

Federative Republic of Brazil

Gente de Valor - Rural Communities Development
Project in the Poorest Areas of the State of Bahia

PROJECT PERFORMANCE ASSESSMENT



Federative Republic of Brazil

Gente de Valor - Rural Communities Development Project in the Poorest Areas of the State of Bahia

Project Performance Assessment

Photos of activities supported by Gente de Valor - Rural Communities Development Project in the Poorest Areas of the State of Bahia

Front cover: Tank for pisciculture, Municipality of Manoel Vitorino.

Back cover: Women beneficiaries, Municipality of Poçoões (left); Honey processing unit, Municipality of Ribeira do Amparo (right).

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Preface

The Independent Office of Evaluation of IFAD carried out a project performance assessment of the Gente de Valor - Rural Communities Development Project in the Poorest Areas of the State of Bahia (Brazil) to provide an independent assessment of the overall results of the project and generate lessons and recommendations for the design and implementation of ongoing and future operations within the country.

The project introduced a participatory planning approach to local development in some of the poorest areas and communities of semi-arid zones (Sertão) of the State of Bahia. The design of the project was very well adapted to the challenging agro-ecological environment of the area. Among the most important effects of the project were the improved access to water (both for human consumption and for horticulture), access to enhanced production techniques and technology, as well as the significant empowerment of disadvantaged communities, and within communities, of women.

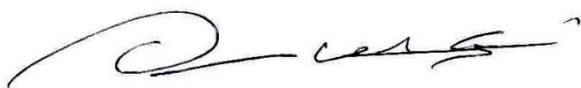
Beneficiaries are better aware of social and economic development opportunities in the area and active in trying to pursue them. Smaller-scale and easier-to-manage economic activities promoted by the project, such as the horticultural backyards and the rearing of small ruminants, show good perspectives of economic viability. On the other hand, larger processing plants for agricultural produce require considerable managerial skills, knowledge of markets, as well as working capital. They also require a solid business case analysis and plan. These have not yet been achieved.

The implementation time frame of six years proved to be too short to consolidate the results: participatory planning requires time, and community needs evolve over time, with requests for investments of increasing complexity. On the positive side, IFAD is now financing a new project (Pró-semiárido) which can devote resources to consolidating results. Moreover, there are programmes funded by the State of Bahia or the World Bank that have the potential to provide further support. However, this requires a dedicated consolidation plan to ensure that in the future, resources focus on the same communities assisted by Gente de Valor and for the type of activities required to bolster the emerging impacts.

This project performance assessment was conducted by Fabrizio Felloni, Lead Evaluation Officer, in collaboration with consultants Carmen Lahoz (food security and rural development senior specialist) and Fernando Moretti (natural resource management and rural development specialist, who conducted a qualitative mini-survey in the project area). Paola Nacamulli, consultant, supported the evaluation with a preliminary desk review. Internal peer reviewers from the Independent Office of Evaluation of IFAD – Ashwani Muthoo, Deputy Director, Miguel Torralba, Lead Evaluation Officer, and Fumiko Nakai, Senior Evaluation Officer – provided comments on the draft report. Maria Cristina Spagnolo, Evaluation Assistant, provided administrative support.

The Independent Office of Evaluation is grateful to IFAD's Latin America and the Caribbean Division, and the Governments of the State of Bahia and of the Federative Republic of Brazil for the support provided throughout the evaluation process.

I hope the results generated will be of use to help improve IFAD operations and development activities in the semi-arid zones of Brazil.



Oscar A. Garcia
Director
Independent Office of Evaluation of IFAD

Water tank for horticulture, Municipality of Poções.

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Currency equivalent, weights and measures

Currency equivalent

Currency Unit = Brazilian Real (BRL)

US\$1 = 3.05 BRL (mid-March 2015)

US\$1 = 2.4 BRL (October 2005, at the time of project design)

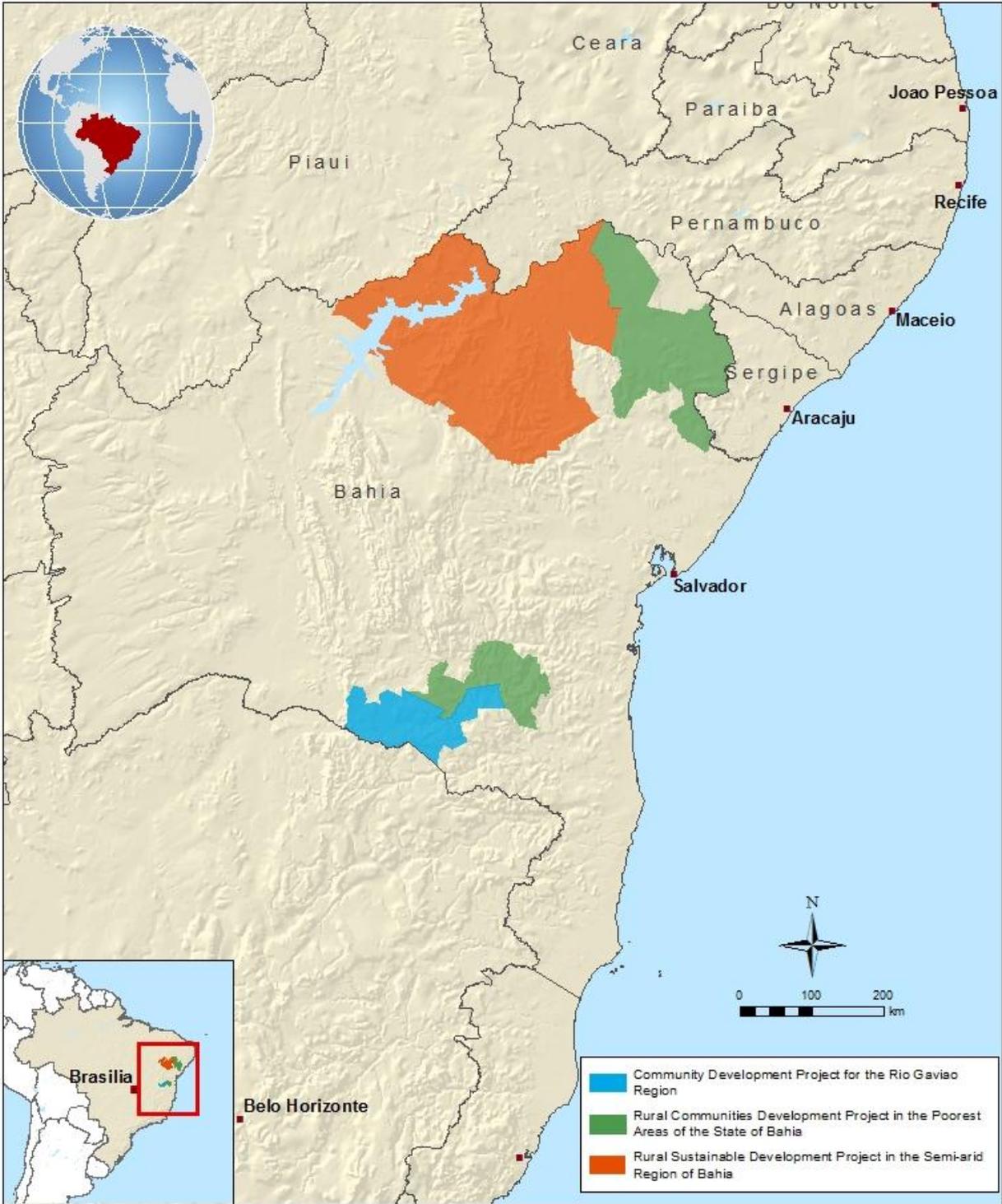
Weights and measures

1 kilogram	=	1,000 g
1 000 kg	=	2.204 lb
1 kilometre (km)	=	0.62 mile
1 metre	=	1.09 yards
1 square metre	=	10.76 square feet
1 acre	=	0.405 hectare
1 hectare	=	2.47 acres

Abbreviations and acronyms

CAR	Bahia Development and Regional Action Company <i>Companhia de Desenvolvimento e Ação Regional</i>
IFAD	International Fund for Agricultural Development
IOE	Independent Office of Evaluation of IFAD
LAC	Latin America and the Caribbean Division (IFAD)
M&E	monitoring and evaluation
PCRV	project completion report validation
PMD	Programme Management Department (IFAD)
PGV	Gente de Valor Project
PPA	project performance assessment
PROGAVIAO	Community Development Project for the Rio Gavião Region <i>Projeto de Desenvolvimento Comunitário da Bacia do Rio Gavião</i>
Pró-semiárido	Rural Sustainable Development Project in the Semi-arid Region of Bahia <i>Projeto de Desenvolvimento Rural Sustentável na Região Semiárida da Bahia</i>
SDR	Rural Development Secretariat (of the State of Bahia) <i>Secretaria de Desenvolvimento Rural</i>
SEDIR	Secretariat of Development and Regional Integration <i>Secretaria de Desenvolvimento e Integração Regional</i>

Map of the IFAD-funded projects in the State of Bahia



The designations employed and the presentation of the material in this map do not imply the expression of any opinion whatsoever on the part of IFAD concerning the delimitation of the frontiers or boundaries, or the authorities thereof.

Map compiled by IFAD | 18-03-2015

Executive summary

1. **Background.** The Independent Office of Evaluation of IFAD (IOE) carried out a project performance assessment (PPA) of Gente de Valor - Rural Communities Development Project in the Poorest Areas of the State of Bahia (Brazil) with the objectives to provide an independent assessment of the overall results of the project and generate lessons and recommendations for the design and implementation of ongoing and future operations within the country.
2. The PPA is based on a desk review of the available documentation and on a field mission conducted in March 2015, during which the PPA team held discussions with a number of development partners and visited selected project sites in the two project's sub-regions in the state of Bahia. Facing limited availability of data on the project's results and impacts, IOE conducted a mini-survey to collect qualitative data on people's perceptions of changes brought about by the project and on their appreciation of the activities. Three types of communities were selected for the survey: (i) communities with major productive investments supported by the project; (ii) communities with a smaller amount of investments (mainly on human and social capital) funded by the project; and (iii) communities without project support, for comparison purposes.
3. **The project.** The Executive Board of IFAD approved a loan under the original title of "Rural Communities Development Project in the Poorest Areas of the State of Bahia" in April 2006. The project was renamed "Gente de Valor" in 2008. It had a total foreseen cost of US\$60.5 million, to be financed by an IFAD loan of US\$30 million (and a loan-component grant of US\$0.5 million), Government counterpart funding of US\$29.4 million (later increased to US\$55.9 million), and beneficiary contributions of US\$0.6 million. The loan became effective in December 2006, was completed in December 2012 and closed in September 2013. The project was implemented by a public agency of the State of Bahia: the Bahia Development and Regional Action Company (*Companhia de Desenvolvimento e Ação Regional - CAR*), originally under the responsibility of Secretariat of Planning (*Secretaria do Planejamento*), then from 2008 under the Secretariat of Development and Regional Integration (*Secretaria de Desenvolvimento e Integração Regional - SEDIR*) and, since 2015, under the Rural Development Secretariat (*Secretaria de Desenvolvimento Rural - SDR*).
4. The project's development goal was to reduce poverty, especially extreme poverty levels, of semi-arid communities of the State of Bahia. Specific objectives were to: (a) empower the rural poor and their grass-roots organizations by improving their capacities to participate in local, micro-regional and municipal social and economic development processes; and (b) improve the target population's income-generating capacities, transforming subsistence economic activities into a profitable agricultural and non-agricultural rural business, and using the environment and natural resources in a sustainable manner.

