector institutional design and a partnership with the Ministry of Social Inclusion and Development and Compensation Fund (FONCODES-MIDIS)⁵⁴. This is an important recommendation for this line of work, which would provide greater opportunities for coordination with public policy on poverty reduction in rural areas.

d. Culturally inappropriate targeting

Targeting should be culturally located. Poorly sensitive targeting mechanisms were used in some cases. The evaluation for Bhutan (2014) refers to "intrusive targeting", with reference to socially inappropriate approaches to engage with poorer households. Given Bhutan's cultural aversion to discriminate explicitly for or against specific strata of rural households, the project's targeting approach – which divided the population into three wealth categories – was not culturally appropriate for community members to participate and for staff to implement. A less intrusive identification of target groups, e.g. through a discussion with local leaders and through self-targeting, would have been more suitable and cost-effective.

Important considerations, with regard to culturally inappropriate targeting, are also made with reference to Nigeria (2017), where in the north of the country social norms restrict women's mobility and their ability to interact with people who are external to their family. Nigeria's religious and ethnic diversity and the role these play in shaping gender roles and socio-economic processes should devise specific approaches. Similarly, in China (2016) a more transformative impact would have been achieved by taking in considerations the specificities of ethnic minority women.

e. *Risks associated to elite capture and the deepening of social inequalities are not properly addressed*

Emphasis on group targeting while useful and necessary has not always ensured a focus on the poor smallholder farmers (Zambia 2013). In Pakistan (2014) for instance overreliance on existing groups under the Community Development Programme (2004-2012), has diverted resources away from the poorer and more vulnerable towards the better off. At the same time the Rural Livelihoods Improvement Project in Kratie, Preah Vihear and Ratanakiri in Cambodia (2017), which considered the poverty status as a basis for groupings, compromised the foundation for long-term group development. This reflects the fact that working with socially heterogeneous groups, also including better-off farmers can be strategic to avoid conflicts, foster community ownership and/or enhance development impact and effectiveness. However, more systematic support and incentives should be provided to mixed groups, to promote social and gender inclusion and mitigate risks of elite and male capture.

In the absence of inaccurate targeting strategies and mitigation measures, the risk of elite capture is raised as a critical issue under the Artisanal Fisheries and Aquaculture Project, AFAP (2015-2021) in Angola (2018) where the aquaculture cages and ponds could easily be appropriated by more powerful members in the community or even from outside. The lack of formal land titles stating the association's ownership of the plot, creates the risk of its occupation by more powerful actors. Like-ways, in the upland areas of Vietnam the development of more profitable market linkages for indigenous communities is associated to the risk of fostering land concentration and socio-economic inequalities. These potential risks stemming from inaccurate targeting, should be seriously assessed and managed throughout implementation.

⁵⁴ The programme Haku Wiñay is implemented by MIDIS and is targeted at the Beneficiaries of Juntos. It adopts a demand-driven methodology, which is similar to the *Concurso*.

f. Targeting and value for money

Some projects show that working on targeting and participatory processes can come at the cost of project's efficiency and sometimes also effectiveness. With regard to the latter, In Chad (2018) the provision of basic social services, added to the main components, enhanced the project's relevance (especially health care and education for women), but created excessive complexity and delays in implementation, which in turn undermined the project's efficiency.

In terms of value for money, some evaluation documents point to the high costs of targeting poor remote communities (Morocco, 2018 and Buthan 2014) and engaging in participatory processes (Brazil 2015) The evaluation for Buthan (2014) rates efficiency as moderately satisfactory. Programme management costs were very high reflecting the high expenditure on fuel and other travel costs required to reach scattered communities in the mountain. In addition the fact that the project had a full project team to provide well-targeted technical support was advantageous but also contributed to high management costs. In Brazil (2015) targeting the poorest and most remote communities and promoting community participation were innovative but very time consuming leaving only two years for the implementation of productive activities.

However, it is important to remark that the costs of targeting (especially geographic) and participation can be important to enhance not only the poverty impact but also the effectiveness and sustainability of the interventions. Investments in capacity development, bottom-up processes and institution building pay-off in terms of sustainability. The evaluation for Nigeria remarks that community-led programmes represent good value for money and performed better than value-chain projects. The funds were used on assets that were based on choices expressed by the communities themselves, rather than being supplied by local government or by others without due consideration of local priorities. This in turn contributed to enhance relevance, effectiveness and overall sustainability.

g. Weak monitoring of targeting performance

Very few projects have put in place sound monitoring system to capture targeting performance. Lack of data to conclusively inform the assessment of targeting performance and rural poverty impact is a common concern in many projects. Under the Market Oriented Smallholder Agricultural Programme, MOSAP (2007-20013) In Angola (2018) no baseline or monitoring data was generated on the poverty level of participants, nor on their age-group; hence, the assessment of targeting was based on direct observation.

Monitoring targeting is also a crucial element to ensure that any changes in the actual target group is detected and corrected as well as to assess the risk of excessive elites capture. Some projects do well in tracking outreach to different sub-groups, especially when those are defined based on clearly identifiable social categories, such as those along gender, ethnicity, and to a less extent age, or on the base of territorial and agro-ecological characteristics; In a few cases, land-related characteristics (mostly size and type of tenure) are also used to identify the poorer and monitor poverty-outreach (Morocco 2018, 2015). In the Philippines (2012) highly vulnerable groups were classified as: fishers, Indigenous people, upland farmers (mountain), and agrarian reform beneficiaries. .

In general, wealth-based differences which often cut across more easily identifiable group-based identities, are rarely captured. In Bangladesh (2012) the poor and the hard-core poor were identified as two distinct groups and included in the log-frame. Although the envisaged target for the ultra-poor was not reached, this enabled the project to reflect critically on the challenges encountered and possible corrective measures.

A further issue is that, when gender-disaggregated indicators are included in log-frames, sometimes they refer to women-household heads, rather than women in general. This is an issue that should be addressed and corrected, also considering IFAD's increased focus on

tackling intra-household inequalities, through HH methodologies and gender transformative approaches.

h. Value-chain projects target the better-off and find it difficult to reach the poorer.

This is a common trend in more recent value-chain projects. The Country Programme Evaluation, (2006-2016) for Cameroon (2018) notifies a clear and conscious change in the targeting strategy away from the poor towards the better off and young entrepreneurs. In Georgia (2017) the project goal focused explicitly on the economically active poor. Many of the beneficiaries ended up being middle-income farmers. With regard to Country Programme Evaluation (2004-2014) of Mozambique (2016) it is recognised that the combination of the portfolio's targeting and market-led strategies led to a weakening of the potential contribution of the IFAD-supported programme to the broader goals of poverty reduction and food security.

Under a CDD in Vietnam, the introduction of the APIF fund to graduate poor indigenous farmers to more profitable market linkages, was only partially effective. A gradual move from CDD to value-chain, though useful and desirable, can be difficult to pursue. The APIF made initial progress by testing the option to connect business enterprises with farmers through contracts. Much remains to be done to actually create value for a larger number of households, including poorer ones. The social risks associated with the entry of vulnerable communities into commercial relationships – such as sales of land use rights by the poor, or elite capture in farmer groups – need to be monitored as part of IFAD's Social, Environmental and Climate Assessment Procedures.

The evaluation for Nigeria, includes similar considerations, when it states that the move from CDD to value-chain development was experienced as a turbulence. Such shifts sent confusing signals both to programme staff and to communities, as when community-level investments moved from social to mainly economic investments (Community-Based Agricultural and Rural Development Programme, CBARDP) and from working with beneficiaries at community level to commodity apex development associations (VCDP). These changes meant that already agreed community plans had to be changed at IFAD's behest and this in turn weakened the sense of community ownership, while state staff had to adjust their technical guidance.

i. The poverty outreach and impact of Employment generation is a "black box"

There is little evidence of expanding rural employment opportunities to benefit poorer households, as a result of value-chain development activities. Hence, the indirect impact of Value Chain development in terms of creating jobs for the poor remains unclear (Albania and Turkey 2015, Philippines 2016). In Bangladesh, A more accurate assessment of the extent to which employment generation benefitted the poorest (mostly landless and women household heads) reveal that their earnings did not reach the level of decent income (living wage).

The evaluation for China (2015) recommends that given the rapid rural transformation in the country, projects should switch to "indirect targeting" that is to say supporting medium enterprises to generate jobs for the poor. Also in the Philippines (2012), the evaluation reports that although some of the poorest echelons of rural communities could not be reached by the project, they enjoyed direct benefits such as increased access to employment or to affordable food supplies.

Whether direct or indirect targeting to the poorer is the best way to achieve poverty reduction goal, depends on different and context-specific factors. It is clear that in areas with greater productive potential and connections to more dynamic markets, projects should support job creation for the poorest. For instance, in Nigeria the switch to a focus on individual-led enterprises and value-chain was based on the recognition that the socio-cultural context as well as the presence of more dynamic markets in the southern states is one that fits better with enterprise-based and value-chain approaches.

Nevertheless, specific and pro-active actions (i.e. selection of labour generating sectors, adequate training, rural enterprise promotion, promotion of decent-work etc.) might be necessary to maximize the quantity and quality of the employment and self-employment generated. If this is not proactively done by projects, risks of exclusion and marginalization of certain groups might outweigh existing opportunities. Overall more in-depth research and impact assessment studies should be carried out to unpack the black box of employment generation and assess in which context and to a what extent the poorer are gaining in terms of improved income and socio-economic conditions.

I. Ineffective partnership

Section 2 highlights the importance of partnership for effective targeting. However, selected partners might not pay sufficient attention to the poverty dimension as IFAD does. In Kyrgyzstan for example the project was initiated, co-financed and supervised by the World Bank. From IFAD's perspective, the Implementation Complementation Report prepared by the World Bank had little information on some key issues of IFAD's specific concern, in particular, gender and targeting.

In Chad impact on women's access to education and health was limited, because not anchored in a partnership with the education and health ministries (Chad 2018). This compromised the sustainability of the social development components.

2.4. Is there a positive correlation between poverty targeting and poverty impact/project performance?

The 2018 ARRI report identifies a positive correlation between poverty targeting and project performance. The linkage between the two dimension is obvious and is inherent in the fact that targeting is a dimension of both relevance and effectiveness. The synthesis evaluation for social differentiation (IFAD-IOE 2013) analyses this correlation and points out that this is because well-planned and well-managed projects tend to perform better in terms of both poverty outreach and impact. This can be attributed to the fact that well-managed projects generally invest more time and resources in engaging with the target group by providing spaces for continuous interaction, critical reflections and meaningful participation.

The evaluation for Nigeria, makes the business case for community development, stating that CDD projects perform better and the overall benefits outweigh the costs. Hence, we consider that, although it is difficult to develop a sound and evidence-based "business case" for targeting, scattered evidence suggest that investments in participation and empowerment, which are fundamental pillars of IFAD's targeting, are drivers of both poverty targeting and overall project's performance.

With regard to the correlation between good targeting and poverty impact, though recognizing that even untargeted development can contribute to poverty reduction (see the example of 2011, Uruguay Rural), It is clear that a better notion of who the poor are, why they are poor and which activities and strategies match with their interests and capacities, can definitely enhance poverty impact. The evidence of that causal relationship is incontrovertible.

According to IFAD most recent guidance on poverty and targeting (2017) Success of the targeting strategy is largely dependent on how well the target group is defined and its needs are understood. Hence the analysis of poverty and rural livelihoods is the critical first step in developing a targeting strategy since its findings form the basis for designing a range of interventions to fit the needs of different categories of people. Projects that simply target a population generically defined as "poor people" without understanding the differences between the capacities and priorities of, for example, women and men, or youths in one social group, are the ones that tend to have limited impacts on the poorest and those most in need.

The review shows that many of the projects that have achieved a high score (5 and above) on poverty impact have paid substantive attention to target group analysis and the development of sound strategies and approaches for poverty targeting. However, the assessment of poverty impact often relies on limited and poor quality data, which is linked to poor monitoring.

Some good examples can be found, as in the case of Laos. The purpose of the programme was to promote economic growth and livelihoods improvement for the rural poor, including women and other vulnerable groups in the target area, such as the unemployed rural youth and upland ethnic groups. The logical framework (logframe) of the programme used several indicators to measure economic growth and livelihoods improvement, among different groups. The data generated shed lights on poverty impact and showed a substantive improvement in the conditions of the poorest households in assets ownership and food security through increased food self-sufficiency.

3. RECOMMENDATIONS

Geographic targeting should remain a fundamental pillar of IFAD's mandate.

Targeting strategies need to consider the specific contexts and locations of the different rural poor. In some countries IFAD has gained recognition for its work in the poorest regions and communities and the Fund's pro-poor approaches have been scaled-up across IFAD and other agencies operations. China, Brazil and Peru are cases in point.

It is clear that geographic targeting might involve trade-offs, as in some contexts it can be very costly, and may come at the cost of promoting efficient use of resources and effective impact. However, IFAD should continue targeting the poorest geographical areas, especially in those countries where pockets of poverty and extreme poverty tend to be geographically concentrated and "spatial inequality" identified as a key driver of poverty and marginalisation. In many countries the poorest inhabit remote and marginal areas – e.g. high mountain, pastoral, arid, rainforest jungle, small islands. This is for instance the case for many indigenous and tribal people, which are a priority target group for IFAD. In those contexts, working through community-based and participatory approaches should be a priority, thus requiring longer implementation periods.

IFAD should scale-up its poverty targeting agenda by building on best practices and successfully tested approaches.

IFAD should engage in a process of learning, improving and disseminating existing successfully tested approaches to pro-poor development. Some examples could be: improving and adapting household mentoring to other countries (also combining it with some GALS tools); leveraging CDD projects and approaches to gradually move towards more enterprise-based approaches and value-chain linkages; addressing both horizontal and vertical forms of inequalities by combining the ranking of individuals or households by income or wealth, with the analysis of group-based disadvantages, which may arise due to ethnicity, gender, age, disability or geographical location.

IFAD should clarify who its target groups are and how to target them under different types of interventions.

It is broadly recognised that the founding mandate of IFAD is to focus on poor rural people. Nevertheless, disaggregating the rural poor and identifying their differing 'pathways out of poverty' remain a major challenge (IFAD-IOE 2013). The renewed commitment to deepen the poverty outreach and focus on the extremely poor, in line with the SDG requirement of leaving no one behind, requires a clearer and multi-layered definition of IFAD's target group, including new and emerging categories (rural girls, persons with disabilities etc.) and a stronger focus on addressing conflicts and fragility.

Linked to the above is the need to strengthen and update existing targeting guidelines. Targeting guidelines should be flexible, provide a range of options that are adaptable to

different contexts and geographic areas and tailored to different types of interventions, with special attention to rural finance and value-chain development projects. With regard to the latter it is the role of organizations such as IFAD and its partners to make the strategic linkages between socially oriented strategies that specifically target the poorest and market-oriented strategies. IFAD should also clarify how support to value-chain and indirect target can generate direct benefits to the poorest - for example through decent employment generation and other benefits (i.e. improved access to infrastructures, nutritious food etc.) – as well as how to avoid potential negative impact, such as land concentration, the deepening of social inequalities and elite capture. Most of the available documentation on value-chain focuses on rural poor as producers, with a limited number of information on the potential of labor markets linked to value chains and the role of poorer households as providers of services to the chain.

IFAD should clarify the guidance and process for conducting poverty and livelihood analysis at COSOP and design stage.

Low quality poverty and target group analysis is linked to ineffective targeting. This is particularly the case for value-chain development projects, which are not necessarily informed by poverty considerations. IFAD should revisit its process and guidance on how to differentiate rural households for the purpose of design, implementation and monitoring and clarify how this should be done at both the COSOP and design stages. This is particularly important especially in the context of IFAD new business model, which has shifted to shorter design and implementation periods and more rapid disbursement. Critical questions that should be addressed are: What type of data and analysis is needed to make the design more poverty-focused? How much time and resources are needed? what is the most effective way to collect and systematize available poverty- data, or to generate new data, when this is missing?

IFAD should strengthen its capacity to monitor of poverty outreach and impact and generate evidence-based knowledge on poverty targeting.

Linked to the above recommendation is the need to strengthen IFAD reporting system on targeting. This is necessary in response to the call from the SDG agenda to develop sound monitoring frameworks. At the moment, the development and dissemination of knowledge and information on poverty targeting is limited and poorly coordinated, despite the fact that in-house capacities and relevant work spread across different divisions and regions, already exist. This reflects the poor incorporation of target group analysis in monitoring and reporting system as well as lack of a comprehensive KM agenda, on poverty targeting issues. Attention should also be paid to unpack the category of “employment generation”, making sure that the M&E system capture information on the number and quality of the jobs created for the poorer.

IFAD should develop and systematize the approaches to target the “hard to reach” and tackle the overlapping dimensions of rural poverty.

In order to deepen the poverty outreach of IFAD-supported projects, the mechanisms and approaches to target the hard to reach should be better developed and disseminated. This would require a dedicated programme of work to map existing approaches, identify potential partners and assess the resources and capacity that are needed for targeting those who are left beyond.

Good practices and promising approaches that are identified should be scaled-up more systematically across the portfolio. Emphasis should be placed on approaches that contribute to address rural extreme poverty in its many dimensions by addressing for example the overlapping forms of inequalities, such as those along gender, age, and ethnicity; building resilience to risks and shocks; enhancing opportunities for asset-building, and economic inclusion; promoting and strengthening fundamental rights, including to land and resource. More systematic linkages with existing social protection programmes and policies, could be a powerful means to develop feasible graduation pathways. More research on targeting should also be conducted to better inform the strategies and approaches to deepen the poverty focus and impact.

IFAD should play a more pro-active role in poverty targeting and engage more systematically in strategic partnership and policy-dialogue. Strategic and innovative partnership with pro-poor government programmes, such as social transfer, and other development actors working in poverty-reduction should be pro-actively explored and promoted right at the COSOP stage. As envisaged in the Targeting Policy IFAD should play a leadership role in promoting pro-poor tested solutions, fostering strategic partnership with pro-poor institutional partners, starting from membership-based organizations of the rural poor, and making more systematic use of the experiences and lessons learned from its projects to promote inclusion of rural poverty into the international development agenda and in national development priorities. Availability and good quality of disaggregated data and analysis of IFAD's target group in the M&E system, will also contribute to improve the capacity of the Fund to engage in strategic policy dialogue, support the scaling-up of pro-poor approaches and play a more active role in helping governments improve national poverty information systems.

In-house understanding of poverty targeting should be strengthened.

Lack of clarity in the definition of the target group as well as overall conceptual confusion over the measures for social targeting, should be addressed by fostering in-house dialogue on targeting and promoting sensitization and capacity-development. Learning routes should be used to promote exchange of information and the dissemination of best practices with regard to pro-poor social targeting.

Next Steps

A systematic review of on-going projects should be carried out to complement the findings from the review of closed operations. This will allow us to get a more in-depth understanding of how critical development challenges, such as climate changes, inclusive value-chain, and outreach to the poorest are currently being addressed.

List of projects reviewed

Year	Reg	country	Project
2018	NEN	Morocco	Rural Development Project in The Eastern Middle Atlas
2018	LAC	Peru	Proyecto de Sierra Sur
2018	LAC	Peru	Country Programme Evaluation
2018	APR	Vietnam	Pro-Poor Partnerships for Agroforestry Development Project
2018	WCA	Chad	Pastoral Water and Resource Management Project in Sahelian Areas
2018	LAC	Guyana	Rural Enterprise agricultural development Project
2018	WCA	Cameroon	Country Programme Evaluation
2018	WCA	Angola	Country Programme Evaluation
2017	APR	Cambodia	Rural Livelihoods Improvement Project in Kratie, Preah Vihear and Ratanakiri
2017	NEN	Georgia	Agricultural Support Project
2017	APR	Maldives	Post-Tsunami Agricultural and Fisheries Rehabilitation Programme
2017	NEN	Palestine	Participatory Natural Resource Management Programme
2017	ESA	Malawi	Rural Livelihoods support Programme
2017	LAC	Guatemala	National Rural Development Programme - Phase 1: Western Region
2017	ESA	Mozambique	Country Programme Evaluation (2005-2016)
2017	NEN	Egypt	Country Programme Evaluation (2010-2016)
2016	APR	Philippines	The Rural Microenterprise Promotion Programme (2006-2013)
2016	APR	China	Environment Conservation and Poverty-Reduction in Ningxia/Shanxi (2007-2014)
2016	NEN	Kyrgyz	Agricultural services and investments project (2008-2013)
2016	NEN	Bangladesh	Finance for enterprise Development and Empowerment (2007-2014)
2016	ESA	Ethiopia	Pastoral Community Development Project (2009-2014)
2016	WCA	Nigeria	Country Programme Evaluation (2009-2015)
2016	WCA	Gambia	Country Programme Evaluation (2004-2014)
2015	APR	Laos	Integrated Rural Development Project (2005-2013)
2015	APR	Pakistan	Community Development Programme (2004-2012)
2015	NEN	Albania	Programme for Sustainable Development in Rural Mountain Areas
2015	LAC	Brasil	Gente de Valor (2006-2012)
2015	NEN	Turkey	Sivas-Erzincan Development Project (2005-2013)
2015	LAC	Bolivia	Country Programme Evaluation (1999-2013)
2014	APR	Buthan	Agriculture, Marketing and Enterprise Promotion Programme (2006-2012)
2014	LAC	Bolivia	Management of NR in the Chaco and High Valley Regions (2000-2011)
2014	NEN	Morocco	Rural Development Project in Mountain Zones - Al-Haouz (2002-2011)
2014	ESA	Zambia	Country Programme Evaluation (1999-2013)
2014	APR	China	Country Programme Evaluation (1999-2013)
2014	WCA	Senegal	Country Programme Evaluation
2013	APR	Cambodia	Rural Poverty Reduction Project in Prey Veng and Svay Rieng (2004-2011)
2013	APR	India	National Microfinance Support Programme (2002-2009)
2013	LAC	Uruguay	Uruguay Rural Project (2001-2011)
2013	ESA	Madagascar	Country Programme Evaluation (2000-2012)
2013	ESA	Uganda	Country Programme Evaluation (1997-2011)
2012	ESA	Zambia	Forest Resource Management Project (2002-2007)
2012	ESA	Rwanda	Country Programme Evaluation (2005-2012)
2012	APR	Bangladesh	Microfinance and Technical Support Project (2003-2010)
2012	ESA	Uganda	Area-Based Agricultural Modernization Programme (2005-2010)

2012	APR	Philippines	Northern Mindanao Community Initiatives and NRM (2003-2009)
2012	NEN	Armenia	Rural Areas Economic Development Programme (2005-2010)
2011	LAC	Brazil	Dom Helder Camara Project (2000-2009)
2011	WCA	Ghana	Rural Enterprises Project, Phase II (2002-2008)
2011	ESA	Uganda	Vegetable Oil Development Project (2006-2011)
2011	ESA	Kenya	Country Programme Evaluation (1979-2011)
2010	WCA	Benin	Roots and Tubers Development Programme (1999-2008)
2010	WCA	Niger	Country Programme Evaluation (1997-2009)
2010	LAC	Argentina	Rural Development Project for the north Eastern Region (1998-2007)
2010	NEN	Yemen	Raymah Area Development Project (1998-2007)

II. POVERTY TARGETING: GOOD PRACTICES AND PROMISING APPROACHES

(Living document)

Good practices and emerging approaches to further investigate:

The stock taking of good practices and emerging approaches is currently on-going. Some preliminary findings can be summarised as follows.

