

Document: EC 2010/63/W.P.5/Rev.1  
Agenda: 6  
Date: 1 July 2010  
Distribution: Public  
Original: English

**E**



Enabling poor rural people  
to overcome poverty

## **President's Report on the Implementation Status of Evaluation Recommendations and Management Actions (PRISMA)**

### **Volume I**

### **Main report**

#### **Note to Evaluation Committee members**

##### Focal points:

##### Technical questions:

**Shyam Khadka**  
Senior Portfolio Manager  
Programme Management Department  
tel.: +39 06 5459 2388  
e-mail: [s.khadka@ifad.org](mailto:s.khadka@ifad.org)

##### Dispatch of documentation:

**Deirdre McGrenra**  
Governing Bodies Officer  
tel.: +39 06 5459 2374  
e-mail: [d.mcgrenra@ifad.org](mailto:d.mcgrenra@ifad.org)

Queries with respect to the response of the Office of  
Evaluation to the report should be addressed to:

**Luciano Lavizzari**  
Director, Office of Evaluation  
tel.: +39 06 5459 2274  
e-mail: [l.lavizzari@ifad.org](mailto:l.lavizzari@ifad.org)

Evaluation Committee — Sixty-third Session  
Rome, 15–16 July 2010

---

**For: Review**

## Contents

<b>Abbreviations and acronyms</b>	<b>ii</b>
<b>Executive summary</b>	<b>iii</b>
<b>I. Introduction and methodology</b>	<b>1</b>
A. Introduction	1
B. Structure of the report	2
C. Methodology	2
<b>II. Review of the status of the implementation of the recommendations covered in 2010</b>	<b>3</b>
A. Evaluation coverage and contents	3
B. Implementation status: the extent of compliance	6
C. Response to 2009 ARRI recommendations	8
<b>III. Summary review of the recommendations made by evaluations undertaken during 2007-2010</b>	<b>11</b>
A. Implementation status across regions	11
B. Implementation status by implementing agencies	12
<b>IV. Implementation status by key themes</b>	<b>13</b>
<b>V. Summary, conclusions and recommendations</b>	<b>24</b>
<b>Annexes</b>	
I. The Office of Evaluation's comments on the PRISMA 2010 report	26
II. Implementation status of evaluation recommendations by theme (2010 PRISMA)	29
III. Sources of responses to ACP recommendations	30
IV. Evaluations covered in PRISMA 2007-2010	32

## Abbreviations and acronyms

ACP	agreement at completion point
AfDB	African Development Bank
APR	Asia and the Pacific Division
ARRI	Annual Report on Results and Impact of IFAD Operations
CDD	community-driven development
CE	completion evaluation
CLE	corporate-level evaluation
COSOP	country strategic opportunities programme
CPE	country programme evaluation
ESA	Eastern and Southern Africa Division
IE	interim evaluation
IOE	Office of Evaluation
INREMP	Integrated Natural Resources and Environmental Management Project (Philippines)
LAC	Latin America and the Caribbean Division
M&E	monitoring and evaluation
NEN	Near East and North Africa Division
NRM	natural resource management
NRE	natural resources and the environment
PMD	Programme Management Department
PRISMA	President's Report on the Implementation Status of Evaluation Recommendations and Management Actions
RB-COSOP	results-based country strategic opportunities programme
WCA	Western and Central Africa Division

## Executive summary

1. In line with the IFAD Evaluation Policy, the President's Report on the Implementation Status of Evaluation Recommendations and Management Actions (PRISMA), updates the Executive Board on the status of recommendations agreed at the completion point of evaluations. This year's report provides a review of the recommendations agreed upon at completion point of 11 evaluations, undertaken primarily in 2008. The recommendations and responses emerging from the 43 evaluations undertaken in the last four years are also reviewed. With a view to enhancing learning, this year's PRISMA classifies and presents recommendations by specific themes, such as sustainability, targeting, innovation and replication.
2. IFAD's responses to the evaluation recommendations have been consistent and vigorous. Of the recommendations reviewed this year, 62 per cent were fully followed up, implementation is ongoing for another 12 per cent, 6 per cent were partially followed up and 13 per cent are not yet due and will be addressed when a new project is designed in the near future. All recommendations identified as "not yet due" relate to the Democratic People's Republic of Korea where IFAD Management has not developed a new project. About 5 per cent of the recommendations were considered not applicable due to changing development contexts in the country or other reasons. Importantly, only 2 per cent of the recommendations are pending, reflecting an overall compliance with and responsiveness to recommendations. Over time, compliance is showing an improvement: 57 per cent in 2008, 52 per cent in 2009, and 62 per cent in 2010.
3. This year's PRISMA also assesses the responses to recommendations made in last four years. Performance has been good: 59 per cent of recommendations were fully followed up; 5 per cent were partially followed up; action is ongoing for 12 per cent; 18 per cent are not yet due; and only 2 per cent of the recommendations are pending.
4. All regions have responded strongly to evaluation recommendations over the last four years. The Latin American and the Caribbean Division and Near East and North Africa Division have the highest levels of full follow-up with 64 per cent and 65 per cent of recommendations respectively fully incorporated into subsequent projects or country strategies. For some divisions, a number of recommendations were considered as not yet due, which lowered the percentage for full follow-up. Most importantly, no region has more than 3 per cent of recommendations pending. This signifies an overall high level of adherence and focused efforts across the organization to respond positively to the agreed recommendations.
5. Historically, governments have had the weakest performance in responding to recommendations. However, there has been significant improvement over the previous four-year period. In the 2006 PRISMA review period, governments had left over 35 per cent of their recommendations pending; the corresponding figure this year – the 2010 review – is less than 5 per cent. This issue will require continuous attention and follow-up.
6. Of the themes dealt with by the report, sustainability emerges as the most prominent. Recommendations focus on themes such as the need for greater understanding of local contexts to enhance sustainability, closer links between project initiatives and permanent structures, and exit strategies. IFAD has responded to these in a variety of ways: inclusion of disaster preparedness as part of the risk management plan in the results-based country strategic opportunities programme; staff training on conflict management; and stronger linkages between project offices and local and national agencies. Project management and monitoring are also frequently recurring themes in evaluations. Responses to these recommendations have focused on increasing reliance on local institutions and existing line agencies for implementation and on strengthening partnerships with

country stakeholders. Direct supervision and country presence are also contributing to improved performance. With regard to monitoring and evaluation, a number of corporate tools and processes have been developed to support projects and regional divisions. Capacity-building is continuing in this regard. With regard to targeting, IFAD has traditionally focused on the poorest segments through participatory techniques. However, the evolving portfolio focuses increasingly on value chains, implying that value chain development will continue to be a priority area. With respect to the design issues often identified in evaluations, the arms-length quality assurance process reports that IFAD's in-house design processes are showing improved performance. At the country level, design processes are directed towards increasing coordination and building partnerships with stakeholders.

7. The evaluations covered in this report have followed IFAD Management's suggestion to reduce the number of recommendations and to submit more strategic ones. About 79 per cent of the recommendations were strategic in nature, reflecting a sustained increase in the share of strategic concerns being addressed. The average number of recommendations emerging from each evaluation is also declining, enabling more focused follow-up. One area receiving relatively low priority is gender. Finally, learning needs more emphasis – in both independent evaluation and self-evaluation processes.

# President's Report on the Implementation Status of Evaluation Recommendations and Management Actions (PRISMA)

## I. Introduction and methodology

### A. Introduction

1. The IFAD Evaluation Policy requires the President to ensure the adoption of feasible evaluation recommendations, track their implementation, and report the results of the follow-up actions to the Executive Board through the President's Report on the Implementation Status of Evaluation Recommendations and Management Actions (PRISMA).<sup>1</sup> This PRISMA, the seventh in the series, summarizes the recommendations agreed at completion arising primarily from evaluations conducted in 2008 and presents the implementation status of related follow-up actions by IFAD Management.
2. The PRISMA presents an analysis of the uptake level of recommendations appearing in the agreement at completion point (ACP)<sup>2</sup> after each evaluation. The ACP reflects the stakeholders' understanding of and agreement on the evaluation findings and recommendations, and also their proposals and commitment vis-à-vis implementation. The ACP is finalized with the agreement of the partner government and the Programme Management Department (PMD) and is the outcome of the work of the Core Learning Partnership (CLP).<sup>3</sup>
3. The PRISMA serves as an instrument for Management accountability with regard to the evaluations conducted by the Office of Evaluation (IOE), and as a learning tool for IFAD staff and project authorities. It also provides feedback to IOE on the evaluation processes and recommendations. As per the Evaluation Policy, the IOE also provides the Board with independent comments on the report, which are attached as annex I. Therefore, the PRISMA provides a basis on which to measure IFAD's accountability and close the learning loop generated by evaluations.
4. The PRISMA has matured into a valuable accountability and learning mechanism. An external assessment of the Management response system by the Swedish Agency for Development Evaluation (SADEV)<sup>4</sup> found the PRISMA to be an "effective accountability mechanism" with a "high degree of transparency". In 2009, the Evaluation Committee expressed its "appreciation to Management for a high-quality document"<sup>5</sup> and found the document "useful in tracing the evolution of implementation of evaluation recommendations over time." This appreciation was echoed by the Peer Review of the Office of Evaluation and Evaluation Function, which found that "IFAD has a sound a system in place to develop a Management response and to follow up on every evaluation recommendation agreed through the ACP process."<sup>6</sup> The peer review found that the quality and coverage of the PRISMA reports have improved over time and the greater depth achieved in 2009 enhanced its potential for institutional learning. In line with the feedback received, this year's PRISMA continues the accountability function, while strengthening the report's learning aspects.

---

<sup>1</sup> EB 2003/78/R.17/Rev.1.

<sup>2</sup> The two objectives of the ACP are to: (i) clarify and deepen the understanding of recommendations, document those that are found acceptable and feasible and eventually generate a response by stakeholders on follow-up action; and (ii) flag evaluation insights and learning hypotheses for future discussion and debate.

<sup>3</sup> While the composition of the CLP varies, it typically involves representatives of PMD, the borrower, the implementing agency, the cooperating institution, NGOs and – where feasible – organizations representing the rural poor, with the Office of Evaluation (IOE) as a facilitator.

<sup>4</sup> SADEV 2008:4.

<sup>5</sup> EB 2009/97/R.6.

<sup>6</sup> EB 2010/99/R.6, paragraph 107.

## B. Structure of the report

5. The main report summarizes the analyses undertaken following the review of the implementation status of each recommendation agreed at the completion point of the evaluations covered. This report is accompanied by a second volume that contains the detailed responses from the regional divisions to each strategic recommendation (EC 2010/63/W.P.5/Add.1).
6. Following a brief description of the methodology, the report, in section II, reviews the extent of compliance with the recommendations made in 11 evaluations examined in the current year. In addition, the report addresses two learning themes covered in the 2009 Annual Report on Results and Impact of IFAD Operations (ARRI).<sup>7</sup> Section III contains the analyses of the implementation status for all recommendations covered in the last four years. This section helps to discern longer-term trends and enables more in-depth institutional learning on areas of deficiency and progress. Section III also includes a detailed update on the implementation status by regional division. This update draws on evaluations undertaken over four years, which adds to the reliability of the regional comparisons and statistical analyses.
7. Section IV presents a thematic review within broad themes such as sustainability, targeting, innovation and replication. This section primarily focuses on learning and, besides presenting responses to individual recommendations, it highlights systemic reforms and initiatives undertaken by Management to holistically address the evaluation recommendations. Section V presents the report's conclusions and recommendations.