Performance

5. The objectives of the project were **relevant** to the strategies of the Government of the State of Bahia, and IFAD's country strategy, notably in terms of the geographic focus on the semi-arid zones in the North-east of Brazil and on family farming. According to the design, the project areas would include the poorest 29 municipalities in the State of Bahia within two sub-regions: the North-east and the South-east, selected according to municipality-level human development indicators and taking into account basic needs, strength of local associations and their independence from political parties.
6. The project's "theory of change" addressed social and economic constraints to development in a participatory manner. The envisaged sequence of activities was appropriate: (i) mobilizing interest of and strengthening grassroots organizations;

- (ii) improving basic infrastructure; (iii) providing technical support services to agricultural and non-agricultural production; and (iv) supporting the marketing of products. Without satisfying basic needs (access to water), it would have been impossible to initiate the majority of productive activities.
7. The design was very well adapted to the challenging agro-ecologic environment of the area. Scarcity of water, for human consumption and agriculture, is a structural characteristic of the semi-arid region of the Brazilian North-east. The project placed special emphasis on the provision of water tanks (for human consumption and horticultural production), as well as on building water reservoirs for livestock consumption. Agricultural techniques were promoted that would enhance soil moisture retention, restoration of soil nutrients and erosion control (e.g. cactus/leguminous/millet mixed cropping).
 8. There were two shortcomings in the design. First, interactions with municipal governments and other public programmes were limited out of fear of politicization and mission drift. Limited involvement of the local (municipal) administration may constrain sustainability in the longer term. Second, the envisaged six-year implementation plan was not sufficient to complete all the activities. Most investments in processing of agricultural products were completed between 2014 and 2015 (after the loan closure) and with funding from the Government. As communities gained confidence and knowledge, the degree of needs expressed evolved from basic ones (e.g. potable water, some vegetable production to bolster household food security) to more sophisticated production and technology (e.g. modern processing plants, desalinization equipment, tanks for fish farming).
 9. In terms of **effectiveness** in attaining the main project objectives, overall the social and human capital development objective can be considered as achieved: services, training and infrastructures delivered were in the range of magnitude foreseen, and were found useful. After the 2011 IFAD mid-term review, the project concentrated investment on processing plants for agricultural produce in about 30 per cent of the project sub-territories ("focus territories"). While it makes sense to concentrate productive investments in areas of higher potential, the project was too fast in moving out of the "non-focus" communities after the 2011 mid-term review, even when these communities had come up with meaningful, albeit more modest, investment plans.
 10. As for the productive and market development objective (which was assigned the largest amount of resources), many of the activities, services and physical constructions have been delivered very recently, well after IFAD loan closure, and some of them can be considered as still fledgling initiatives (such as agricultural produce processing) whose viability and results are still to be proven.
 11. **Efficiency.** Overall the IFAD project funding respected the deadlines but the activities were not completed and had to be continued for two years and a half with government funding, reflecting ambitious expectations. Management cost ratios are low but this is also due to incorrect recording in the accounting system. While economic activities such as productive backyards and small livestock have favourable cost-benefit ratios, there are serious concern on the profitability and value for money of the larger processing plants built often without an accurate business plan. The overall efficiency of the project is rated moderately satisfactory.
 12. The main areas of project **impact** were food security, human and social capital and natural resource management. The introduction of productive backyards enhanced availability and diversity in the household food basket by adding some types of vegetables (e.g. lettuce, beetroot, cabbage, onion) and fruits (e.g. orange, lemon, and mango). Communities assisted by the project reported better availability of fruits and vegetables in their diet, either through consumption of

their own produce or because small earnings from the backyards were directed to purchase higher-quality food.

13. Communities, through the Sub-territorial Development Councils, elaborated their development plans, prioritized the interventions to be carried out by the project, identified the beneficiaries, and were responsible for their implementation and financial management. The project's participatory approach has contributed to creating strong bonds and a sense of solidarity in the communities, and has promoted farmers' willingness to learn and to improve their living conditions.
14. Beneficiaries have acquired technical, organizational and managerial skills (e.g. basic accounting and financial management, computer literacy), information on public programmes, and technical knowledge on horticulture, sustainable use of natural resources, and food-processing technologies. Still many beneficiaries had a poor grasp of the profitability situation of their enterprises, which is an important condition for sustainability.
15. Mainstreaming environmental concerns across all project activities was an adequate strategy, taking into account the environmental constraints of the intervention area (scarce water resources, soil degradation and strong deforestation pressure) exacerbated by the effects of climate change. Above all, through agro-ecological trials and planting of seedlings, farmers were introduced to conservation practices that favour the best use of the *caatinga* and value local species, regenerating vegetation.
16. **Sustainability** of the stream of benefits generated by the project will be bolstered by some enabling factors and could be constrained by some risks. Among the former, the associations and the sub-territorial councils created by the project may enable the establishment of partnerships and implementation of projects in the future. In addition, the productive backyards, agro-ecological trials and small livestock-raising show good chances of economic viability although they still require support (financial and technical) for consolidation.
17. Among the main threats to sustainability is the infancy stage of the agricultural produce processing units created by the project, which still depend on public procurement schemes and are often away from reaching the break-even point.
18. From the institutional sustainability perspective, the Government of the State of Bahia has supported the project since the beginning. Recent institutional arrangements (the creation of the Rural Development Secretariat, the reform of the extension system, the establishment of proximity technical services) provide encouraging signals for the sustainability of the project. While many pre-conditions are in place to provide much needed consolidation support to farmers, this is not going to translate automatically into support to the same communities assisted by *Gente de Valor* and for exactly the type of services that are required. Such support would need to be deliberately targeted and linked to an assessment of the consolidation needs.
19. The project **gender** strategy aimed to reduce poverty through the active participation of women in economic organizations and reducing gender inequalities that exist in rural communities of the semi-arid zones. The project incorporated women as direct beneficiaries (48.6 per cent) and was successful in achieving gender balance in the participation of women in the training activities. It encouraged women's participation in productive activities, especially in backyard vegetable farming, fruit and cassava processing and handicrafts. Although there are still some weaknesses in terms of marketing and management of the enterprises, women have access to and control over part of the household income for the first time.
20. The project adapted some investments to women's needs, including the construction of potable water tanks close to their houses and the introduction of

drudgery-reduction technologies (727 eco-efficient stoves and 31 bio-digesters). In addition, investments in some productive activities, such as the construction of irrigation tanks near the productive backyards and the *ouricuri*-processing machine, have also contributed to reduce the heavy workload of women.

21. IFAD and the Government of Bahia have shown dedication and commitment to this project from policy and operational points of view. On the other hand, they have not dedicated sufficient attention to the monitoring, analysis, documentation and systematization of the results and experiences. This could constrain the dissemination of knowledge to other programmes, whether funded by international cooperation or not. In addition, they did not update the consolidation and phase-out plan which was sketched at the design phase and is needed to enhance sustainability.

Key recommendations

22. Below are key recommendations for consideration by IFAD and the Government of the State of Bahia. These recommendations are particularly relevant to the implementation of the new *Pro-semiárido* project, which will assist part of the beneficiary population of *Gente de Valor*, envisaging the consolidation of the economic activities, and to other pro-poor interventions in the semi-arid region. In addition, country-specific or regional grants with a knowledge management component could help implement some of the recommendations.
23. **Prepare a consolidation plan.** The time frame of six years was not sufficient to complete and consolidate the project activities. Benefiting from the presence of a new IFAD-funded project, the Fund and the Government of the State of Bahia should prepare a plan for the consolidation of *Gente de Valor* productive activities.
24. This plan should include an assessment of the needs (e.g. in terms of training, access to financial services). For the processing plants it should include a business case analysis, identifying the requirements for economic profitability and the conditions for reaching a break-even point. This would help focus efforts and resources where there are chances to for processing plants to succeed as profitable enterprises.
25. For projects of this type, a second phase is typically required and, depending on the availability of funding, may be co-financed by IFAD and the state government or by the latter on its own. IFAD can help the state government prepare an analysis of consolidation needs and a support plan.
26. **Enhance institutional connectivity** of IFAD-supported interventions in the State of Bahia. There is a need to: (i) better coordinate with publicly supported social programmes to enhance synergy and reduce duplication; (ii) strengthen collaboration with state service delivery offices, such as Bahiater (for agricultural extension) as well as with programmes funded by other donors (such as the new World Bank-supported *Bahia Produtiva*); and (iii) improve coordination with local governments, such as municipalities.
27. **Systematize innovations and best practices for scaling up.** An in-depth review should be conducted of the innovations and best practices of the project as described in the main report. This may be done by CAR with IFAD's support. Knowledge and learning resulting from these best practices and innovations can contribute to institutional decisions regarding new and ongoing public policies and programmes, not only in the State of Bahia but also at the country level.
28. **Improve monitoring and evaluation (M&E) and reporting systems.** From IFAD's side, an upgrading of the Result and Impact Management System (RIMS) could help improve the flexibility of this system. To help improve the implementation agency's M&E capacity, IFAD could promote exchange visits with other projects where analytical work has been conducted at a satisfactory level.

IFAD Management's response¹

1. Management welcomes the project performance assessment of the Rural Communities Development Project in the Poorest Areas of the State of Bahia (Gente de Valor Project - PGV), Brazil, which provides an in-depth evaluation and useful insights into the many complex nuances of the project context, including a wealth of recommendations regarding its sustainability. The PPA provides a balanced analysis, resulting in important follow-up action points for IFAD and the Latin America and the Caribbean Division (LAC) to take stock and reflect upon. Management is pleased to note that all project performance and impact domains have been rated positively and the overall project achievement has also been rated as satisfactory. Management would also like to underline the very close collaboration between IOE and LAC and the support of the Government of the State of Bahia during the entire process.
2. In general, Management agrees with the main findings and recommendations contained in the PPA report. There are however three observations which Management would like to be considered:
 - i. On efficiency considerations, it is important to underscore that the PGV has done exceptionally well in ensuring the execution of almost all financial resources within the agreed time-frame of the project, which is even more remarkable considering the federative structure of a country such as Brazil, the ambitious project objectives and vast coverage area. Above all, the government showed strong commitment to the project, dedicating co-financing resources far beyond the level that had been committed in the Financing Agreement and provided additional funding to continue project activities for consolidation after project termination. The newly approved Pro-semiarid project in Bahia carries out efforts in its first two years of implementation for consolidating activities of the PGV, contributing to strengthen project sustainability.
 - ii. In the analysis of the productive and market component, it is important to highlight other activities developed by the project that go beyond investment in processing plants, with a clear long-term impact in terms of poverty and malnutrition alleviation. The positive results of, for example, the installation of water infrastructure for production and irrigation, or the agro ecological testing experiments, although mentioned in the report, are overshadowed in the conclusions and recommendations by the emphasis on the processing plants and their sustainability.
 - iii. Regarding the concern raised about the profitability and sustainability of the investments in the larger processing plants, although the consideration is well taken, Management would like to underscore that there is an ongoing state policy (see programme *Vida Melhor*, for example) behind the development of a network of processing plants for family farming products in the State of Bahia which is responsible for providing follow-up support and demonstrates the state's long-term support for such investments.
3. Management is fully committed to carefully reviewing the PPA recommendations and in this regard, this PPA has been finalized at a very relevant time given the ongoing preparation of the next country strategy (RB-COSOP). The six ongoing projects in the Brazil country portfolio could internalize the main recommendations of the report to the extent feasible. The follow up will be implemented keeping in mind national/Government priorities, institutional contexts and constraints, and the issues noted above. This is important to note since PPA responses and subsequent commitments are submitted by IFAD Management but not by the respective

¹ The final Management's response was sent from the Programme Management Department to the Independent Office of Evaluation of IFAD on 22 July 2015.

Governments. Overall, Management believes the PPA could provide strategic feedback to further enhance the performance of LAC operations. In this regard, the recommendations that Management would specifically like to acknowledge, and follow up, are:

- i. Improvement of the M&E and reporting systems. Particularly relevant are the findings concerning M&E, which yielded limited data due to the difficulties in adapting the RIMS system to project indicators. Measures are being adopted to strengthen data and reporting, and in Brazil a new M&E system is being developed while careful attention has been devoted to baseline surveys. Difficulties intrinsic to the RIMS system are being carefully analysed at the institutional level. Work in this regard has been initiated (outside the scope of this evaluation and as a Programme Management Department [PMD] initiative) and PMD will seek to upgrade RIMS to produce more consistent, reliable and timely data on results.
- ii. Systematization of innovations and best practices for their scaling-up. Concerning insufficient attention to documenting and analysing innovations/best practices, IFAD is working to strengthen this area. Nevertheless, in Brazil, a grant on knowledge management is under implementation and has been providing crucial support towards systematization and documentation of experiences and good practices. IFAD supervision missions could work together with the government to enhance the level of analytical material produced by projects.