- **Emerging approaches to target the poorest.** In a few remarkable cases, IFAD has promoted more inclusive approaches, for example by introducing pro-poor innovations and supporting their replication and scaling-up. The household mentorship programme in Uganda is a case in point. The methodology was first introduced under the *District Livelihood Support Programme* and then scaled-up under VODP I and II, to ensure that support for commercialisation and value-chain development was not leaving out the poorest. IFAD is also increasingly linking up with existing social protection programmes. A key concern that many policy makers have is how to support the graduation of poor households from protection to active employment or self-employment. Graduation of the ultra-poor⁵⁵, is now referred to a set of interventions that target beneficiaries of cash transfer programs with assets and skill development initiatives that are meant to break out of the poverty trap in which these households are locked. For instance, the *Pakistan National Graduation Programme (2017-2024)* is based on the government's national poverty scorecard. It combines support for immediate needs with a longer-term plan, shifting households out of extreme poverty by providing access to a package of assets that include social services, vocational training and interest-free loans. Under PROFIT In Kenya, IFAD has partnered with BRAC to pilot the *Targeting Ultra Poor programme (TUP)* (See Annex 3 for more information) Increasingly, projects in the LAC region are linking up with CCTs to identify and target the poorest⁵⁶.
- **Partnerships for targeting the most vulnerable.** Partnership for targeting the poorest and most vulnerable is a fundamental pillar of IFAD's Targeting Policy. The IFAD-BSF Joint Programme⁵⁷ operated for 25 years in the poorest countries in Africa, focusing on regions of high food insecurity and malnutrition. BSF provided grants that addressed basic needs such as health and family nutrition. Investments in social sector was a crucial entry point to enable more vulnerable households to participate in economic development. The combined support to both the social and economic sectors has proven to increase synergy and add value to both sectors. Partnership with WFP has also been developed in some countries, to complement economic development with socially oriented strategies. Under the Environment Conservation and Poverty-Reduction Programme in Ningxia and Shanxi (2007-2014) in China, IFAD has partnered with WFP food for work programmes. Food aid, for infrastructure works and training, ensured immediate improvement of food security among food-deficit households whereas IFAD's support for agricultural productivity and credit gradually improved the households' food self-sufficiency, allowing the households to use credit for cash-generating activities to further build up their assets⁵⁸.
- **Robust poverty analysis.** Cases of projects that are based on a sound poverty analysis are rather scant. However, there is evidence that projects that are informed by a good poverty analysis at design and during implementation, tend to perform better in terms of poverty targeting. For many years, IFAD-funded projects in China have used the WFP Vulnerability Analysis and Mapping (VAM) tool for poverty targeting. A partnership was recently developed

⁵⁵ Devereux, S. and Sabates-Wheeler, R. Graduating from Social Protection? Editorial Introduction. IDS, 2015.

⁵⁶ Dominican Republic: PRORURAL INCLUSIVO; Bolivia: ACCESOS; Brazil: Productive Transformation in Pernambuco

⁵⁷ IFAD/Belgian Survival Fund Joint Programme 25 years of cooperation partnership, IFAD

⁵⁸ IOE 2016

with WFP-VAM, called IFAD-WFP Joint Climate Analysis Partnership, to implement a methodology which automatically works on various open geospatial data streams combined with socio-economic survey data to produce detailed maps of poverty and food security. This is a robust experience that could be mainstreamed through the targeting guidelines. In many countries across LAC and APR, projects are increasingly making use of national data systems, such as the poverty score-card or the Multi-Dimensional Poverty Index to analyze poverty and identify and monitor outreach to different target groups. This is for instance the case of PRO RURAL INCLUSIVO In Dominican Republic, which is using the national Unified Beneficiaries System (SIUBEN) to define its target groups and monitor the targeting performance.

1. PRO-POOR VALUE-CHAIN DEVELOPMENT

Definition and approaches
<p>Pro-poor value-chain development refers to project that have fostered the inclusion of the poor, and other vulnerable groups in value-chain development activities. Most projects do so by:</p> <ol style="list-style-type: none"> i) selecting sectors and value-chains that are dominated by the poor, women and the youth and that have both a commercial and nutrition value. ii) upgrading the functions and roles of women and more vulnerable people in the chain, as producers, processors and service providers iii) brokering partnership between different value-chain actors and supporting negotiation between farmers and more powerful market actors. iv) building the capacity of the poor to engage in more structured value-chains, by strengthening their assets, promoting access to finance, technical support and appropriate technologies. v) Promoting strategic linkages between social protection programmes targeted at the poorest with value-chain development activities. vi) Implementing the HHs methodologies to develop more gender equitable and win-win solutions to value-chain development. vii) The appointment of a gender and social inclusion officer
Examples
<p>Value Chains Development Programme for Poverty Reduction (ProLPRAF 2010-2016) in Mauritania aims at to improving the income and living conditions of poor rural people, especially women and youth. The programme did so by promoting the development of value-chains (poultry, vegetables, dates, non-timber forest products etc.) that have potential to promote the economic inclusion of the rural poor and Measures aimed at empowering targeted populations in value-chain development and governance were also implemented. For instance the Value Chain Working Groups (VCWGs) enabled interactions between producers and decision makers and fostered win-win, equitable solutions to value-chain development. This was done in a participative manner around an initial two-year work and budget programme. ProLPRAF also invested in capacity building and exchanges, and provided a highly flexible and adaptable mechanism to fund value chain development. Source: Completion report 2017</p>
<p>The Agricultural value-chain support project, (PAFA 2011-2016) Targeted vulnerable groups including: small holder farmers with access to a small piece of land, labour-constrained and with a weak productive capacity; women, including young girls, and their associations; unemployed youth (aged 18 to 35), targeted through sport clubs. The key pillars of the project's targeting strategy are: the selection of value-chains that are dominated by women, youth and vulnerable groups (i.e. sesame, cowpeas, poultry and millet) which also have high potential for improving nutrition, which in turn had an immediate positive impact on food security and the nutritional status of children; the promotion of employment generation activities in processing and value-addition; the adoption of appropriate technologies; the implementation of an information and sensitization campaign in partnership with local CSOs including women's organizations,</p>

<p>The implementation of transparent and clear eligibility mechanisms, based on vulnerability-focused criteria. An expert on gender and inclusion was also recruited.</p> <p><i>Source: Completion Report 2017</i></p>
<p>Nigeria's Value Chain Development Programme (VCDP, 2012-2018) integrated GALS through: (i) self-targeting of women through specific value chain activities; (ii) proportional minimum (35 per cent) quotas in programme resources for women and women's participation in groups; and (iii) inclusion of a dedicated gender/youth officer. GALS was also piloted in Nigeria's village savings and credit groups in the Rural Finance Institution Building Programme (RUFIN) and the Climate Change Adaptation and Agribusiness Support Programme (CASP).</p> <p>Source: IFAD. IOE.2016Federal Republic of Nigeria. Country Level Evaluation</p>
<p>Zambia's Smallholder Livestock Investment Project (SLIP, 2014-2021) targeted the ultra-poor and moderately poor who had no ownership or limited access to animal draught power (ADP), but still had enough adaptive capacity to realize the potential benefits of improved ADP access. Access to ADP rose to 80 per cent for targeted households.</p> <p>Source: ARRI 2018</p>
<p>The Vegetable Oil Development Project II in Uganda (VODP II, 2010-2019), scaled up an inclusive partnership with Oil Palm Uganda Limited to further promote small-scale growers of oil palm linked to a nucleus estate. Poor rural women constitute one of the main project targets, and have been increasingly involved as producers and business partners by enhancing their access to land and tenure security and promoting their membership and leadership in farmers' organizations; poor households are also encouraged to join the scheme through the implementation of the household mentoring approach.</p> <p>Source: HTDN on Gender and Scaling-up</p>
<p>The Rwanda Dairy Development Project (RDDP, 2016-2021), envisages to reach out to the poorest segments of the target area and promote their economic inclusion in the dairy value-chain. The project will target 80,000 smallholder dairy farms (mostly zero-grazing) and 20,000 poor people by creating opportunities in off-farm activities along the dairy value chain. Target group disaggregation is accurate and includes:</p> <p>6,000 Girinka beneficiaries, who will receive a cow in-calf, and pass on the first heifer to a qualifying neighbor. These households will be drawn from Ubudehe Category I who meet the eligibility criteria set by the government programme⁵⁹, with some land for forage and ability to construct a cow shed.</p> <p>15,400 young farm assistants aged 15 to 24 working as wage labourers. They are the "hands-on" male laborers in many dairy farms, especially in female-headed households with no male adults. They are typically from very poor families (Ubudehe Categories I and II).</p> <p>5,400 rural women, aged 15-35 (child-bearing age), which will benefit from new economic opportunities and creation of small off-farm business opportunities.</p> <p>A Gender, Targeting and Community Mobilisation Officer has been appointed in the MINAGRI to coordinate implementation of the gender and targeting strategies. GALS and WEAI will also be adopted by the project.</p> <p>Source: design report</p>
<p>the Rural Areas Development Programme (RADP 2006-2012) in Argentina supported the development of the carob value-chain to generate economic opportunities especially for women and youth. Carob is a multi-purpose, common pool resource which has been traditionally controlled and processed by indigenous peoples especially women. The demand for carob by-products in urban markets has been growing rapidly, thus making it an ideal pro-poor, gender-equitable chain with strong opportunities for ensuring it becomes profitable. Young people are coming to see carob as an attractive income-generating opportunity and wage work in carob harvesting is highly remunerative. IFAD has worked to improve the social</p>

⁵⁹ Implemented by the Ministry of Agriculture, the program was set up with the central aim of reducing child malnutrition rates and increasing household incomes of poor farmers. These goals are directly achieved through increased access to, and consumption of milk, by providing poor households with a heifer.

equity of the chain by employing a social inclusion specialist. A revolving fund enables producers to access working capital and purchase processing machinery.
The Micro-finance and technical support project (MFTSP 2006-2012) in Bangladesh has developed a women dominated value-chain, also addressing women's structural constraints in access to markets. Backyard poultry production is traditionally associated with women. In order to professionalize this chain, the project disaggregated the activities of a single woman in backyard poultry production into a set of clearly distinguishable activities. Female 'actors' were then created for each activity: poultry breeders, mini-hatchery owners, chick rearers and poultry keepers, and specialized training delivered to each. The mini-hatchery technology was innovative and is effectively managed by women. Female vaccinators were trained to help ensure the good health of the poultry. Poultry keepers, who raise the chicks to the point of sale, are overcoming their mobility constraints by calling hotels and other buyers when they want to sell. Overall, the status of women in the village appears to have increased. Learning note on gender and value-chain, IFAD, unpublished.
Issues and challenges
When informed by poverty considerations, value-chain developed programmes have a great potential to commercialising the smallholder sectors, and generating viable economic opportunities for the poorer, including women, the youth and other vulnerable groups. However some risks and challenges have also been identified, which should be carefully monitored. Women's tenure insecurity (PORLPRAF) can compromise the sustainability of their business. In addition, male and elite capture of traditional women's crops and activities can occur, when these become more profitable. The distinction between women and men's crops is flexible and subject to change depending on the dynamics of commercialization. For instance, staple food value chains such as rice and cassava that have been traditionally grown by women for food security, are becoming increasingly commercialised. This can lead to a shift of control from women to men. In order to mitigate those risks, projects should work more systematically on strengthening women's participation in value-chain governance. A further critical issue is the fact that the multiplier effect of value-chain development through employment generation for the poorer and youth is sometime mentioned but not properly assessed and monitored. Finally, the long term impact on food and nutrition security should also be considered.

2. PRO POOR CASH AND FOOD FOR WORK SCHEMES

Definition and approaches
Cash- and Food-for-Work are short-term intervention used by assistance organizations to provide temporary employment in public projects (such as rehabilitating irrigation canals, clearing nurseries or re-building infrastructure) to the most vulnerable population. The methodology is relatively new, but its use has become increasingly common in food insecure, disaster-affected or post-conflict environments. IFAD often uses this methodology in partnership with WFP and other government programmes.
WFP Food for Work Programme Under the Environment Conservation and Poverty-Reduction Programme in Ningxia and Shanxi (2007-2014) in China, IFAD has partnered with WFP food for work programmes under two projects. WFP food aid, for infrastructure works and training, ensured immediate improvement of food security among food-deficit households whereas IFAD's support for agricultural productivity and credit gradually improved the households' food self-sufficiency, allowing the households to use credit for cash-generating activities to further build up their assets. Source: IOE evaluation, 2016
Cash for work: the Labor Contracting Societies (LCSs) in Bangladesh. IFAD and other development partners have supported 'Labour Contracting Societies' as a pro-poor cash for work scheme targeting ultra-poor women in particular. The "Labor Contracting Society" (LCS) is referred to as a group of disadvantaged rural people, including ultra -poor women, living near a small scale infrastructure construction site that are being organized by different development actors to undertake designated construction and maintenance works with an objective of alleviating poverty of the targeted poor households. The concept is to bypass the traditional mode of contracting to facilitate involvement of local people in infrastructure

development projects where unskilled labors can be potentially tapped and the benefits of employment are accrued by the poor members from the neighbourhoods by offering wage for their labour and profit for the construction works.

Source: Policy Brief, LABOR CONTRACTING SOCIETY: BLENDING SOCIAL ASPECTS WITH ENGINEERING. IFAD

3. GRADUATION APPROACHES

Definition and Approaches

Graduation approaches define a set of interventions that enable the poorest to move out of a social protection programme after reaching a wellbeing threshold and once the participants have acquired a set of resources that is expected to equip them for a higher-income future livelihood. Graduation pathways are often, but not always, anchored into national social protection programmes. Comprehensive graduation model follow a series of steps: moving from cash and asset transfers to savings and credit and to final graduation through coaching and training. Under IFAD-supported projects graduation models adopt a combination of the following activities and approaches:

- i) Supporting the poorest to move out of poverty and social protection schemes, by providing a comprehensive package, including a combination of: livelihoods promotion, asset transfers , including transferring of land titles, financial graduation and training. In many cases, this is done by establishing formal and strategic partnerships with existing social protection programmes;
- ii) Including targets for the beneficiaries of social protection programmes in project's activities.
- iii) Implementing HH mentoring to enable the poorest households to better plan for their resources and livelihoods, achieve greater food security and graduate to mainstream development activities
- iv) Establishing partnership with specialized NGOs, that have developed comprehensive and holistic packages to graduating the ultra-poor to become sustainably self-reliant (BRAC ultra-poor)
- v) Supporting beneficiaries of cash-for work schemes (LCSs) to engage in rural finance and develop micro-enterprises.

Examples

The Southern Punjab Poverty Alleviation Project (SPPAP, 2010-2019) target women falling in the Benazir Income Support Programme (BISP) Poverty Score Card category (PSC) of 0 -18, Under the livelihood development component, beneficiaries are provided with productive assets like 'goats' packages. Landless women who falls in the PSC band of 0 -11 are also provided with small land plots including and construction of low-cost houses. legal ownership and transfer of land title to women strengthen their role in family decision making and promoted gender equality. Vocational and Entrepreneurial Training targeted at landless and low-paid agricultural households to engage in remunerative off-farm employment activities was key to lift people out of poverty

Source: Completion report

Pakistan National Graduation Programme (2017-2024). Based on the Pakistani government's national poverty scorecard, the programme includes social mobilization, livelihood development and financial inclusion components. It combines support for immediate needs with a longer-term plan, shifting households out of extreme poverty by providing access to a package of assets that include social services, vocational training and interest-free loans. Covering 17 districts, it will focus on the "ultra-poor" segment of the population residing in rural areas. The programme will also help to promote economic empowerment by offering men and women equal access to participating in profitable economic activities.

Source: Design Report.

<p>The Char Development and Settlement Project IV (CDSP IV, 2010-2018) target vulnerable population living on selected chairs. This includes: landless farmers, women female households, including the members of LCSs, settlers who do not have land titles and children unable to attend school. This is achieved via the development of improved and more secure rural livelihoods in agriculture, provision of legal title to land, and through provision of climate resilient infrastructure.</p> <p><i>Source: Supervision Report</i></p>
<p>BRAC Ultra-Poor programme: Pilot Ultra-poor programme under Kenya Program for Rural Outreach of Financial Innovations and Technologies (PROFIT, 2014-2020). The program targets 2,600 vulnerable women and youth in the ASAL region and integrates elements of:</p> <ul style="list-style-type: none"> • Livelihoods Promotion supports the use of physical assets to develop income sources. This is done through asset transfer and technical training, with the objective to secure sustainable livelihoods, income diversification, and asset accumulation. • Social Protection includes consumption support (cash or food transfer) and access to basic services (health or education) that collectively aim to increase food security, nutrition, and improve health outcomes. • Financial Inclusion includes savings support and financial literacy training to help improve income management, increase savings to build economic resilience, and access finance. • Social Empowerment includes regular mentorship, provision of life skills, reinforced livelihoods guidance, and basic support to address household challenges as they arise. <p>Accurate targeting is critical to the success of the Graduation approach and based on a comprehensive participatory rural appraisal that includes participatory wealth ranking (PWR) followed by verification through a household survey. This is an inclusive and transparent process utilizes local knowledge of socio-economic conditions and secures community buy-in.</p>
<p>Afghanistan Targeting the Ultra Poor (TUP)</p> <p>HH mentoring in Uganda The District Livelihood Support Programme (DLSP 2009-2016) piloted “household mentoring” as a strategy to encourage the poorest households to examine their own livelihoods problems and develop sustainable solutions. As part of the household mentoring approach, household members joined clusters in order to build confidence and to gain access to mainstream development activities. Over 20,000 poor households benefitted from the scheme. The mentoring methodology consciously targeted female and widow-headed poor households. Household mentors were two per sub-county, a man and a woman to present a choice to the households to be mentored.</p> <p>The Project for the Restoration of Livelihoods in the Northern Region, PRELNOR (2015-2022) is scaling up the approach. The focus is on mentoring poorer households and eligible youth helping them to graduate to agricultural and other community groups. The approach is combined with the provision of a food security grant, whereby Successful ‘graduates’ receive a productive assets such as goats. <i>Sources: DLSP Completion Report; PRELNOR Design and Supervision Reports</i></p>
<p>Graduating LCSs With a changing economy, IFAD-supported projects have tried towards facilitating LCS members to get out of poverty. Since the realities involving poor women and men have changed with respect to the earlier periods, LCS members now have the means and willingness to get involved in micro-credit and becoming micro-entrepreneurs. Their aspirations are no longer met by an offer of a lowly paid temporary employment as a member of an LCS. Particularly since 2010, IFAD-funded projects have introduced ‘group life insurance’ (CCRIP),</p>

'day care service' etc. for the children of LCS members. Provisioning of IGA training and linking with micro-credit financing organizations are added in post-construction support programmes so that poor women's longer term objectives are also met.