## C. Methodology

8. When developing the PRISMA, PMD and IOE first agree on the evaluations to be included in the report. PMD thereafter classifies the recommendations agreed at completion point of each evaluation using three labels: (i) level, i.e. the entity responsible for following up on the recommendations; (ii) nature, in line with the IFAD Evaluation Policy; and (iii) theme (sustainability, targeting, etc.). This list is reviewed and agreed upon by IOE. The regional divisions are then requested to comment on the status of the follow-up actions related to each recommendation. To strengthen the learning loop, the divisions were also requested to provide, where applicable and possible, clear rationale and reasons for not fully following up with the recommendations.
9. To assess the compliance of the follow-up actions with the original recommendations, PMD has employed the same implementation status categories for PRISMA 2010 as used in the previous year's report:
  - **Full follow-up:** recommendations fully incorporated into the new course of activities/operations;
  - **Not yet due:** recommendations that will be incorporated into projects/country programmes/country strategic opportunities programmes (COSOPs) not yet officially approved;
  - **Ongoing:** actions initiated in the direction recommended in the ACP;
  - **Partial:** recommendations not fully applied, or applied differently from the way agreed in ACP but respecting the underlying philosophy;
  - **Pending:** recommendations that could not be followed up; and
  - **Not applicable:** recommendations that have not been complied with because of changing circumstances in the country development contexts or for other reasons.

---

<sup>7</sup> EB 2009/98/R.7.

10. A further classification identifies the entity responsible for following up on the recommendations. For this year's PRISMA the categories of entity adopted have remained consistent with last year's report:
  - IFAD at the project level
  - IFAD at the country level, in partnership with government
  - Partner country government authorities and institutions;
  - IFAD at the regional level
  - IFAD at the corporate level.
11. The second classification examines the nature of the recommendation as per the evaluation policy:
  - Operational, if the recommendation proposed a specific action
  - Strategic, if it suggested an approach or course of action
  - Policy, if related to the principles guiding IFAD.
12. Finally, recommendations have been classified in terms of 24 thematic areas, such as rural finance, gender and partnerships. These themes are spread across the different dimensions covered by the evaluations and cover five broad thematic blocks: targeting and gender; technical areas; project management; non-lending activities; and cross-cutting themes.

## **II. Review of the implementation status of the recommendations covered in 2010**

### **A. Evaluation coverage and contents**

13. PRISMA 2010 covers 11 evaluations. Of these, four evaluations have been carried over from the previous PRISMA period, i.e. evaluated in 2007, and due to be covered in PRISMA 2009. They were excluded from the previous year's PRISMA review because the ACPs were not finalized in time or finalized too close to the PRISMA process, therefore not allowing enough time to implement and review the recommendations. These carried-over evaluations are:
  - (a) Ethiopia country programme evaluation (CPE)
  - (b) Pakistan CPE
  - (c) Philippines: Western Mindanao Community Initiatives Project interim evaluation
  - (d) Ethiopia: Southern Region Cooperatives Development and Credit Project completion evaluation
14. In the case of the Ethiopia completion evaluation, while the evaluation has been included in the PRISMA 2010 cohort, the individual recommendations from the project completion evaluation have been elevated, and are incorporated into, and tracked through, the Ethiopia CPE.
15. The remaining seven evaluations covered in PRISMA 2010 were included in the ARRI 2009 (evaluations conducted in 2008). These include:
  - (a) Nigeria CPE
  - (b) Sudan CPE
  - (c) Guatemala: Rural Development Programme for Las Verapaces interim evaluation
  - (d) Democratic People's Republic of Korea: Uplands Food Security Project interim evaluation
  - (e) China: Qinling Mountain Area Poverty Alleviation Project interim evaluation



- (f) Argentina: Rural Development Project for the North-Eastern Provinces (PRODERNEA) completion evaluation
  - (g) Madagascar: Upper Mandrare Basin Development Project – Phase II completion evaluation.
16. It was agreed with IOE that evaluations conducted in 2008 where ACPs were not available or were finalized recently and did not allow enough time for meaningful follow-up and review would not be covered in PRISMA 2010. Of the evaluations covered in the ARRI 2009, all have been covered in this PRISMA with the exception of the Joint Evaluation with the African Development Bank (AfDB). Other evaluations from the 2008 work programme not yet completed or with ACPs not finalized on time and thus to be covered in next year's PRISMA include: the corporate-level evaluation (CLE) on innovation; the CPEs of Argentina, India and Mozambique; and the project evaluation for Mauritania.
17. The 11 evaluations reviewed this year are in line with the long-term trend: 13 in 2006, 14 in 2007, 12 in 2008 and 6 in 2009.

---

#### Evaluations covered in PRISMA 2010

---

Based on the 2009 ARRI (and evaluations conducted in 2008), eight evaluations were considered for the 2010 PRISMA. Only the joint evaluation with the African Development Bank (AfDB) has not been included in PRISMA 2010 and will be reviewed under PRISMA 2011. Therefore seven evaluations in this PRISMA review are from evaluations conducted in 2008. In addition, four evaluations have been carried over from the previous PRISMA period to ensure that no evaluation is excluded in the analysis of follow-up. The 11 evaluations covered under this PRISMA report are as below:

- A. **Interim evaluations (IEs)** are mandatory under the current Evaluation Policy before a further project phase is started or a similar project is launched in the same region. IEs are used to assess whether a further phase is justifiable and to improve the design and implementation of the subsequent intervention. The following four IEs have been covered in PRISMA 2010:
    - 1. Guatemala: Rural Development Programme for Las Verapaces
    - 2. Democratic People's Republic of Korea: Uplands Food Security Project
    - 3. China: Qinling Mountain Area Poverty Alleviation Project
    - 4. Philippines: Western Mindanao Community Initiatives Project (carried over from last year)
  - B. **Completion evaluations (CEs)** are normally conducted after the finalization of the project completion report prepared by the borrower, in collaboration with the cooperating institution, after the project has ended. The following three CEs are included in PRISMA 2010:
    - 5. Argentina: Rural Development Project for the North-Eastern Provinces (PRODERNEA)
    - 6. Madagascar Upper Mandrare Basin Development Project – Phase II
    - 7. Ethiopia: Southern Region Cooperatives Development and Credit Project (carried over from last year)
  - C. **Country programme evaluations (CPEs)** provide an assessment of the performance and impact of IFAD-supported activities in a given country and thus provide direct and concrete building blocks for reviewing and formulating a results-based country strategic opportunities programme (RB-COSOP). The following four CPEs have been included in PRISMA 2010:
    - 8. Nigeria
    - 9. Sudan
    - 10. Ethiopia (carried over from last year)
    - 11. Pakistan (carried over from last year)
- 

18. The evaluation exercises covered in this PRISMA include evaluations from all the five regional divisions. The interim evaluation for the Uplands Food Security Project in the Democratic People's Republic of Korea includes a number of recommendations that pertain to strategies for future project design. However, a follow-up project has not yet been designed. Most of the recommendations will therefore be applicable at the time of design and will be incorporated into the design and implementation of future projects.

Table 1  
**Regional distribution of evaluations covered in PRISMA 2010**  
 (Number)

<i>Regional distribution</i>	<i>IE</i>	<i>CE</i>	<i>CPE</i>	<i>CLE</i>	<i>Total</i>
Western and Central Africa			1		1
Eastern and Southern Africa		2	1		3
Asia and the Pacific	3		1		4
Latin America and the Caribbean	1	1			2
Near East and North Africa			1		1
<b>Total</b>	<b>4</b>	<b>3</b>	<b>4</b>		<b>11</b>

19. During the preparation of the PRISMA follow-up, individual ACP recommendations are often split into separate specific recommendations depending on the kind of themes covered and the nature of actions required to follow up on different themes or recommended actions under the same recommendation (so that specific different actions covered within a single recommendation are not lost during the follow-up).
20. In terms of the average number of recommendations emerging from each evaluation, the figures are 29 in 2006, 20 in 2007, 15 in 2008, 18 in 2009 and 19 in 2010. While slightly higher than the previous two years, the overall number of recommendations from each evaluation has been declining in recent years. This is in line with the suggestion by IFAD Management to IOE that the recommendations' effectiveness should be enhanced by generating fewer, but more focused and strategic, recommendations.
21. In terms of the entities to which the recommendations are addressed, the bulk are addressed to IFAD at the country level, in partnership with the government (69 per cent). Another 24 per cent of the recommendations are addressed directly to government institutions. Very few (7 per cent) are addressed solely to projects. There are no recommendations at the corporate or regional level. This is because of the nature of evaluations covered, i.e. the absence of corporate or thematic evaluations, which typically generate changes at the corporate level (see table 2 below for details).

Table 2  
**Evaluation recommendations by type of evaluation and level**  
 (Number)

	<i>IE</i>	<i>CE</i>	<i>CPE</i>	<i>CLE</i>	<i>Total</i>	<i>Total (Percentage)</i>
IFAD corporate level						
IFAD regional level						
IFAD country/government	48	14	70		132	69
Government authorities and institutions	21	25			46	24
Project level	13				13	7
<b>Total (number)</b>	<b>82</b>	<b>39</b>	<b>70</b>		<b>191</b>	<b>100</b>
<b>Total (percentage)</b>	<b>43</b>	<b>20</b>	<b>37</b>		<b>100</b>	

22. With regard to the nature of recommendations, 79 per cent were strategic in nature and 21 per cent addressed operational measures. This year, the operational recommendations are not restricted to the project level, but span government and country-level institutions. These recommendations relate to design processes, suggesting rural financial instruments, study tours, knowledge management

processes and operational measures to increase sustainability. Most of the strategic recommendations (115 of 150) relate to the country level. Some key themes cited for follow-up at the country level are sustainability, partnership-building and design processes. Sustainability is addressed in terms of institutional linkages, integration of activities into existing structures, socio-economic viability and environmental sustainability. Partnerships with federal and regional institutions and with private-sector partners were encouraged. In terms of design processes, greater flexibility in project design and implementation was recommended.

Table 3

**Distribution of evaluation recommendations by level and nature**

(Number)

	<i>Operational</i>	<i>Strategic</i>	<i>Policy</i>	<i>Total</i>	<i>Total (Percentage)</i>
IFAD corporate level					
IFAD regional level					
IFAD country/government	17	115		132	69
Government authorities and institutions	19	27		46	24
Project level	5	8		13	7
<b>Total (number)</b>	<b>41</b>	<b>150</b>		<b>191</b>	<b>100</b>
<b>Total (percentage)</b>	<b>21</b>	<b>79</b>		<b>100</b>	

**B. Implementation status: extent of compliance**

23. The status of implementation of the 191 recommendations reviewed is provided in table 4. Implementation status classified by theme is provided in annex II.