Mixed cropping (cactus, beans, millet) in the Municipality of Mirante.

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Federative Republic of Brazil

Gente de Valor - Rural Communities Development Project in the Poorest Areas of the State of Bahia

Project Performance Assessment

I. Objectives, methodology and process

1. **Background.** The Independent Office of Evaluation of IFAD (IOE) undertakes two forms of project evaluations: project completion report validations (PCRVs) and project performance assessments (PPAs). PCRVs consist of a desk review of project completion reports and other supporting documents. PPAs involve country visits and are undertaken on a number of selected projects. In this context, IOE selected *Gente de Valor* - Rural Communities Development Project in the Poorest Areas of the State of Bahia (Brazil) for a PPA, in order to strengthen the empirical evidence available for the Brazil Country Programme Evaluation which IOE will conduct in 2015.
2. **Objectives and focus.** The main objectives of PPAs are to: (i) provide an independent assessment of the overall results of projects; and (ii) generate lessons and recommendations for the design and implementation of ongoing and future operations within the country. This PPA focused on selected key issues that emerged during the desk review, including effectiveness, impact, sustainability, innovation and scaling-up, and gender equality.
3. **Methodology.** This PPA follows the IFAD's Evaluation Policy, the IFAD/IOE Evaluation Manual, the Guidelines for PCRV/PPA and the dedicated approach paper.¹ It adopts a set of internationally recognized evaluation criteria (annex IV) and a six-point rating system (annex I, footnote a). Before the mission, IOE undertook a desk review of the available documentation. During the PPA mission's field work, primary data were collected to validate documented information and to allow for an independent assessment of project performance.
4. **Data availability and limitations.** As in other project-level evaluations, there were constraints in data availability and reliability. The most significant of these related to the weakness of the project completion report and project's monitoring and evaluation (M&E) system, which presented very limited evidence on project's effectiveness and impact. The project commissioned a baseline survey in 2009 and a qualitative survey in 2012. The latter provided some information relating to the beneficiaries' appreciation of project's interventions.
5. In order to deal with the paucity of data on project's results and impacts, the present PPAs attempted two strategies. First, it analysed data on selected crop yields and other socio-economic indicators available online through the website of the National Institute of Geography and Statistics (IBGE).² These data are available at the disaggregated territorial level of municipalities. The PPA compared municipalities with and without project. Unfortunately, this comparison was found not to be reliable because project activities would typically involve only two-three communities (less than half of the total) in a given Municipality and their effects may not be adequately captured by the available municipality-level statistics. Moreover, the available data often related to rainfed crops on which the project did not focus (e.g. millet and maize).

¹ <http://www.ifad.org/gbdocs/eb/102/e/EB-2011-102-R-7-Rev-1.pdf>; http://www.ifad.org/evaluation/process_methodology/doc/manual.pdf.

² <http://cod.ibge.gov.br/>.

6. Second, the PPA organized a mini-survey in thirteen communities, collecting qualitative data on people's perception of changes brought about by the project and on their appreciation of the activities, complemented by semi-structured interviews with local shopkeepers and traders (to obtain information on marketing of agricultural produce), project extension staff and local health staff.³ Three types of communities were selected: (i) "focus" communities that had received major productive investments from the project; (ii) "non-focus" communities that had received a smaller amount of investments; (iii) communities without project, for comparison purposes. The PPA also conducted eleven structured interviews with key informants (shopkeepers, agricultural extension officers and members of local associations), in order to validate secondary information (see also annex VIII). While the qualitative mini-survey did not generate data that can be considered statistically representative, it provided a "barometer" of communities' experiences and perceptions and helped collect many factual observations that, together with the PPA's field visit, enriched the analysis.
7. **Process.** The approach paper of the PPA was developed in January-February 2015. The PPA mission to the State of Bahia in Brazil was undertaken from 15 to 27 March 2015 (the mini-survey was undertaken from 19 to 30 March).⁴ After initial meetings in Bahia with the project team and Government agencies of the State of Bahia, the mission visited project areas in the Municipalities of Ribeira do Amparo, Sítio do Quinto, Banzaê, Cansanção, Quijingue, Macururé, Itapicuru in the North-east; and of Manoel Vitorino and Mirante in the South-east region of the State. Follow-up meetings were held upon return to Salvador de Bahia, including a meeting with the country office of IFAD. A wrap-up meeting was held in Salvador de Bahia on 27 March 2015. Comments received during that meeting have been considered in the preparation of this report. The PPA team is grateful to all the partners met in the State of Bahia for their support and insightful interactions.
8. Following the mission, and based on further analysis, IOE prepared a draft report which was submitted to a peer review within the division before being shared with IFAD's Latin America and the Caribbean Division (LAC) and the Government of the State of Bahia and of the Federative Republic of Brazil. Their comments were taken into account when finalizing the report.

II. The project

A. The project context

9. Brazil is the largest country in South America with a land area of approximately 8.54 million km². The country had an estimated population of 202.8 million at mid-point 2014. Brazil's population is predominantly urban with almost 87 per cent of the population living in urban areas as of 2010.⁵ The World Bank classifies Brazil as an upper-middle income country with a per capita Gross National Income (Atlas Method) of US\$11,690 in 2013.⁶
10. The poverty headcount (at national poverty line) in 2012 stood at 9 per cent, down from double digit figure of 21 per cent in 2005.⁷ The rate of extreme poverty (below the national poverty line of 70 BRL/month) in Brazil stood at

³ The community survey was based on group interviews with women and community members and youth from the community and included both open-ended questions as well as standardized question such as beneficiaries' ranking of perceived changes in agricultural productivity, consumption of fruits and vegetables and so on. The survey was based on eliciting consensus from group participants on a given response (e.g. agreeing whether agriculture productivity increase were perceived as medium or high).

⁴ The team comprised of Ms Carmen Lahoz, consultant and Mr Fabrizio Felloni, Lead Evaluation Officer, IOE. Mr Fernando Moretti, national consultant, conducted the qualitative mini-survey, partly overlapping with the main PPA mission.

⁵ IBGE Press Release: <http://saladeimprensa.ibge.gov.br/en/noticias?idnoticia=1766&view=noticia>.

⁶ World Bank Databank: <http://data.worldbank.org/indicator/NY.GNP.PCAP.CD/countries>.

⁷ World Bank Databank: <http://data.worldbank.org/indicator/SI.POV.NAHC/countries?page=1>.

3.6 per cent in 2012 compared to 13.4 per cent in 1990. The prevalence of extreme poverty is higher in rural areas at 9.3 per cent compared to 2.6 per cent in urban areas.⁸

11. In spite of its status as an upper middle income country, there is a high level of income inequality as witnessed by the Gini co-efficient of household income (0.501 in 2011). Although income inequality has reduced in the last 25 years, down from 0.614 in 1990, it remains high and average income in the poorer rural areas is comparable to that of low income countries.
12. **Agriculture** Brazil is the world's largest producer of coffee and sugarcane and second largest producer of soybeans. Some of the most important food crops in Brazil are dry beans, paddy and maize with production estimated at 2.7 million tonnes, 11 million tonnes and 71 million tonnes, respectively, in 2012.⁹ Livestock resources are abundant: it has the second largest number of cattle in the world, behind India.
13. Parallel to larger commercial farming, there is also family farming.¹⁰ Family farmers contribute significantly towards the output of certain agricultural products such as beans (70 per cent), maize (46 per cent), coffee (38 per cent), milk (58 per cent), poultry (50 per cent) and beef (30 per cent). Family farms occupy 80 million hectares of land, 24 per cent of total farm-land in the country. Family farms produce 70 per cent of all food products consumed by the Brazilians.¹¹
14. It is important to note the differences in agro-ecological areas in such a vast country as Brazil. In particular, it is important to recognize the challenges posed by the semi-arid conditions in the North East, characterized by a short rainy season and annual rainfalls in the range of 500-800 millimetres. This semi-arid area is commonly known as *Sertão* and its vegetation as *caatinga* ("white forest" in the Tupi indigenous language), characterized by stunted, sparse, and often thorny vegetation of the dry interior, with cacti, thick-stemmed plants, thorny brush, and arid-adapted grasses. However, several species of the caatinga biome have not only human subsistence but also commercial value, either as medicinal plants, food ingredient or livestock feed.¹²
15. **State of Bahia.** Bahia is the largest state in the North-east macro region. With an area of 567,295 km², it covers about 7 per cent of the nation's territory and 36 per cent of the North-east. In mid-2012, Bahia population was estimated at 14,175,341 of which 28 per cent rural and with low population density (25 persons/km² on average, Instituto Brasileiro de Geografia e Estatística). Approximately 69 per cent of this territory is in the *Sertão*.
16. Bahia is the largest economy in the North-east: its GDP ranks sixth nationally. However, its Human Development Index is one of the lowest in Brazil, ranking 22nd out of 26. Research published by the Bahia Office of Economic and Social Studies indicates that in 2001, roughly 50 per cent of the state's population was living in poverty, and 29 per cent in extreme poverty. By

⁸ UNDP MDG Country Report, Brazil 2014:

http://www.undp.org/content/dam/undp/library/MDG/english/MDG%20Country%20Reports/Brazil/140523_relatorioidm.pdf.

⁹ FAOSTAT: <http://faostat.fao.org/DesktopDefault.aspx?PageID=339&lang=en&country=21>.

¹⁰ According to Inter-American Institute for Cooperation on Agriculture, family farmer was defined and distinguished from a farmer who uses hired labour based on the social relations of production, i.e. the type of labour used on the farm rather than its size or the income that it generated. Thus, family farms were defined as those that used more family members than wage-earning or hired workers - "more family labour units than hired labour units. The upper limit for the classification is set at 15 times of *módulo fiscal* - the minimum amount of land needed to maintain a family by means of family farming.

¹¹ Scaling up Local Development Initiatives : Brazil's Foo' Acquisition Programme:

http://www.fao.org/fsnforum/sites/default/files/resources/Nehring_McKay_2013_PAA.pdf

¹² See for example, Leal, I.R., M.Tabarelli, JM Cardoso da Silva eds (2005) *Ecologia e Conservação da Caatinga*, Ed Universitária da UFPE, Pernambuco, Brazil.

2010, these percentages had dropped sharply (2010 Population Census), with the total poor population in Bahia falling to 29.1 per cent of overall population and the extremely poor to 16.1 per cent.

17. The Government of Bahia is fully supportive of family farming. In 2009 it created a new Secretariat of State to support family farming, as distinct from commercial farming, as well as to support the agrarian reform (*Secretaria de Desenvolvimento e Integração Regional*). In early 2015 it was dissolved and a new *Secretaria de Desenvolvimento Rural* was established.
18. Other state interventions include the Multiannual Plan 2012/2015 and the strategy *Vida Melhor* (2011) which, with a foreseen budget of US\$381 million for technical services and US\$825 million for credit, aims at developing low-income sub-sectors of the economy including rural and urban areas. More recently the *Secretaria de Desenvolvimento Rural* has taken a series of decisions finalized at reorganizing the state extension service and strengthening local support services for farmers.