Financial graduation sub-components or pilots can be found in:

- 2010-2013 China Inner Mongolia Autonomous Region Rural Advancement (IMARRAP)
- 2007- 2015 Afghanistan Rural Microfinance and Livestock Support Program (RMLSP)
- 2009-2017 Tanzania Mozambique Gambia The Outreach Project: Expanding and scaling-up innovative financial inclusion and graduation strategies and tools in Africa
- 2015-2017 Uruguay Strengthening Local Development in the Highlands and High Rainforest Areas Project
- 2012-2018 Cambodia Project for Agricultural Development and Economic Empowerment (PADEE)
- 2012-2018 Peru Rural Inclusion Pilot Project (RIPP)
- 2014-2019 Azerbaijan Integrated Rural Development Project
- 2011- 2019 Rwanda Project for Rural Income through Exports (PRICE)
- 2011- 2019 India Integrated Livelihood Support Project (ILSP)
- 2012- 2019 Pakistan Livestock and Access to Markets Project (LAMP)
- 2010-2021 Mexico Inclusión Productiva Rural
- 2015-2021 Tanzania Marketing Infrastructure, Value Addition and Rural Finance Support Programme (MIVARF)
- 2011-2021 Burundi Projet d'Appui à l'Inclusion Financière Agricole et Rurale du Burundi (PAIFARB) 2017-2024.
- 2017-2025 Mozambique Rural Enterprises Financing Project (REFP)
- 04/2018 Malawi Financial Access for Rural Markets, Smallholders, and Enterprise Programme (FARMES) Pipeline

Issues and challenges

Many of the approaches to graduate the ultra-poor are still in a pilot phase. This is for instance the case of the BRAC TUB methodologies and the many financial graduation programmes listed above. IFAD should engage in research, knowledge dissemination and policy-dialogue to scale-up successfully-tested methodologies across IFAD-supported projects and government programmes. With this regard the BRAC pilot in Kenya envisages to link up with the national safety nets programmes implemented by the government. Moreover, IFAD should develop its own institutional model for graduation, based on the specific instrument it has at its disposal and grounded on a sound theory of change. This should start from the recognition that to achieve a genuine transformative impact on the livelihoods and food and nutrition security of the poorest rural people, a holistic and coordinated package of support is needed. This would also require to establish closer linkages with government social protection programmes and other specialized actors.

4. POVERTY ANALYSIS, TARGET GROUP DISAGGREGATION AND MONITORING OF TARGETING PERFORMANCE

Definition and Approaches

Resilience Score-Card

Under **Pro-Rural Inclusive in Dominican Republic (2016-2022)** and the **Hinterland Environmentally Sustainable Agricultural Development Project in Guyana (2016-2022)**, a simple and easy to implement score card was introduced to assess and monitor improvement in household resilience. The score card can be adapted to households with different socio-economic and poverty characteristics. The questionnaires are tailored to the activities of the project and includes information on nutrition, access to water, assets etc. A household is considered to be more resilient at the end of the project, if its score has increased compared to the baseline survey score. The household score is the sum of the 1 point given for each positive answer to the each question.

Source: Design documents

<p>Using National Data Systems of Multi-Dimensional Poverty In Dominican Republic government social policies are based on a multidimensional definition of poverty measured by the Unified Beneficiaries System (SIUBEN) through the Quality of Life Index (QLI). Pro-Rural Inclusive (2016-2022) relies on the SIUBEN system to identify the target group and monitoring poverty outreach and impact.</p>
<p>National Poverty Score-Cards Pakistan National Graduation Programme (2017-2024).</p>
<p>FAO/WFP Vulnerability Analysis and Mapping IFAD projects in China target remote and poorest mountain and forest areas, which are inhabited by ethnic minorities and are located at the margins of mainstream development. For many years IFAD has used the FAO/WFP-developed Vulnerability Analysis and Mapping (VAM) tool for selection of project areas. Source: 2014, Country Programme Evaluation</p>
<p>Poverty Pyramids PRELNOR (2015-2022) in Uganda used a poverty pyramid to disaggregate the target group and tailor the activities of the project to the segments identified.</p>
<p>Housing Index The Belize Rural Finance Programme (BRFP) piloted an innovative housing-based targeting tool, to help Credit Union to expand their credit operations among poor and poorest people in rural areas by diversifying their financial services and adapting them to the needs of the target population. The BRFP employed a set of eligibility criteria to assess the level of poverty within rural households and determine their eligibility to participate. A set of six prima facie indicators were applied, directly linked to housing conditions, and serving as a composite index for wealth measurement. Source: Completion Report</p>

5. TARGETING IN CDD

<p>Definition and approaches</p> <p>Community-Driven Development (CDD) refers to the active involvement of communities, with a focus on vulnerable groups, in decision-making concerning their own development. IFAD has a long and consolidated history in promoting CDD. The CDD approach usually involves communities in identifying the poor and defining criteria for participation. The review suggests that overall, in IFAD's portfolio, demand-driven and community-based projects is the most effective approach in ensuring benefits to and participation of the poorer segments of the population through a combination of complementary and mutually reinforcing measures, including:</p> <ul style="list-style-type: none"> i) strong investments in social mobilization and organizational capacity-development, also known as <i>empowerment measures</i> ii) attention to ensuring transparency in decision-making (procedural targeting) and fostering participation of traditionally excluded groups through direct targeting (e.g, women, indigenous people, youth). <p>The Productive transformation of the Zona da Mata and Agreste territories in the Northeastern state of Pernambuco, in Pernambuco aims specifically at reducing social inequalities in target communities. Brazil Project activities with the involvement of community and economic organizations is based on an intense social mobilization work with community groups including the poorer and more vulnerable groups (such as women, quilombolas and the youth). Once the target communities are selected, based on poverty criteria and widespread consultations, community groups are supported, guided and strengthened by the social mobilization teams. Social mobilization activities lead to the preparation of Participatory Rapid Diagnosis (PRD), which identifies the problems, potential and priorities from a social, production and environmental standpoint. This work also helps identify the best options available for improving production as well as food and nutrition security in these communities. This process results in the preparation of a Production Investment Plan (PIP), which is the instrument that determines the activities and investments necessary to promote the changes desired by the community. The Project's TA employs a methodological approach that</p>
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encourages and facilitates participation and strengthens household initiative and capacities. This approach ensures that the real needs of the beneficiary group are prioritized in project planning.

III. REVIEW OF TARGETING ISSUES ALONG THE PROGRAMME CYCLE IN ON-GOING OPERATIONS.

List of Selected projects

N.	Region	Country	Project
1	LAC	Bolivia	Economic Inclusion for Families and Rural Communities in the Highlands, Lowlands and Inter-Andean Valleys, ACCESOS (2011-2017, still on-going)
2	LAC	Dominican Republic	Proyecto para la Inclusión Productiva y la Resiliencia de las Familias Rurales: PRORURAL Inclusivo (2016-2022)
3	LAC	Brazil	Productive transformation of the Zona da Mata and Agreste in the North Eastern state of Pernambuco
4	LAC	Paraguay	Proyecto Mejoramiento de la Agricultura Familiar Campesina e Indígena en Departamentos de la Región Oriental del Paraguay, PROMAFI (2015-21)
5	LAC	Guyana	Hinterland Environmentally Sustainable Agricultural Development Project (2016-2022)
6	ESA	Ethiopia	Rural Financial Intermediation Programme, RUFIP II (2011-2019)
7	ESA	Lesotho	Wool and Mohair Promotion Project, WAMPP (2014-2021)
8	ESA	Rwanda	Dairy Development Project, RDDP (2016-2021)
9	ESA	Uganda	Project for the Restoration of Livelihoods in the Northern Region, PRELNOR (2015-2022)
10	ESA	Mozambique	Rural Markets Promotion Programme, PROMER (2008-2020)
11	APR	India	Odisha Particularly Vulnerable Tribal Groups Empowerment and Livelihoods Improvement Programme, OTELP
12	APR	Vietnam	Commodity-oriented Poverty Reduction Programme in Ha Giang Province (2014-2020)
13	APR	Indonesia	Rural Empowerment and Agricultural Development Programme Scaling-up Initiative, READ-SI (2017-2022)
14	APR	Pakistan	Pakistan National Graduation Programme (2017-2024).
15	APR	Afghanistan	Support to National Priority Programme 2, SNAPP 2 (2015-2021)
16	NEN	Bosnia	Rural Competitiveness Development Programme (2015-2020)
17	NEN	Jordan	Rural Economic Growth and Employment Generation Programme, REGEP (2015-2021)
18	NEN	Djibuti	Programme d'appui à la réduction de la vulnérabilité dans les zones de pêches côtières, PRAREV-PÊCHE (2013-2019)
19	NEN	Palestine	Resilient Land and Resource Management Project, (2018-2024)
20	NEN	Morocco	Projet de développement rural des montagnes de l'Atlas (PDRMA) (2016-2023)
21	WCA	Ghana	Rural Enterprise Project II, REP II (2011-2022)
22	WCA	Sierra Leone	Rural Finance and Community Improvement Programme – Phase II, RFCIP2 (2013-2022)
23	WCA	Chad	Renforcement de la Productivité des Exploitations Agropastorales Familiales et Résilience, RePER (2018-2024)
24	WCA	Mali	Rural Youth Vocational Training Employment and Entrepreneurship support Project (2013-2021)
25	WCA	Angola	Agriculture Recovery Project, ARP (2017-2022)

1. LATIN AMERICA AND CARIBBEAN (LAC)

I) BOLIVIA

Economic Inclusion Programme for Families and Rural Communities in the Highlands, Lowlands and Inter-Andean Valleys (ACCESOS)

Goal, Objectives and Components

ACCESOS will improve the quality of life of approximately 32000, mainly food-insecure, rural households that are largely dependent on small-scale agriculture and related activities for their livelihoods and are consequently vulnerable to the effects of climate change:

- it will strengthen the capacities of communal and territorial landholders and local governments, to facilitate community-based NRM and improve food security and sustainable livelihoods.
- It will support the implementation of farming systems adapted to the varying conditions of high plateaux, inter-Andean valleys and some lowland areas in order to achieve food security.
- it will co-finance development of community-based enterprises to connect producers to markets and generate economic alternatives based on rural non-agricultural.

Component 1: Natural resource management, investment in assets and enterprise development
Component 2: Financial Inclusion and Insurance

Targeting in Design

Target area (Geographic targeting)

Geographic area. 52 rural municipalities that are among the poorest in the country: high incidence of Indigenous and Campesino households characterized by high levels of poverty or extreme poverty. Census data from 2001 indicated an average 71 per cent rate of extreme poverty. Wide variety of ecosystems with fragile, threatened or degraded natural resources.

Poverty analysis and Target group definition

Target group 32,000 mainly food-insecure, poor rural households or roughly 24 per cent of the total population in the programme area. Even within territories and communal lands titled collectively, most families have use rights to parcels of very limited size, and limited access to water and intermittent technical services, if any. Livelihoods are based on several activities within and outside the local area, with some members of each family obliged to migrate for mostly precarious employment opportunities in mining, harvests or construction. These same circumstances increase the burdens on Young people, who encounter few opportunities in their communities, are especially likely to emigrate and will be a priority target group.

Targeting Strategy and activities

direct targeting to i) households, that depend on farming a small parcel (owned or rented) (ii) landless women and youth, who are interested in developing off-farm enterprises, or to acquire land through the government land allocation programme. Direct targeting also by means of alliances with other public-sector cash transfer programmes;
Self-targeting and affirmative actions to assure inclusion of mainly indigenous poor and very poor families, women and youth also by means of alliances with other public-sector cash transfer programmes; the scheme of incentives to promote access to financial services is designed to be

inclusive of the poorest households and women. The incentives for development of community-based enterprises will be directed at different scales, from small groups to territorial-level networks, with substantial support being made available to informal groups of women and young people.

Enabling: creating a cadre of village-based promoters to mobilize the participation of the most vulnerable: using adequate visual tools. Building staff capacity to monitor, evaluate and apply lessons learned.

Empowerment: farmer-to-farmer approaches

Procedural: the rules for resources allocation will be clear and transparent and implemented through public competition (Comité de Asignación de Recursos', CAR)

Participatory M&E: to monitor social and economic impacts, but also to assure that the lessons learned from implementation are fully assimilated and promote changes in its rules and procedures based on experience. This approach to M&E will also enable ACCESOS to meet the obligation of informed, prior consent. The logframe include the following poverty-focused indicators: Reduction of extreme poverty by 20% ii) reduction in child malnutrition by 30%. Specific targets for youth and gender are included. No disaggregation along wealth.

Assessment

Strengths: Solid poverty focus in the selection of areas with the highest incidence of extreme poverty. Strong focus on gender and youth. The targeting strategy is based on successfully tested approach in the region and in line with IFAD's institutional approach to targeting. Linkage with CCTs is established.

Weaknesses: poverty and extreme poverty are not differentiated and separate targets for the extreme poor are not set. It is taken for granted that women (including HH headed by women) and youth are among the poorest, without providing poverty-focused data. A separate target for rural girls is not set.

Targeting in Supervision

- The targeting of climate vulnerable communities is effective.
- The target farmers who are participating in *concurros* and entrepreneurial initiatives are not among the poorest, as they have capacity for co-financing. The programme is struggling to reach the target of 50% for the participation of the youth, which is stimulating community discussions around constraints and opportunities for the youth in agriculture including in terms of access to land.
- Under ASAP communities prioritized investments in water to enhance their production.

Assessment

Limited info

II) BRAZIL

Productive transformation of the Zona da Mata and Agreste territories in the North Eastern state of Pernambuco (Pernambuco)	
Goal Objectives and components	
<p>The Main goal of the project is to reduce rural poverty and inequalities (gender, ethnic and generational) in the state of Pernambuco, by promoting sustainable and inclusive development. Its key targets are represented by the following impact indicators:</p> <ul style="list-style-type: none"> (i) to increase property and assets of the 30,100 beneficiary families by 20%; (ii) to reduce extreme poverty in the project area by 35%; and (iii) to reduce the proportion of family budget used to buy food by 20%. 	<p>Component 1: capacity building and institutional strengthening</p> <p>Component 2: Diversification and strengthening of production market access and environmental sustainability</p>
Targeting in design	
Target area (Geographic targeting)	
40 municipalities in the Mata and Agreste regions selected based on the incidence of extreme poverty and/or because their productive potential.	
Poverty analysis and Target Group definition	

Almost 40% of the population is poor or extreme poor. The project will benefit 82,000 households. The target group comprises:

1. Members of community organizations
2. Members of quilombolas and indigenous organizations
3. Women and youth

Targeting Strategy and activities

The Project will organize its three lines of action around the beneficiary group:

- community development (community associations);
- the strengthening of economic organizations (cooperatives, producers' associations, collective enterprises, etc.); and
- capacity building among government and civil society teams and entities.

Project implementation on the ground is based on the following steps:

Awareness-raising among the target group and other social stakeholders working in rural development and poverty reduction to inform them about the Project's objectives and intervention modalities. Municipal sustainable rural development boards (CMDRS), in particular, are appropriate entities for encouraging the Project's participation in local development efforts.

Project activities with community and economic organizations require three integrated and sequential tasks:

Selection process. selecting the beneficiaries' organizations is the first step in the project implementation strategy. To this end, the Project must join the CMDRS and participate in the selection of the associations and economic organizations that it will work with directly. This process, which will include an exploratory visit by the project team to the communities/organizations indicated by the CMDRS, will be guided by a series of criteria That will be defined in the PIM for identifying the priority beneficiary group. In cases where a CMDRS has not been created, alternative solutions will be sought.

Social Mobilization. Once the target communities have been selected, the first task, performed by social mobilization teams, will be of an organizational nature, encouraging the widespread participation of households and strengthening existing organizations in preparation for subsequent stages. Next, the technical assistance and mobilization teams will prepare a Participatory Rapid Diagnosis (PRD), identifying the problems, potential and priorities from a social, production and environmental standpoint. This work will also help identify the best options available for improving production and food and nutrition security in these communities. This process should result in the preparation of a Production Investment Plan (PIP), which will be the instrument that determines the activities (of Components 1 and 2) and investments to promote the changes desired by the community.

Implementation of the PIP. Technical assistance (TA) will be needed to support PIP implementation and roll out. TA will be provided to help beneficiary organizations obtain and execute production investments financed by the Project; it will also play a role in preparing the investment and specific feasibility studies. The Project's TA will employ a methodological approach that encourages and facilitates participation and strengthens household initiative and capacities. This approach will ensure that the real needs of the beneficiary group will be prioritized in project planning. TA teams will employ an agroecological approach in the design and implementation of production proposals that stresses resilience to climate change and sustainable natural resource management, thus promoting economic, social and environmental sustainability.

Assessment

Strengths: the selection process as part of community-developed process is well described, thought eligibility conditions are unclear.

Targeting in Supervision

Not available

III) DOMINICAN REPUBLIC

PRORURAL INCLUSIVO

Goal, Objectives and components

The main focus of the project is on strengthening resilience and promoting the economic inclusion of the poor and the poorest. More specifically: The project aims to:

- contribute to overcoming the persistence of monetary poverty and vulnerability among poor rural families.
- complement government social policies with interventions at the local level that identify and respond to the need for genuine income generation and vulnerability reduction based on the families' demands, capacities and expectations.

Component 1: Investments in rural families' productive inclusion and resilience
Component 2. Interinstitutional policy dialogue.
Component 3: knowledge management

Targeting in design

Target area (geographic targeting)

The project will cover the entire country, but implementation will start from 15 provinces, belonging to the 5 Unified Planning Regions, that have been identified by the Government as initial priority areas for the project. Intervention areas within the prioritized provinces will be selected according to the following criteria:

- concentration of the target population (monetary poverty and low levels of productive inclusion);
- presence of productive inclusion opportunities;
- environmental factors (especially water and soils);
- risk of extreme climate events and the concentration of the population that is vulnerable to their effects;
- administrative, social and productive organisations; and
- government priorities.

A "Territorial Opportunities Index" has been developed for the COSOP and for this project's design, in order to classify rural areas according to indicators relating to socioeconomic risk factors and opportunities.

Poverty analysis and target group definition

The factors related to these poverty levels are mainly linked to the lack of diversification of income sources: families with only one source of income (agricultural production on very small parcels) and wage labourers dedicated to agricultural production are the families with the highest poverty levels.

Target Group

- i) families of small-scale producers and

landless families with high levels of multidimensional and monetary poverty.

Targeting Strategy and Activities

Partnership with the Social Cabinet. The targeting and needs identification methodologies developed by the Social Cabinet, and their associated intervention models, represent a starting point in developing new inclusion and resilience strategies.

Targeting instruments. Under Component 1: "Investments in rural families' productive inclusion and resilience" The project's instruments and methodologies to reach the poor and the poorest are Inclusion and Resilience Plans (PIRs), based on the PRORURAL experience, differentiated by beneficiary typology:

- i) the PIRs of agricultural producers' families (that will represent approximately 80 per cent of PIRs),

- ii) pilot youth PIRs and
- iii) landless families' PIRs.

Positive actions for women and youth will be applied and incentives to include women in income-generating activities. The objective is that women constitute 40 per cent of those supported by the project. For youth inclusion, innovative proposals will be sought in areas such as, for example: ICT technology, social recognition and visibility, the creation of spaces for new functions and responsibilities within organisations, dynamic rural-urban linkage activities, microenterprises in innovative sectors related to the environment, tourism, etc. The project aims to create incubators for ideas and projects, financed by the project in partnership with the private sector.

Policy-dialogue. Taking advantage of the opportunities provided by the institutional framework and capitalising on the lessons generated by government social policies and by successful models of public-private partnerships, the Monitoring and Evaluation (M&E) and Knowledge Management (KM) systems will promote policy dialogue at the national level to facilitate the scaling up of new targeting and intervention models to other areas.

Targeting in implementation:

The implementation process will be the following: i) targeting to identify prioritised territories; ii) a baseline survey; iii) creating an awareness of project opportunities among organisations, the public sector, and other actors at the local level; iv) defining criteria to identify eligible organisations and types of plans; v) selection and approval of plans by a Selection Committee comprised of PMU staff, representatives from public and private entities within the territory, and financial institutions; vi) implementation of PIRs; and vii) monitoring and evaluation. The evaluation criteria will focus on productive inclusion, changes in families' incomes, and resilience factors, measured with scorecards.

Assessment

- Comprehensive targeting strategy, proposing a differentiated approach for the poor and the poorest, though the youth is not disaggregated along gender lines.
- Synergies and complementarities with government priorities and poverty-reduction policies
- Build on the analysis done at the COSOP level (Territorial Opportunities Index, engagement with the Social Cabinet)

Targeting in supervision

Not available

IV) PARAGUAY

Proyecto Mejoramiento de la Agricultura Familiar Campesina e Indígena en Departamentos de la Región Oriental del Paraguay (PROMAFI)

Goal, objectives and components

The programme will contribute to sustainable poverty reduction. The main objective is to improve productivity and commercialization by strengthening POs. The specific objectives are:

- i) To strengthen local organizations through participatory diagnostic studies and participatory development of business plans;
- ii) implement business plan to strengthen production and marketing in a sustainable and climate smart way;
- iii) Indigenous Communities (ICs) implement their communities development planes.

Component 1: Organizational development
Component 2: Sustainable productive development
Component 3: Rural financial services

Targeting in design

Target area (Geographic targeting)

4 departments in Eastern region (Concepcion, San Pedro, Caaguazu y Canindeyu). Priorities will be given to the poorest districts.

Poverty analysis and target group definition

strong poverty analysis, based on data from the latest survey and providing information on rural livelihoods, land dynamics, rural institutions, gender and indigenous peoples. The target group is defined as: poor rural producers affiliated to Agricultura Familiar Campesina (AFC) and Indigenous communities (ICs), including women and the youth.