Table 4

**Implementation status of evaluation recommendations**

(Number)

	<i>Full follow-up</i>	<i>Not yet due</i>	<i>Ongoing</i>	<i>Partial</i>	<i>Pending</i>	<i>Not applicable</i>	<i>Total</i>	<i>Total (%)</i>
IFAD corporate level								
IFAD regional level								
IFAD country/government	87	11	19	6	2	7	132	69
Government authorities and institutions	23	14	3	3	2	1	46	24
Project level	9			2		2	13	7
<b>Total (number)</b>	<b>119</b>	<b>25</b>	<b>22</b>	<b>11</b>	<b>4</b>	<b>10</b>	<b>191</b>	<b>100</b>
<b>Total (percentage)</b>	<b>62</b>	<b>13</b>	<b>12</b>	<b>6</b>	<b>2</b>	<b>5</b>	<b>100</b>	

24. **Recommendations fully followed up.** In aggregate, 119 recommendations, or 62 per cent of the total, have been fully implemented. It should be noted that in this year's review, all 25 recommendations that have been classified as not yet due are from the interim evaluation of the Uplands Food Security Project, where a follow-up project has not yet been initiated. Once a new project starts, all the evaluation recommendations will be examined and incorporated during project design. A more accurate picture can therefore be obtained by ignoring these recommendations in the overall analysis: this would imply that **out of 166 recommendations due, 119 (72 per cent of the total) have been fully followed up.** (The projects and programmes that demonstrated responses are listed in annex III.)

25. **Recommendations being followed up (ongoing).** Implementation of recommended actions and strategies is currently under way for 22 recommendations or 12 per cent of the total. These include actions that have a longer gestation or realization period. In a number of cases, the thrust of the related recommendation has been noted and will be incorporated during subsequent project design or country strategy formulation. Illustrative examples include:
- (a) In Nigeria, it was recommended that IFAD support the broader participation of all tiers of government, research institutions and grass-roots organizations in development. In response, the country team has initiated the sensitization, capacity-building, counselling and mentoring at all tiers of relevant government and non-government organizations. IFAD is also raising awareness on community-driven development (CDD) issues among donors; efforts will continue in these areas.
  - (b) In the Sudan, the CPE recommended scaling up agricultural policy dialogue to the national level; enhancing policy dialogue on strategic themes and sustaining the dialogue for the duration of the next COSOP. Three themes were identified in the COSOP:
    - Budgetary allocation for the rainfed sector;
    - Devolution of water management to users' organizations; and
    - Sustainable microfinance services supported by an enabling framework.
 The country team is currently formulating a roadmap for policy dialogue to guide advocacy in these areas.
26. **Recommendations partially followed up.** For 11 recommendations or 6 per cent of the total, the follow-up has been partial. This implies that the project or country teams respected the spirit of the recommendation and undertook changes in strategy or operations accordingly, but full compliance was not possible due to constraints or changes in the country or project context. Examples include:
- (a) In Nigeria, the CPE recommended that IFAD should strengthen its country presence, in terms of human and financial resources, infrastructure, roles and responsibilities. IFAD made extensive efforts to recruit an experienced and capable country programme officer (CPO), who has strengthened the technical capacity of the Country Programme Office. However, the financial resources provided were insufficient (the CPO has not been provided with a vehicle to allow full mobility of office staff for programme supervision and interaction with donors).
  - (b) Similarly, in Ethiopia, IOE had recommended that overly complex procurement procedures with the cofinancier (AfDB) and the cooperating institution (World Bank) be avoided. While some steps have been taken in the country to forestall protracted procedures, it was noted that complex procurement procedures among the different financial institutions pose serious problems.
27. **Recommendations not applicable.** About five per cent of the recommendations were considered not applicable due to changing development contexts in the country or other reasons, such as government agreements or priorities.
- (a) For example, in Pakistan, the CPE suggested that IFAD continue engagement in disadvantaged, remote and conflict-ridden areas such as the North West Frontier Province, Azad Jammu and Kashmir and the federally administered tribal areas. However for the next funding cycle of 2010-2012, the Government of Pakistan has requested IFAD to finance two new projects respectively in Punjab and Balochistan, implying that IFAD would not be able to initiate projects in the suggested areas.

- (b) Similarly, in the Philippines, the evaluation suggested that for project management in conflict zones, project execution, supervision and implementation support should be flexible, given the constantly changing security circumstances in the region. Under the Integrated Natural Resources and Environmental Management Project (INREMP) (to be presented to the Executive Board in December 2010), the conflict-affected areas covered by the Western Mindanao Community Initiatives Project are not targeted; nevertheless project management is flexible and largely dependent on the local conditions of a province or municipality.
28. **Recommendations pending.** Four of the recommendations, or only 2 per cent of the total, were pending follow-up. In these cases, recommended actions could not be followed up because of the shortage of government or other institutional resources, different operational priorities, or the limitations of instruments being used. In Madagascar, for example, IOE had recommended that the Government ensure better integration of agricultural activities along the value chain, both vertically, by acting on each link in the chain, and horizontally, by connecting the various value chains. However, this required immense financial resources, and it was not feasible for the Government to achieve this integration throughout the sector. Nevertheless, the Government has begun to examine the rice value chain upstream and downstream for potential development.
29. Overall, the response levels suggest vigorous follow-up to the recommendations agreed at completion point; all recommendations were given serious consideration and wherever possible were followed up in partnership with country stakeholders. In terms of the recommendations left pending and not followed up, the percentage has been below 2 per cent for the last four years in a row (2 per cent in 2007 and 2008, no pending recommendations in 2009).
30. In accordance with the Evaluation Committee's suggestions of the previous year,<sup>8</sup> the "why factor" has been considered in the preparation and finalization of this PRISMA report. Regional divisions were requested to provide, where possible, clear and evidence-backed responses. For recommendations that had been followed up, examples and details were sought. For recommendations that could not be fully followed up, clear rationale or explanations of changed circumstances were provided. This new focus (as suggested in the IOE response to last year's PRISMA) has also been captured in the recommendations that were not fully followed up, but the reasons for this were clearly stated.

### C. Response to 2009 ARRI recommendations

31. The 2009 ARRI examined two themes in detail to contribute to the internal learning process: **natural resources and the environment**, and **access to markets**. The 2009 ARRI, like the previous reports, concluded with specific recommendations addressed to both PMD and IOE (paragraph 183, ARRI 2009). Specific recommendations were also made on improving corporate performance.
32. **Natural resources and the environment (NRE).** The ARRI found that projects were most successful in this area when natural resource management (NRM) issues had been specifically addressed during design and implementation. In some projects, NRM and environment risks were overlooked or not adequately addressed and, in some, long-term sustainability received inadequate attention at project design. The ARRI's key suggestions included the development of an NRE policy as an overarching framework that would be driven by a climate change strategy, strategic environmental assessments, enhanced staff and resources for NRE, clear implementation guidelines that establish NRE risks and opportunities as key to programme and project design, and the creation of a nodal point within IFAD for the NRE policy, the implementation guidelines and climate change strategy.

<sup>8</sup> Report of the chairperson on the fifty-seventh session of the Evaluation Committee (EB 2009/97/R.6).

33. IFAD has been working on coherent responses to natural resource management and climate change issues. Following the commitment made under the Consultation on the Eighth Replenishment of IFAD's Resources, a climate change strategy was presented to the Board in April 2010.<sup>9</sup> The strategy has a strong focus on country operations and on the potential effects of climate change, ensuring that project design, wherever appropriate, is adapted to its effects and causes. A results and implementation framework has also been developed for the strategy.
34. The main purposes of the strategy are: (i) support innovative approaches to help smallholders build their resilience to climate change; (ii) help smallholders take advantage of mitigation incentives and funding; and (iii) promote a more coherent dialogue on climate change, rural development, and agriculture and food security. The strategy also covers the implications for other IFAD priority areas, for instance, women's role as producers and indigenous people as stewards of natural resources. It seeks to address climate-related risks and opportunities more systematically in the IFAD portfolio. The strategy will also feed into the forthcoming environment and natural resource management policy, which will address a range of environmental challenges (including the issues raised in the ARRI) and refine the focus on IFAD's NRM activities.
35. In keeping with the operational focus of new policies and strategies, IFAD also presented its Environmental and Social Assessment Procedures<sup>10</sup> to the Board in April 2009 (updating the former Environmental Assessment Procedures of 1994). The procedures were designed to help IFAD staff and partners deal with environmental issues in project design and policy advice.
36. At the corporate level, responses to the ARRI recommendations and upcoming environment- and climate-related issues are being coordinated through the Environment and Climate Division (previously the Global Environment and Climate Change Unit).
37. **Access to markets.** Recent evaluations have indicated that there are recurring factors hindering IFAD's target group's access to markets. These factors relate mainly to the exclusion of market access as an explicit project objective; location of market access projects in low-potential areas where the chances of success are lower; partial approaches to market issues; and lack of attention to the issue of product demand. The ARRI has identified successes in some of these areas, such as construction of roads for access to markets. In addition, a number of recent projects have adopted a more integrated approach to market access that focus on the issues of demand and the institutions needed to link producers with markets.
38. The ARRI also acknowledges two issues related to an evaluation of market access:
- (a) A number of the projects with weaker design were initiated in the 1990s, but the situation has improved in recent years with a more explicit shift towards value chain and private-sector development; and
  - (b) A focus on market development in the light of limited resources could imply trade-offs with relation to poverty targeting, the clearest manifestation being a trade-off between developing value chains in high-potential areas and the need to tackle poverty in remote areas with limited potential.
39. Suggestions for improving the effectiveness of market access-related projects include: (i) developing an understanding of value chains; (ii) diversifying approaches to rural financial services; (iii) learning lessons from innovative approaches; (iv) working on partnerships and policy; and (v) sharing knowledge both within and beyond IFAD.

---

<sup>9</sup> EB 2010/99/R.2/Rev.1.

<sup>10</sup> EB 2009/96/R.7.