B. Project design and implementation overview

19. **Project description.** The Executive Board of IFAD approved a loan under the original title of "Rural Communities Development Project in the Poorest Areas of the State of Bahia" in April 2006. This has been the second project financed by IFAD in the State of Bahia after PROGAVIAO (*Projeto de Desenvolvimento Comunitário da Bacia do Rio Gavião*) which had closed in 2006.
20. In Brazil, it is a common practice to dub projects with a short title reflecting its purpose, core values or dedicated to a person who inspired the main initiatives. Accordingly, in 2007 the project was dubbed "Terra de Valor", and since 2008 "Gente de Valor", a title through which is now commonly known in the State of Bahia and which will be used in this report. The project had a total foreseen cost of US\$60.5 million to be financed by an IFAD loan of US\$30m and a loan-component grant of US\$0.5 million, Government counterpart funding for US\$29.4 million (this was later increased to US\$55.9 million), and beneficiaries' contributions for US\$0.6 million. The loan became effective in December 2006, was completed in December 2012 and closed in September 2013. The project was implemented by a public agency of the State of Bahia: the *Companhia de Desenvolvimento e Ação Regional* (CAR) originally under the responsibility of *Secretaria do Planejamento*, then from 2008 under the *Secretaria de Desenvolvimento e Integração Regional (SEDIR)* and, since 2015, under the *Secretaria de Desenvolvimento Rural (SDR)*.
21. The project's development goal was to significantly reduce poverty and extreme poverty levels of semi-arid communities of the State of Bahia. Specific objectives were: (a) empowerment of rural poor and their grass-root organizations by improving their capacities to participate in local, micro-regional and municipal social and economic development processes; and (b) improving the target population's income generating capacities, transforming subsistence economic activities into profitable agricultural and non-agricultural rural business with sustainable use of the environment and natural resources of the semi-arid zone.
22. At design, the project area comprised 21 municipalities in the northeast sub-region and eight municipalities in the southwest sub-region of the semi-arid zone of the State of Bahia (they were later extended to 34 municipalities). The project direct beneficiaries were estimated at 35,000 men, women and youth from ages 14 to 65, involved in agricultural and rural micro-enterprise production, landless farmers and agricultural wage laborers. Project *indirect* beneficiaries were all those benefiting from community and territorial social, productive and environmental investments and works and were estimated at about 55,000 persons. These estimates were based on data

available on poverty prevalence and on assumptions, reportedly drawn from the experience in PROGAVIAO.¹³

23. At project completion, there have been several estimates of the total outreach and it can be stated that the project reached a number of beneficiaries that was equal or slightly higher than foreseen at design.¹⁴ The completion report elaborated by an IFAD consultant estimated the total number of beneficiaries at 36,471.¹⁵ The above suggests that the target of 35 000 direct beneficiaries has been achieved or the project has come very close to that. Data from level one of the Result and Impact Management System (RIMS)¹⁶ report a number of 51,310 beneficiaries which might be caused by double or triple counting (e.g. adding up the number persons trained in social development and organization, in productive activities and in management of water resources).
24. The project included three components which are examined further below:
 - a. Human and Social Capital Development (US\$16.8 million, 29 per cent of baseline costs, 19 per cent after cost increases), mainly aimed at strengthening beneficiaries' social and economic organizations.
 - b. Productive and Market Development (US\$37.90 million, 64 per cent of baseline costs, 76 per cent after cost increases), to ensure access for beneficiaries' economic organizations to rural technical support services to implement agricultural, livestock, forestry, processing and handicraft initiatives in a demand-led, participatory and market oriented operative schemes.
 - c. Programme Management (US\$3.76 million, 7 per cent of baseline costs, 5 per cent after cost increases), including inter alia, M&E and gender mainstreaming activities.

Component 1. Human and social capital development.

25. The objective of this component was to empower the rural poor and their grass-root organizations. The strategy to achieve this objective included: (i) strengthening beneficiaries' social and economic organizations; (ii) use of a participatory diagnostic, planning and implementation methodologies; (iii) articulation of organizations with local and state governments; and (iv) comprehensive and systematic training programmes for project beneficiaries, service providers and local/state public sector institutions' staff.
26. The component included a *Social and Cultural Investment Fund* to provide financial support for social development and cultural initiatives of local organizations. The Fund had two aims: (i) financing social infrastructure investments such as water storage and water systems for family use, repairs and maintenance of school and sanitary posts and latrines; (ii) recovering the cultural heritage of the semi-arid region and strengthening the self-esteem of rural inhabitants, particularly young men and women.
27. It is not easy to make a clear-cut comparison between expected and actual deliveries, simply because the project targets at design were often not expressed in the same indicators as during implementation (see the design-

¹³ The design used available information on the population of the target municipality and poverty prevalence. After calculating the estimated number of poor, it assumed that 16 per cent of these would be the direct beneficiaries and 25 per cent the indirect beneficiaries. Reportedly, these percentages were drawn from the experience of PROGAVIAO and included assumptions on the population age structure as well as on the proportion of persons that may not be interested in participating in project activities.

¹⁴ Relatório de finalização do projeto Gente de Valor (Dezembro 2013).

¹⁵ The final report elaborated by the project implementation team (CAR) mentions 32,487 persons trained in social development and organization, 15 565 trained in productive activities and 7 775 trained in management of water resources. Observations made by the PPA team during field visits suggest that is likely that the latter two figures are also part of the former (i.e. all beneficiaries received training in social development and organization and some also in productive activities and water resources).

¹⁶ A standard template and process for reporting on salient project data which has been established by IFAD in 2004 and that projects have to follow. It is articulated in three levels: (i) output; (ii) outcomes; (iii) impacts.

stage expectations on targets in annex VI tables 2 and 3). In part, this was due to the *demand-driven* nature of the project. While a menu of eligible activities had been established, it was ultimately up to the grassroots association to decide which services would be required. In part, this was also due to weaknesses in project M&E and reporting systems.

28. The final report issued by the implementing agency (CAR) quotes, *inter alia*, the following outputs which can give an idea of the actual work done in the field: 111 associations trained in elaboration of project proposals and budget preparation, 104 sub-territorial development councils established, 100 meetings for women (4,100 participants), 282 community committees for development established,¹⁷ 7,651 water tanks for human consumption installed, 290 computer and PowerPoint projector equipment and documentation boxes distributed. While direct correspondence cannot be made with most design targets, it can be said that the order of magnitude of training programmes and of basic services (such as access to water) delivered are in the range (or higher) of the design targets.

Component 2. Productive and market development

29. The objective of this component was to help transform subsistence economic activities into profitable agricultural and non-agricultural rural business. The Component aimed to ensure beneficiaries' economic organizations a systematic access to rural technical support services to implement agricultural, livestock, forestry, processing and handicraft initiatives in a demand-led, participatory and market-oriented scheme. This translated into three lines of work: (i) market development services; (ii) technical assistance; and (iii) support services for young men and women with entrepreneurial capacities.
30. As already noted, there is no direct correspondence between design target and outputs, since many activities in the field had to be redesigned, following a thorough consultation with the community and sub-territory associations of beneficiaries. Again, to offer some "visualization" of the type of works conducted, the following data, excerpted from the project's team final report can be offered: 4,893 productive backyards (quintais produtivos), 6,245 water tanks of 5 m³ and 42 of 50 m³ for irrigation, 93 equipment for fodder processing, 32 biogas plants, 779 improved stoves and many others. Also, larger plants for processing of agricultural products were built: in particular three for cassava, seven for honey, three for umbu and four for ouricuri.
31. It is to be noted that, after the 2011 mid-term review conducted by IFAD, the project concentrated investment on processing plants in about a third of the project sub-territories ("focus territories") where demand for such outfits had been made. In terms of proportion of investments, the largest share went to cassava processing (31 per cent), followed by honey (26 per cent), umbu (23 per cent), small livestock (10 per cent), ouricuri (7 per cent), horticulture (2 per cent) and cashew nut growing (1 per cent).

Component 3. Programme Management Unit

32. This component comprises of three subcomponents:
 - a. *Monitoring and evaluation (US\$0.8 m)*. The Monitoring and Evaluation Unit would provide the Project Management Unit (PMU) with regular information on the implementation and impact of the project.¹⁸

¹⁷ These are village-level committees selected by beneficiaries and representing them. They are established by the project in order to allow for representation of beneficiaries and to formulate demands for local initiatives. Representatives of these committees in turn sit in sub-territorial development councils. Committees and councils (particularly the latter) are in charge of formulating proposals for local development plans.

¹⁸ At design, there was an expectation that the project would receive support on monitoring and evaluation from a regional grant-funded Programme for Strengthening the Regional Capacity for Evaluation of Rural Poverty-Alleviation Projects in Latin America and the Caribbean. The PPA did not find evidence of significant support from this grant.

- b. *Gender strategic activities (US\$1.26 million)*. These would focus on three major thrusts: (i) women equitable access to the project economic activities; (ii) implementing actions aimed at reducing the training gap between rural men and women; and (iii) supporting full participation of rural women in economic organizations.
- c. *Project management (US\$1.70 million)*. The administrative section of the PMU would support the Project Director with all accounting and administrative matters and would keep accounting records of IFAD loan and the Government of Bahia counterpart expenses.

Key points

The project had two main objectives: (i) empowerment of rural poor and their grass-root organizations by improving their capacities to participate in local, micro-regional and municipal social and economic development processes; and (ii) improving the target population's income generating capacities, transforming subsistence economic activities into profitable agricultural and non-agricultural rural business with sustainable use of the environment.

These were to be achieved by implementing three components: (i) human and social capital development (participatory diagnostic, planning and implementation methodologies, articulation of grassroots organizations with local and state governments; and comprehensive and systematic training programmes); (ii) productive and market development (market development services, technical assistance and support services for young men and women with entrepreneurial capacity); (iii) programme management.

III. Review of findings

A. Project performance

Relevance

- 33. In broad terms, the objectives of the project are consistent with the strategies of the Government of the State of Bahia, as well as with IFAD's country strategy. Apart from the geographic focus on the semi-arid zones in the Northeast of Brazil and on family farming, the targeting to very poor communities, the focus on strengthening their capacities, combined with technology packages to enhance agricultural productivity, are important approaches agreed by the two main partners.
- 34. *Gente de Valor* is a part of three generations of projects in the State of Bahia that shared a few common traits while focusing on different areas. Chronologically, *Gente de Valor* followed PROGAVIAO and was followed by the Rural Sustainable Development Project in the Semi-arid Region of Bahia (*Pró-semiárido*), approved by IFAD's Executive Board in 2013.
- 35. IOE evaluated PROGAVIAO in 2003. This evaluation elaborated a long list of recommendations (see table 1 in annex VI-Supporting tables), mostly geared to the two-year completion phase of that project. However, two were relevant for new projects (including *Gente de Valor*): the recommendation to engage more the existing grassroots organizations in project implementation and the one on involving local (municipal) government in the project design. As explained in this section, the first was followed, while the second was considered not applicable.
- 36. **An effort towards an objective targeting approach.** According to the design, the project areas would include the poorest 29 municipalities in the State of Bahia within two sub-regions: the North-east and the South-east, based on the available human development indicators disaggregated at the

municipal level.¹⁹ Within the selected municipalities, the project would select individual communities.