Targeting strategy and activities

Eligibility criteria: i) Members of ROs, including AFC producers and IC; ii) being classified as poor and extreme poor, iii) income well below the minimum salary; iv) less than 20 ha of land; v) not receiving support from other programmes. In ICs the criteria will be: i) communities with land titles; ii) not receiving support from other programme focusing on agricultural production; iii) communities located in the poorest districts; iv) communities prioritized by Indigenous Organizations through Diagnostico Rural Participativo (DRP), participatory community-based diagnostic studies.

Capacity development: all Project staff especially rural promoters and extensionists will be trained in gender issues.

Targeting in implementation arrangements. Gender and IPs field-officers will be responsible for:

- i. Information and sensitization activities
- ii. mobilizing the participation and demand of the target groups, including formation of youth groups
- iii. Support the beneficiaries in developing DRPs and Plan de Negocios. The methodology will be participatory and oriented towards the inclusion of different segments, along sex, age, education levels.
- iv. The Project Implementation Unit will establish strategic linkages the Ministry of Agriculture and the Ministry of Woman to deliver capacity-development activities.
- v. In partnership with national stakeholder, the Gender and IP officer will prepare a strategy to engage with vulnerable groups, including women, youth and IPs. That strategy will include the following:
 - Participatory and training methodology to engage with the different sub-groups;
 - Duration and frequency of meetings, making sure that those are held at time and in places where women can convene;
 - The content of capacity-development modules;

<ul style="list-style-type: none"> • Practical actions to mainstream gender.
Monitoring: it stated that targeting will be monitored and impact studies will be conducted.
Assessment
Strengths: Good poverty analysis, which also provides information on rural institutions and the many challenges faced by the smallholder sectors. Strong emphasis on the use of participatory methodologies to engage with rural communities; attention on how the targeting, gender and IP strategy will be implemented on the ground, under the leadership of a dedicated officer and by training field-staff. The idea of formulating a strategy to engage with vulnerable groups should be taken on board and streamlined across IFAD projects. Weaknesses: poverty and extreme poverty are not differentiated and separate targets for the extreme poor are not set. The youth are not disaggregated by gender.
Targeting in Supervision
No info

V) GUYANA

Hinterland Environmentally Sustainable Agricultural Development Project

Goal, objectives and components

The project aims to improve food security and diet quality, and contribute to improved nutrition, for rural households in the hinterland of Guyana, by sustainably integrating new income-generating activities in the diversified livelihoods of rural households, and improving nutritional knowledge.

C.1. Strengthening of communities' and producer groups' investment planning;
C.2: Implementation of Investment plans.

Targeting in Design

Target area (Geographic targeting)

The project will follow IFAD's geographic targeting approach as it will target some of the most vulnerable regions and communities in the country.

Poverty analysis and target group definition

The target group will include 6,000 poor households.

- At least 15 per cent of these households (900 households) would be female headed households
- At least 75 per cent of the project beneficiaries would be from Amerindian tribes.
- At least 30 per cent would be from the age group 15-44 years old and

At least 50 per cent would be women.

Targeting strategy and activities

- (a) Increasing income-generating opportunities through the identification of key commodities that can act as drivers for the inclusion of small farmers in the market and increase the local demand for services and labour;
- (b) Increasing access to public goods, knowledge and technologies that build community resilience and create an enabling productive environment;
- (c) Enhancing food security and nutrition by identifying and promoting primarily local crops that improve the diet quality of the household and by

<p>increasing awareness of nutritional issues and healthy diets through nutrition education and behaviour change activities, including the diffusion and adoption of food-based dietary guidelines.</p> <p>Component 1 will support: Village and Community Councils (in Region 9), value chain roundtables (in Region 1) and Regional Development Councils in planning and prioritizing investments for the development of local value chains and resilient communities and livelihoods. <i>The expected outcome is that communities and producer groups have strengthened capacities to identify investment opportunities and manage economic and climate change risks.</i></p> <p>The main instruments that will be developed by this component are Community Production Development Plans (CPDP) and Value Chain Action Plans (VCAP). These overall medium-term plans will be the basis for the development of three types of concrete investment plans to be implemented with the project support: Public/Collective Investment Plans (P/CIP), Community Training Plans (CTP), and Business Plans (BP).</p>
<p>Assessment</p>
<p>Strengths: Strong emphasis on targeting the poorest communities by building resilience and strengthening food and nutrition security Weaknesses: a proper targeting strategy is not formulated.</p>
<p>Targeting in Supervision</p>
<p>(Supervision report 2018) The selection process adopted for the identification of the initial villages complies with the targeting strategy. The PMU is well aware of the target group, and the local leaders of the Amerindian villages have been informed about the Project. Positive feedback was received from 52 Toshias, expressing their interest in project activities as they are clear that the Project will assist villages implement their already existing Plans.</p> <p>Social inclusion considerations are included so far in the TOR for service providers.</p> <p>Mechanisms to ensure the project also benefits women, female headed households, and youth have not yet clearly been defined. It is too soon to conclude whether the services respond to the needs of the intended target groups, but as the planning process is participatory this might not be a problem. Targeting should not be a major issue in this Project as both geographical targeting is foreseen and so far implemented correctly and self-targeting is foreseen as the Project will co-finance only Plans developed and approved by the villages themselves. Ensuring participation of the different interest groups in these plans is therefore essential. Monitoring will be important to ensure that while implementing collective investments, business, and training plans the services and resources are channeled to all intended individuals and households and do not only benefit a local elite.</p>
<p>Assessment</p>
<p>Excellent report</p>

2) EASTERN AND SOUTHERN AFRICA

I) ETHIOPIA

Rural Financial Intermediation Programme (RUFIP II)

Goal, objectives and components

<p>The overall development objective of the programme is to provide sustainable access to rural households to a range of financial services including savings, credit, micro-insurance and money transfers. This is achievable only through a nationwide network of strong, vibrant and sustainable rural financial institutions oriented for engagement with poor.</p>	<p>(a) institutional development in the microfinance and cooperative sub sectors including knowledge management; (b) improved regulation and supervision of MFIs and RUSACCOs; (c) credit funds to bridge the liquidity gaps for MFIs and RUSACCOs.</p>
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Targeting in design

Target area (Geographic targeting)

The objective of the programme is microfinance sector development without any area targeting. However, expansion of MFI operations and establishment of new RUSACCOs in access deficit and pastoral regions are prioritized. The programme will consolidate existing 4 500 RUSACCOs and 54 unions of RUSACCOs while also supporting the establishment of 1 000 new RUSACCOs and about 45 unions in deficit and pastoral regions. This will be done after a feasibility study in collaboration with partners such as USAID, ILO and the Pastoral Forum who have comparative advantage on work with pastoral communities in these regions.

Poverty analysis and target group definition

Poverty analysis is included but with no attention to target group disaggregation. Target group is defined as rural households living below the poverty line.

Targeting Strategy and Activities

The overall design for both geographic and household targeting is driven by the need to develop operationally sustainable rural financial institutions and systems with a focused mission to provide access to poor households.

- **Self-targeting:** MFIs have missions that are oriented towards engagement with poor sections of population. The primary targeting, including gender and quotas for women, is built into the business and operating processes of MFIs and RUSACCOs which results mostly in self exclusion of non-poor. MFIs following the financial technology of ‘Grameen Bank’ including: group based lending with group collateral; compulsory savings; small loans with gradual increase over 4 or 5 loan cycles; client screening through local contacts and meetings and formation of groups oriented towards selection of poor households.
- **Monitoring:** some MFIs are using the Progress out of Poverty Index (PPI) score card methodology to identify clients and keep track of their progress. The institutional development support under the programme is also aimed at sharpening the targeting strategies, along with increased women’s client ratio.
- **Gender targeting:** Ethiopian MFIs have a clear focus on reaching out to women and have formulated strategies to acquire women as first choice customers. Where necessary and appropriate, quotas for women and especially vulnerable women will be introduced.

Assessment

Strengths:

- supporting the expansion of rural financial services into the poorest regions is a valuable approach;
- The Grameen Bank technology is a well-tested, pro-poor approach;
- the use of the PPI tool for monitoring is notable, though it is unclear to what extent the programme intend to bring it to scale.

Weaknesses:

- target group is not disaggregated along socio-economic axes. Only women are singled out as a special group;
- The development objective should be framed in terms of anti-poverty and food-security goal;
- The targeting strategy is not formulated according to IFAD's institutional framework (i.e. empowering, enabling etc.);
- The targeting strategy is driven by the social and poverty outreach agenda of MFIs and RUSACCOs. It is unclear how to project will improve the targeting and gender performance of MFIs including in terms of monitoring outreach and performance;
- The gender aspects of rural finance are not properly addressed (e.g. access to loans might not translate into effective control over loan use; women generally have only access to very small loans etc.)

Targeting in Supervision

MTR (2015): the programme must refocus and reorient its support towards institutional capacity development that will extend outreach to the rural target, create the necessary linkages for sustainable impact and scale up the programme activities. the PCMU shall promote institutional support in the following areas:

- (i) RuSACCOs and Unions to strengthen their operational and financial efficiencies to increase the percentage of sustainable community banking networks that serve the rural farmers and specifically youth and women in particular.
- (ii) Capacity building of smaller MFIs based in the rural areas to increase competition and reduce the costs to final rural customers.
- (iv) Collaborate with World Bank to roll out the financial literacy in the rural areas.
- (v) support AEMFI to facilitate larger MFIs with wider client outreach to expand their savings products, and to offer innovative rural products such as agricultural finance, money transfer, insurance products for the rural poor.

Gender and targeting: All programme activities in RUFIP II continue to give particular attention to and have achieved between 45% and 50% women membership in RuSACCOs members and MFIs respectively. Women are also represented in the committees and other decision-making bodies within RuSACCO, which was an initial challenge of the programme. However, regional disparities persist that have to be addressed. Supervision Report (2018) RUFIP II shows evidence that its objective is going to be met and most important output targets are being achieved. The programme has made significant progress in reaching poor rural households with sustainable access to a range of financial services including savings, credit, micro-insurance and money transfers. To date, RUFIP II, has contributed to the outreach of approximately 44% women and 56% males in savings mobilized from MFI and RuSACCOs.

Main issues: RUFIP II effectively reaches out to the intended target groups, although to validate performance of some outputs and outcomes, more work needs to be done to strengthen the M&E system, particularly the log-frame at the PCMU. Complete and reliable information on beneficiaries, and on the components related to institutional development and improved regulation and supervision need to be collected. Scores for targeting: 5, scores for gender: 5.

Assessment

Strengths:

- The project is on track with achieving its targets, including in rural and under-served areas.
- Information on target group is disaggregated by gender, including data on women's participation in decision-making bodies.

Weaknesses:

- Information on poverty outreach and progress, (also using data from PPI) is not included in the report.
- The paragraph on gender and targeting only addresses gender issues.

II) LESOTHO

Wool and Mohair Promotion Project (WAMPP)

Goal, objectives and components

The goal of WAMPP is to boost the economic and climate resilience of poor, smallholder wool and mohair producers to adverse effects of climate change in the Mountain and Foothill Regions of Lesotho. The development objectives are:

- to enable smallholder livestock producers to generate higher incomes and more sustainable livelihoods
- to increase their ability to cope with and recover from natural shocks.

Component A: Climate Smart Rangeland Management
Component B: Improved Livestock Production and Management
Component C: Wool and Mohair Processing and Marketing

Targeting issues in Design

Poverty analysis and Target Group definition

Poverty analysis is provided in Annex 1. It is expected that WAMPP will reach directly about 50,000 households or 200,000 beneficiaries. The target group for WAMPP will be:

- i) Small-scale male and female farmers who have the potential to increase the productivity of their sheep and goats on a climate resilient basis.
- ii) Poor women and men rural dwellers that can access the value chain through value adding activities or have the potential to become producers;

Poor rural dwellers, especially women and young people whose skills can be increased for textile / garment production for niche markets.

Target area (Geographic targeting)

The WAMPP will be national in scope covering all 10 administrative districts. It will be focussing on Lesotho's rangelands, located predominantly in the highlands, which cover more than two thirds of the country's surface area. The crop and especially the livestock sectors provide the primary source of livelihood for about 70% of Lesotho's population, which also contains the majority of poorest households. The Mountain Zone, is where extreme weather conditions are most likely to occur and the population is most vulnerable to the impact of climate change. WAMPP will place a focus through the selection of those districts which have a potential for wool and mohair production, and have high poverty rates, in line with IFAD's mandate.

Targeting Strategy and Activities

A range of community mobilisation, empowerment, capacity-building, direct and self-targeting measures will be introduced to reach the target group and to work in vulnerable rangelands:

- Use of **remote sensing technology**.
- The project will actively work with the **traditional authorities** who control access to and the use of the degraded rangelands, to include the users' perspective and role in rangeland management and to establish equitable and controlled use of the rangelands.
- Enabling target groups to influence district and Community Councils through their involvement in **multi-stakeholder fora**. This will include their active participation in monitoring and evaluation, transparent financial reporting, knowledge management and lesson learning.
- introduction of a **locally based system of grazing entitlements** which is based on equity in the distribution of grazing rights.
- The cottage industry and work of wool classing and sorting in the shearing sheds is possibly better suited to women who generally show greater attention to meeting established standards. WAMPP will investigate in ways to get more women involved in these processes and monitor the impact on household income, school attendance and so forth.
- **Participatory exercises such as wealth or self – ranking** , will help to create awareness and empowerment among the typical IFAD target group, i.e. the poor, women and youth.

- **Quotas will be agreed upon for their representation in planning and decision making entities**, trainings, access of services such as training and rangelands. These quota and targets will be regularly monitored by the project.

Participatory M&E, including a focus on women and youth to ensure both quantitative achievements (numbers of women and youth involved) and qualitative changes (e.g. leading roles played by women and youth; and voice in the household, in groups, in communities, etc.)

Assessment

The targeting strategy is based on a series of clear and implementable measures.

Targeting in Supervision

Targeting and outreach (Supervision Report, Dec 2018): To date, WAMPP has reached 5,283 out of its expected 50,000 beneficiaries (10.6%). For a project in its third year of implementation, this figure is low. Underperformance in terms of outreach is due both to the slow start of the project and to the fact that many of the activities so far have been focusing on Training of Trainers (ToT) which are yet to trickle down to farmers. Outreach is expected to increase quickly now that activities on the ground are picking up. Activities that have been undertaken on the ground so far have generally adhered to the intended target group. The relatively large range of activities envisaged in the PDR give WAMPP good potential to reach all the different above-mentioned groups with interventions that are suited to their needs. Due to the lack of a detailed targeting strategy, different sub-components have targeted groups independently from one another, thereby reducing the potential synergies between project activities. The supervision mission of November 2017 recommended to elaborate a comprehensive targeting strategy that would also take into account the inclusion of women and youth. Prior to the mission, the PCU prepared a draft targeting strategy that was refined and validated during the mission (in appendix 4). Having been developed in the third year of project implementation, this targeting strategy is based on what has already occurred in the project. Therefore, it is both a guideline for targeting (for activities still to be implemented) and a description of the targeting approach that has been used (for the activities that have been already implemented). For the activities still to be implemented, realistic quotas for women and youth have been set based on the experience the project had so far in involving women and youth in the different activities that have already been implemented. Shearing Shed Associations have been identified as an important entry point for activities from the different components, which is expected to increase linkages and synergies between project activities. Score: 3

Assessment

Excellent assessment, as it includes:

- An analysis of the reasons for slow start and underperformance in terms of targeting.
- Validation of a more elaborate targeting strategy prepared by the PMU and included in appendix 4 to the document.
- A fair and realistic score, based on the underperformance of the targeting strategy.

III) RWANDA

Dairy Development Project	
Goal, objectives and components	
The overall goal of RDDP is to contribute to pro-poor national economic growth and improve the livelihood of resource-poor rural households. This will be achieved by focusing on food security, nutrition and empowerment of women and youth in a sustainable and climate-resilient dairy value chain.	<p>Component 1: dairy development</p> <p>Component 2: capacity-development</p> <p>Component 3: Policy and institutional development</p>
Targeting in Design	
Target area (Geographic targeting)	
The project area comprises 12 districts in four provinces of Rwanda: Selection was based on: (i) current level of cattle population and milk production; (ii) current and projected market development potential, including investments in MCCs, dairy processing plants, animal feed factories, and evolving domestic and export market linkages; and (iii) level of poverty, food insecurity and malnutrition.	
Poverty analysis and target group disaggregation	
<p><i>Smallholder dairy farmers have been disaggregated according to the number of cows owned and the capacity to produce surplus for the market. Those very poor vulnerable families that don't own a cow, including both young male labourers and girls of reproductive age will also be specifically targeted. More specifically targeted sub-groups include:</i></p> <ul style="list-style-type: none"> • 51,800 smallholder dairy farmers in the zero-grazing system who typically own up to three cows. This is the predominant livestock system in Rwanda, accounting for 92% of all livestock keepers, producing mainly for home consumption and sell a small surplus locally. • 22,200 smallholder dairy farmers (30% of total smallholder target group) in the semi-extensive grazing systems with up to 10 cows. They are principally located in the Northern and Eastern provinces. They typically have 5-10 ha which forms a good base for forage production but generally face challenges in accessing markets as well as water and pasture during the dry months of July–September. • 6,000 Girinka beneficiaries, who will receive a cow in-calf, and pass on the first heifer to a qualifying neighbour. These households will be drawn from <i>Ubudehe</i> Category I who meet the eligibility criteria set by the government programme, with some land for forage and ability to construct a cow shed. Implemented by the Ministry of Agriculture, the program was set up with the central aim of reducing child malnutrition rates and increasing household incomes of poor farmers. These goals are directly achieved through increased access to, and consumption of milk, by providing poor households with a heifer. • 15,400 young farm assistants aged 15 to 24 working as wage labourers. They are the “hands-on” male laborers in many dairy farms, especially in female-headed households with no male adults. They are typically from very poor families (<i>Ubudehe</i> Categories I and II), with little or no education and a very limited skills base. • 5,400 rural women, aged 15-35 (child-bearing age), will benefit from new economic opportunities and creation of small off-farm business opportunities. 	
Targeting Strategy and activities	
<ul style="list-style-type: none"> • Self-targeting. The goods and services provided by the project will respond to the priorities, financial/labour capacities and livelihood strategies of the target groups. Smallholders will join L-FFS to develop skills in dairy husbandry, milk quality and hygiene, household nutrition, basic numeracy and literacy, and record keeping. • Direct targeting to most vulnerable groups. The <i>Girinka</i> households, young farm workers and women-headed households (from Category I) will be targeted directly by the project to receive cows (<i>Girinka</i> beneficiaries) and join L-FFS activities. When relevant, the <i>Umudugudu</i> committee at village level will be involved to ensure transparent and participative methods of household selection. Young rural women will be targeted to develop individual or group business plans for income generating activities and 	

enterprises directly linked to increased milk production or from increased income in the local economy.

- **Empowering measures.** In addition to developing technical skills in dairy production and off-farm enterprises, the project will support beneficiaries to develop skills in household nutrition, basic literacy and numeracy, business and leadership. Most significantly, the **GALS** is an innovative approach which deepens project impact by fostering more equitable gender roles and relations at household and group level as well as all along the dairy value-chain.
- **Procedural measures.** Attention will be given to costs/beneficiary contributions, timing and administrative procedures required for effective participation of the various target groups, especially regarding access to advisory services of the MCCs and private livestock support services.
- **Operational measures and monitoring.** A Gender, Targeting and Community Mobilisation Officer has been appointed in the MINAGRI Single Project Management Unit (SPIU) to coordinate implementation of the gender and targeting strategies. Training will be given to project staff and implementing partners. At the field level, extension personnel will be trained in the GALS and rolled out to L-FFS, MCCs and dairy cooperatives, among others. Poverty and gender studies, including the use of the **Women's Empowerment in Agriculture Index (WEAI)**, will be conducted at baseline, mid-term and completion to assess the effectiveness and relevance of the strategies/mechanisms. M&E indicators will sex- and age-disaggregated.

Assessment

Strengths:

Weaknesses:

Targeting in Supervision

Supervision Report (August-2018) The project is delivering on some of the mechanisms of its targeting strategy; proposed project activities are being taken up by part of the identified target sub-groups. However, targeting mechanisms are used erratically during implementation. Targeting performance is only partially monitored. The project partially reaches out to the intended target group(s), but not yet for all components and quantitative outreach targets are not being monitored, nor fully reached. Direct targeting of Ubudehe I category through provision of pregnant heifers through the Girinka programme has only achieved 22% of the target. The direct targeting mechanism does not yet address the reported need for access to cows for L-FFS participants from Categories II and III. The project made a serious attempt to attain a gender balance in recruitment of L-FFS facilitators and achieved 46% female facilitators. The GALS methodology has not yet been introduced in the L-FFS curriculum. Some activities are targeting youth directly, such as the mastitis control programme involving farm assistants and work with milk transporters/collectors who are predominantly youth. The recommended change in selection of seed multipliers, that will allow those with less than 1ha to be selected will support more farmers to engage in this activity. few empowering measures have been included in the project. In general, capacity building activities lag behind physical implementation.

Assessment

The assessment of targeting performance is comprehensive.