40. In recent years, IFAD has moved significantly into value chain development. In accordance with the IFAD's Private-Sector Development and Partnership Strategy, projects often support or partner with private-sector operators that can provide income-generating opportunities for IFAD's target group.<sup>11</sup> The Operations Policy and Technical Advisory Division conducts thematic studies for these projects. Market integration is achieved in a number of projects through the value chain approach. There is a clear focus on both process and product upgrading and strengthening the functions of actors in the chain.<sup>12</sup> Coordination among actors in the value chain is addressed in both horizontal and vertical terms. Targeting is considered to the extent possible by focusing on products already produced by the rural poor and strengthening the inclusiveness of producer organizations. Vocational training components often focus on the poorest, i.e. the potential employees of agribusinesses. IFAD often concentrates on its comparative advantage by strengthening producers' organizations to improve the terms of trade for small producers.
41. With regard to diversifying approaches to rural finance, the new Rural Finance Policy, approved for implementation in April 2009,<sup>13</sup> emphasizes (i) supporting a variety of financial services; (ii) promoting a wider range of institutions and delivery channels; (iii) supporting demand-driven and innovative approaches; (iv) encouraging market-based approaches; (v) developing long-term strategies focused on sustainability and poverty outreach; and (vi) participating in policy dialogue. Recognizing remittances as a crucial tool for poverty alleviation, IFAD is also supporting a demand-driven facility – the Financing Facility for Remittances – to promote innovative approaches to remittances in rural areas.
42. In terms of strategic partnerships, IFAD projects have been partnering with local private sector players, especially in providing business development services and strengthening processing facilities and microfinance. At the institutional level, IFAD is partnering with different organizations across the portfolio; a prominent example is the partnership with the United Nations Industrial Development Organization (UNIDO). Through the Africa Enterprise Challenge Fund, IFAD is working towards developing public-private partnerships with a special focus on Africa. The partnership with the Deutsche Bank's Microcredit Development Fund – which provides guarantees to microfinance institutions operating in IFAD project areas, allowing them to access resources from local commercial banks – is supporting projects in the rural financial services sector. Discussions are under way to pursue more comprehensive partnerships with the private sector, including possibly providing equity financing for projects involving a private-sector or market-led approach.
43. **Specific recommendations.** The second and third recommendations are for follow-up by IOE and not for implementation by PMD. The fourth recommendation pertained to reconsidering IFAD's current approach to conducting analytical work for COSOP development and project preparation. It also suggested developing a differentiated approach to the allocation of resources for supervision and implementation support. As stated in the Management response to the ARRI,<sup>14</sup> IFAD agrees in principle with the need to adopt a differentiated approach to country resource allocation. IFAD uses the performance-based allocation system to assign programme resources. This system uses rural income as the criterion, thereby providing more resources to countries where rural income is lower. As the response also states, administrative resources are assigned in line with the programmatic resources allocated to a particular country, therefore the principle of differential allocations is being applied to a large extent. Further, the system

---

<sup>11</sup> EB 2005/84/R.4/Rev.1.

<sup>12</sup> IFAD presentation on Supporting Smallholder Integration into Agricultural Markets at the World Trade Organization (WTO) Workshop on Aid for Trade and Agriculture, March 2010.

<sup>13</sup> EB 2009/96/R.2/Rev.1.

<sup>14</sup> EB 2009/98/R.7/Add.1.

ensures that performance is not penalized. Therefore, country performance is incorporated as a factor in allocating resources. This is determined in part by an assessment of rural sector performance, specifically of the rural sector policy and the institutional framework in the recipient country.

### III. Summary review of the recommendations made by evaluations undertaken during 2007-2010

44. This year's PRISMA includes a review of compliance with the recommendations made in 43 evaluations undertaken in the last four years with a view to gaining a long-range perspective of the PRISMA process and strengthening the learning loop.
45. As to the types of evaluations conducted over the last four years, the majority have been at the project level (68 per cent), with interim evaluations and completion evaluations comprising 26 and 42 per cent respectively of the total evaluations covered. Some CLEs were carried out in 2007 (evaluation of the Field Presence Pilot Programme) and 2008 (evaluations of the Regional Strategy in Asia and the Pacific, and the Rural Finance Policy). No CLEs have been undertaken since then. The evaluations covered in the PRISMA from 2007 to 2010 are listed in annex IV and the trend emerging from these last four reports is shown in table 5.

Table 5  
Types of evaluations covered in PRISMA from 2007 to 2010  
(Number)

<i>Evaluations</i>	<i>2007</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>	<i>Total</i>	<i>Total (Percentage)</i>
Interim	5	1	1	4	11	26
Completion	5	6	4	3	18	42
Country programme	3	2	1	4	10	23
Corporate-level	1	3	-	-	4	9
<b>Total</b>	<b>14</b>	<b>12</b>	<b>6</b>	<b>11</b>	<b>43</b>	<b>100</b>

46. In terms of the average number of recommendations emerging from each evaluation, the figures are 20 in 2007, 15 in 2008, 18 in 2009 and 19 in 2010. While slightly higher than the previous two years, the overall number of recommendations from each evaluation has been declining in recent years.<sup>15</sup> This is in line with IFAD Management's suggestion to IOE to enhance the effectiveness of the recommendations by generating fewer, but more focused and strategic, recommendations.

#### A. Implementation status across regions

47. The aggregation of the recommendations made in the last four years (covering PRISMA periods 2007-2010) generates a larger pool of data which, even when disaggregated at the divisional level, can be interpreted with some level of confidence. Table 6 provides the status, by the regional division, of the evaluations reviewed.

<sup>15</sup> It is to be noted that individual ACP recommendations are often split into specific recommendations depending on the kind of themes covered and the nature of follow-up actions required.



Table 6  
Implementation status of recommendations by regional division, 2007-2010 PRISMAs

Division	Full follow-up		Not yet due		Ongoing		Partial		Pending		Not applicable		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
WCA	70	50	56	40	3	2	5	4	4	3	3	2	141	21
ESA	72	59	13	11	22	18	8	7	4	3	3	2	122	18
APR	107	56	31	16	21	11	10	5	3	2	18	9	190	28
LAC	108	64	22	13	22	13	10	6	2	1	5	3	169	25
NEN	42	65	9	14	8	12	2	3	0	0	4	6	65	9
<b>Total (No.)</b>	<b>399</b>		<b>131</b>		<b>76</b>		<b>35</b>		<b>13</b>		<b>33</b>		<b>687</b>	<b>100</b>
<b>Total (%)</b>		<b>58</b>		<b>19</b>		<b>11</b>		<b>5</b>		<b>2</b>		<b>5</b>		<b>100</b>

Note: The acronyms used for the divisions are: Western and Central Africa Division, WCA; Eastern & Southern Africa Division, ESA; Asia and the Pacific division, APR; Latin America and the Caribbean Division, LAC; Near East and North Africa Division, NEN.

48. About 58 per cent of the recommendations received by the divisions were fully followed-up. Overall, the regions responded vigorously to evaluation recommendations. In both the Latin American and the Caribbean Division (LAC) and the Near East and North Africa Division (NEN), follow-up has been most rigorous with 64 and 65 per cent of the recommendations being fully incorporated into subsequent projects or country strategies respectively. The full follow-up rate is lower in some divisions because a number of recommendations were considered as not yet due. In Western and Central Africa Division (WCA), for example, the full follow-up rate is lower because 40 per cent of the recommendations could not be responded to at the time of the PRISMA review since the relevant project design was not finalized. This included two interim evaluations in Ghana and one interim evaluation in Burkina Faso.
49. A more accurate picture can be obtained if the recommendations not yet due are not included. In that case, the full follow-up rates for the regions are: 82 per cent for WCA, 66 per cent for ESA, 67 per cent for APR, 73 per cent for LAC and 75 per cent for NEN. This implies that all regional divisions are fully following up at least 65 per cent of all recommendations due.
50. Overall, at 2 per cent, the ratio of pending recommendations is low. In fact, no region has more than 3 per cent pending. This has been consistently the case for the last four years, signifying a generally high level of adherence to recommendations and focused efforts across the organization to respond positively.

## B. Implementation status by implementing agencies

51. Table 7 presents the follow-up for the last four years classified by type of implementing agency.

Table 7  
Implementation status of recommendations by level, 2004-2007 evaluation periods

Level	Full follow-up		Not yet due		Ongoing		Partial		Pending		Not applicable		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
IFAD	43	66	1	2	13	20	1	2	0	0	7	11	65	9
Region	13	46	3	11	6	21	0	0	1	4	5	18	28	4
Country	208	61	67	20	39	11	13	4	3	1	11	3	341	46
Government	56	51	23	21	15	14	6	5	7	6	3	3	110	15
Project	116	60	38	20	14	7	15	8	2	1	9	5	194	26
<b>Total (No.)</b>	<b>436</b>		<b>132</b>		<b>87</b>		<b>35</b>		<b>13</b>		<b>35</b>		<b>738</b>	<b>100</b>
<b>Total (%)</b>		<b>59</b>		<b>18</b>		<b>12</b>		<b>5</b>		<b>2</b>		<b>5</b>		<b>100</b>

Note: The number of recommendations by level do not match the number by region, because thematic and corporate-level evaluations are included. A few recommendations that were addressed to the cooperating institution at the country level have been included in the "country" category.

52. As can be seen, in aggregate, about 59 per cent of the recommendations made by IOE were fully followed up. The response rates at the IFAD, country and project levels are robust, with 60 per cent or more of the recommendations fully followed up. At the regional level, the response rate is lower, at only 46 per cent. This is also the result of the large number of recommendations, which were subsequently found to be inapplicable; for example, the regional strategy in Asia and the Pacific was dropped as an instrument. Such recommendations accounted for 18 per cent of the total addressed to the regional divisions. Without these recommendations, the full follow-up rate at the regional level is 57 per cent.
53. At the government level, about 51 per cent of the recommendations were fully followed up. Governments also had the lowest performance in terms of pending recommendations. Government commitment to evaluation recommendations has grown over the last few years, however, and there has been significant improvement over the previous four-year period (2006-2009). In the 2006 PRISMA review period, governments left over 35 per cent of their recommendations pending; the corresponding figure this year – the 2010 review – is less than 5 per cent. Efforts have been made in recent years to communicate evaluation findings and recommendations more effectively to governments. This is an issue that will require continuous attention.
54. Importantly, the recommendations addressed at the country and project levels, which are often the most crucial to project implementation (and account for over 70 per cent of total recommendations), have been followed up vigorously. At both levels, full follow-up is over 60 per cent and only 1 per cent of the recommendations are pending. Therefore, country institutions (and IFAD Country Programme Management Teams) and project authorities have been responsive to the evaluation recommendations.
55. Overall, the rate of full compliance is on the increase: 57 per cent in 2008, 52 per cent in 2009, and 62 per cent in 2010.

#### IV. Implementation status by key themes

56. This section looks at the thematic classification of recommendations made in the 11 evaluations reviewed in 2010. In the process, the report also examines the responses of the last four years, especially to those recommendations occurring most frequently and needing strategic responses.

57. This section has been organized into five thematic blocks and further subdivided into 24 thematic areas<sup>16</sup> into which all the recommendations are classified. Again, as per Evaluation Committee feedback, a new thematic block for non-lending activities has been added this year to highlight progress on activities that are becoming increasingly important at the programmatic level. The thematic blocks are:
- **Targeting and gender:** targeting; gender; beneficiaries; and poor people's organizations;
  - **Technical areas:** private sector and markets; natural resource management; analysis, studies and research; rural finance; infrastructure; training and capacity-building;
  - **Project management:** decentralization; project design and formulation; project management and administration; results measurement, and monitoring and evaluation (M&E); country presence; human resources; and supervision;
  - **Non-lending activities:** partnerships; policy dialogue; and knowledge management; and
  - **Cross-cutting themes:** sustainability; innovation and replication; governance; and strategy.
58. Of the themes covered in the recommendations, sustainability emerges as the most prominent, cited in a total of 30 recommendations (table 8). Sustainability spans environmental issues, contribution and engagement by government institutions, mainstreaming of project activities into government activities, coordination with partner agencies and exit strategies. Another major theme is project design, appearing in 22 recommendations. Collaboration with country partners and greater flexibility in project design are frequently stressed. Partnerships (17 recommendations) have received much attention, in particular, partnerships with national and subnational actors, the private sector and international agencies.
59. Targeting (with 15 recommendations) has also been highlighted, both geographical and in terms of specific groups such as smallholder farmers or indigenous communities. Gender was relatively neglected, receiving no specific recommendation.
60. The responses to the specific themes are analysed below.