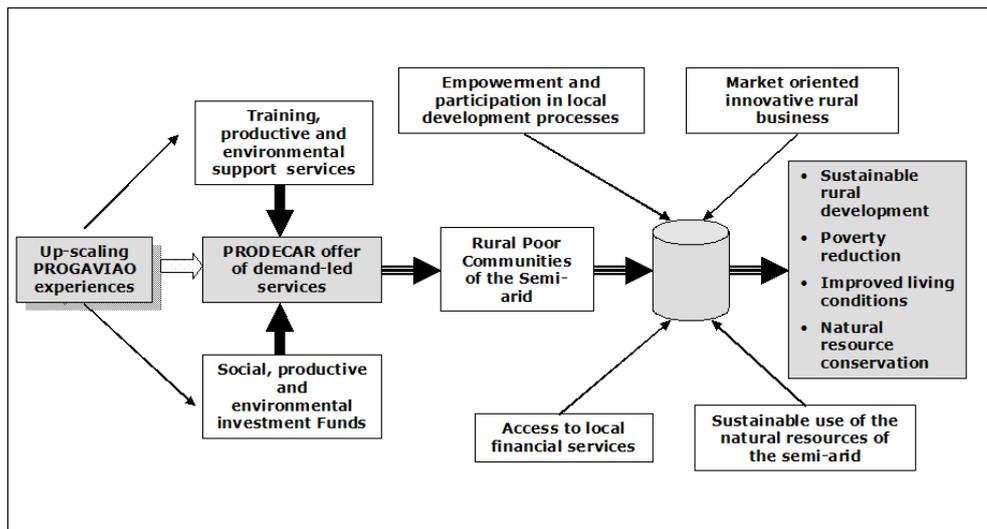
37. The choice of individual communities was made taking into account: (i) basic needs assessment (this was guided by a community-level questionnaire developed by the project); (ii) strength of local associations and their independence from political parties; (iii) other practical considerations dictated by the area geography and ecology. Emphasis was put on being as objective as possible in the choice of the communities to be served and avoiding political interferences. For this reason, it was decided that the *Prefeituras* (municipal governments) would be informed about project activities but not involved in their planning and implementation.
38. The communities were then aggregated (for the purpose of project activities) into "sub-territories" (these are project organizational unit, not state administrative units) so as to achieve a minimum critical mass. Project sub-territories typically comprised two-four communities with similar characteristics and represented the operational level at which activities would be planned.
39. The project design also raised special attention for women: the project mandated that at least 30 per cent of beneficiaries should be women (later raised to 50 per cent). Other categories considered in the project design were quilombolos,²⁰ indigenous people and, to some extent, the youth.
40. **The project's "theory of change" addressed social and economic constraints to development in a participatory manner.** The envisaged sequence of project actions (see graph 1) aimed at: (i) mobilizing the interest of and strengthening grassroots organizations; (ii) improving basic infrastructure; (iii) providing technical support services to production, both agricultural and non-agricultural;²¹ (iv) supporting the marketing of products. This was well justified and it allowed the project to be socially acceptable according to local tradition and customs. In many communities the project was seen as a "maieutic" intervention, helping to articulate and adding value to local ingenuity and creativity. Moreover, without working on basic infrastructure (access to water), it would not have been possible to initiate the majority of productive activities.
41. This was done in a participatory manner, with careful consultation of community members. During the PPA field visits, some community members raised concern about the high number of meetings held before preparing development plans. The whole preparatory activities consumed the first two – three years of project implementation. Similarly, while many community-level bodies were established, in fact only the sub-territorial committees (aggregating the individual community-level committees) were centres of decision taking. The implementing agency (CAR) is now of the opinion that the preparatory and planning phase can be simplified and shortened, thanks to the experience gained.

¹⁹ The South-east sub-region was made of a cluster of municipalities with the lowest human development indicators in the State of Bahia and was adjacent to the area where the previous PROGAVIAO project had been implemented. The North-east sub-region corresponded to another group of municipalities with very low human development indicators ranking.

²⁰ Marginalized communities of African descent that are descendants of slaves that escaped from farms.

²¹ The design had pre-identified some productive clusters: goat and tropical sheep (meat and milk), cassava, cashew nut trees, vegetables and fruits, sisal, bee-keeping and traditional handicrafts.

Graph 1
A general project concept schematic presentation



Source: Design report (2006).

Note: PRODECAR was the acronym of "Gente de Valor" at the design stage.

42. **The design was very well adapted to the challenging agro-ecological environment of the area.** Scarcity of water, both for human consumption and for agriculture, is a structural characteristic of the semi-arid region of the Brazilian North-east. Accordingly, the project placed special emphasis (as it had done its predecessor PROGAVIAO) on the provision of water tanks (both for human consumption and for horticultural production), as well as on building water reservoirs for livestock consumption. Techniques, developed by the public agricultural research and extension services, were promoted that would enhance soil moisture retention, restoration of soil nutrients and erosion control (e.g. the cactus/leguminous/millet mixed cropping). Simple water saving technology was developed for vegetable gardens; more efficient small ruminants' stock management techniques were promoted.
43. The project was also imaginative in fostering the sustainable use of typical products of the Brazilian Sertão, such as the umbu and ouricuri by both encouraging harvesting techniques that do not harm the trees and supporting, as in the case of ouricuri, simple technology that saves labour and generates multiple products with economic value.²²
44. **A reorientation of focus in 2011.** After the 2011 mid-term review conducted by IFAD, the project concentrated investment on processing plants for agricultural produce in about 30 per cent of the project sub-territories ("focus territories") where the communities had demanded such outfits. While it makes sense to concentrate productive investments in areas of higher potential, the implementation of the above directive raised two issues: (i) economic viability, as in many instances the project did not sufficiently support the preparation of business plan and the conduct of profitability analysis, often assuming that the public procurement system would buy the production; and (ii) equity, as the project moved rapidly out of "non-focus" sub-territories communities after activities had just started, even when these communities had come up with meaningful, albeit more modest, investment plans.

²² Umbu (*Spondias tuberosa*), also known as Brazil plum is the name of a tree and fruit that is native to North-east Brazil. Fruits are edible, rich in L-ascorbic acid and have several uses in traditional recipes. Compote, jam, sweets and fruit juices can be made from fruits as well. Ouricuri (*Syagrus coronata*) is the common name of a tree and fruit that is also native to North-east Brazil and a typical feature of the vegetation of the Sertão. This fruit is mainly valued for its oil content, used for saponification and for beauty products, although the mucilaginous cover and the shell can be used as animal feed and fuel, respectively. Traditionally the crushing of the hard shell of the fruit was done by hand using two stones which was both time consuming and causing strain to muscles and joints.

45. **Limited interactions with local (municipal) governments and other public programmes.** The evaluation of PROGAVIAO had recommended more interactions with the territorial administration. However, the implementation agency (CAR) opined that there was a risk that municipalities could be too heavily politicized and may cause a drift in the project activities: reportedly, interactions with the municipalities had been uneasy under PROGAVIAO. However, as argued in this report, limited involvement of the local (municipal) administration may constrain sustainability in the longer term.
46. **Short time frame of the project implementation.** The envisaged six-year implementation plan proved to be insufficient to complete all the activities. Most investments in processing of agricultural products were completed between 2014 and 2015 (after the loan had been closed) and with funding from the Government. The territory to be covered was vast (29 municipalities, later extended to 34); the initial contacts with communities, mobilization and participatory planning took two to three years which left limited time to develop productive activities. In addition, as communities gained confidence and knowledge, the degree of needs expressed evolved from basic ones (e.g. potable water, some vegetable production to bolster household food security) to more sophisticated production and technology (e.g. modern processing plants, desalinization equipment, tanks for fish farming).
47. Several project staff members reckon that a ten-twelve year period would be required to accompany the beneficiaries and prepare viable business plans. The PPA agrees that this would be a more realistic time span. Given that typical IFAD-project implementation time line is six-eight years, this would mean that two project phases would have to be coordinated, whereby the second phase could include a consolidation plan for activities developed during the first phase and, in addition, could start activities in new areas.
48. Some of the above elements were captured in the design of Gente de Valor (which sketched a plan to phase out activities, albeit with optimistic assumptions) as well as in the design of the successor project, *Pró-semiárido*, which foresees some support for the "focus" sub-territories of Gente de Valor during its first two years of implementation. However, a full assessment of the viability plan in "focus" as well as in "non-focus" territories has not been made so far and it is still to be determined whether the two-year extended support through *Pró-semiárido* will provide the type of consolidation required.
49. Overall the relevance of the project deserves to be considered as satisfactory (5). It had a number of very important merits, such as the systematic targeting of very poor communities in the most disadvantaged municipalities of the State of Bahia, a well justified mix of human and economic development dimensions in the design, a technical specification that was very well adapted to the agro-ecological conditions of the caatinga. It also had some limitations such as the ambitious targets within a relatively short time frame and the limited articulation with municipal governments. The rating weighs all these aspects.

Effectiveness

50. Project effectiveness is assessed by examining to what extent the intended project objectives and outcomes were achieved. In this case, it is challenging to measure the results achieved, as the available implementation documents mainly provide activities outputs and not outcomes indicators. Moreover, even for outputs, target at design and implementation do not correspond. The project adopted a bottom-up demand-driven approach where the beneficiaries elaborated development plans and prioritized the actions to be implemented; therefore it was difficult to establish precise target indicators (ex-ante). Given

the slow and complex nature of this process, the activities to be implemented by the Project were only identified two-three years after its start-up.²³

51. The approach taken here is that of: (i) trying to establish some connection between the number of project realizations and the expected (ex-ante) magnitude of the same (as a general reference the design-stage expectations are presented in annex VI tables 2 and 3); (ii) providing insights on their contribution to the general objectives of the project, looking at qualitative aspects: for example whether training useful, were people learning and applying their contents?
52. The intended outreach of “direct beneficiaries” of Gente de Valor (35,000 rural poor and extremely poor people) was achieved by covering 12,397 families, which amounted to 36,471 persons (17,738 women and 18,733 men) in 34 municipalities, 5 municipalities more than planned.²⁴ The documentation cites also 55.000 “indirect” beneficiaries although the PPA could not find clear supporting evidence for this. This section is organized by the two main project objectives/macro-components: (i) Human and Social Capital Development; and (ii) Productive and Market Development.

A. Social and human capital development objective/component

53. The final use of funds was only 80 per cent of the planned figure, since, during the last years of project implementation, higher priority was given to the Productive and Market Development Component. This change in the allocation of funds responded to a recommendation of the 2011 Mid-term Review, which considered it important to focus on productive and income generating activities, as they started later than expected.
54. The organizational capacity of the population has been substantially strengthened and communities have been empowered thanks to the participatory approach of the project, involving beneficiaries in all the steps of decision-making process. Targeting the poorest communities and promoting community participation were, although relevant and innovative, very time consuming processes (2007-2010), leaving only two years for the implementation of productive activities.
55. The project helped establish 282 Community Development Committees, 104 Sub-territorial Development Councils and 111 Associations (approximately one per council). Each Sub-territorial Development Council formulated its strategic development plan and prioritized project activities and beneficiaries. Municipal authorities were not involved in the preparation of these development plans, which were also not articulated with those elaborated by the municipalities (when the latter existed). After 2011 Mid-term Review project activities concentrated on 29 “focus” sub-territories with the highest potential for implementing productive and income generating activities.
56. A young man or woman from the community was trained to act as a development agent to promote the strengthening of local organizations and support the implementation of project activities. Their role has been very valuable for building confidence and promoting community participation. However, the project lacked a clear strategy for involving young people in project activities, despite the provision to include 15 per cent of young people in all project interventions.

According to project staff, 30 per cent of sub-territorial councils are still fully operational and some are active in searching for alternative sources of funding for the consolidation of productive investments, 50 per cent are operational but need to be strengthened and 20 per cent are not operational. The first

²³ This being said, results are assessed using the revised Logical Framework (per 2011 Mid-term Review) although it presents some limitations as the target indicators incorporated were already achieved or likely to be met.

²⁴ Note that the estimate provided in the completion report prepared by CAR was lower: 32,487 persons.

30 per cent corresponds to the 29 “focus” sub-territories, which received more support in terms of training and investment from the Project. According to the project management team, the main elements contributing to the consolidation of these groups were: high participation of women in leadership positions, the previous existence of an association, the economic potential of the area, and the presence of a dynamic development agent (see also the discussion under the Sustainability section). Associations are still not legally regularized due to the long and complex process required. This fact has limited their access to financial services (especially credit for working capital) and the formal market.

57. As regards training activities, 55,827 persons participated in courses on Social Development and Organization, Productive Inclusion and Water resources (many of them participated in more than one course) and all the associations received training in Project Design and Fundraising. This provided the beneficiaries with the resources to participate in the decision-making process on social and productive investments and develop planning strategies.
58. As regards the initiatives for professional training, they were addressed to the farmers on agricultural production (4,771 persons – 2,576 women and 2,195 men – were trained,) and natural resource management (1,794 persons – 1,014 women and 780 men– were trained). Furthermore, 6,233 (2,934 men, 3,299 women) persons received professional training. On the other hand, the grass-root organizations benefitted from technical advice by partner entities, which guaranteed the presence of Technical Advisors in the field.
59. Access to safe water was identified as the first priority for the majority of the councils and investing in water tanks was also the project strategy to build trust and involve the community in project activities. As a result, a substantial part of the Fund (BRL 14.8 million that represents approximately US\$6.2 million) was invested in water resources for family use: 7,651 tanks for human supply were built and 8 water supply systems were set or expanded. Partnerships with public programmes and policies for improving the access to social services (water, electricity, etc.) were limited, partly due to the lack of involvement of local authorities in the project.
60. The Fund also financed the organization of meetings and exchanges²⁵ and the provision of reading and audio-visual materials (94 kits containing small collections of books, booklets and DVDs), 84 kits of audio-visual equipment, and 89 computer equipment. Computer and audio-visual kits helped expose beneficiaries to modern skills and to increase accountability and transparency of Project financial resources as this equipment enabled the dissemination and discussion of the accounting of project activities among the beneficiaries. Instead, reading kits did not have the expected result as they were either not used or partially used only by schoolteachers.