IV) UGANDA

PROJECT FOR THE RESTORATION OF LIVELIHOODS IN THE NORTHERN REGION (PRELNOR)

Goal, objectives and components

The overall goal of the programme is: **Increased income, food security and reduced vulnerability of poor rural households in the programme area.** Impact indicators will include: Reduced poverty of the population (poverty defined as food security, decreased child malnutrition, improvement in HH assets; resilience increased; women's empowerment increased).

C1. Rural Livelihoods
C2. Market linkages and infrastructures

Targeting in Design

Target area (Geographic targeting)

Project area. The project area will be a total of eight districts, comprised of Agago, Amuru, Gulu, Lamwo, Kitgum, Nwoya and Pader in the Acholi sub-region together with the adjoining district of Adjumani, Each project district will select sub-counties on the basis of poverty levels, as well as production and market potential¹. The number of project villages in each district will be based on that district's share of the total rural poor.

Poverty analysis and Target Group definition

Poverty analysis is provided in Annex 1. **The project's target groups** includes:

- **Households with limited land areas (2-4 acres of available land, estimated at 40% of the rural population).** These families just produce enough food for subsistence but are vulnerable to climate shocks (drought and flood) and have declining yields due to declining soil fertility
- **Youth.** The conflict in the north has disadvantaged youth severely as they spent much of their time in the IDP camps and were not able to develop productive skills. They include former IDPs, former abductees, ex-combatants (approximately 20,000 men and women) and non-displaced youth
- **Vulnerable households.** The particularly vulnerable households (estimated at 19% of the) who possess farm land but suffer from low education, few adult members, engage predominantly in subsistence production and commonly are subsisting outside supporting economic groups. The programme support these very poor households through a combination of household mentoring and food security grants.
- **Households with larger areas of land.** Some farmers have sufficient land resources to regularly produce marketable crop surpluses but are underusing these resources. their production systems are limited by low levels of technology, a lack of labour and/or no access to mechanisation.

Targeting strategy and activities

Self-targeting by focusing on value chain development for crops like maize, cassava, beans and rice which are both food and cash crops and whose cultivation is within the economic means of the average smallholder.

Selection process: the targeting approach at parish and community level will combine social mapping with agro-ecological mapping and, current and planned community access roads (CAR) to identify areas where there is potential to increase production of crops required by markets. The selection will be undertaken by district stakeholders led by the district chief administration officer.

Enabling measures. (i) establishment of a post within the PMU for a sociologist/ community development specialist with responsibility for targeting; and (ii) sensitization of public I stakeholders and private service providers on issues identified such as gender-based violence (GBV), unequal division of labour, women's land rights, alcohol abuse and HIV/AIDS. There will be leadership training, particularly for women, youth and

men from poorer households.

The HH mentoring process. The households will be mentored for a period of 1 – 2 years after which they will be encouraged to join ('graduate to') other groups supported by the programme. Successful 'graduates' will receive a grant⁶⁰ of a productive assets such as goats. PRELNOR will adapt tools from the Gender Action Learning System (GALS) to complement the training of mentors groups as well as enrich the mentoring of poor households. Potential mentors, including young women and men, identified and selected during initial planning. The mentors will be paid a monthly honorarium⁶¹.

The introduction of energy and water saving technologies will benefit very poor households in the area who have limited opportunities to significantly increase their incomes.

Assessment

Excellent example of a strategy that addresses the needs of all social groups. Including the poorest and destitute HHs.

Targeting in Supervision

According to the last supervision report (2018) vulnerable households were identified during the initial community consultati on also using PRA and wealth ranking exercises. **The programme will assist many of these socially excluded households graduate to become more engaged with the community and** to join other groups. The project has already trained the project staff and the household mentors on how to engage with the intended target group. Household mentors were identified by community members during the initial village PRA process, interviewed and selected by District Local Government (DLG) community development staff. A Household mentoring handbook has been prepared to train the selected mentors. 2,000 vulnerable households have also been identified for mentoring. A total 600 farmer groups each with an average of 30 members were identified using the project criteria for mentoring and group identification respectively.

Assessment

Comprehensive assessment

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⁶⁰ The grant will be valued at about USD 100 which would allow purchase of tow goats or farming inputs. As with the FFS inputs, the appraisal mission will review and propose appropriate timely procurement methods.

⁶¹ This honorarium is based on the experience from DLSP where the volunteer mentors found the work more intensive and time consuming than initially expected. An honorarium of USD 200 per year is proposed.

V) MOZAMBIQUE

Rural Markets Promotion Programme (PROMER)	
Goal, objectives and components	
The programme's development goal is to <i>improve livelihoods of poor rural households</i> ; and central to achieving this goal the purpose of PROMER is to <i>enable smallholders to increase their agricultural income by marketing their surpluses more profitably</i> . This will be realized by developing interventions, focused around market intermediaries for a range of commodities and agri-businesses.	Component 1 Developing More Dynamic Market Intermediaries, Component 2 Enterprise-led Value Chain Initiative, Component 3 Improving the Policy environment.
Targeting in Design	
Target area (Geographic targeting)	
The Programme is being implemented in 15 districts of Mozambique's Northern Provinces (Niassa, Cabo Delgado, Nampula and Zambezia). The criteria applied were: accessibility; poverty level; agricultural potential/surplus production; trade activity; complementarity/avoiding duplication with other projects; and including operational area of PAMA.	
Poverty analysis and target group definition	
The primary target group will consist of	
<ul style="list-style-type: none"> i) Semi-subsistence smallholder farmers: practice subsistence farming with occasional surplus sales, are often food insecure even during normal years and can be classified as extremely poor ii) Other poor smallholders: practice mixed farming with some purely market-oriented crops. They are generally not food insecure during normal rainfall years, although they are very vulnerable to risks and external shocks and are classified as poor; and the vast majority live below the poverty line. They are characterized by small landholdings, low productivity, low and erratic incomes, and weak integration in functioning but inefficient markets. iii) Small and medium rural traders: included as a secondary group not because of their poverty status - most will not be below the poverty line - but because they play a critical role in linking farmers to markets. 	
The programme will <u>not target the poorest households</u> that do not have the basic pre-requisites for market-oriented farming as they often face debilitating circumstances and are unable to produce a surplus for the market. Nevertheless, some programme activities, such as literacy training and labour-based road construction, will have potentially important benefits for these households and their involvement will be actively promoted.	
Targeting Strategy and activities	
Poverty targeting has been incorporated in programme design by:	
<ul style="list-style-type: none"> i) considering poverty characteristics during district selection; ii) focusing on farmers' associations, the majority of whose members are food insecure and live below the poverty line; and iii) designing programme activities so as to facilitate participation of the poorer members of the community. iv) Poverty targeting will be an integral part of the focal area planning process, which will take place at the beginning of the programme and be regularly updated. This will give programme management a practical tool to continue to incorporate poverty, gender and HIV/AIDS targeting during implementation. v) Targeting of women through: formulation of a gender strategy; functional literacy training; 30% quota for women's participation in POs as a condition to access the project's funds; earmarked grants (for women micro-business; agro-processing etc.); 25% of workers for roads rehabilitation will be women. vi) HIV-AIDS will be mainstreamed in project's activities through sensitization and formation of peer trainers. 	
Assessment	
Strengths: Gender targeting is based on sound measures and criteria	

Weaknesses: The targeting strategy is vague; there are contradictions in the categorization of the target group. For example it is unclear why the poorest people are included as a priority group, while at the same time the poorest people benefitting through labour generation in roads rehabilitation and on-farm activities, are not considered as a target segment.

Targeting in Supervision

The programme is deepening its support and revitalizing support to the 500 FOs from the initial financing. PROMER will target about 76,600 households through the rehabilitation of the road and market infrastructure.

Youth targeting. Based on recommendation from the previous mission, PROMER has improved the M&E tool in order to collect age-disaggregated data in order to track the Programme's outreach to the youth. The Programme is in the process of receiving and analysing this data through the SPs. Data available shows that outreach to the youth is gradually increasing. During 2018, PROMER partnered with the Provincial Directorate for Labour and Social Security through Instituto Nacional de Emprego e Formação Profissional (INEFP) National Institute for Employment and Professional Training) and offered a tailor-made course on Agribusiness and Entrepreneurship for 15 youth (7 females; 8 males). It was noted that the training would have been more beneficial had it been accompanied with a start-up package for the participating youth. Given the general barriers in access to finance for women and youth, it was agreed that the criteria for accessing matching grant under component 1 would be revised to include special packages for women and youth. Currently, the grant covers 70% of 'enterprise' while beneficiaries are expected to offer 30% contribution.

Nutrition. Under the EU MDG-1c, nutrition related activities are targeting women of reproductive age, children under two years and adolescents using FOs and schools as an entry points.

Gender-targeting. At a higher level of farmer organization, PROMER is supporting 77 Fora, 13 district unions and 2 federations. Currently, 13,764 members of Farmer Associations (49% of whom are women) are receiving services from PROMER as per the AWPB targets (2018/2019). This includes a package of different activities, such as, FO training, ASCAs, nutrition and adult literacy. PROMER is supporting 225 rural traders, and proportion of female traders has remained at 3% given that the Programme is not registering new rural traders under the Additional Financing. It is however worth noting that 34% of the rural traders are youth. Cumulatively, 18,604 people (54% women) are attending literacy classes. Farmers accessing technical advisory services through the programme are 13,709 – (50% women and 35% youth).

Score: 5

Assessment

Strengths: the assessment covers key crosscutting issues, including youth, gender and nutrition.

Weaknesses: Outreach to different socio-economic groups is not addressed

3) ASIA AND THE PACIFIC REGION (APR)

I. INDONESIA

Rural Empowerment and Agricultural Development Programme Scaling-up Initiative READ-SI

Goal, objectives and components

"Rural households in Sulawesi, West Kalimantan and NTT are empowered individually and collectively with the skills, confidence and resources to sustainably improve their farm and non-farm incomes and livelihoods".

Component 1: *Village agriculture and livelihoods development* is the core of the programme, (57.8% of programme investments) and is targeted mostly at categories a) and c) (see below). the elements of the integrated village process include : Community mobilization; Agriculture and livelihoods; Savings, loans and financial literacy; and Nutrition, including early childhood nutrition (mostly targeted at women household heads)

Component 2: Services, inputs and market linkages

Component 3: Policy and strategy development support .

Targeting in Design

Target area (Geographic targeting)

18 districts, with 14 districts within four provinces of Sulawesi Island (Gorontalo, Sulawesi Tengah, Sulawesi Tenggara, Sulawesi Selatan) and two districts in each of West Kalimantan and NTT. While province selection was not based on poverty considerations, district selections will actually be informed by existing poverty data. Priorities will be given to districts with poverty rates above the national average.

Poverty analysis and target group definition

Detailed poverty analysis including a Target Group Matrix are included in Annex 2. **Target groups** are farmers, including:

- the poor and near poor who have the potential to generate economic returns from agriculture with programme support,
- active/demonstrating farmers that will act as "agents of change" who have the potential to demonstrate and motivate the poor and near poor in their area to improve their livelihoods; and;
- landless and land-poor, including women-headed households, who will be included in activities directed at homestead gardening, improved nutrition and financial literacy.

The programme areas are home to a large number of diverse indigenous people and ethnic groups, particularly the *komunitas adat terpencil* (KAT, term used by the Ministry of Social Affairs for a group of people bound by geographical unity and shared economic and/or socio-cultural systems).

Targeting Strategy and activities

Development of a differentiated package: "livelihood based" and "agricultural growth based" activities for all target groups in line with the programmatic objectives of the government.

Targeting in M&E provided few insights into the dynamics of poverty reduction at the household level or the factors that explain the success of different activities. Instead, information is derived mainly from: (i) extrapolation from agricultural yields; (ii) extrapolation from an improvement in the incidence of poverty at the provincial level; and (iii) the evident support for READ, both within the government and amongst the beneficiaries. READ SI will provide an improved M&E and knowledge management design which, in as far as it relates to targeting, will include:

- A weekly/monthly dashboard that shows progress on key outputs and objectives, including gender;
- Household level analysis of poverty impact that enable an understanding of how different interventions (rice, maize, cocoa, off-farm etc.) impact different poverty causes (land-poor, remoteness, infrastructure poor etc.);
- Regular knowledge sharing and exchange meetings and workshops; and
- Social media to support knowledge management outcomes.

Risk of elite capture, will be addressed by

- providing adequate training on good leadership to the designated leaders and possible installation of a complaint mechanisms;
- sensitizing implementing agencies and partners;
- selection of crops/activities targeted at women and small farmers;
- making information on sub-project selection and financing widely available;
- requesting MOA to provide an anti-corruption plan for the programme to be approved by the anti-corruption agency; and
- creation of a mechanism for resolution of grievances at the community level.
- Big ticket " programme investments in villages, such as infrastructure and machinery, will be delayed to the third year of village interventions and only eligible to group's members who would have had to complete all programme activities for the previous two years. This is intended to dramatically reduce the risk of elite capture for these higher risk investments

Building on targeting lessons

- social mobilisation, inclusion and capacity building must be successfully completed before economic activities, particularly those related to infrastructure, begin;
- economic and livelihoods analysis, both preparatory and participatory, should support the identification of economic opportunities types;
- capacity building should be linked to tangible programme opportunities, whether these are economic or social and finally
- M&E should be simple and support the generation of knowledge on key development challenges.

Assessment

Strengths: best practice

- Excellent analysis and disaggregation in line with government definitions and priorities (Target Group Matrix)
- Graduation approach, starting from community mobilisation and livelihood-based interventions and gradually moving to bigger infrastructure investments and value-chains.
- The nutrition sub-component is targeted at most vulnerable HH headed by women.
- Excellent and very practical targeting strategy, addressing risks and challenges and based on a solid M&E system.

Weaknesses: Not identified

Targeting in Supervision

Not available

II) AFGHANISTAN

Support to National Priority Programme 2 (SNAPP 2)

Goal, objectives and components

The goal will be to contribute to improving the food security and economic status of poor rural households in three pilot provinces, Balkh, Herat and Nangarhar. The project will reach at least 57,000 households consisting of 427,500 people in these provinces.

The project has two objectives: (i) institutional development and capacity building of community organisations, public extension services and relevant private sector entities in the pilot provinces; and (ii) sustained increased incomes of small farmers and herders fostered by improvements in productivity and output, infrastructure and market linkages.

Component 1: Institutional development includes 4 sub-components: Extension services; Farmers' Organizations; Private sector linkages (including contract farming and value-chain upgrading) and Policy and implementation support facility.

Component 2: Strategic Investments, provide support to: (i) irrigation and community infrastructure; (ii) food security of marginalised farmers by investing in rain-fed wheat production; (iii) appropriate agriculture, horticulture and livestock technologies (iv) foster private sector linkages through, led by extension services and CDCs.

Targeting in design

Target area (Geographic targeting)

The project will primarily focus on six districts in the three pilot provinces: Nahri Shahi and Dih Dadai in Balkh; Karukh and Zendhajan in Herat; Darah e Noor and Khewa/Kuzkunar in Nangarhar. It will also invest in other districts in the three provinces to the extent required by relevant agricultural backward and forward linkages, value chain linkages, the optimal sites for activities (e.g. additional locations for rainfed wheat), synergy with other development operations, and security considerations. Project geographical targeting is driven by security considerations, IFAD's strategic framework, and Government priority areas. The pilot provinces and districts are selected based on, incidence of poverty, Government priority, institutional networks, economic and resource management opportunities, security and diversity.

Poverty analysis and target group definition

The National Risk and Vulnerability Assessment (2011, NRVA) indicates that poverty has not declined since 2007. About 36% of the population remains below the poverty line, while another segment is vulnerable to small/medium shocks and susceptible to poverty⁶². Inequality measured by the Gini Index has increased from 29.7 to 31.6. Poverty in Afghanistan is multi-dimensional, involving a complex interplay among lack of assets (physical, financial, human), years of conflict and insecurity, disasters, poor infrastructure, weak public services, and traditional roles. The youth and gender dimension of poverty is also analysed, with attention to the specific poverty situation of girls.

The project has a three-tier target group:

1. at sub-national institution level, it will target provincial and district extension staff of MAIL, community mobilisers of MRRD, and farmer resource centres;
2. at local institution level, community development councils, NGOs and relevant private sector entities will be strengthened and will serve as interlocutors; and
3. at grass-roots level, target groups will include poor rural women and men, kuchis, small farmers and herders, producers' groups and women's groups.

Special vulnerable groups are: women household heads and youth.

Targeting Strategy and activities

⁶² Poverty-line in Afghanistan: AFN 1,255 = USD 22.01 per month per person

The targeting of most project investments will apply IFAD's direct targeting methodology; while targeting for specific activities will vary depending on the nature of the activity. In principle, CDCs will conduct poverty profiling of its members in a participatory manner, and will help to fine-tune eligibility criteria for final selection of participants. To ensure women's access to services, the project will apply a differentiated, localised approach that is responsive to security considerations and production conditions. The gender focus in conservative areas like Nangarhar will be structured to minimise the mobility required from women by promoting home-based or valley-based activities while scaling up skills levels and access to resources and services. Most project activities will apply IFAD's direct targeting methodology, while the TUP activity will apply IFAD's self-targeting methodology.

Targeting ultra-poor (TUP). The project will build on the successful TUP programme pioneered by RMLSP in Bamiyan and Badakhshan provinces which targets very poor rural women and men⁶³. The programme is managed by the Microfinance Investment Support Facility for Afghanistan (MISFA), and has been scaled up across seven additional provinces by partners such as the World Bank and the Italian bilateral cooperation. Under the present project, the TUP will be introduced by MISFA to the three pilot provinces of Balkh, Herat and Nangarhar.

Assessment

Strengths: community-based targeting combined with a graduation sub-component. This is the best approach in very poor and fragile contexts.
Weaknesses: Target group disaggregation should be improved.

Targeting in supervision

An overall targeting and outreach strategy should be developed: the project need to develop a robust outreach strategy which will guide the project to undertake self-targeting as per the scope of the project. Currently selection of geographic areas (districts and villages) precedes the selection of beneficiaries (in the case of the irrigation component) and as such the different intended beneficiaries becomes a secondary priority. In other activities selection is taking varying criteria for selection of beneficiaries.

SNAPP2 should invest in gaining a better knowledge of the target area and beneficiaries: The necessary information related to village profiling, diagnostics, farming system and beneficiary profiling need to be further developed in order to develop approaches to better respond to the needs of the target group. The mission held discussion with the team on how to develop this new tool.

The staffing structure need to be reinforced in the field: As SNAPP2 has a budget for the promotion of the young professional employment and as it is important to ensure regular interaction with the communities and coordination with the service providers, discussions were held with PST to rationalise the PMU structure, increase SNAPP2 presence in the 360 villages and promote more young professional for their first employment. A revised organogram for SNAPP2 and CLAP has also been elaborated.

The entry point should be the village through the Community Development Council: For selection of beneficiaries, identification of priorities and implementation of activities, project rely on the newly established Farmer Learning Resource Centres (FLRCs). The project should utilized the already established Community Development Councils (CDCs) present at the village level. FLRCs shall be used only for extension and

⁶³ In cooperation with the Microfinance Investment Support Facility of Afghanistan (MISFA), the Rural Microfinance and Livestock Support Programme (RMLSP), has pioneered a methodology for financial learning and graduation of the 'ultra-poor' who had been excluded from traditional micro-finance. The model combines targeting/transfer elements of safety nets with entrepreneurial activity through training and a productive asset grant. The model has enabled 92% of participants to have better access to food, and 30% to escape from extreme poverty, within a year. In light of this performance, in December 2013 the IFAD Executive Board approved supplementary financing to scale up operations.

learning purposes.
Assessment
Strengths: Very good assessment. It identifies the key problems encountered in the process of identifying and reaching to local beneficiaries, and suggest methods and tools for improvement. Weaknesses: meaning of the first recommendation is unclear.

III) INDIA

Odisha Particularly Vulnerable Tribal Groups Empowerment and Livelihoods Improvement Programme	
Goal, objectives and components	
The overall goal of OPELIP is to achieve 'enhanced living conditions and reduced poverty' of the target households. The development objective is to enable improved livelihoods and food and nutrition security primarily for 32,090 PTG households, 14,000 other tribal households and 16,356 other poor and Schedules Caste (SC) households.	C1: Community Empowerment; C2: Natural Resources Management and Livelihoods improvement; C3: Community Infrastructure and Drudgery reduction;
Targeting in design	
Target area (Geographic targeting)	
Programme interventions will be implemented in all 17 Micro-project areas located in twelve districts of Odisha namely Malkanagiri, Rayagada, Angul, Deogarh, Ganjam, Nuapada, Keojarh, Sundergarh, Gajapati, Kandhamal, Kalhandi and Mayurbhanj covering 13 PTGs living in some 542 villages within the MPA areas. Villages without road connectivity will be prioritized as those are cut off from other developmental services, food security is an issue and markets are limited. Programme will target these villages and form the community institutions for initiating the infrastructure development as a priority.	
Poverty analysis and target group definition	
The programme will target: <ul style="list-style-type: none"> • highly vulnerable (WHHs, HH in villages without road connectivity; HH without titles for homestead and revenue/forest land) and • vulnerable households (Households with homestead title. No access or ownership of low land. Have access to only shifting cultivation land with or without title) for inclusion in community institutions, SHGs and livelihood groups. The programme will develop mechanism to ensure that special attention is paid to marginalised groups, namely women, children, unemployed youth, hill cultivators, the landless among the Particularly Vulnerable Tribal Groups (PTGs) and other Tribal people. Each group is accurately described with regard to poverty characteristics and livelihoods.	
Targeting Strategy and activities	
Empowerment measures as part of community development. Special efforts would be made to ensure that all members of the community, and in particular the most vulnerable	

groups, are able to participate effectively in these village planning events and in village institutions.