---

<sup>16</sup> Where a recommendation pertains to more than one thematic area, the PMD Front Office and IOE discuss and agreed on the most relevant classification.

Table 8  
**Evaluation recommendations by theme and nature**  
 (Number)

<i>Block</i>	<i>Theme</i>	<i>Nature</i>			<i>Total</i>	<i>Total (Percentage)</i>
		<i>Operational</i>	<i>Strategic</i>	<i>Policy</i>		
Targeting and gender	Targeting		15		15	8
	Gender	0	0		0	0
	Beneficiaries	2	3		5	3
	Poor people's organizations	2	3		5	3
Technical areas	Private sector and markets	2	8		10	5
	Natural resource management		10		10	5
	Analysis, studies and research	1	3		4	2
	Rural finance	6	5		11	6
	Infrastructure	0	0		0	0
	Training and capacity-building	2	4		6	3
Project management	Decentralization		5		5	3
	Project design and formulation	8	14		22	12
	Project management and administration	2	7		9	5
	Results measurement, and M&E	2			2	1
	Country presence		4		4	2
	Supervision	1	4		5	3
Non-lending activities	Partnerships		17		17	9
	Policy dialogue	2	4		6	3
	Knowledge management	2	1		3	2
Cross-cutting	Sustainability	8	22		30	16
	Innovation and replication		9		9	5
	Governance		1		1	1
	Strategy		11		11	6
<b>Total (No.)</b>		<b>41</b>	<b>150</b>		<b>191</b>	<b>100</b>
<b>Total (%)</b>		<b>21</b>	<b>79</b>		<b>100</b>	

\*Percentages may not add to 100 due to rounding

### Targeting and gender

61. **Targeting.** A total of 15 recommendations applicable to targeting were agreed upon, including a sharper geographical focus, differential approaches for specific target groups such as smallholders and indigenous people and greater attention to vulnerable groups. In the Philippines, specific efforts have been planned to help indigenous people prepare their Ancestral Domain Sustainable Development and Protection Plans and improve their tenure rights. In Argentina, in response to the evaluations, projects increasingly take a differential approach to targeting indigenous peoples. Following up on the successful targeting of the Rural Development Project for the North-Eastern Provinces (PRODERNEA), positive experiences have been systematized for knowledge management at completion. Box 1 shows how the response to a targeting recommendation was developed in Ethiopia.

**Box 1**  
**Country targeting strategy in Ethiopia**

With rural households living on a daily per capita income of less than half a dollar and a Gini coefficient measure of only 0.26, poverty and food insecurity levels in Ethiopia are very high and evenly spread.<sup>17</sup> Considering the low levels of differentiation among the rural poor, the need to target whole communities was recognized and endorsed by stakeholders during the development of the country strategy.

Special attention will be paid to the needs and priorities of vulnerable groups such as landless youth and woman-headed households. Women's empowerment will be promoted through awareness-raising and training; increased representation will be encouraged and ensured through their appointment or election to *kabele*- and *woreda*-level institutions (such as land administration and land use committees, watershed management and water use committees, community grazing associations) and facilitated by field staff.

Investments in small-scale irrigation development will be used to target vulnerable households living in drought-prone, food-insecure districts of the highlands with a high population density. Special efforts will address the needs of the pastoral communities in the lowlands.

62. Over the **last four years**, 48 recommendations were issued on targeting. Some focus on geographical targeting, suggesting that a renewed focus be placed on the most vulnerable and marginalized areas. A number of recommendations focus on disadvantaged segments (women, youth), urging special initiatives for these target groups. Participatory planning and diagnoses are often recommended for projects, to allow the poorest people to participate in defining their opportunities.
63. With regard to the geographical focus of operations, projects are often located in the most vulnerable regions. In 2007, in Mexico and the Bolivarian Republic of Venezuela, follow-up projects targeted vulnerable areas with indigenous populations. In Albania, in 2009, operations were stepped up in the four poorest districts. Sometimes governments request interventions in specific geographical areas, outside the recommended area. This was the case in Belize, in 2009, where the Government did not want a specific focus in the south. In Pakistan, in 2010, the Government wanted new projects located outside the North-West Frontier Province and the federally administered tribal areas.
64. With regard to disadvantaged segments, project design often includes specific activities for these target groups (in Morocco in 2007 and in Guatemala in 2010, where schemes to link with government social programmes and affirmative action for the poorest were implemented; in the Philippines in 2010, where indigenous populations will be specifically helped to prepare their Ancestral Domain Sustainable Development and Protection Plans). In other projects, responses included designing income-generating activities for women and project activities geared towards youth and providing capacity-building for small-scale farmers unable to participate in commercial activities.
65. Participatory techniques and diagnoses have been successfully used in a number of projects, especially projects with a strong focus on community-driven development. In Guinea in 2007, women and youth were proactively integrated into the development planning process. In the Philippines in 2008, a participatory investment planning process was planned where community mobilization officers facilitated social assessments and land use mapping. Community members discussed the various options based on their needs and priorities. Marginalized groups such as women and the poorest were asked to carry out the prioritization exercise separately. In Pakistan in 2010, farmer groups have been used as a standard instrument for community development activities.
66. Indigenous peoples have been another key focus area, with more than 20 recommendations touching upon related issues. Several projects have focused especially on geographical areas with a high concentration of indigenous people. This was the case in Mexico in 2007, the Bolivarian Republic of Venezuela in 2007,

<sup>17</sup> See the Ethiopia COSOP (EB 2008/95/R.11).

the Philippines in 2008 and India in 2007. These follow-up projects were also characterized by an approach that valorizes traditional knowledge, culture, rights to resources and uses community-based development models. The recently approved IFAD Policy on Engagement with Indigenous Peoples<sup>18</sup> provides a roadmap for projects and programme strategies involving indigenous peoples. The policy recognizes that reaching these groups requires tailored and participatory approaches to grass-roots development that respect indigenous values and build upon their strengths.

67. **Gender.** There are essentially no recommendations classified under gender in the evaluations reviewed in 2010. In earlier PRISMA reports also, the numbers of gender-related recommendations were negligible: none in 2009, one recommendation in 2008 and 2 in 2007. Diverse gender concerns have been incorporated within broader recommendations, however. In Madagascar, it was suggested that women and youth be placed at the centre of a diversified value-chain approach. In response, the country programme has established a gender strategy and integrated gender into training activities and the targeting strategy. In China, it was suggested that the design process retain elements such as targeting of the poorest households and ensuring participation by women and villagers in the planning process to strengthen local governance. The division and the country team are in the process of a country programme review and an update of the COSOP; these concerns will be integrated into the design of new instruments.
68. At the corporate level, within IFAD, gender as a separate indicator is tracked and assessed at different stages of the project cycle for the entire portfolio. Gender is assessed during the quality assurance reviews at the project design phase, in the project status reports during implementation and in the project completion reports.
69. **Beneficiaries.** The participation of beneficiaries was highlighted in five recommendations, which stressed the need to increase their participation and ensure that stakeholders have a greater voice. Examples include the following:
- (a) In Pakistan, greater participation by private-sector groups of farmers and enterprises was encouraged for better results. In response, an entire hierarchy of farmers' groups – such as special interest groups, community organizations and village organizations – have been used as instruments for community development activities. The new projects in Punjab and Balochistan will ensure greater engagement by the private sector.
  - (b) In Guatemala, the evaluation suggested increasing the involvement of stakeholders in the project areas. In response, all future projects and the RB-COSOP have been designed with the direct involvement of users and stakeholders. The Sustainable Rural Development Programme for the Northern Region provides a particularly striking example.
70. **Poor people's organizations.** The five recommendations related to this theme stressed the consolidation of local and community organizations. In China, greater investment was recommended in local organizations, and in leadership and community activities. In response, the Dabieshan Area Poverty Reduction Programme will foster the development of privately owned farmers' cooperatives and support the inclusion of poor farmers in these cooperatives. It will ensure access to community organizations and to vocational training for poor women and men. In the Philippines, the Integrated Natural Resources and Environmental Management Project (INREMP) will seek to empower communities, indigenous peoples and local governments. The project will not impose any new institutional arrangement but will employ a phased calibrated development strategy through capacity-building and information, education and communication campaigns.

---

<sup>18</sup> EB 2009/97/R.3/Rev.1.

### Technical areas

71. **Private sector and markets.** The evaluations reviewed in this PRISMA made 10 recommendations concerning market development, enterprises and the private sector. In Argentina, in response, IFAD is promoting the contracting of private technicians by cooperatives, with the collaboration of public authorities. Operations in Argentina are also increasingly focusing on linking producers with commercial and industrial value chains. In the Sudan, the evaluation recommended a greater focus on the issues of market access and value chain development. Recently approved projects address the constraints existing in these sectors. Key strategies include organizing producers to scale up production, increase their bargaining power and attract buyers, and, in the case of the Rural Access Project, providing access to secondary markets.
72. **Natural resource management.** Ten recommendations related to natural resource management; these focused on soil and water conservation, ways to reduce the pressure on natural resources caused by intensive production, and integrated approaches to NRM. In the Sudan, the country team will be conducting a detailed analysis of the constraints encountered and lessons learned during the land tenure reform process. In Pakistan, agricultural investments will be accompanied by land improvement measures such as conservation agriculture and soil drainage to overcome water-logging. All infrastructure proposals will be accompanied by environmental assessments. (See also box 2 for the comprehensive strategy in the Philippines.)

#### Box 2

##### Integrated and sustainable natural resource management in the Philippines

Under the INREMP, science-based land management regimes are working hand-in-hand with local knowledge. The areas targeted are adjacent to the Western Mindanao Community Initiatives Project implementation area to allow for the scaling up of earlier project activities. These areas were selected on the basis of biophysical conditions, and socio-economic and conservation values. Other contributing factors were the presence of installed water management infrastructure, the extent of land and forest degradation, and the scope for scaling up the activities to the Western Mindanao project areas.

Targeting will include both vulnerable groups and poor people with entrepreneurial potential. Activities such as land use assessment, upper river basin management planning, and conservation, rehabilitation and protection of state forests will target whole communities. Commercial forestry and livelihood enhancement activities may target poor people interested in and with potential for business.

For enhanced prospects of sustainability, INREMP is fully integrated into the regular regional and provincial operations of both the central government agencies and the local government units. The Government was encouraged to establish a technical working group to oversee the design of the INREMP and this group has become a key player in the (in-country) Country Programme Management Team, thereby ensuring local ownership. Other local organizations are being supported through a calibrated approach of capacity-building and sensitization, rather than through the imposition of new institutional arrangements.