B. Productive and market development objective/component

61. Under this objective, the project supported the target population’s income generating capacities, in order to transform subsistence activities into profitable agricultural and non-agricultural rural business with proper care of the environment. The majority of these activities have not been consolidated mainly due to the late start of this component (end of 2011/2012). The PPA identified some weaknesses and gaps in terms of financial management and marketing. The component implemented three lines of actions: transformation of production systems, processing and access to markets, and environmental conservation and management.

²⁵ Nine Municipal Meetings on Culture (255 participants), nine Meetings for the self-determination of black people (270 participants) and five exchange experiences among quilombola communities (726 participants).

62. **Transformation of production systems.** This block of actions represented a significant part of the Project and involved: (i) the agro ecological testing,²⁶ experimentation activities of production practices and environmental conservation consistent with the local ecosystem; (ii) material support and technical assistance for 4,893 productive backyards, aimed at the production of vegetables, fruits and herbs;²⁷ (iii) water infrastructure for production (the construction of 6,245 tanks of 5,000 litres -2 per productive backyard-and 42 tanks of 50,000 litres and the construction or rehabilitation of 15 dams); (iv) water reservoirs for animal consumption;²⁸ (v) the provision of equipment which helped farmers to reinforce the livestock breeding systems by reducing the cost of producing silage.²⁹ Non-farming activities were also promoted by building and providing equipment to five handicraft units.
63. Although there are not available data on the nutritional improvements of the communities or the income generated through these activities, there is clear evidence of the positive results achieved. Communities diversified their diet not only by increasing the consumption of vegetables and fruits but also by including protein-rich products purchased with the income generated by selling the surpluses. Women were actively involved in these activities, which have contributed to their empowerment. It is to be noted that backyards gardens, which had an initial aim of guaranteeing food security, have shown also income-generating potential.³⁰
64. **Processing and access to market.** This block of actions included: (i) construction and equipment of three umbu, four ouricuri, three cassava and seven honey processing units, (ii) installation of two desalination units and aquaculture tanks in the umbu processing units, (iii) establishment of five community handicraft units, (iv) provision of 22 fruit processing kits and 31 handicraft kits, (v) construction of 103 ouricuri drying yards, (vi) training on enterprise development and business management, and (vii) promotion of the participation of farmers in agricultural fairs (105 fair kits distributed) and focused on accessing the markets surrounding the farming communities. It is to be noted that the number of processing units (21 including handicrafts) is less than expected (31 in the revised logical framework). The same applies to the number of people trained (315 trained against 775 expected).
65. The construction of processing units started very late (2012/2013) and therefore some units have just become operational. Although they were built following government standards and patterns, some of them are currently used well below plant capacity. None of them has already finalized the process of obtaining the required sanitary certificates and formal permits to access the formal market. For the time being, they are selling their products to the public procurement system for government-funded social programmes (Programa Nacional de Alimentação Escolar and Programa de Aquisição de Alimentos) and through partnerships with local cooperatives.
66. During the PPA mission, it emerged clearly that a demand for processing plants had originated from the members of the communities served by the project. However, these members were often not entirely aware of the complexity of properly running these units and the support received from the project was not

²⁶ 61 agro trials of two types -cultivation of cassava and forage production- were carried out, an initiative which helped farmers to learn and exchange experiences.

²⁷ Productive backyards allowed farmers to improve their food basket and to market the surplus. Besides, nurseries to produce seedlings were set up.

²⁸ 10 bebedouros and 94 barreiros trinchera

²⁹ As regards the production coming from animals, the project provided 31 beekeeping kits and 93 motoforrageiras. 19 rural aviaries were set as well.

³⁰ In a minority of the productive backyards visited by the PPA, quality of works had been poor, due presumably to the lack of sufficient time to implement these activities. For instance, a soil study before building the water tanks could have prevented cracks in the tanks in some areas and a demonstration of the water saving irrigation system of the backyards could have maximized its benefits.

sufficient from the perspective of managing a business enterprise. Most groups engaged in processing units have not yet acquired the required managerial skills to manage them in a cost-effective manner. Lack of access to financial resources (particularly credit for working capital) by the associations is one of the main constraints that these units are facing.

67. **Environmental conservation and management.** The project established a non-reimbursable fund for environmental conservation and management which helped introduce knowledge and practices aimed at the conservation of water, soil and forests. These are vital to the sustainability of the local ecosystem and the resilience of family production establishments.³¹ An IFAD grant in the amount of US\$0.5 million was used to promote clean energies: construction of 727 eco-efficient stoves, 31 bio-digesters³² using animal manure for the production of gas for domestic use, and effluent treatment systems for cassava transformation units. Field observations suggest that these were completed, found useful by the beneficiaries and used regularly.
68. The demand-driven nature of the project (activities and targets for outputs decided *in itinere* by the beneficiaries) and some weaknesses in the reporting system made it challenging to lay out a set of indicators *ex ante* that could be consistently monitored. Overall, the social and human capital development objective can be considered as achieved: services, training and infrastructures delivered were in the range of magnitude foreseen, were found useful and were used. However, it can be argued that the project was too fast in moving out of the “non-focus” communities after the 2011 mid-term review. As for the productive and market development objective (which was assigned the largest amount of resources), many of the activities, services and physical constructions have been delivered very recently, well after IFAD loan closure and some of them can be considered as still fledgling initiatives (such as agricultural project processing) with viability and results still to be proven. Overall effectiveness is rated as moderately satisfactory (4).

Efficiency

69. Efficiency is a measure of how economically resources and inputs (funds, time, etc.) are converted into results. It is to be noted that the economic internal rate of return was not estimated at the project design stage. There are two reasons for this: first, it was challenging to identify with precision, *ex ante*, the activities that would be requested in the context of a demand-driven project. Second, many project activities had to do with non-monetary benefits (health, knowledge, local associations and networks) which would have been difficult to quantify. The other important constraint is that project reports lack estimates of unit costs of interventions. For these reasons, there is no reference for the PPA to re-estimate the economic internal rate of return *ex post*. Other efficiency aspects discussed below are: (i) programme implementation timelines and (ii) productive activities.
70. **Efficiency of programme implementation.** This refers to the time for the loan to become effective, time overrun, overall project costs and the project disbursement performance, under the assumption that these are likely to cause delays (or reduction) in benefits and cost increases. The loan provided to the State of Bahia became effective eight months after the approval and five months after the signing of the loan agreement, which is less than IFAD average (12.1 months after the approval and 7.7 months after the signing) and the implementation period was left practically unchanged. However, at the loan closing time, the full range of investments was not completed and

³¹ 2012 RIMS indicates that at the end of 2011, 1,704 people (949 women and 754 men) had been trained in natural resource management, 3,305 on infrastructure management (1,398 women and 1,907 men), 28 groups had been trained or reinforced on infrastructure management and 24 environmental planning ordinance had been formulated.

³² The construction of bio-digesters, although in a very small number, has been used to introduce this technology. In fact, some neighbors have already shown interest in building their own bio-digester.

implementation had to continue until mid-2015 with government funding. Part of this was due to the time required to prepare local development s and part due to the more complex and sophisticated investment requests (e.g. processing plants) that the beneficiaries had come up with, compared to design expectations. Actual project costs were higher than foreseen (table 1) but more municipalities were covered and some of the investments were not planned at design so this is not to be considered as detrimental factor for efficiency.

71. The final management costs represented 4.6 per cent of total costs, which was lower than the anticipated 6.5 per cent. However, this is not likely to reflect the "true" costs of managing the project. The PPA's review of accounting data suggests that many management costs items have been imputed to project investment components.
72. The overall disbursement rate of IFAD allocated to loan (US\$30 million) and grant (US\$0.5 million) was 96.4 per cent. Table 1 shows the planned and actual costs by component.

Table 1
Planned and current project costs

<i>Components</i>	<i>Project document (estimate)</i>		<i>Real expenditures (as at 31/12/2013)</i>	
	<i>US\$ million</i>	<i>%</i>	<i>US\$ million</i>	<i>%</i>
Social and human capital	16.81	29.21	16.67	19.29
Productive and market	36.99	64.27	65.74	76.07
Management	3.75	6.52	4.01	4.64
TOTAL	57.55*	100.00	86.42	100.00

* This figure does not include physical (US\$1 million) and price (US\$1.8 million) contingencies.

73. **Efficiency of productive activities.** While there are no data to conduct a cost-benefit analysis of many productive activities (e.g. there is no ground to quantify the benefits of the construction of water tanks for consumption), there is an indication that some activities such as the productive backyards and small ruminants raising in "fundo de pasto"³³ may have favourable benefit-cost ratios.³⁴ In fact while costs for developing a productive backyard range over BRL 2,800–3,400 (US\$920–1,110), annual net profits have been estimated by this PPA in a range of BRL 1,500–3,000 (US\$490–981),³⁵ thus the cumulative net benefits in two-three years of operations would equal or slightly exceed costs. As for small ruminants raising, costs of introducing improved raising practices for a herd of 30 heads is estimated at BRL 2,094 (US\$687) per household on average, while annual net profits have been increased from BRL 3,000 to BRL 10,000 (from US\$981 to US\$3,267),³⁶ meaning that within a year of operations, costs could be recovered and exceeded.
74. On the other hand, the project invested the largest part of it resources in the past three years in a number of processing plants. Also in this case, no data are available on their profitability also because many of them have just started or still have to start functioning. During its field visits, the PPA observed that the already functioning ones are operating at a fraction of the plant production capacity (which is an inefficient use of resources). Project field staff expressed

³³ Socio-economic organization where sheep and goats are raised on communal lands.

³⁴ Communal lands for livestock raising.

³⁵ Based on PPA review of project records, field interviews and project written communications. Using current (April 2015) exchange rate (1US\$ = BRL 3.05).

³⁶ Ut supra.

concern that the same might happen when some of the newly-built plants enter operational life. If they are not provided support in preparing and implementing a viable business plan, there is a risk that they may be operating at a net loss.

75. Overall the IFAD project funding respected the deadlines but the activities were not completed and had to be continued for two years and half with government funding, reflecting ambitious expectations. Management cost ratios are low but this is also due to incorrect recording in the accounting system. While economic activities such as productive backyards and small livestock have favourable cost-benefit ratios, there are serious concern on the profitability and value for money of the larger processing plants built often without an accurate business plan. Reflecting the main points in the above paragraphs, the overall efficiency of the project is rated moderately satisfactory (4).

Rural poverty impact

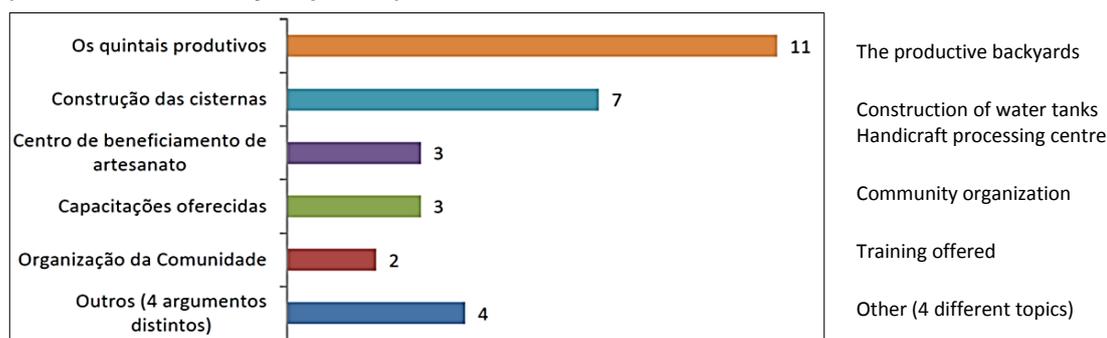
76. Impact, or the changes that have occurred as a result of the project (whether positive or negative, direct or indirect, intended or unintended) in terms of rural poverty is assessed for the following five domains: (i) household income and assets; (ii) food security and agricultural productivity; (iii) human and social capital and empowerment; (iv) natural resources, the environment and climate change; and (v) institutions and policies.
77. This section draws from three key sources: (i) the 2012 qualitative survey commissioned by the project; (ii) the mini-survey conducted in the context of this PPA (refer to the introductory section), as well as (iii) the PPA field visits and interviews with beneficiaries and key informants. Constraints include the following: apart from the 2012 survey, there is almost no information from the project documentation on impact. Both the 2012 and the PPA mini-survey cannot be considered fully representatives of the population of beneficiaries. The 2012 project survey did not include comparison groups; the PPA survey did but the small number of observations precludes inferential analysis. However these data, triangulated with the PPA field observations presents a number of consistent findings that are "plausible", after taking into account the project intervention logic and a review of its actual implementation.