Direct Targeting and self-targeting. The programme would target specific categories of population (PTGs, women, youth, etc). The SHG formation approach will follow NRLM norms. About 60% of SHG members will be from the PTG households and the remaining members would come from other ST households. The land allocation component would be targeted primarily to PTGs. PTGs will be the major beneficiaries of land treatment works, irrigation development and other NRM related activities. Among the PTGs, priority in land allocation, land and water resource development and productivity enhancement would be given to woman-headed households and landless households. The crop diversification and nutrition related activities would be targeted to all households. PTGs will be the priority target group to receive support for fruit and spice crop development on shifting cultivation land. Interventions like kitchen gardens, smokeless stoves, and solar lanterns would be targeted to all PTG households. Livelihood interventions such as backyard poultry, goat-rearing clusters and producer collectives will be supported in response to expressed interest from the PTG households and other poor communities in order to facilitate creation of required economies of scale and marketing support. Vocational training programmes would be targeted exclusively to youth groups.

Targeting women: women will be included in all the proposed village institutions. The SHG component would be targeted exclusively to women. Land allocation and land development activities would place first priority on reaching women headed households, and land titles would be issues jointly in the name of husband and wife. Housing and habitat improvement and drudgery reduction activities would be targeted exclusively to women headed households, which are estimated at 18% of all households, and other highly vulnerable households. Quotas would be introduced into project targets, for example, a 50% of Farmer Field School (FFS) participants and a 25% of livestock Community Resource Persons (CRPs) would be women.

Assessment

Strengths: best practice.

Targeting in supervision

(Supervision February 2019) within one year of commencing its activities on the ground, the project is reaching out to 71% of the PVTG households in the project area, thus ensuring that adequate time is provided for social mobilization and that priority is given to the PVTG households and communities for project investments. Removing the barriers to access productive resources and enhancing the value of the economic returns to the target beneficiaries is the mainstay of the programme. Mission visits to project villages provided evidence of benefits reaching the target beneficiary. Building channels of participation by the community to address vulnerability and deprivation are expected to ensure that the poverty focus of the programme is further sharpened.

Main issues

The programme design specified a target of 62,446 HHs at the end of the project period with 32,092 PVTGs, 14,000 ST and 16,356 SCs and other poor households. However during the current mission the physical progress reports shared by the PMU mention coverage of 98,651 households. This is a 60% increase in the target population. There is an immediate need to conduct a sample check in the project area and reconcile this difference. Exact number of households that the project is working with is a prerequisite for correctly designing the intervention strategy and outreach activity.

Assessment

Strengths: ok

Weaknesses:

IV) VIETNAM

Commodity-oriented Poverty Reduction Programme in Ha Giang Province

Goal, objectives and components

<p>The Goal of the Programme is: sustainably improved income and reduced vulnerability of rural poor households in targeted Ha Giang communes. The Development Objective is: targeted private agricultural enterprises, cooperative groups and farm households collaborating profitable and sustainably in a climate adapted, market oriented new provincial rural economy.</p>	<p>C1: Planning for sustainable market-led development; C2: Pro-poor commodity investments.</p> <p>They will follow sequenced, parallel implementation pathways. As capacity is built at community, commune and district levels to incorporate a climate adapted value chain approach into socio-economic planning, the Programme will work with private farmers, agri-businesses and technical departments to identify commodity investment opportunities⁶⁴ and build VC Strategic Investment Plans (SIP).</p>
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Targeting in design

Target area (Geographic targeting)

Programme concentrate its support in about 30 communes in 5 districts selected according to the following criteria: (i) poverty rate; (ii) vulnerability to natural disaster; (iii) commitment of leadership; (iv) potential for development of pro-poor value chains; and (v) level of on-going support projects. Communes selection ensures a balance between better market-linked and more remote communes that can be linked through value chain development.

Poverty analysis and target group definition

The main groups of rural people targeted for support under the Programme are:

- i. rural poor households with land and labour, including household enterprises;
- ii. unskilled employed rural people;
- iii. rural people lacking production land but having business acumen and desire; and,

key farmers who have the skills to promote commercial agricultural production.

Targeting Strategy and activities

The programme is self-targeted to the poor. The MoSEDP process supports the devolvement of governance to the commune level, where most poor live. The selection criteria for support are weighted in support of investments that will benefit the poor. The Programme bring greater equity to forest land allocation and establish legal production forest land use rights, particularly benefiting poor upland communities and women. The community investment program will empower poor upland male and female farmers to choose investments and services that meet their perceived needs. The development of value-chain linked and climate adapted farming systems and technologies will directly benefit the poor, raising crop and fodder production, diversifying income generating opportunities in the process. The rural credit programme, with its modest loan size, will be of primary interest to poor women farmers. Pro-poor investment policies and planning; Community empowerment, particularly women and minority people and close mentoring and scrutiny for all investments are considered to be the main mechanisms to mitigate the risk of excessive elite capture. Differentiated data is collected for different groups as follows:

⁶⁴ It is expected that the major commodity development opportunities will be identified during the project design process.

Sustainably improved income and reduced vulnerability of rural poor households in targeted Ha Giang communes.	<ul style="list-style-type: none"> ▪ Out of the 10,000 HH considered poor and near poor in Programme communes, 5000 HH will be lifted out of poverty (officially considered at VND 400,000/person/month) by the end of the Programme; (differentiated data for poor/near poor, ethnic minority & women-headed households). ▪ In Programme counties, the prevalence of stunting of children under 5 years of age falls from 35% to 24% over the Programme life.. ▪ Equal poverty reduction for female- and male-headed households⁶⁵.
Assessment	
Strengths: good practice.	
Targeting in Supervision	
The MTR found that the project has contributed to poverty reduction in most communes. A total 15,339 households with 75,946 members have been reached, of which, 43% are women. By December 2017, 2,650 households of 13,388 households in CPRP communes had escaped from poverty (thus about 50% the 30 CPRP communes' population has been affected by the programme). However, women and some ethnic groups (e.g., H'mong and other smaller ethnic groups), are not consistently and fully involved in programme activities.	
Assessment	
Strengths: it captures targeting problems in relation to women and some ethnic groups Weaknesses: recommendations on how to improve outreach to ethnic minorities and women are not provided	

⁶⁵ Female headed households are those headed by women without husband

V) PAKISTAN

National Poverty Graduation Programme, NPGP

Goal, objectives and components

The overall goal of the programme is to assist the ultra-poor and very poor in graduating out of poverty on a sustainable basis; simultaneously improving their overall food security, nutritional status and resilience to climate change. The Development Objective is to enable the rural poor and especially women and youth to realize their development potential and attain a higher level of social and economic wellbeing through a proven flexible and responsive menu of assistance following the toolbox approach.

Component 1 Poverty graduation with three mutually reinforcing sub-components: asset creation, interest free credit, livelihood training.

Component 2 Social Mobilization and Programme Management

Targeting in Design

Target area (Geographic targeting)

The programme will have a national focus in order to demonstrate the viability of the graduation approach in different geographical settings and socio-economic environments. However, keeping in view the limitations of available resources, the programme will focus on representative poorest seventeen (17) districts in four provinces (Balochistan, Punjab, Sindh and KPK) and three special regions (AJK, FATA, Gilgit-Baltistan). The poorest district are identified based on data from the report Geography of Poverty (lunched by PPAF and the Sustainable Development Poverty Institute). Using the 2012-13 PSLM survey data, the study ranks districts on the basis of poverty headcount ratio, i.e., percentage of people in the population who are identified as multidimensional poor.

The choice of Unions Councils (UCs) in a district will be made on the following criteria:

- (a) Community institutions have been formed in these UCs (either at hamlet or village level);
- (b) Less than 60% of the households in the ultra-poor category have received assets from PPAF or under any other programme;
- (c) PMIFL is present in the UC.

Poverty analysis and target group definition

As per the BISP Poverty Scorecard the categories of target beneficiaries are:

- i) **extremely poor people (band 0-11):** per capita per month income of the household is less than 50 percent of the poverty line; families with a large number of dependents, often these are women headed, are illiterate, do not own house and living standards in terms of housing condition, water, sanitation are very low.
- ii) **chronically poor people (band 12-18):** The per capita per month income of the household is more than or equal to 50 percent but less than 75 percent of the poverty line. These are large households with a large number of dependents; have own basic one room house and one odd head of livestock or other productive asset; largely illiterate and dependent on daily wage labour or other casual work for others. Lack access to social services. Have one or two able-bodied adults who can be equipped with skills and/or productive assets to generate a sustainable income stream
- iii) **transitorily poor people (band 19-23):** The per capita per month income of the household is more than or equal to 75 percent of the poverty line but less than the poverty line. These are fluctuating poor, who are poor in some periods but not in others. They have fewer livestock and less land and physical capital and lower dependency ration than the chronically poor.

- iv) **transitorily vulnerable people (band 24-34):** The per capita per month income of the household is more than equal to the poverty line but less than 125 percent of the poverty line. These households are occasionally poor, (have experienced at least one period in poverty);
- v) **Transitorily non-poor (band 35-40):** per capita per month income more than or equal to 125 percent of the poverty line but less than 200 percent of the poverty line.²⁴ These are economically active households, own some productive assets, but any shock can put them into poverty.

Targeting Strategy and activities

Under component 1, HHS targeted for asset transfers and graduation will be 0-18 on the PSC. Once households falling within the threshold are identified through the PSC and community validation process, each will be supported to develop livelihood investment plans that help identify what are the areas of improvement and income enhancement, based on current skills and resources available that they can access. This will also help determine what kind of package best suits their situation to help them to move up the poverty ladder. HH falling between the ranges 12-40 will be supported to access finance (through the PMIFL institutions that have outreach in these areas).

A social mobilization based approach to community targeting, will be implemented under component 2. PPAF will engage existing and new suitable partners in all target areas for the delivery of project interventions. The component will support the continued engagement with communities that is part of PPAF's community-driven development approach. Community organisations at the hamlet and village level will be further capacitated and empowered to participate in programme activities, with a special focus on women's empowerment, resilience to climate change and contributing to specific SDGs (especially SDG 3, 5, 13 and 16). Community resource persons will also be identified in every UC and trained to become institutional or sector experts, providing relevant services and support to target beneficiaries and community institutions.

Assessment

Best practice

Targeting in Supervision

Not available

DRAFT

4. NEAR EAST AND NORTH AFRICA (NEN)

I) BOSNIA AND HERZEGOVINA

Rural Competitiveness Development Programme (2015-2020)

Goal, objectives and components

The goal of the Programme will be “to contribute to sustainable rural poverty reduction in Bosnia and Herzegovina”. The Programme development objective will be to “enable smallholders to take advantage of fruits, vegetable and non-timber forest products subsector development for the sustainable improvement of their social and economic conditions and those of other poor rural groups”.

C1: Agricultural Production and Farmer Organisation
C2: Rural Enterprise Development
C3: Rural finance

Targeting in design

Target area (Geographic targeting)

RCDP will be implemented at national level through value chain clusters. Currently twelve clusters have been pre-identified thus constituting the project area for its first cycle (list of clusters and municipalities is in Appendix 2). Given the focus on supporting the most vulnerable groups (poor farmers, women and youth) the project will foster the inclusion of poor municipalities that have the potential to be involved in the selected value chains in the context of larger clusters of municipalities. Typically, these municipalities will be either close to the areas currently active in the selected sub-sector value chains or municipalities where important ‘poverty pockets’ still subsist. Clusters will be identified on the basis of common characteristics in terms of socio-economic and institutional potential.

Poverty analysis and target group definition

The target group of the RLDP will be the rural poor within the 50% of the population who are poor or nearly poor. Within this target group there is significant variation in the capital assets - of land, physical property and belongings - owned, and in income and education, as well as in the livelihood options available as a result, and the strategies that are actually pursued. Not all of the rural poor are able, or necessarily willing, to take advantage of the improved access to assets and opportunities that the RLDP will aim to provide. Three main groups of poor can be discerned and their potential and capacity to benefit from the RLDP are summarised below and described more fully in Appendix A and Working Paper 1.

- The very poor - are either landless or land-limited subsistence farmers; labour and credit are limited, so they are risk-averse and unable or reluctant to invest and are thus unable to integrate themselves into the market; their state of absolute poverty and vulnerability precludes significant investment and their best chance of benefit will be from employment and/or group action;
- the poor - typically make up a major share of those in poverty and are usually farming their own land and producing a small surplus that may be sold in local markets so that they can be considered to be engaged in the monetary economy; they have access to land and human capital, have better education and several sources of income, but often lack collateral, technical capacity and market information; they may benefit from incremental investment in farming enterprises, from group, PA or Cooperative membership, from additional

employment in SMEs, or from migration; and

- **the borderline poor** - are oriented to progressing in commercial agriculture and are able to invest and to consolidate existing investments; favourable seasons and conditions may take them out of - or up to the fringes of - poverty; top members of this group understand market constraints, have above average technical capacity, often a positive credit record and are active members in Cooperatives and PAs; previous investments may have taken them out of the poverty group, but such investments have some risk and may render them vulnerable to adverse conditions.

Targeting Strategy and activities

The targeting strategy for the RLDP draws on the experience of targeting in previous IFAD financed projects. In this regard, the proposal is for a sharpened approach to analysis of pro-poor supply chains and how these can be developed; and to the evolution of sustainable institutions for rural development. The key aspects of targeting experience in the LRFDP are: (i) reaching the very poor, particularly with credit, is difficult because of their lack of collateral or ability to find the necessary, usually two, guarantors; (ii) clear definition of target segmentation is critical and targeting needs to be backed up by an action plan for implementation - and a specific capacity to deliver and monitor the necessary mechanisms; and (iii) PAs, if properly organised and pro-poor and gender oriented, are useful as a targeting channel, but their sustainability post-Project is not assured unless follow-on support can be arranged.

A principal element of targeting is that of geographical selection of Municipalities on the basis of their needs for assistance that is implicit in the definition of the Project area described above.

self-targeting: promotion and provision of rural financial services. This will be attained by tailoring services and loan products to the priorities and capacities of the poor, such that the amounts available and/or the conditions attached will be of limited interest to the better-off. The credit offer will: have low collateral requirements; support SCOs where these exist; be allocated to financial service providers that have a pro-poor empathy and agenda; and be carefully monitored and their effects reported.

Direct targeting, whereby services or resources provided to individuals or groups will be identified according to specific eligibility criteria, including: emphasis on youth; earmarking for start-up enterprises; and preference for PAs, Cooperatives and SCOs.

value chain targeting, which will be based on: chain analysis; identification of key commodities or services for impact on the small farm and poor household livelihood; and backed up by requisite capacity building, mentoring and technical support.

gender targeting: rapid appraisal of gender relations in target locations; adoption of a Gender Action Plan detailing how gender will be mainstreamed into all Project activities; encouragement of women groups within PAs, especially where conditions and circumstances place women at a disadvantage; directing attention to ensure inclusion of women in circumstances of vulnerability, for instance, remotely located, single, uneducated or with many dependents; and imposition of quotas, if necessary, to ensure equitability in most Project activities. Although there are clear precedents from the LRFDP of positive gender impact and basic targeting principles, it is envisaged that there will be a need to refine the RLDP targeting approach and strategy. To this end, a targeting study will be undertaken during the early stages of Project start up, under the aegis of a Gender and Targeting Officer. The relevant terms of reference are set out in Appendix C.

Assessment

Strengths: Good practice

Weaknesses: Not identified

Targeting in Supervision

Geographic targeting criteria for geographic selection has considered characteristics in terms of socio-economic (including poverty) and institutional potential. Outreach. The activities so far have reached out to beneficiaries through awareness creation and mobilisation.

Targeting and selection of beneficiaries: The targeting strategy has been elaborated, including drawing lessons from previous IFAD funded interventions (RBDP and RLDP).

- Categorization per income per household member is valid for all selected subsectors and has been used to assess the eligibility of beneficiaries for inclusion in the submitted business plans (BP). The mission noticed that criteria based on poverty levels are coupled with further criteria applicable to land size for selected plant production as shown in the table.

Income poverty		Land size characteristics			
Poverty level	Income	Berries/ gherkins	Greenho use	Open field	Tree fruit
Very poor	below 200 KM per household member	Up to 0.2	Up to 300m2	Up to 0.5	Up to 0.5
Poor	201-400 KM per household member	0.2-0.5	300-800m2	0.5-1	0.5-1
Borderline poor	401-500 KM per household member	0.5-1	800-1500	1-3ha	1-3ha

- The process for beneficiaries' selection, have taken place during cluster stakeholder platforms workshops and forums.
- Implementing partners (municipalities/service providers) are in the process of identification of eligible beneficiaries for direct targeted support (starter package) as part of the business plans (BP).
- The mission observed that the key elements and principles of the targeting strategy have been elaborated by both APCU and PCU so to provide the necessary guidelines to implementing partners at this preparatory stage.
- **Youth as target group requires specific attention.** There has not been any specific action directed to active participation of youth. Young entrepreneurs in the agriculture sector are present in the geographical clusters and they can play an active role in the cluster stakeholders platforms/forums, including as youth "champions".
- The project units should prepare a **youth action plan**. An indicative matrix for integration of youth into component 1 is presented as annex.

Assessment

Strengths: best practice

II) JORDAN

Rural Economic Growth and Employment Generation Programme, REGEP

Goal, objectives and components

The project's goal and objectives are aligned with that of the PRS 2013-2020, containment and reduction of poverty, vulnerability and inequality in rural areas through creation of productive employment and income generating opportunities for the rural poor and vulnerable, especially youth and women.

Component 1: Value Chain and Enterprise Development
Component 2: Rural Finance

Targeting in Design

Target area (Geographic targeting)

Criteria used to prioritize the 5 intervention governorates were:

- i) large numbers and high density of poor, vulnerable rural households (including smallholder farmers);
- ii) proximity to urban and tourist markets;
- iii) presence of private-sector partners;
- iv) suitability for production of high-water-value crops (HWVCs), including fruit and vegetable crops and herbal, medicinal and aromatic plants; and opportunities for off-farm income generation and for micro, small and medium-sized enterprises (MSMEs).

Poverty analysis and target group definition

In line with the Government's Poverty Reduction Strategy 2013-2020, the project will target:

- i) Rural households below the poverty line, (HH type 1: no stable income and no employed family member, high dependency ratios)
- ii) Vulnerable rural households above the poverty who are at high risk of falling into poverty. (HH type 2: employed earners but insufficient income) They tend to be larger than average (7.4 members compared to an average of 5.4 members)

Targeting Strategy and activities

- Direct Targeting through Associations. The Rapid Community Assessment will be used to identify existing associations and cooperatives within the project area and assess them according to well defined criteria including experience of producing and processing priority crops, poverty profiles of associations and the communities where they are based; willingness to expand membership to larger numbers of poor and vulnerable households; existing marketing linkages. Details of associations in the target area can be obtained from the Ministry of Social Development.
- Direct Targeting of Households through partnership with Ministry of Social development and other actors. The project will seek to work with relevant partners such as. Ministry of Social Development, the National Aid Fund, and the Integrated Outreach Worker Program to identify clusters of poor and vulnerable households in receipt of social assistance such as NAF cash transfers. The project will encourage these households to become members of the new savings and credit groups and. Recent NAF policy changes provide these households with much stronger incentives to engage in entrepreneurship or seek employment as they do not automatically lose benefits anymore. Prioritisation of farmers' groups for FFS and associations for training and capacity building, will be based on share of NAF beneficiaries in the group and average age of participants

- Self-Targeting Mechanisms and avoidance of Elite Capture. Self-targeting mechanisms are incorporated to encourage self-selection by members of poor and vulnerable households. These include the encouragement of associations, savings and credit groups, and a focus on microfinance, none of which are attractive to wealthier households but all of which offer opportunities to the poor and vulnerable. Avoiding use of subsidies will further reduce incentives for elite capture.
- **Outreach to the target group** is monitored based on criteria established by the government social assistance programme. The following indicator is included in the logical framework: 9,000 full time employment/self-employment opportunities created/secured (RIMS 2nd level). Target: 50% for <30 years and women combined and 33% from households in receipt of social assistance programme.