73. **Analysis, studies and research.** In recent years, evaluation recommendations have emphasized the need for IFAD's enhanced involvement in analytical work and research. Once again, four recommendations in this year's evaluations deal with this theme. IFAD Management's response to these recommendations in Madagascar and Nigeria are summarized below.
- (a) In Madagascar, the evaluation suggested conducting a study of agroecological, financial, and human and market potential to guide the choice of commodities and ensure better opportunities in agribusiness and export activities. Such studies are now being conducted by region. These are regularly updated and used for stakeholder discussions.
- (b) In Nigeria, it was suggested that grant resources be provided to national agricultural research institutes to develop appropriate technologies. Programmes are currently benefiting from grants to the International Crops

Research Institute for the Semi-Arid Tropics (ICRISAT) to improve millet and sorghum varieties, to the IFDC to enhance on soil fertility management, and to the International Institute of Tropical Agriculture (IITA) to manage production of cowpea, yam and cassava. IFAD has partnered with these institutions through collaboration on adaptive research and provision of improved materials and practices to farmers.

74. **Rural finance.** Eleven recommendations were made with regard to rural finance. At the corporate level, rural finance has been receiving increased attention following the presentation of the IFAD Rural Finance Policy to the Executive Board in April 2009.<sup>19</sup> In Guatemala, the evaluation suggested intensifying the search for alternative ways to promote bottom-up savings and credit and develop small financial markets. In response, innovative instruments for rural financial services have been incorporated into the Sustainable Rural Development Programme for the Northern Region. They include expanded coverage, design of new products and facilitate both provision (supply) of and access (demand) to services. In response to another recommendation, instruments have been developed to cater for smallholders' diverse financing needs. The proposed model also includes financial management capacity-building within producers' associations, technical assistance to microfinance and producers' organizations and expansion of service points.
75. **Training and capacity-building.** Six recommendations pertained to training and capacity-building; a number of them specifically to capacity-building for local or decentralized entities. In China, for example, the design of recent projects has focused on the inclusion of more women and poor people in village implementation groups. These groups prepare the village development plans, which are subsequently presented at the township and higher levels.

#### **Project management**

76. **Decentralization.** Five recommendations related to decentralization. A number focused on building a service-oriented relationship between the government and local organizations in the context of decentralisation. As an illustration, in Sudan, support for decentralized agricultural extension services is consistently a feature of ongoing and forthcoming projects. IFAD is currently addressing the issue of financing recurrent costs through the introduction of fee-based services and partnerships with other donor-funded projects.
77. **Project design and formulation.** There were 22 design-related recommendations. Collaboration with country stakeholders and flexibility in project design were often stressed. Recent project design in Guatemala has been characterized by flexibility within the framework of programme components and principal lines of action. This was a response to evaluation recommendations to ensure that design features are not superseded by changes during implementation. As a result, in Madagascar, project documentation has been simplified and the greater emphasis on mid-term reviews enables projects to respond to changing contexts. Furthermore, COSOP design is guided by the political framework for poverty reduction to ensure alignment with national policies.
78. **Project management and administration.** In the 11 evaluations reviewed in 2010, nine relate specifically to project management. In Nigeria, for example, it was suggested that federal partner agencies should have the required skills and competencies to ensure effective implementation. Accordingly, IFAD will ensure that partner organizations possess the appropriate capacity.
79. With the addition of the recommendations made in the 43 evaluations reviewed in **last four years**, project management and administration become more prominent, with 54 recommendations focusing on this area. Some recommendations concerned the efficient flow of funds to projects, others with delays in disbursements and counterpart funds. Staffing levels and capabilities and delays in

---

<sup>19</sup> EB 2009/96/R.2/Rev.1.



procurement were other areas found to require attention. Evaluations also recommended that project implementation have the flexibility to respond to changing local contexts. Capacity-building for staff at project start-up was also emphasized.

80. Some projects are devoting greater attention to selecting partner implementing agencies that have adequate experience and capacity (as reported from Nigeria in 2010). Other projects have tried to work through existing local institutions while remaining cognizant of the need to build the capacity of staff working on project activities (Philippines 2010, Belize 2009). Where possible, procurement procedures are aligned with national procedures (Mali 2008).
81. Training on IFAD procurement has received much attention in recent years; in the case of supervision training, the focus has been on the fiduciary aspects. To date, about 200 staff members and 30 country staff members have been trained. The training and recruitment of resource people in regional divisions will help address problems related to disbursements and procurement complexities. To guide projects at the national level, national steering committees are established for the duration of the project to involve country stakeholders in the monitoring of projects (Philippines 2008 and 2010, Rwanda 2007). To identify the most efficient partners, local implementing agencies are often selected in consultation with national authorities, on the basis of transparent selection criteria (Bangladesh 2007).
82. As reported in last year's PRISMA, the shift to direct supervision (with over 90 per cent of the current portfolio now directly supervised) and the establishment of country offices have helped IFAD become more responsive to project needs and changing country circumstances. These operational changes have led to swifter identification of performance-related risks and mid-course changes in project implementation.
83. **Results measurement, and monitoring and evaluation.** In this year's review, two recommendations focused on monitoring and evaluation. In view of the fact that strengthened M&E often depends on recruiting capable staff and building capacity in project teams, in China, each project management unit ensures that staff are provided with specific training on both M&E and management information systems. In addition to project-specific responses, IFAD has initiated a number of processes to better capture and aggregate results from the field. This includes deploying a new online tool for entering Results and Impact Management System indicators and new software to facilitate baseline and follow-up surveys in the projects.
84. In aggregate, of the recommendations emerging from evaluations reviewed in the **last four years**, 43 concerned M&E. The focus was frequently on building M&E capacity at the project level and developing impact-oriented M&E systems. Recommendations also emphasized strengthening M&E at the country level through coherent frameworks. Some evaluations suggest supporting project M&E by developing strategies at the regional level. M&E has also been a key priority area for IFAD Management since the adoption of the framework for a Results and Impact Management System (RIMS).<sup>20</sup> For the annual reporting of outputs and outcomes, a menu of indicators has been prepared under the RIMS framework that can be tracked through project-level M&E systems. Over the last two years, over 85 per cent of projects have reported on outputs.
85. At the impact level, data are collected through baseline surveys or from reliable external sources. IFAD has developed a tailored methodology and guidance template for conducting impact surveys, along with new software for entering and analysing project data.<sup>21</sup> Close to 50 projects have now conducted their baseline

<sup>20</sup> EB 2003/80/R.6/Rev.1.

<sup>21</sup> All RIMS-related information and resources – for annual reporting of outputs and outcomes and for conducting impact assessment surveys – are available online at <http://www.ifad.org/operations/rims/>

surveys (as recommended in PMD for all projects effective after the adoption of the RIMS framework, i.e. from January 2004 onwards). In Morocco, in response to the evaluations, all ongoing projects collected baseline data in 2007 (a baseline survey was also conducted in Mexico in 2007 in response to evaluations).

86. As reported in the past, regional divisions have started their own initiatives to support project-level M&E and enable more regular and reliable reporting. Project M&E systems have been strengthened through regional grants and initiatives: the grant to the West Africa Rural Foundation in the Western and Central Africa region; the grant for managing for impact in Eastern and Southern Africa; regional workshops in APR; a specialist institution recruited by NEN for capacity-building in managing for impact; and the Programme for Strengthening the Regional Capacity for Monitoring and Evaluation of Rural Poverty Alleviation Projects in Latin America and Caribbean (PREVAL). To strengthen project M&E systems and build staff capacity, IFAD has frequently trained project staff directly (as reported in Venezuela 2007 and Rwanda 2007). Many projects devote great attention to M&E systems at start-up (Belize 2009).
87. **Country presence.** Four recommendations related to expanded and enhanced country presence. Strengthened field presence was suggested in a number of evaluations to improve project supervision and monitoring. Of the recommendations made, two stand out in terms of response:
- (a) In Ethiopia, the country programme manager (CPM) and associate country programme manager will be outposted in 2010.
  - (b) In Pakistan, IFAD is already discussing with the Government the formal establishment of a country office and outposting of a CPM.

As at the end of 2009, 25 country offices had been established, 16 led by nationally recruited staff and 9 by outposted CPMs.<sup>22</sup> To strengthen capabilities for project supervision and monitoring, country presence staff members routinely participate in supervision missions, divisional retreats and regional implementation workshops.

88. **Human resources.** Only one recommendation related to human resource issues. In Guatemala, in line with the recommendation that national consultants be hired in the project area, along with external consultants as facilitators, national consultants have been hired for all aspects of programme design and implementation.
89. **Supervision.** Five recommendations were made in relation to supervision. In Pakistan, all IFAD projects (including newly approved projects) will be directly supervised by IFAD as suggested.<sup>23</sup> At the corporate level, over 90 per cent of the portfolio has been shifted to direct supervision. As at 30 April 2010, of the 264 projects in the current portfolio (including ongoing and not effective), 238 were directly supervised.<sup>24</sup> This is already yielding benefits in terms of learning, enhanced implementation support, better follow-up and increased rigour in assessing and rating projects.

#### **Non-lending activities**

90. **Partnerships.** There were 17 recommendations on building and sustaining partnerships. Deeper partnerships have been encouraged by evaluations with national and subnational stakeholders, civil society and the private sector (see box 3 for the integrated responses in Nigeria). In Argentina, inter-institutional partnerships with public and private organizations are being promoted; one example is the work with the National Institute of Agricultural Technology. In Ethiopia, partnerships have been forged with federal and regional governments,

<sup>22</sup> For details, refer to the Progress report and activity plan for IFAD's country presence (EB 2009/98/R.11) presented to the Board in December 2009.

<sup>23</sup> Except for two where the World Bank is the cooperating institution. These two were designed before IFAD assumed supervision responsibilities more broadly.

<sup>24</sup> Source: IFAD Project Portfolio Management System (PPMS), 30 April 2010.

and IFAD is working with 10 national and international NGOs on pastoral community development.

**Box 3**  
**Partnerships across the spectrum in Nigeria**

In the Nigeria RB-COSOP, the wide range of mutually strengthening partnerships was recognized. This includes: (i) partnerships between smallholders and the national agricultural research institutes and other specialized research organizations to develop affordable, appropriate technologies to improve extension services at all government levels and to raise smallholder productivity; (ii) collaboration with the World Bank, the African Development Bank (AfDB) and the United States Agency for International Development (USAID) on value chain segments; (iii) partnership with the Niger Delta Development Commission, the Ministry of Niger Delta Affairs, the national environment ministries, and the ministries of agriculture at all levels of Government; and (iv) partnerships with local government councils, NGOs and community-based organizations, and with farmers' and producers' organizations to strengthen community involvement in local planning and development, which is key to the CDD approach.

In addition, project activities are increasingly being woven around private-public partnerships. Partnerships have been developed with selected private-sector operators such as Notore (a fertilizer company), Candell (an agri-input company) and Savannah Seeds. Partnerships have been forged with players in the financial services sector to leverage timely services on behalf of the farmers.