Household income and assets

78. It is to be noted that the main source of income of the beneficiaries was before the project implementation, and still is, the public cash transfer programme "Bolsa de família". Gente de Valor was the only development programme implemented in the project area during this period which reduces the number of alternative causation paths when changes in incomes and assets in the project area are reported.
79. As regards production and market development, the 2012 Impact Survey offers some information on the perception of beneficiaries regarding the change that the Project introduced in the productive activities: 84.7 per cent answered that the productive activities of the communities had improved with the support of the project. The two main reasons supporting this argument were the introduction of productive backyards and new production techniques learnt. The 2012 Survey also acknowledges that the implementation of productive backyards is the activity most valued by the beneficiaries (36.7 per cent).

Graph 2

Most important actions of Gente de Valor Project according to the interviewed (number of community responses)

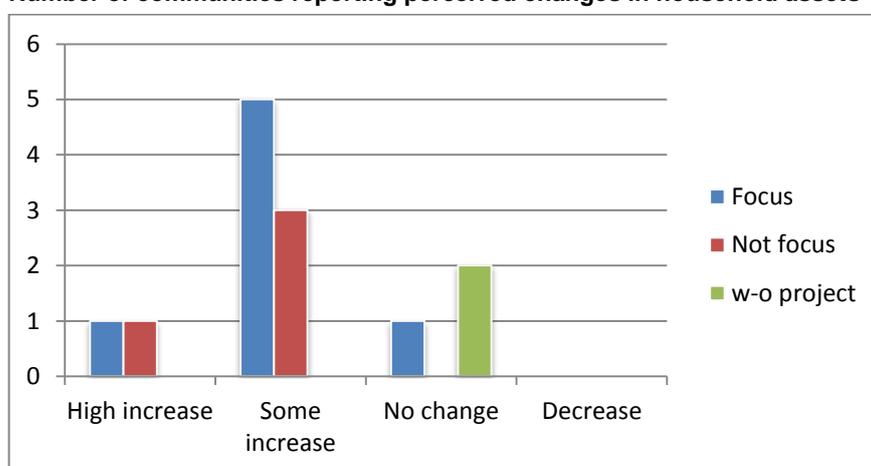


Source: 2012 Project Impact Survey.

80. Although there is no accurate information to assess the impact of the project as regards improvement in household income by selling the surplus of domestic production, the PPA estimates, based on the interviews with the beneficiaries, that the additional net annual income generated from productive backyards amounts to (US\$490-981)³⁷ which is not high in absolute terms but important as it eases the household budget constraints to buy better quality food. For goat raising, the project technical assistant estimates that the income generated by selling the animals has quadrupled (from US\$981 to US\$3,267), as already explained under efficiency, although this intervention took place only in a small number of communities.
81. Similarly, no accurate information is available to assess to what extent the assets and equipment provided by the project for the processing units have contributed to an increase in income and assets for the population, as these infrastructures only became operational in 2013/2014 and their financial management has some limitations.³⁸ According to the PPA mini-survey (graph 3), community members that had been assisted by the project (either focus or non-focus) were likely to report some asset increases, while those in communities without project were not. The horticulture backyards and some of the agriculture processing activities were mentioned as sources of extra incomes that allowed buying more household assets.

Graph 3

Number of communities reporting perceived changes in household assets



Source: PPA qualitative mini-survey (2015).

³⁷ Using current (April 2015) exchange rate (1USD = BRL 3.05).

³⁸ The ouricuri processing unit of “União faz a força” increased its processing capacity from 200 bags in 2012 to 1,160 bags in 2014, which represents a significant increase in profitability (almost tenfold from BRL 6,200 to BRL 60,800).

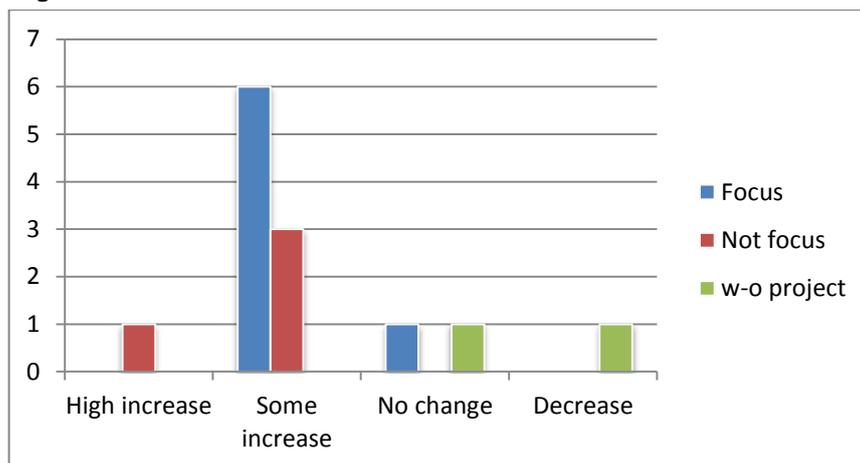
82. Impact on household income and assets is assessed in the positive zone as moderately satisfactory (4). While reported increases are not very high, they allow for better food consumption (see next section).

Food security and agricultural productivity

83. Under this domain, the key word is food security and access to better quality food. In terms of agricultural productivity the main changes introduced by the project were through horticulture (productive backyards). While there have been some interventions of the project on more “traditional” rain-fed crops (e.g. millet and maize), these have not represented its core activities. Since the “third level” of RIMS reporting (impact on child malnutrition and household assets) was not implemented, no “hard” data is available on household nutritional status. However, information can be gleaned indirectly from other sources.
84. The introduction of productive backyards enhanced availability and diversity in the household food basket, by adding some types of vegetables (e.g. lettuce, beetroot, cabbage, onion and fruits (e.g. orange, lemon, and mango). Water tanks guarantee the production of vegetables throughout the year, which contributes to the stability of a better food and nutrition security. This observation made by the PPA mission in several project sites is echoed by the findings from the PPA mini-survey (graph 4), with communities assisted by the project (both focus and non-focus) reporting enhanced availability of fruits and vegetables in their diet, either through auto-consumption or because small earning from the backyards were generally directed to purchase higher quality food.

Graph 4

Number of communities reporting perceived changes in household consumption of fruits and vegetables



Source: PPA qualitative mini-survey (2015).

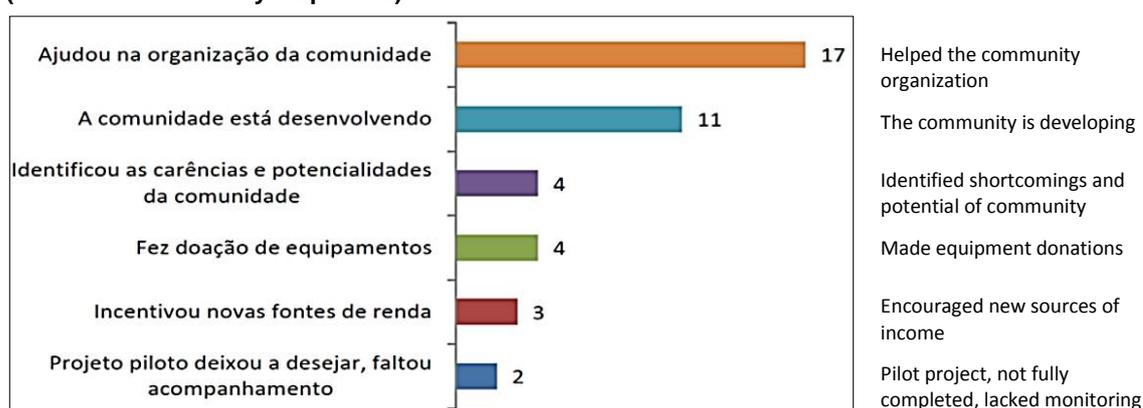
85. Marketing of small surpluses, in the neighbourhood, to institutional programmes (Programa Nacional de Alimentação Escolar and Programa de Aquisição de Alimentos) or in local trade fairs- contributed to increase family income, often reinvested in the household diet (protein-rich food, such as meat, chicken and eggs). Both, the 2009 Baseline Study and 2012 Impact Survey mention that it was already a practice to sell surplus through establishments, middlemen, door to door and directly in fairs. Nevertheless, 65 per cent of the respondents of the 2012 Impact Survey considered that there had been a change (i.e. improvement) in access to market, mostly thanks to the productive backyards.
86. Impact on agricultural productivity and food security, particularly the latter, is assessed as satisfactory (5).

Human and social capital and empowerment

87. As far as social capital is concerned, one of the most relevant aspects of Gente de Valor and the first tool for empowerment has been its operational approach: a participatory process with active beneficiary participation throughout the planning and implementation process. Communities, through the Sub-territorial Development Councils, elaborated their development plans, prioritized the interventions to be carried out by the project, identified the beneficiaries, and were responsible for their implementation and financial management.
88. The 2012 Impact Survey confirms that the project was successful in mobilising the communities and strengthening their organizational capabilities. Graph 5 indicates that beneficiaries gave much importance to the help received in organizing their communities and table 2 shows that 65.3 per cent of interviewed considered that the organization of their communities had improved thanks to the project.

Graph 5

General evaluation of Gente de Valor Project by the interviewed, 2012 (number of community responses)



Source: 2012 Project Impact Survey.

Table 2

Changes in the organization of communities, Gente de Valor Project, 2012 (number of community responses)

<i>Come esta comunidade mudou depois do projeto?</i> (How did the community change after the project?)	<i>Absoluto</i> (Total)	<i>Percentual</i> (Percentage)
A organização da comunidade melhorou projeto (The community organization improved)	47	65.3
Capacitações oferecidas pelo (Training offered by the project)	8	11.1
Construção de infraestrutura (Infrastructure construction)	4	5.6
A comunidade uniu-se a outras (The community joined others)	4	5.6
Produção de alimentos para consumo (Food production for consumption)	3	4.2
Outros (Other)	6	8.3
Total	72	100.0

Source: Interviews with the communities' representatives, 2012 Impact Survey.

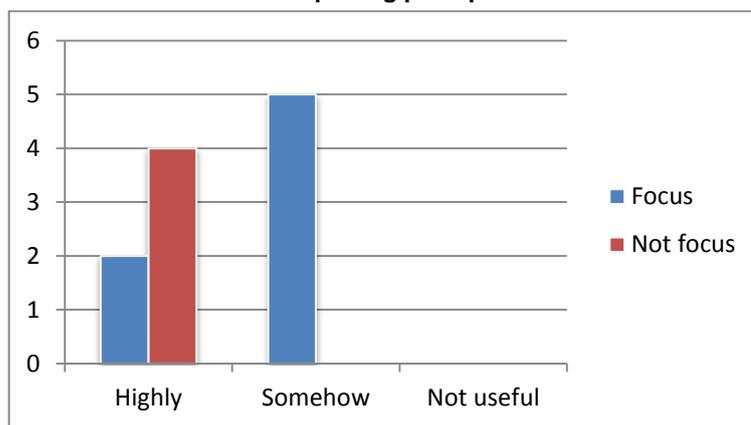
89. The PPA interviews with the beneficiaries suggest that Gente de Valor has brought a change in their behaviour: they have higher self-esteem and confidence in themselves. Its participatory approach has contributed to create strong bonds and sense of solidarity in the community, and has promoted

farmers' willingness to learn and improve their living conditions. The project has also contributed to change the farmer's expectations on their future.