Assessment

Strengths: One of the top projects

Weaknesses: Not identified

Targeting in Supervision

Main issues from Mid-Term Review (Nov. 2018)

- The project's self-targeting approach used to assess demand and work with those interested has been very effective in attracting the intended target group.
- the project is implementing its activities in the targeted Governorates and has adhered to the criteria for geographic targeting in the design.
- a diverse range of communication tools were used to spread information about the programme activities through both the electronic media, social media as well as through dissemination on the ground. The efficacy of the communication strategy with regards to the Savings and Credit Groups is evidenced by the large demand received by JRF for participation in the SCGs and application for grants
- A combination of self-targeting and direct targeting were used to involve women, youth and the poor by prioritizing applications for SCGs and grants on this basis.
- the Progress out of Poverty Index Survey (PPI) to track the poverty status of beneficiaries, is based on the 2006 HIES and has not been updated. Therefore, the mission recommends that the gathering of the PPI data, with its high transaction cost for the beneficiaries, partners and PMU and low accuracy, should be discontinued. Instead it is recommended to collect and report data on land under cultivation and sources of income as proxy indicators of poverty.
- An analysis of the data on a sample of 230 participants shows that the project is effectively targeting small-holders: 84% have cultivated land under 10 donums and 58% have less than 5 donums. However, data gathered on beneficiaries receiving assistance from the National Aid Fund (NAF), which is one of the criteria for prioritizing groups and individuals for grants has not been entered into the M&E system.
- In keeping with the focus on youth in both Jordan and IFAD there is a need to track the age profile of the target group.
- Score: 5

Assessment

Strengths: Excellent and comprehensive assessment

Weaknesses: Not identified

III) PALESTINE

Resilient Land & Resource Management Project

Goal, objectives and components

RELAP will have the goal of improving the resilience and incomes of rural producers' households in the West Bank. It will support key partners in accelerating resilient rural economic growth by both expanding the area under cultivation as well as increasing the productivity and profitability of rural production. Special attention will be made to ensure adaptiveness and inclusion of less advantaged segments of the rural population, in particular families with limited access to land, women and youth, as well as promoting increased climate resilience through adapted agricultural practices, and enhanced governance and management of land and water.

Component 1: Climate resilient land development

Component 2: Market access for the rural poor

Component 3: Climate change info services

Targeting in Design

Target area (Geographic targeting)

The RELAP target area comprises Areas B and C in the 11 governorates of the West Bank. Component 1 and 2 will initially be rolled out in 6 governorates: Bethlehem, Hebron, Jenin, Nablus, Tubas and Tulkarm. The number of governorates may be increased subject to absorption capacity which will be assessed during supervision missions and the mid-term review. Due to the inherent nature of building a network of agro-meteorological weather stations and the upscaling ambitions, (also to be mainstreamed into policies) component 3 will cover all of the West Bank. In each governorates, the project will seek to select the areas with the highest incidence of poverty. Specific criteria for final village selection include:

- i) villages located in Area B and C of the project target area;
- ii) villages located in localities where 27.73% or more of the population is below the poverty line, as identified in the 2009 PBCS Poverty Atlas and its future updates;
- iii) villages with the potential to develop a minimum of 200 dunums; and
- iv) villages located in areas with a minimal annual rainfall of 300 mm.

Once the initial list of eligible villages will be available, priority will be given, through a scoring system. The initial list of eligible project villages will be prepared by the PMU based on available information on poverty, rainfalls and potential for land development. The PMU will then contact the village/municipal councils of all eligible localities in order to gather the additional information required for final selection.

Poverty analysis and target group definition

Smallholders and small-scale farmers: typically, Area C; have limited access to inputs, including cultivable land and water for irrigation, and to markets and their steadfastness on the land may be at risk. In Area B, smallholders face similar problems in terms of access to cultivable land and irrigation water, except that land tenure security is less of an issue. The average land holding size in the West Bank is 12.2 dunums (1.2 ha) and, overall, holdings of less than 10 dunums (1 ha) amount to 73.5% of total agriculture holdings (while large holdings exceeding 80 dunums (8 ha) account for only 1.8% of total agricultural holdings). The majority of smallholders do not practice full-time farming but have other income sources in the private or public sectors. As women are estimated to account for 7.6% of land owners in Palestine, and as the project intends to support farmers, including women, in obtaining a legal title (inheritance or succession) to their land, it is expected that no less than 10% of women owners will benefit from land development work.

Poor, landless and unemployed youth and women: These will be the exclusive beneficiaries of the investment grant schemes and capacity development support for entrepreneurs and it is tentatively proposed that both groups shall equitably benefit from these interventions.

Livestock herders: Land development will include rangeland rehabilitation on communal grazing land that will benefit many livestock owners who practice semi-intensive or extensive livestock production (providing a source of income and food for an estimated 32 000 households). Herd size is usually relatively small, intensive production mainly concerns cow breeders, while semi-intensive or extensive production systems are practiced by sheep and goat keepers. While some 2.02 million dunums of rangeland are found in the West Bank (Jordan Valley and Eastern slopes), closures imposed by the occupation have led to only 30.7% of rangeland being accessible to the herders. As a result, available range land, usually located on communal land, tends to be overgrazed and degraded. Palestinian herders and Bedouins in remote communities are also facing the problem of access to water, mainly relying on water sold from tankers at high costs for their animals. Each group supported will have at least 70% poorer households among its members.

Targeting Strategy and activities

Main document includes lessons on targeting:

Targeting poorer farmers will require a reduction in the cash contribution required from farmers. Land development activities, to which small-scale farmers have to contribute substantially (both in cash and in kind), may lead to the exclusion of the poorest ones. One of the key lesson from PNRMP is that a cash contribution of 25% is too costly for small farmers. It is essential to reduce the cash contribution, while balancing with a higher in-kind-contribution to labour intensive works. Farmers will be required to provide a 15% cash-contribution to the machinery works and a 30% in-kind contribution of labour intensive works.

Targeting the poorer segments of the rural population requires supporting the non-farm and off-farm sectors, especially in Palestine, where the poorest and most vulnerable rural smallholders are generally not landowners.

Gender participation is not enough to ensure women's empowerment. Specific activities for women's empowerment (and not just measures to enhance participation) are needed to effectively engage with rural women and the youth. PMUs shall comprise of a knowledgeable and skilful staff and provisions for capacity development PMUs shall be budgeted.

Effective inclusion of the youth. Increasingly farming is not perceived as an attractive profession by the young, as it involves hard labour and often unstable and low incomes. The youth in Palestine face several constraints with regard to employment and building sustainable livelihoods. Youth will be supported through targeted economic incentives to develop or expand off-farm economic activities. RELAP will also provide its target groups, including the youth with tailored support to claim succession or inheritance rights.

Market access and value chains. In the West Bank, the barriers to enter a value chain serving export markets are often too high for poorer farmers, and in a context where imported food can be blocked at any time, it is key to better understand local market requirements that are most relevant to small scale farmers and to use this understanding to better guide producers in making decisions that will optimise the use of available limited resources.

Targeting strategy in Appendix 2:

Eligibility criteria: Under component 1.2 (resilient land development) the selection of beneficiaries will be done according to a number of pre-defined criteria and following a transparent, participatory selection process. The following eligibility criteria will be applied for the identification of beneficiaries of private land rehabilitation/reclamation works:

i) Households with a maximum monthly income equivalent to the national poverty line plus 30/50%, with the rationale that this will prevent elite capture of project benefits. I

i) Households owning not more than 10 dunums (1 ha) in rain-fed areas and not more than 5 dunums (0.5 ha) in irrigated areas.

- ii) Households whose land slope is not exceeding 40% (or with less than 90% of slope below 30%), and with acceptable levels of top soil depth.
- iii) Households whose land is not adjacent to “hot spot” areas (e.g. a settlement, a military camp or the separation wall).
- iii) Households who have not benefited from government or donor subsidies for land development activities in the past 10 years.
- v) Households genuinely interested to develop their land and make it productive, and with the time, and physical capacity, to do so

Under Component 2.2, (inclusive entrepreneurship) the following individuals will be eligible of the investment grants' scheme:

- i) Women whose household is below the poverty line or depends from food assistance
- ii) Women or youth micro-entrepreneurs, and their existing associations
- iii) Landless, unemployed women heads of households
- iv) Landless, unemployed youth (aged 18-30 years)
- v) The ability of applicant to contribute a minimum of 15% in cash of grant amount will be a mandatory eligibility criteria.

Process. Upon final selection of project villages, the PMU will hold information and awareness campaigns in order to inform the residents of selected localities about proposed project interventions and proposed application processes, ensuring the participation of producers' organizations, youth and women associations. Villagers' applications will be collected by the municipal/village councils and forwarded to the PMU, who will be in charge of reviewing the eligibility of applicants and of screening and ranking them in view of the selection of beneficiaries.

Assessment

Strengths: an incredibly detailed targeting strategy, which builds on the lessons from previous project. Genuine attention is paid on how to enhance participation of the poorer and more vulnerable.

Weaknesses: the targeting strategy is described in Annex 2. It should be integrated in the main document. Important features of the targeting strategy (e.g. quota and self-targeting) are included in the target group analysis and not reported in the strategy itself.

Targeting in Supervision

Not available

IV) DJIBUTI

Programme d'appui à la réduction de la vulnérabilité dans les zones de pêches côtières (PRAREV-PÊCHE)

Goal, Objectives and Components

L'objectif global du Programme est d'appuyer les populations des zones côtières rurales affectées par le changement climatique pour améliorer leur résilience et réduire leur vulnérabilité face à ces changements et promouvoir la cogestion des ressources marines. Les objectifs spécifiques sont: i) une augmentation de l'appropriation par la population côtière d'activités plus résilientes au changement climatique ; ii) une grande partie des groupes cibles affectés par le changement climatique (CC) bénéficient du renforcement des coopératives et des associations ; iii) une augmentation du revenu des bénéficiaires du Programme ; et iv) une augmentation des débarquements de poissons sans affecter l'état de la ressource.

Composante 1: "Appui à la résilience des habitats et du profil côtiers

Composante 2: "Promotion des chaînes de valeur pêche

Composante 3: "Renforcement des capacités"

Targeting in Design

Target area (Geographic targeting)

La zone du programme couvre une interface terre/mer située le long de la zone rurale côtière. Les critères de sélection des zones cibles sont les suivants: Zones côtières ou les habitats et le profil côtiers sont à réhabiliter,

- Villages se situant dans des zones vulnérables où les missions d'évaluation ont relevé des effets importants du CC sur les populations et sur leurs moyens d'existence,
- Villages disposant de zones de pêches accessibles à tous de manière équitable et sur lesquelles chaque pêcheur peut faire sans entrave de la pêche dans le cadre d'un code de bonne conduite,
- Le Programme à mettre en place ne doit pas compromettre, la cohésion sociale communautaire dans le village mais au contraire la favoriser,
- Dix (10) ménages au moins remplissant les critères d'identification mentionnés ci-dessous doivent être présents dans le village ou la zone.

Poverty analysis and Target group definition

Les groupes cibles représentent environ 15"300 ménages (environ 107"000 bénéficiaires¹⁵), soit environ 30% de la population rurale ou 15% de la population totale. Typologie des groupes cibles. La typologie des groupes cibles est la suivante:

- i. groupes sociaux les plus pauvres et défavorisés qui ont subi: les effets du CC, des pertes et/ou un accès difficile aux moyens d'existence (accès à l'eau, habitats détruits/insalubres, pertes d'emplois), et l'exode pour se concentrer le long des zones côtières (5'000 ménages);
- ii. petits pêcheurs n'ayant pas pu adapter leurs équipements face aux changements provoqués par le climat (éloignement des zones de pêche traditionnelles, infrastructures pré et post production détruites) (800);
- iii. jeunes sans emplois (environ 2000);
- iv. pêcheurs non qualifiés dont les revenus sont insuffisants (1"000);
- v. femmes revendeuses de poissons dont les moyens sont insuffisants pour développer leurs activités (300);
- vi. ménages vulnérables où la femme est le chef de famille (6"200).

Targeting Strategy and activities

La **Stratégie de ciblage** tient compte du contexte de dégradation des habitats et du profil côtiers due aux effets du CC et de la vulnérabilité des populations affectées. La délimitation géographique de la zone d'intervention du PRAREV repose sur des critères de vulnérabilité au CC, de pauvreté en rapport avec la perte du capital socio productif des populations, de sécurité alimentaire, des potentialités de développement, de consolidation et de capitalisation des expériences du FIDA dans le

Le ciblage reposera également sur les critères établis dans le cadre de l'étude d'évaluation de la vulnérabilité au CC des populations côtières à Djibouti entrepris par le Centre Risoe du PNUE. Cette étude sera un outil pour définir les critères de ciblage et guider la planification des activités du programme afin d'augmenter la résilience des populations cibles. Certains critères sont déjà appliqués par les partenaires au développement (WB, FEM) dans le pays. Il s'agit du ciblage: i) climatiques¹⁴ en fonction des caractéristiques climatiques, ii) socio-économique (insécurité alimentaire et pauvreté), et sociaux basés sur le genre.

Ciblage climatique. Le PRAREV privilégiera les zones fortement affectées par les effets du CC, là où les populations ont perdu leur capital social productif détruit par l'érosion marine, les infiltrations d'eau de mer, les inondations et les crues, la remontée du niveau de la mer qui a envahi les infrastructures pré et post production pêche notamment le long des zones côtières (débarcadères, locaux communautaires, bateaux, etc.). Il ciblera également les écosystèmes dégradés ou qui subissent une forte pression anthropique due à l'exode le long des zones côtières (mangroves, herbiers marins, récifs coralliens, ressources halieutiques, etc.).

Ciblage socio-économique. Le PRAREV privilégiera les poches de vulnérabilité. Les critères de pauvreté et d'insécurité alimentaire seront primordiaux. Le programme tiendra compte du revenu faible ou inexistant des ménages, des difficultés d'accès aux facteurs de production (matériel et intrants), des difficultés d'accès au crédit, au marché et de la qualité de leurs équipements (dégradés ou perdus du fait des effets du CC).

Ciblage social. Le PRAREV prendra en considération les populations qui n'ont pas un accès à l'eau et une utilisation sécurisée et pérenne. Il prendra en considération les groupes marginalisés dont le statut social ne permet pas un accès aux formations pour exercer une activité lucrative.

Ciblage selon le genre: se fera sur la base de la stratégie du Gouvernement en matière de genre avec notamment l'intégration de l'approche Genre dans les outils de collecte et d'analyse de données différenciées par sexe au niveau de l'enquête de base. Ce type de ciblage devrait permettre d'obtenir un nombre plus important de femmes au rang des bénéficiaires du PRAREV.

Assessment

Comprehensive strategy

Targeting in Supervision

- Comme recommandé par la RMP, la mission (April 2018) note que le Programme a tenu compte du recentrage et du réajustement convenus, avec pour cible, comme bénéficiaires directs du Programme, 5 420 ménages, soit 29 810 personnes. En outre, le Programme a accommodé plus de flexibilité et de réalisme dans le ciblage des bénéficiaires et adapté son approche d'intervention, notamment auprès des ménages qui se trouvent dans une situation de vulnérabilité et de précarité extrêmes.
- Ainsi, le Programme a réalisé, en février 2018, l'étude sur le ciblage nominatif des bénéficiaires en extrême vulnérabilité dans les petites localités qui pourraient bénéficier des appuis du Programme (pêcheurs, femmes et jeunes, familles pauvres qui tirent de maigres revenus des activités pastorales et côtières) sous forme de dons du Programme, notamment des barques et autres petits matériels de pêche. Pour ce faire, il a été élaboré des outils de ciblage nominatif qui ont permis de recenser 60 bénéficiaires potentiels (dont 50% de femmes) dans les chefs-lieux ainsi que dans les localités de Sagalou, Kalaf, Arta-Plage, Loyada et de produire des registres des individus et ménages vulnérables. L'étude a tenu compte des critères de ciblage développés dans le document de conception du Programme et dans sa stratégie de ciblage (ciblage socio-économique, social, et sensible au genre). **Score: 4**

Assessment

Good assessment

V) MOROCCO

Projet de développement rural des montagnes de l'Atlas, PDRMA

Goal, Objectives and Components

L'objectif global du projet est de contribuer à réduire la pauvreté (de 30% d'ici à 2030) et à améliorer les conditions de vie de la population rurale des zones de montagne. Les objectifs spécifiques consistent à renforcer les populations cibles pour améliorer leurs revenus, à travers la mise à niveau des chaînes de valeur, l'accès aux marchés, la gestion durable des ressources naturelles, et la diversification des sources de revenu.

Composante I. «Développement et valorisation des filières agricoles»

Composante II: «Aménagement hydro-agricoles, protection des terres de culture et pistes rurales»

Targeting in Design

Target area (Geographic targeting)

La zone du présent projet couvre donc les trois provinces de Ouarzazate, de Tinghir et de Béni Mellal, dans 18 communes rurales (CR) avec une population de 182 000 habitants (26700 ménages). Le projet se situe principalement dans les zones à forte incidence de pauvreté et de vulnérabilité et dont les ressources naturelles sont exposées aux changements climatiques extrêmes (crues dévastatrices ou sécheresse répétitives).

Poverty analysis and Target group definition

Le taux de pauvreté est de 26 à 50 % pour 10 CR, de 10 à 25% pour 20 CR et inférieur à 10 % pour 7 CR22. La sévérité de la pauvreté et son incidence sont plus accentuées dans les Douars enclavés et dépourvus de facilités scolaires et sanitaires et en eau potable. La pauvreté extrême et la précarité des conditions de vie caractérisant les CR ciblées par le projet sont liées : (i) à la dégradation excessive des ressources forestières et pastorales, supports de nombreuses activités génératrices de revenus; ii) au faible potentiel des ressources en terre de culture et en eau d'irrigation ; ii) à la faible diversification des revenus des populations pauvres ;(iii) à la détérioration avancée des infrastructures d'irrigation et la dégradation sévère des terres de culture ;(iv) au déficit en formation des agriculteurs sur les techniques améliorées de production et en accompagnement pour leur accès au crédit et aux marchés des produits. Typologie des groupes cibles. Le groupe cible du projet se compose de quatre catégories :

- i. les petits agriculteurs dont le revenu provient d'une exploitation agricole ne dépassant pas 2 ha en irrigué et moins de 10 ha en agriculture pluviale ;
- ii. les petits éleveurs dont le revenu provient d'un élevage extensif agro-pastoral sédentaire et/ou pastoral transhumant avec un troupeau ne dépassant pas 50 têtes ovines et caprines, y compris les riverains de la forêt domaniale dont le revenu provient en partie de l'exploitation des produits forestiers sous la réglementation du régime forestier ;
- iii. les groupements de femmes chefs de ménage et ceux des ménages sans terre ayant un savoir-faire dans la pratique des activités agricoles ou non agricoles ; et
- vi. les jeunes femmes et hommes sans emploi et motivés pour poursuivre une formation pratique pour établir leurs propres activités génératrices de revenu.

Targeting Strategy and activities

- Ciblage géographique
- socio-économique au sein des communes rurales (CR) où les taux de pauvreté et de vulnérabilité sont élevés (poches de pauvreté);
- institutionnel en termes de capacité des organisations professionnelles à participer aux choix et à la mise en œuvre des priorités ;
- de la capacité de favoriser l'intégration des femmes et des jeunes.

Outres mesures importantes de la stratégie de ciblage sont aussi:

Contribution des bénéficiaires. La contribution des bénéficiaires sera variable selon les filières, les activités et les catégories sociales. Elle variera de 5 à 30% pour l'aval selon le tableau ci-après.

Ciblage direct - lorsque des ressources ou des services sont destinés à des personnes ou à des ménages spécifiques Le projet a défini les indicateurs pour le ciblage directe qui concerne tous les ménages pauvres (agriculteurs et /ou éleveurs), les femmes et les jeunes au chômage ainsi que les ménages sans terre

Measure de automisation. Ce renforcement concerne la mise en oeuvre, l'élaboration des plans pour les OPA, la planification ainsi que l'implication de tous les groupes (hommes, femmes et jeunes) dans la prise de décision.

Assessment

Strenght: geopgraphic targeting is very solid and builds on the success of previous projects, including the succesfull community-based development approach. The poorest are included in the target group.

Weakness: the targeting strategy is not clearly spelled out. Key elements of the targeting strategy implemented by IFAD in Morocco, are absent or not properly described.

Targeting in Supervision

(Supervision Mission 11-2018) La stratégie et les critères de ciblage prévus par le PDRMA sont globalement respectés dans cette phase de démarrage du Projet et l'aspect genre et jeunes est pris en considération dans l'identification des bénéficiaires des activités d'engraissement et des futures AGR. Les agriculteurs bénéficiaires des aménagements PHM exploitent pour la plupart moins de 2 ha en irrigué. Les études d'aménagement préciseront les tailles des différentes exploitations.

Les activités du Projet, en particulier les aménagements, visent des producteurs faisant partie d'une même communauté ethnique (associations tribales de transhumants, AUEA villageoises composées de parents). Les critères de ciblage seront donc appliqués à l'échelle communautaire, et permettront privilégier une communauté par rapport à une autre en fonction de la proportion de personnes jugées vulnérables. Un ciblage à l'échelle individuelle n'est en revanche pas possible. Par exemple un point d'eau aménagé sera utilisé par tous les éleveurs transhumants ; la réhabilitation d'une séguia profitera à tous les irrigants ; les ouvrages de protection des cultures bénéficieront à tous les exploitants des terres protégées. **Score: 4**

Assessment

Little information is provided on targeting. The positive assessment does not justify a score of 4.