Projects have partnered with the United Nations Development Fund for Women (UNIFEM) and the USAID-funded Farmer-to-Farmer initiative on gender integration in the development process as well as with specialized bodies on beekeeping, fisheries production and poultry management to deepen involvement in agribusiness and enterprise development.

91. **Policy dialogue.** Six recommendations related to policy dialogue were issued. In the Sudan, a limited but focused set of strategic themes were identified in the COSOP for policy dialogue. These included: (i) budgetary allocation to the rainfed sector; (ii) devolution of water management to users' associations, and (iii) sustainable microfinance services supported by an enabling policy framework.
92. **Knowledge management.** Three recommendations emphasize an increased role for knowledge management in order to provide strategic support and advice. In the Democratic People's Republic of Korea, for example, it was recommended that information sharing be enhanced between the project and partners and that information be disseminated more widely through county- and province-level workshops. These recommendations will be taken on board in the design and implementation of a new project.

**Cross-cutting themes**

93. **Sustainability.** With 30 related recommendations made in the cohort of 11 evaluations reviewed in 2010, sustainability was the most recurrent theme. Recommendations focused on themes such as greater understanding of local contexts to enhance sustainability, closer links between project initiatives and permanent structures, and exit strategies. In the Philippines, sustainability is being strengthened through the formation of the inter-agency technical working group, whose mandate includes supporting the national project steering committee and coordinating the project implementation efforts of the respective agencies. In the Sudan, disaster preparedness was included as part of the risk management plan in the RB-COSOP. Staff members have been trained in conflict management in programme interventions to enhance sustainability. They are equipped to analyse the root causes of conflict, report to Management on potential conflict situations and recommend mitigation or prevention strategies. In Madagascar, the linkages between project offices have been strengthened at the local and national levels. However, the recommendation to ensure that the region have full responsibility for interprovincial roads could not be implemented fully: although the region and the Ministry of Public Works have increased budgets, the needs exceeded the Government's available financial resources.

94. Across the 43 evaluations reviewed in **last four years**, 44 recommendations have focused on sustainability issues. Recommendations frequently suggest defining a clear exit strategy for projects and creating a greater role for national, regional and district bodies in continuing project activities. At the institutional level, the profitability and operational viability of institutions was stressed. In recent evaluations, the need to consider local contexts including conflict, socio-economic constraints and environmental sustainability has been highlighted. Coordination with government institutions has been mentioned in some evaluations.
95. Projects are increasingly defining the role of local institutions in project activities. In the Philippines in 2008, the responsibilities of local government agencies – including the financing commitments and assignment of staff – were clearly stated in tripartite agreements among implementing agencies, municipal governments and the project. In Madagascar, development activities under the programme components are being coordinated by national institutions (such as the Regional Directorate for Rural Development in Madagascar or the inter-agency technical working group in the Philippines). To ensure profitability and the long-term viability of institutions, in Albania (2009), the Mountain Areas Finance Fund was converted from a foundation into a shareholding financial development company (a for-profit, non-bank financial institution). The long-term strategy also envisaged the entry of a strategic investor.
96. Regarding socio-economic and environmental sustainability of project activities, in Guatemala (2010), IFAD is working towards establishing closer links between programme initiatives and permanent structures and has supported the consolidation of community development institutions. Further, the adoption of the environmental and social assessment procedures will enhance the environmental sustainability of projects. Project design and implementation have, in recent years, emphasized linkages with line agencies and continued financing and resources for project activities. Future efforts can be devoted to assessing and ensuring benefits to project participants. This will entail measuring benefits accruing to project participants and promoting household resilience and long-term gains.
97. **Innovation and replication.** In the 11 evaluations reviewed in 2010, there were nine recommendations relating to innovation and replication. In Pakistan, the Crop Maximization Support Project is using a systematic approach to identifying and piloting innovative approaches for future replication. A special financing window for women and the landless has been developed which, if successful, could also be replicated. A new poverty scorecard will be used for targeting in Punjab. Both efforts will be supported by a knowledge management strategy at the project and country levels.
98. **Governance.** Only one recommendation pertained to governance in the 2010 review. In Nigeria, it was recommended that CDD be used within the broader local governance framework to strengthen the capability of local stakeholders such as states, elected local bodies, the private sector, NGOs and community-based organizations. In response, the programmes in Nigeria have extended CDD training to key local government staff and community leaders. At the macro level, in response to the growing recognition of the link between good governance and successful poverty reduction, the current portfolio review guidelines suggest examining governance-related issues in the divisional portfolio reports.
99. **Strategy.** Eleven recommendations address strategic issues at the project level. In Ethiopia, for example, in response to the suggestion for a longer time frame for the country strategy, the COSOP was developed with a timeline of seven years. This period matches with the country's poverty reduction strategy paper. The strategy will be reviewed annually and updated every two years. In Pakistan, as per the recommendations, the projects in Punjab and Balochistan will focus on livestock development and high-value crops.

## V. Summary, conclusions and recommendations

### Summary and conclusions

100. For the cohort of evaluations included in the review in 2010, full follow-up has been reported for 119 recommendations or about 62 per cent of the total. Of the remaining, follow-up is ongoing for 12 per cent and partial follow-up for 6 per cent. About 13 per cent of the recommendations fall into the category "not yet due"; these belong to the Democratic People's Republic of Korea evaluation where a follow-up project has not yet been initiated. About 5 per cent of the recommendations were considered not applicable due to changing development contexts in the country or other reasons. Therefore, with only 2 per cent of the recommendations pending, overall compliance with, and responsiveness to, evaluation recommendations can be considered very high.
101. Of the 738 recommendations made in the 43 evaluations undertaken in the last four years, 436 or about 59 per cent have received full follow-up. Of the remaining, about 18 per cent were not due, 5 per cent were inapplicable, 5 per cent were partially followed up and only 2 per cent are pending.
102. On the whole, the rate of full compliance is on the increase: 57 per cent in 2008, 52 per cent in 2009 and 62 per cent in 2010.
103. Time series data also suggest that governments are paying increasing attention to evaluations in recent years. In terms of the average number of recommendations emerging from each evaluation, the figures are 20 in 2007, 15 in 2008, 18 in 2009 and 19 in 2010. Recommendations are becoming more strategic and thus more useful.
104. With regard to NRE, as one of the ARRI learning themes, the development of the IFAD Climate Change Strategy and the Environmental and Social Assessment Procedures, along with other initiatives, will ensure that NRE-related risks and opportunities are identified. As to market access, IFAD has strengthened efforts to better analyse and assess value chain development, through in-house research, increased diversity in approaches and strategic partnerships.

### Recommendations

105. As stated, evaluation recommendations have fallen in number and become more strategic; this has helped IFAD to follow up more effectively. Further, a review of the recurrent themes of the last four years reveals that evaluations have identified the areas most crucial to operational effectiveness and impact. This will constitute a major input into future project and programme design. In future PRISMA reviews, a number of corporate evaluations will also be covered. Well-defined strategic recommendations from these evaluations, agreed as feasible by Management, would greatly help subsequent reviews.
106. One area needing improvement according to last year's PRISMA was the timely resolution of agreements at completion point. In this year's review, except for the joint evaluation, all the evaluations covered in ARRI 2009 were agreed in time to allow for follow-up. However a number of evaluations from the 2008 work programme were either not completed or had not finalized ACPs in time for inclusion in the PRISMA. Constant monitoring of this area is needed. In future, it is suggested that evaluations continue to be concluded on time by ensuring a robust consultation process with all critical stakeholders from the start of the evaluation process to its completion.
107. One area that has received relatively low priority in evaluations is gender equity and women's empowerment. While gender elements are included in recommendations on other issues and IOE considers gender to be covered by different evaluation criteria as a cross-cutting theme, greater attention and clear recommendations on gender would facilitate its effective mainstreaming into projects and programmes. This will be especially important in order to assess

follow-up on gender mainstreaming efforts after the corporate evaluation on gender.

108. Finally, as stated in the Peer Review of IFAD's Office of Evaluation and Evaluation Function, both IFAD's independent evaluation system and its self-evaluation system need to enhance the use of evaluation findings, and the learning and feedback loop. This, *inter alia*, should be achieved by placing more emphasis on knowledge management, increasing IOE engagement in existing IFAD mechanisms, producing more evaluation syntheses, extracting information from project completion reports and the self-evaluation system, and broadening the forums used to disseminate evaluation findings.<sup>25</sup>

---

<sup>25</sup> Peer Review of IFAD's Office of Evaluation and Evaluation Function (EB 2010/99/R.6, page 53).

## The Office of Evaluation's comments on the PRISMA 2010 report

### I. General observations

1. This is the seventh PRISMA submitted by IFAD Management to the Evaluation Committee and Executive Board for their review. In accordance with the IFAD Evaluation Policy, the Office of the Evaluation hereby provides its comments on the report for consideration by the Committee and the Board.<sup>1</sup>
2. The 2010 PRISMA is a well-prepared document. It analyses the implementation status of the recommendations contained in 11 evaluation reports released in 2008. This PRISMA has satisfactorily taken on board the main recommendations made by IOE on last year's edition, for example, by classifying evaluation recommendations through a new thematic block for non-lending activities (knowledge management, policy dialogue and partnerships) and reporting on the status of implementation of the recommendations contained in the Annual Report on Results and Impact of IFAD Operations (ARRI).
3. Although no corporate-level evaluations (CLEs) were included in the 2010 PRISMA, IOE assumes that the recommendations from the CLEs on IFAD's capacity to promote pro-poor innovation and scaling up and the Joint Evaluation with the African Development Bank of agriculture and rural development operations and policies in Africa will be covered in the 2011 PRISMA.

### II. Specific comments

4. **Recommendations not yet due or pending.** In the 2009 PRISMA, 16 per cent of the evaluation recommendations were considered not yet due or pending. Of the recommendations from the 2007-2010 period, 21 per cent (see table 7 main report 2010)) are not yet due or pending. It is to be noted that the PRISMA does not make provisions for covering recommendations in this category outstanding from past editions of the document. It is therefore recommended that, in future, a section be introduced to cover the implementation status of these types of recommendations.
5. **Recommendations not agreed in the agreement at completion point.** The PRISMA only reports on the status of implementation and Management actions for recommendations that are agreed by IFAD Management and the concerned government, as contained in the evaluation's agreement at completion point. In the past, PRISMA has not covered recommendations that were not agreed (partly or fully) by one or both parties that were signatories to the agreement.<sup>2</sup> In the interests of completeness and transparency, and in line with the Evaluation Policy,<sup>3</sup> IOE recommends that PRISMA include a section on such recommendations in future editions. This will require adding another category for recommendations not agreed upon (partly or fully) to the categories listed in paragraph 9.
6. **Recurrent recommendations.** There are few evaluation recommendations that need to be implemented on a recurrent basis, such as the 2009 ARRI recommendation (see paragraph 43 in the PRISMA) to provide a differentiated allocation of administrative resources for design, supervision, implementation support and country presence, depending on the specific country circumstances. While the 2010 PRISMA clarifies how Management intends to deal with this

---

<sup>1</sup> See paragraph 49 of the IFAD Evaluation Policy (EB 2003/78/R.17/Rev.1)

<sup>2</sup> For example, in the case of the interim evaluation of the Uplands Food Security Project in the Democratic People's Republic of Korea which was covered in this year's PRISMA, not all recommendations were fully agreed to by both parties.