5. WESTERN AND CENTRAL AFRICA (WCA)

I) GHANA

RURAL ENTERPRISE PROGRAMME II (REP II)	
Goal, objectives and components	
The overall objective of the Programme is to improve the livelihoods and income of rural poor women and men through rural small and micro enterprises supported by relevant, good quality and sustainable services. The specific objective is to increase the number of small and micro enterprises that generate profit, growth and employment opportunities.	<p>Component 1 BDS</p> <p>Component 2 Technology Promotion</p> <p>Component 3 Rural Finance Services</p> <p>Component 4: Policy-dialogue.</p>
Targeting in Design	
Target area (Geographic targeting)	
The aim of REP is to cover all 161 rural districts nationwide, including the 66 REP I & II districts. The Programme will focus on rural areas of Ghana. Rural poverty remains higher than urban poverty. The selection of the participating districts will be based primarily on their classification as rural by the Ministry of Local Government and Rural Development (MLGRD). The geographic expansion will be implemented on demand-driven basis in all regions and districts based on criteria that reflect their willingness to participate, readiness, and absorptive capacity.	
Poverty analysis and target group definition	
REP will target the “ <i>entrepreneurial poor</i> ”, i.e. members of poor rural families that are able to convert the capacity-building support from the Programme into productive assets without or with barest additional investment support. The target group is often active in or interested in the major rural support occupations to agriculture and agriculture value chains, rearing of small livestock, as well as non-farm enterprises and income generating activities at district level. Rural women are well placed to benefit significantly from agro-processing and agricultural and livestock value chain development.	
Targeting Strategy and activities	
<p><u>Enabling measures</u> to create an environment favourable to pro-poor MSE promotion, including: i) ensuring the mainstreaming of BACs and Sub-Committees on MSE Promotion within the district-level institutions; ii) an inclusive policy dialogue among stakeholders at district, regional and national level; iii) awareness-raising through sensitisation workshops; iv) capacity building of key actors and programme implementers.</p> <p><u>Self-targeting</u> will be achieved by providing services and skills training that respond specifically to the priorities, assets and labour capacity of poor rural entrepreneurs. The clients in a district will mainly include: i) rural poor people interested in self-employment or wage jobs but who lack the skills; ii) rural poor people with some basic skills but who may require upgrading, entrepreneurship training and financing to improve and expand their businesses; iii) existing business with the potential to grow their businesses to compete effectively in national and regional markets.</p> <p><u>Directly targeted support</u> (for example skills training and start-up kits) will be channelled to target subgroups, including unskilled apprentices in</p>	

traditional metal workshops, traditional master craft persons, popular training modules for young unskilled women and unemployed youth. Eligibility criteria will be used for selection of apprentices.

Empowerment and capacity building measures will be used to encourage the more active participation and inclusion in planning and decision-making of people who traditionally have less voice and power. Measures include: i) information and mobilisation activities; ii) business orientation seminars; iii) individual business counselling; iv) functional literacy training; v) group-based training & support to local business associations (LBA).

The targeting performance will be monitored using enhanced M&E, based on real-time district level data entry that allows tracking of clients and subgroups.

Assessment

Strengths: The targeting strategy is based on IFAD's targeting policy and aimed at building capacity of unskilled or poorly skilled unemployed youth.

Weaknesses: The definition of the target group is generic . Eligibility criteria are not clearly defined.

Targeting in Supervision

Supervision reports lack attention to poverty targeting. It only discusses outreach. Score 4.

II) SIERRA LEONE

RURAL FINANCE AND COMMUNITY IMPROVEMENT PROGRAMME – PHASE II (RFCIP2)

Goal, objectives and components

Programme goal of the proposed second phase is to reduce rural poverty and household food insecurity on a sustainable basis. The programme development objective is to improve access to rural financial services, enabling development of the agricultural sector.

Component 1: Consolidation of the rural finance system

Component 2: Project management and coordination

Targeting in Design

Target area (Geographic Targeting)

Nation-wide programme, covering all districts in Sierra Leone (13 districts, including rural areas of the Western District, outside Freetown). Chiefdoms and wards will be prioritized based on the following criteria: (i) the potential for poverty reduction and employment creation; (ii) economic potential; and (iii) coverage under the ongoing IFAD-supported operations, namely RFCIP, RCPRP and SCP-GAFSP, to build on what has already been achieved and to maximise impact.

Poverty analysis and target group definition

The in-depth poverty analysis does not fully inform the definition of the target group. This would comprise poor rural people, with a focus on those displaying a willingness and commitment towards adopting business-oriented principles, also defined as the **economically active poor**. This group would include those belonging to the following categories: (i) farmers (smallholders and medium-sized); and (ii) micro- and small-scale entrepreneurs. Special attention will be given to rural women and youth, using models and approaches tested under the RFCIP.

Targeting Strategy and activities

Self-targeting- As part of the core targeting strategy, ensuring **pro-poor and farmer-friendly financial products** will be emphasized. The project has been conceived on the basis of: i) geographical proximity to the target group; and ii) adapted products. The Project will improve the conditions and products offered by FSAs and CBs to ensure a stronger pro-poor focus and better outreach to farmers. In general the project also aims to encourage a rural financial environment with (i) better adapted terms (e.g. repayment period, reimbursement commences after one month); and (ii) lower interest rates that remain market-driven, though will also be in line with national policy. Assuming that each FSA and CB will be able to substantially extend its outreach to the community.

Quota the RFCIP2 will reach some 280,000 rural households during its 7 year span. Of these, **60% will be the poor and marginalized**, with special efforts made to tailor financial products to meet their needs.

Gender and youth mainstreaming. The programme will support gender mainstreaming, empowerment of women, and specific targeting measures of youth, to ensure maximum participation of these vulnerable groups in various activities. Tailored CB and FSA products will be developed for women and youth. **The Gender Action Learning System (GALS)**⁶⁶ will be adopted to promote household financial planning and savings, and more equitable decision-making. Tracking and planning incomes, expenditures and use of resources is particularly important for the poorest households in order to cope during the hunger periods. The **GALS 'Poverty Diamond'** tool will be used to help identify and target the most poor community members, by gender, as well as provide baseline information for categorisation of poverty. Targeting and sensitisation will aim at 50 percent women and 50 percent of youth to become shareholders/clients of FSAs and CBs (at present, women's participation in CBs is 38% and in FSAs it is 40%; for youth the ratio is 38%). Particular attention will be paid to women heads of households. Other measures envisaged include: ensuring gender balance in bank staff and board; providing literacy and numeracy training for women's

⁶⁶ GALS has been successfully implemented in Uganda and has been piloted under RCPRP (see Appendix 3 for further details).

saving/borrowing groups; ensuring outreach of poor and women in communication/sensitization campaigns.

Assessment

Strengths: The targeting strategy is relevant and based on key measures (e.g. tailoring the financial products to the poor; the use of GALS Poverty Diamonds etc.).

Weaknesses: The definition of the target group is generic as well as the targeting strategy. More elements should be provided to show which financial products has potential to reach the poor and how the poorest will also benefit. The risk of elite capture is high and remains unchallenged.

Targeting in Supervision

Supervision Report (March 2018) The project has reached 67.8% of target beneficiaries. Encouraging improvements have been seen in the attribution of agricultural loans, especially smallholder farmers engaged with private sector players who can guarantee inputs, technical assistance and markets. Positive progress has been made towards targets (50%) in women and youth beneficiaries. At the end of 2018 women represented 44.3% and 41.6% of active borrowers among FSAs and CBs; 44.4% of shareholders in FSAs and 43.6% of savers in CBs. Youth accounted for 38.4% and 42.8% of active borrowers at FSAs and CBs, 41% of shareholders in FSAs and 39.2% of savers in CBs.

- **Capturing indirect project beneficiaries.** Measures need to be devised to capture beneficiaries currently not accounted for, reached through farmer groups, when loans are attributed in the name of only one borrower. The same applies for better off beneficiaries acquiring loans through RFIs who in turn provide loans to their workers.
- **the Annual Outcome Survey** documents common benefits resulting from RFI beneficiary access to loans, including improvement of housing and farm as well as off-farm income generation activities leading to accumulation of assets, improved agricultural yields (especially in rice), higher income and better food security. *The report also highlights however that project appears to target mostly people within the higher poverty quintiles.*
- **Financial literacy.** In 2018 the project engaged CBs in a training session on financial literacy by integrating a short module on the *Financial Action Learning System (FALS)* tool for illiterate clients. The Annual Outcome Survey produced for the project dated January 2019 indicates that over 45% of RFI clients reached by the survey are illiterate, with the proportion being higher among women. The mission underscores the importance of integrating appropriate tools such as the one proposed in the training for illiterate clients in RFIs, starting with a small pilot in 2019.
- **Financial product development / improvement.** The mission renews its recommendation on all financial savings and loan products offered by supported RFIs being developed and / or tested with the participation of men, women and youth. Also, information generated from monitoring targeting effectiveness should serve to assess the need to adapt any of the products offered to the specific sub-groups.

Assessment

Strengths: good report, also addressing the problem of limited outreach to the poorest.

Weaknesses: practical suggestions on how to improve outreach to the poorest are not provided.

III) CHAD

Renforcement de la Productivité des Exploitations Agropastorales Familiales et Résilience (RePER)

Goal, Objectives and Components

L'objectif global du RePER est d'améliorer durablement la sécurité alimentaire et nutritionnelle et les revenus des ménages ruraux dans la zone du Projet. L'objectif du développement est l'amélioration de la productivité, de la résilience et des revenus des exploitations agro-pastorales familiales ciblées.

Composante 1: Investissements productifs dans les exploitations agropastorales familiales résilientes;
Composante 2: Renforcement du capital humain et professionnalisation des organisations des producteurs; et
Composante 3: Coordination et gestion, suivi et évaluation.

Targeting in Design

Target area (Geographic targeting)

Le RePER concentrera ses actions autour des bassins de production agropastoraux sédentaires qui seront identifiés au sein de 10 départements, selon une logique de ciblage géographique qui prendra en compte la nécessité de couvrir des territoires homogènes à la fois pour tirer des avantages de l'existence de nombreux sites aménageables pouvant augmenter la production, assurer la sécurité alimentaire et créer des opportunités de marchés tout en assurant une bonne gestion des ressources naturelles. Les sites d'intervention seront choisis sur la base des critères déjà indiqués plus haut (voir « zone d'intervention »), et suivant un programme rigoureux de sous-ciblage.

Poverty analysis and Target group definition

Groupes cibles. Les exploitations agropastorales familiales sédentaires constituent le groupe cible prioritaires de RePER. Le RePER cible un total de 208 500 ménages ou 1 084 200 personnes soit 51 pourcent des 378 947 ménages sédentaires estimés dans les dix départements. Cependant, le nombre de bénéficiaires attendus dans les 10 départements de concentration est estimé à 146 000 ménages ou plus de 750 000 personnes, soit une moyenne de 36 pourcent de la population sédentaire totale qui est estimée à 2 115 998 de personnes réunies au sein de 378 947 sédentaires.

Ces exploitations agro-pastorales sédentaires sont classées en quatre catégories selon les résultats de l'enquête de référence du PARSAT, notamment:

- (i) *les petites exploitations familiales vulnérables (catégorie 1) ou les plus pauvres représentant 14,6 pourcent;*
- (ii) *les petites exploitations familiales (catégorie 2) considérées comme pauvres qui représentent 49,7 pourcent;*
- (iii) *les ménages moyens qui sont des producteurs faiblement intégrés vers les marchés (Catégorie 3) qui représentent 32,7 pourcent; et*
- (iv) *les exploitations familiales considérées comme riches et orientés vers les marchés (Catégorie 4) qui ne représentent que 3 pourcent des exploitations familiales rurales.*

Les petites exploitations familiales pauvres (ii) et moyennes (iii) sont les principaux groupes cibles du RePER et sont essentiellement caractérisées par: de faibles rendements et niveaux de productivité et de compétitivité des cultures principales (sorgo, mil, arachide, sésame); des difficultés d'accès aux facteurs de production (terre, intrants et capital); (une situation de dépendance par rapport au marché, notamment en période de soudure; une faible capacité d'organisation et; un faible niveau de revenus. La superficie moyenne cultivée par une exploitation familiale est estimée entre 2,4 ha et 3 ha dont environ 70 pourcent destiné à la culture de céréales en pluvial et en décrue, et 30 pourcent à la culture d'oléagineux et/ou de racines et tubercules (dans la zone sud du Guéra). En plus des productions pluviales, les exploitations familiales développent des activités complémentaires/alternatives, notamment le maraîchage en saison sèche, pratiqué surtout dans les bas-fonds ou en bordure de fleuves/rivières et autour du lac Fitri, et la transformation artisanale des produits agropastoraux, y compris l'extraction d'huile d'arachide et sésame, le séchage de légumes (surtout du gombo), le séchage de la viande, pratiquée essentiellement par les femmes. L'élevage (volaille, caprins et ovins) est aussi très présent dans la zone. Le projet se concentrera sur le potentiel offert par l'élevage à cycle

court, petits ruminants et volaille (poulet local), comme outil permettant aux populations rurales de la zone du projet de sortir de la pauvreté et de renforcer leur résilience.

Targeting Strategy and activities

Un programme de sensibilisation sera développé pour informer les acteurs potentiels au niveau local/départemental/régional sur les opportunités du RePER. Le RePER examinera les plans de développement local de Comité régional d'action (CRA) et les Comités départementaux d'action (CDA) (là où ils existent) pour procéder à une première identification des sites. Le projet donnera un appui à l'élaboration des plans de développement là où ils n'existent pas encore.

Ciblage direct. Au sein des communautés bénéficiaires, un ciblage direct à partir des organisations des producteurs (OP) existantes permettra de s'assurer de l'inclusion des groupes cibles prioritaires, notamment les exploitations agropastorales familiales plus pauvres, les femmes et les jeunes pour leur accorder l'opportunité d'accéder aux ressources et aux initiatives mobilisées par RePER. De plus la démarche participative devrait réduire les risques d'accaparement de certains avantages par des groupes plus dynamiques ou plus influents. Les femmes (actives dans la production et transformation, comprenant les jeunes femmes et celles chefs de ménage) et les jeunes (en priorité ceux qui ont des responsabilités familiales et qui sont déjà investis ou veulent s'investir aussi bien au niveau de la production que de la transformation et de la prestation de service) sont un group prioritaire.

Autociblage. Sur la base d'une campagne d'information/sensibilisation des communautés et avec la participation active des groupes-cibles, il sera vérifié que les activités envisagées dans chaque zone/bassin/site répondent aux besoins, aux aspirations et aux intérêts réels des exploitations familiales, des femmes et des jeunes.

Mesures de facilitation et d'autonomisation. Des mesures opérationnelles sont intégrées pour la prise en charge effective de la dimension genre et jeunesse de manière transversale. Cet exercice sera concrétisé dès le démarrage du Projet et pendant la mise en œuvre à travers les Plans de travail et budget annuel (PTBA) successifs dont l'exécution engage l'ensemble de l'équipe du Projet. Le RePER actualisera et adaptera la stratégie genre du PARSAT sur base des expériences, des outils et des meilleures pratiques développées au Tchad et ailleurs. Cette actualisation aura comme objectif la promotion des approches participatives inclusives, y compris le Système d'apprentissage interactif entre les sexes (Gender Action Learning System- GALS) et les méthodologies axées sur les ménages en vue de: (i) lever les contraintes limitant l'inclusion, la participation active et la responsabilisation des femmes et des jeunes (hommes et femmes) dans les différents maillons des filières agricoles de la production à la transformation et la commercialisation; (ii) créer des opportunités pouvant améliorer leurs conditions de vie et aux technologies plus performantes (machines pour le vannage, le décortilage, l'égrainage, presses à huile, séchage des produits maraîchers et de la viande, forages et réseaux de distribution d'eau) favorisant une réduction.

Assessment

Good strategy, unclear if outreach to the different socio-economic groups will actually be monitored.

Targeting in Supervision

Not available

Assessment

Limited info in supervision

IV) MALI

Rural Youth Vocational Training Employment and Entrepreneurship support Project (FIER)

Goal, objectives and components

L'objectif de développement du Projet FIER est de faciliter l'accès des jeunes ruraux à des opportunités d'insertion et d'emplois attractifs et rentables dans l'agriculture et les activités économiques connexes. A terme, ces jeunes seront les acteurs de filières agricoles modernes, répondant à la demande du marché et résilientes aux changements climatiques.

Component 1 Capacités institutionnelles et renforcement de l'offre de formation

Component 2 Insertion et appui aux initiatives des jeunes ruraux

Targeting in Design

Target area (Geographic targeting)

Le ciblage géographique s'appuie sur les critères suivants :

- I. niveau de pauvreté et de vulnérabilité alimentaire et nutritionnelle ;
- II. priorités définies par les collectivités territoriales décentralisées ;
- III. gisements d'emplois, niches entrepreneuriales et potentialités de diversification des moyens d'existence;
- IV. interventions en cours ; et
- V. offre potentielle de formation professionnelle et techniques, et de services d'appui conseil et d'accompagnement.

Sur la base de ces critères, une identification participative des cercles prioritaires d'intervention dans les deux régions de démarrage a été conduite avec les Conseils régionaux et les acteurs de la profession agricole. Il en est résulté un ciblage géographique circonscrit à six cercles à raison de 3 par région. Il s'agit des cercles de Kangaba, Kolonkani et Banamba dans la région de Koulikoro ; et ceux de Kolondiéba, Kadiolo et Yorosso dans la région de Sikasso.

Poverty analysis and target group definition

Le ciblage du projet est basé sur la analyse de données de la pauvreté de les jeunes ruraux

Le Projet cible les jeunes ruraux de 15 à 40 ans en quête d'une situation professionnelle. Au sein de cette cible, il distingue deux catégories :

- I. les pré-adultes de 15-17 ans pour lesquels des dispositifs de formation préprofessionnelle adaptés sont prévus, afin de les préparer à l'insertion ;
- II. les jeunes âgés d'au moins 18 ans répondant à des profils ou trajectoires différents et qui seront appuyés dans leur choix soit pour initier une activité génératrice de revenus (AGR) ou promouvoir une microentreprise rurale (MER).

La population cible du Projet est estimée à 100 000 jeunes ruraux dont 50 pourcent de jeunes filles.

Targeting Strategy and activities

formulation de critère de éligibilité, parmi les deux catégories des jeunes identifiées.

Auto-ciblage. Les aspects ciblage seront prioritairement pris en considération dès le début de la mise en œuvre de FIER. Car, cela exige une approche adaptée aux jeunes (selon leur sexe et leur âge). Le FIER privilégiera l'approche facilitation villageoise par les jeunes filles et garçons ressortissantes de leurs propres zones.

Le projet FIER ciblera en priorité les activités agricoles et para-agricoles au profit des jeunes issus de ménages ruraux pauvres, avec une attention particulière aux jeunes femmes, par la formation tant technique que professionnelle pour le succès de leurs activités d'entrepreneuriat rural et un renforcement de leur autonomie; la aide a les femmes à connaître leurs droits et bénéficier des moyens de production; programme d'alphabétisation fonctionnelle systématique pour tous les membres de tous les groupements féminins soutenus ; garantir les investissements dans le maraîchage qui ont été parmi les interventions à succès dans beaucoup de zone.

Assessment
la strategie du ciblage de jeune filles est bien détaillé.
Targeting in Supervision
(Mai 2018) L'inclusion des jeunes de 15-17 ans non scolarisés demeure difficile, ce qui se reflète dans la faible demande des parcours préprofessionnels qui ont été ouverts aux plus de 18 ans. La méthodologie de facilitation améliorée envisage la 11/29 sensibilisation des familles et l'utilisation de techniques d'animation plus participatives et dynamiques. Mais elle n'a pas encore commencé dans les nouveaux villages. Le projet doit aussi échanger sur cette question avec les autorités villageoises dès l'introduction des animateurs, et de procéder à un recensement des jeunes de cette tranche d'âge afin de valider les données utilisées dans le ciblage des villages d'intervention. La mise en oeuvre de ces mesures tarde à se concrétiser. La mission recommande que cette question soit analysée avant la mi-parcours pour trouver des recherches des solutions aptes à retenir les jeunes de cette tranche d'âge. La mise en place de systèmes d'épargne et de petits crédits adaptés aux plus jeunes, pourrait par exemple être étudiée avec l'appui du PMR. Rating: 4
Assessment
Les principale problem du ciblage des juenes agee 15-17 sont analisee et des solutions potentielles sont proposé

V) ANGOLA

Agriculture Recovery Project, ARP	
Goal, objectives and components	
The project development goal is to contribute to improved food and nutrition security of targeted communities. The project development objective (PDO) is to restore the productive assets and capacity of households affected by recurrent droughts.	Component 1 sustainable livelihood recovery Component 2 Project Coordination and management
Targeting in Design	
Target area (Geographic targeting)	
The ARP will target eight municipalities from three provinces – Benguela, Cunene and Huila. These three provinces are situated in southwestern Angola and have suffered repeated El Niño droughts during 2011-2016. More recently, however, Cunene province in particular has experienced the opposite extreme condition, La Niña, characterized by localized flooding. This situation has heightened the fragility of the area's population which lives, primarily, from crop and livestock production.	
Poverty analysis and target group definition	
The core ARP target group will consist of 8,000 households (representing 48,000 people); they will primarily be low-income households that work in farming or pastoralism and/or are members of the farmer field schools (FFSs) set up during the emergency programmes. Many of the target households have benefited/are benefiting from emergency interventions by the Angolan Government and some of its development partners.	
Targeting Strategy and activities	
It is only stated that the project will take into consideration the ethnic and economic aspects of the population, especially during targeting of beneficiaries by setting very clear selection criteria, widely agreed upon.	
Assessment	
The targeting strategy is not fully developed.	
Targeting in Supervision	
Not available	