<sup>3</sup> See paragraph 49 of the Evaluation Policy (EB 2003/78/R.17/Rev.1)

recommendation, the document should also report on the implementation of this and other similar “recurrent” recommendations in the future as well.

7. **Government response.** Although government commitment to implementing evaluation recommendations is increasing, only 51 per cent of government recommendations have been fully followed up. Improving governments’ responses remains a major challenge, also identified in last year’s comments by IOE on the PRISMA. This will require, for example, requesting all supervision missions to follow up with governments and report on the implementation of evaluation recommendations addressed to them. In future, the PRISMA should present the action taken by Management in following up on the implementation by governments of agreed recommendations.
8. **Gender issues.** Table 8 and paragraphs 59, 67 and 68 underline the absence of gender-specific recommendations from evaluations requiring follow-up in the PRISMA. This is explained by the fact that gender is assessed as an integral aspect of the various criteria cited in the IOE Evaluation Manual. For example, gender issues are covered when assessing and rating project relevance and the other evaluation criteria used by IOE. This approach of addressing gender as a cross-cutting theme rather than as stand-alone criteria was suggested in the past by Management and, furthermore, is consistent with current good practice in the international community on gender. For this reason, recommendations related to gender issues are embedded in thematic areas such as “beneficiaries” and “poor people’s organizations” in the PRISMA. It should be noted that IOE is currently undertaking a corporate-level evaluation of gender equity and women’s empowerment and, in this context, will reflect on how to handle the issue of gender in future evaluations.
9. **ARRI recommendation.** IOE is pleased to see that the PRISMA is responding to the ARRI recommendations. As indicated in paragraph 43, the fourth recommendation in the ARRI was addressed to Management. It was recommended that Management reconsider its current allocation approach for conducting analytical work for COSOP development and project preparation. It should also consider developing a differentiated approach to the allocation of resources for supervision and implementation support. This new approach should aim to provide the additional resources required for effective analytical work and assign staff according to their skills, experience and competencies to the countries with the lowest country policy and institutional assessment (CPIA) scores – including fragile states and “bottom billion” countries. This recommendation was endorsed by the Board in December 2009 when considering last year’s ARRI. However, the PRISMA states that the principle of differentiated allocation “is being applied to a large extent”, thereby implying that this important recommendation is not being fully implemented.
10. **Validation of the follow-up reported by the regional divisions.** Currently, in order to obtain information on the follow-up to evaluation recommendations by the five IFAD regional divisions in the Programme Management Department (PMD), the front office of the Associate Vice-President Programmes requests the regional divisions to provide written feedback on the status of implementation of each recommendation. However, in order to ensure accuracy of reporting by the regional divisions, the PMD front office itself should periodically verify the status of recommendations and report in the PRISMA on the process followed and outcome of their review. This could be carried out through random checks for each region, periodically.



11. **Agreement at completion point.** Paragraph 106 underlines the importance of “timely resolution of agreements at completion point”. IOE agrees and, together with PMD, is documenting and further elaborating the approach, process and structure of agreements at completion point for future evaluations. It is expected that from the last part of 2010 onwards, evaluations will follow the enhanced agreement at completion point process and format.

## Implementation status of evaluation recommendations by theme (2010 PRISMA)

(Percentage)

<i>Theme</i>	<i>Full</i>	<i>Not yet due</i>	<i>Ongoing</i>	<i>Partial</i>	<i>Pending</i>	<i>Not applicable</i>	<i>Total</i>
Analysis, studies and researches	75				25		100
Beneficiaries and stakeholders participation and consultation	80		20				100
Project design and formulation	45	36	14	5			100
Decentralization	100						100
Policy dialogue	67		33				100
Country presence	25		25	50			100
Gender							
Governance	100						100
Human resources	100						100
Infrastructure							
Innovation and replication	67		11	11	11		100
Knowledge management		100					100
Natural resources management	70		20			10	100
Organizations	60		40				100
Partnership	59	12	6	12		12	100
Project management and administration	56		22			22	100
Private sector, market and enterprise development	90				10		100
Rural finance	36	55				9	100
Results monitoring, evaluation	100						100
Strategy	73			18		9	100
Supervision	60		40				100
Sustainability	50	20	13	7	3	7	100
Training, capacity-building	67		17	17			100
Targeting	93					7	100
<b>Total</b>	<b>62</b>	<b>13</b>	<b>12</b>	<b>6</b>	<b>2</b>	<b>5</b>	<b>100</b>

Note: the percentages may not add up to 100 due to rounding.

## Sources of responses to ACP recommendations

<i>Country/project/programme evaluated</i>	<i>Response</i>	
	<i>Project level</i>	<i>Country/corporate level</i>
<b>Interim evaluations</b>		
Guatemala: Rural Development Programme for Las Verapaces	Sustainable Rural Development Programme for the Northern Region, approved in December 2008  Sustainable Rural Development Programme in El Quiché, approved in April 2010	RB-COSOP approved in December 2008
Democratic People's Republic of Korea: Uplands Food Security Project	New project to be designed	New RB-COSOP to be designed
China: Qinling Mountain Area Poverty Alleviation Project	Dabieshan Area Poverty Reduction Programme, approved in December 2008	Update of current COSOP (approved in December 2005) under way
Philippines: Western Mindanao Community Initiatives Project	Integrated Natural Resources and Environmental Management Project (INREMP), being designed for approval in December 2010  Second Cordillera Highland Agricultural Resource Management Project, approved in April 2008	
<b>Completion evaluations</b>		
Argentina: Rural Development Project for the North-Eastern Provinces (PRODERNEA)	Rural Areas Development Programme, approved in December 2006  Patagonia Rural Development Project, approved in December 2004  North Western Rural Development Project (PRODERNOA), approved in September 1999	
Madagascar Upper Mandrare Basin Development Project-Phase II	Support to Farmers' Professional Organizations and Agricultural Services Project, approved in September 2008  Support Programme for Rural Micro-enterprise Poles and Regional Economies (PROSPERER), approved in December 2007  Rural Income Promotion Programme, approved in December 2003	
Ethiopia: Southern Region Cooperatives Development and Credit Project	See the responses to Ethiopia CPE	

<i>Country/project/programme evaluated</i>	<i>Response</i>	
	<i>Project level</i>	<i>Country/corporate level</i>
<b>Country programme evaluations</b>		
Nigeria	Root and Tuber Expansion Programme, approved in December 1999	RB- COSOP approved in April 2010
	Community-based Natural Resource Management Programme – Niger Delta, approved in December 2002	
	Rural Finance Institutions-building Programme, approved in September 2006	
Sudan	Revitalizing The Sudan Gum Arabic Production and Marketing Project, approved in September 2009	RB-COSOP approved in April 2009
	Rural Access Project, approved in December 2009	
	Project in Southern Sudan to be submitted to the Board in April 2011	
Ethiopia	Participatory Small-scale Irrigation Development Programme, approved in April 2007	RB-COSOP approved in December 2008
	Community-based Integrated Natural Resources Management Project, approved in April 2009	
	Pastoral Community Development Project II, approved in September 2009	
	Second Phase of the Rural Financial Intermediation Programme, to be submitted to the Board in 2011	
Pakistan	Crop Maximization Support Project, approved in September 2009	RB-COSOP approved in April 2009
	Programme for Increasing Sustainable Microfinance, approved in September 2007	
	Southern Punjab Poverty Alleviation Project, to be submitted to the Board in September 2010	
<b>Corporate-level evaluations</b>		
No corporate-level evaluations included		

## Evaluations covered in PRISMA 2007-2010

### A. Evaluations covered in PRISMA 2010

#### Interim evaluations:

1. Guatemala: Rural Development Programme for Las Verapaces
2. Democratic People's Republic of Korea: Uplands Food Security Project
3. China: Qinling Mountain Area Poverty Alleviation Project
4. Philippines: Western Mindanao Community Initiatives Project (carried over from last year)

#### Completion evaluations:

5. Argentina: Rural Development Project for the North-Eastern Provinces (PRODERNEA)
6. Madagascar Upper Mandrare Basin Development Project – Phase II
7. Ethiopia: Southern Region Cooperatives Development and Credit Project (carried over from last year)

#### Country programme evaluations:

8. Nigeria
9. Sudan
10. Ethiopia (carried over from last year)
11. Pakistan (carried over from last year)

### B. Evaluations covered in PRISMA 2009

#### Interim evaluations included in PRISMA 2009:

1. Burkina Faso: Community Based Rural Development Project

#### Completion evaluations included in PRISMA 2009:

2. Albania: Mountain Areas Development Programme
3. Belize: Community-Initiated Agriculture and Resource Management
4. Pakistan: Dir Area Support Project
5. Romania: Apuseni Development Project (carried over from last year)

#### Country programme evaluations included in PRISMA 2009:

6. Brazil (carried over from last year)

### C. Evaluations covered in PRISMA 2008

#### Interim evaluations included in PRISMA 2008:

1. Peru: Development of the Puno-Cusco Corridor Project

#### Completion evaluations included in PRISMA 2008:

2. Colombia: Rural Micro-enterprise Development Programme
3. United Republic of Tanzania: Participatory Irrigation Development Programme
4. Georgia: Agricultural Development Project
5. Mongolia: Arhangai Rural Poverty Alleviation Project
6. Niger: Special Country Programme – Phase II
7. Philippines: Cordillera Highland Agricultural Resource Management Project

#### Country programme evaluations included in PRISMA 2008:

8. Mali
9. Morocco

#### Corporate-level evaluations:

10. IFAD's Regional Strategy in Asia and the Pacific (EVEREST)
11. IFAD's Field Presence Pilot Programme
12. IFAD's Rural Finance Policy

## **D. Evaluations covered in PRISMA 2007**

### **Interim evaluations** included in PRISMA 2007:

1. Ghana: Upper-East Region Land Conservation and Smallholder Rehabilitation Project – Phase II
2. Ghana: Upper-West Agricultural Development Project
3. Guinea: Fouta Djallon Local Development and Agricultural Rehabilitation Programme
4. India: North Eastern Region Community Resource Management Project for Upland Areas
5. Venezuela (Bolivarian Republic of): Economic Development of Poor Rural Communities Project

### **Completion evaluations** included in PRISMA 2007:

6. China: Southwest Anhui Integrated Agricultural Development Project
7. Mexico: Rural Development Project of the Mayan Communities in the Yucatan Peninsula
8. Morocco: Tafilalet and Dades Rural Development Project
9. Mozambique: Niassa Agricultural Development Project
10. Uganda: District Development Support Programme

### **Country programme evaluations** included in PRISMA 2007:

11. Bangladesh
12. Mexico
13. Rwanda

### **Corporate-level evaluations** included in PRISMA 2007:

14. Direct Supervision Pilot Programme