90. Beneficiaries have acquired technical, organizational and managerial skills, such as access to information on public programs, basic accounting and financial management, computer literacy, and technical knowledge on horticulture, the sustainable use of natural resources, food-processing technologies. Regarding agricultural training received through the project, according to the PPA survey, members of communities interviewed were relatively satisfied (graph 6). Many of them had not had any previous contact with formal extension programmes.
91. Arguably it is thanks to training activities (agricultural, organizational, general information and other skills) that the communities of beneficiaries expressed very high satisfaction with the project initiatives.

Graph 6

Number of communities reporting perceptions of usefulness of agricultural training



Source: PPA qualitative mini-survey (2015).

92. One limitation and an area for further attention refer to basic economic notions of enterprise revenue, costs and profitability. In most cases, beneficiaries found it hard to answer simple PPA questions such as estimating costs and revenues, either for relatively simple enterprises (such as the horticultural backyards) or for more complex processing plants. Having a grasp of financial performance of a productive enterprise is a minimum precondition for its profitability and thus sustainability of the related benefits.
93. A positive innovation of the project as regards social empowerment is the contribution of young people as development agents, see the Efficiency section). They were a key piece to connect the community with the project management and they played a leading role in the communities offering good prospects of continuity of actions.
94. All the available project documents state that the investment of the project in assets for storing water such as tanks for human consumption and production highly contributed to improve the living conditions of the beneficiary communities. The 2012 Impact Survey sheds some light as regards the perception of the beneficiaries, who confirmed that water tanks contributed to improve the living conditions of the households by having access to drinking water and consequently by improving beneficiaries health conditions diminishing the risk of water-borne diseases.
95. Finally, although factors affecting rural outmigration of young people are much broader and complex than a project intervention, it is interesting to note that in the focus communities interviewed by the PPA survey, participants believed that outmigration (traditionally this was towards the South-east of the country, notably the state of São Paulo) had reduced significantly as young people

would now see more enticing economic opportunities in their area. This was not the case of “non-focus” communities, as well as communities without project.

96. Overall, impact on human and social capital is assessed as satisfactory (5).

Natural resources, the environment and climate change

97. Mainstreaming environmental concerns across all project activities was an adequate strategy taking into account the environmental constraints of the intervention area (scarce water resources, soils degradation and strong deforestation pressure) exacerbated by the effects of climate change. As regards to water resources, the project promoted improvements in water use efficiency introducing “canteiros econômicos” in the productive backyards and “barreiros trincheira” for animal consumption. Gente de Valor also introduced farming and management practices that prevent soil erosion. In addition, above all, through agro-ecological trials and planting of seedlings, farmers were introduced to conservation practices that favour the best use of the *caatinga* and value local species, regenerating vegetation. These actions have contributed to increase the awareness of the relationship between the beneficiaries and the natural resources base (water, soil, forest).
98. The 2012 Impact Survey gathered quotes of beneficiaries who acknowledge that deforestation, being one of their main concerns, was higher before the project and that through reforestation and the planting of seedlings in the nursery, the problem could be avoided or at least mitigated. Respondents also mentioned abandoning practices damaging the environment such as improper disposal of waste, pollution with agrochemicals, river pollution. They believed that the environmental awareness activities (courses, workshops, meetings) carried out by the project had provided the community with more knowledge about the proper management of the soil, avoiding the use of pesticides and deforestation practices; and promoting incentives for reforestation.
99. The introduction of clean energies (eco-efficient stoves, bio-digesters and effluent treatment systems for cassava transformation units) through the Environmental Conservation and Management Fund also contributed to raise awareness on the importance of the environmental conservation.
100. Because of the good adaptation to the agro-ecology and hazards of semi-arid areas and due to the measure to improve resilience to climate vagaries, the assessment for this domain is satisfactory (5).

Institutions and policies

101. The project approach was not coordinated with public policy initiatives and public programmes. This happened because project implementers wanted to avoid negative political influences, which could lead to a mission drift.³⁹ This strategy was based on previous experience in implementing PROGAVIAO. While the principle can be understood, there were also disadvantages, as it prevented partnerships and complementarities with other public programmes.⁴⁰ For instance, the project invested a substantial amount of funding in water tanks, as it has already been mentioned, that could have been used for productive activities if a partnership with various state programmes had been established.⁴¹
102. Municipal authorities were informed of the project but not involved in the planning and implementation. The new approaches introduced (targeting, participatory elaboration of development plans, bottom-up implementation, community empowerment) did not influence the existing municipal plans

³⁹ This strategy was decided based on the experience of the PROGAVIAO Project.

⁴⁰ It is to be noted that in some cases the Project promoted the access to public programmes (water, electricity) of some communities.

⁴¹ For example, “Água para todos” and “Um milhão de cisternas” programmes.

(when they existed). In addition, local agricultural representatives did not participate in agricultural and environmental training and activities. This could be a constraint to the scaling up of the innovations and new technologies introduced by the project in other communities.

103. On the other hand, the State government -in particular the SDR and CAR- are well aware of the project innovative approach and have been supportive since the beginning. State authorities have shown great interest for the innovations and approach introduced by Gente de Valor and its potential scaling them up in other municipalities of the State of Bahia.
104. At present, the policy environment is changing: there is more emphasis from the government of the State of Bahia to foster better collaboration between state agencies (including CAR) that support family agriculture, and local (municipal) governments as well as other public programmes. In addition, the State envisages strengthening its proximity support services for family farming. While municipalities and local extension units of the state services may continue to suffer from limited resources, opportunities are emerging for development projects to better articulate with local governments, with the reformed public extension system and with the ongoing public programmes.
105. The rating for institutional impact is moderately satisfactory (4) mainly due to fact that the project became a role model for SDR and CAR and in spite of the limited connectivity with public programmes and limited collaboration with municipal authorities.
106. Overall the rating for Rural Poverty Impact is satisfactory (5), particularly taking into account progress made in food security, human and social capital, as well as natural resources and climate change. Although the project encountered several implementation setbacks and the processing plants are only functioning at a fraction of their capacity (which justified a rating of 4 for effectiveness), the effects on rural poverty were important because communities started from a low point of departure in terms of human development and diversification of income sources (mostly due to water scarcity).

B. Other performance criteria

Sustainability

107. Sustainability relates to the likelihood that the stream of benefits generated by the project would continue after closure. However, for benefits to continue, the availability of certain services (e.g. extension, technical support) is required beyond the project framework. Poor farmers may still have to rely on public agencies for these services, either because few private operators exist in the area or because cost of private services is not affordable. This section considers social capital, economic viability of productive activities and institutional factors as critical predictors of sustainability.
108. **Social sustainability.** Gente de Valor supported the creation of community committees and beneficiary associations through a participatory approach. This strategy has led to the empowerment of the beneficiaries, especially of women, who have acquired the ability to articulate their interests and needs and manage projects and financial resources. The associations created and the sub-territorial councils (80 per cent of which are still active to a significant degree, as noted under *Effectiveness*) may enable the establishment of partnerships and implementation of projects in the future. These represent one of the most solid pillars for future sustainability established by the project.
109. **Sustainability of enterprises and market development.** The agricultural produce processing units created by the project are still at an infancy stage and highly depend on the institutional market (e.g. public procurement

schemes for the Programa Nacional de Alimentação Escolar and Programa de Aquisição de Alimentos), which does not necessarily guarantee their economic profitability in the long term at market conditions. These units still lack the required sanitary and legal certificates and permits to access the formal market and their managers do not possess all the necessary skills to run the enterprises in a profitable manner. Ensuring the availability of working capital (e.g. credit to buy raw products) represents another important bottleneck. Box 1 briefly illustrates two examples among the processing units visited by the project.

Box 1

Profiles of two processing units

Cassava flour biscuit processing unit in Banzaê - Marcação Association

The unit is run by a group of 15 kiriri indigenous people. It is a large and well-equipped unit with a 100.000 litres tank and an effluent treatment system. They produce cassava biscuits that are informally sold in the nearby market. The average output is very low (24 kg/day) and production is in fact semi-artisanal, in spite of the size of the plant. Project investment: BRL 318,707 (approx. US\$169,525).

Honey processing unit in Ribeira do Amparo – Barrocão Association

This unit, run by 22 members, will collect honey produced by the association members and other neighbours. Honey will be packed in 20 litres tanks, to be sold to *Central de Cooperativas dos Apicultores*, a formal cooperative in a nearby municipality. While the plant has been completed, it still has to start running, pending the issuance of the required certificates. Project staff already anticipate that the plant may face challenges in procuring raw honey because local production is low and thus risks operating well below capacity. Project investment: BRL 208,420 (approx. US\$110,862). During the PPA field visits it emerged that cashew nut tree growing is an emerging activities in the area, which the project could have supported (probably with better viability perspectives) but this option was not considered.

Source: Elaboration from PPA Gente de Valor field visits (2015).

110. As regards the productive backyards, agro ecological trials and small livestock raising, these initiatives have so far shown better chances of economic viability (refer to impact and efficiency sections) but still require support (financial resources, technical assistance, formalization of associations) for consolidation (these activities are new to farmers), in order to have a significant increase in income per family.
111. **Institutional sustainability.** As it has been mentioned, State Government, in particular the SDR and the implementing agency (CAR), has supported the project since the beginning. It appointed a competent and committed project management team and also provided substantial additional funding for the consolidation of the productive activities (until the beginning of the follow-on project *Pró-semiárido* in June 2015). The institutional arrangements established in 2015 provide encouraging signals for the sustainability of the project, with the creation of the Rural Development Secretariat, of de-concentrated and decentralized rural development institutions, and a specialized technical assistance department (Bahiatel). During the PPA mission, CAR senior management expressed strong interest in the innovations and original approaches introduced by the project and expressed commitment to support its consolidation. The implementation of a new World Bank-funded pro-poor “Bahia Produtiva” on the semi-arid area is another example of a publicly funded support programme that may provide additional support in the future.
112. While many preconditions are in place to provide much needed consolidation support to farmers, this is not going to translate automatically into support to the same communities assisted by Gente de Valor and for exactly the type of services that are required. Such support would have to be deliberately targeted and linked to an assessment of the needs.

113. **Phasing-out strategy.** The project design had prepared a schematic concept for phasing out support but the envisaged time frame of project implementation (six years) was not realistic, as already observed (project field staff estimate a need of ten-twelve years of support) and the original phase-out plan was not updated during implementation. The follow-up project *Pró-semiárido*, also funded by IFAD, will be providing support for the consolidation of the productive initiatives for an estimated period of two years. However, so far there has not been a systematic analysis of needs and prioritization of activities for consolidation.
114. Sustainability is assessed as moderately satisfactory (4). The most convincing areas or predictors of sustainability are: (i) the strong sense of community cohesion and the process of organization of collective action which the project has supported; (ii) the signs of economic viability of smaller productive units such as horticultural backyards and small livestock; (iii) the favourable political and institutional environment (support to the project concept by state agencies, availability of funding from the government or other donors, further funding from IFAD, the reorganization of the state system to support family agriculture). However, it is clear that further consolidation work is needed and there are risk factors, notably: the uncertain profitability perspectives for many processing plants and the absence of an updated phase-out and consolidation plan. Without such plan, it is not guaranteed that existing funding will be channelled to the area where consolidation is needed and for the activities that are required.

Innovation and scaling up

115. **Innovations.** A number of project initiatives were innovative, notably in the areas of multidimensional approach to poverty, targeting the poorest communities and developing social capital (by strengthening local decision-making spaces), technology for production, processing and natural resource management (see table 3).
116. In the state of Bahia, participatory approaches of projects such as Gente de Valor (and its predecessor PROGAVIAO) can be considered as a novelty. The participatory approach has ensured greater ownership of development plans by communities and their empowerment. Gente de Valor properly articulated the development of social capital with investments in productive activities and technical assistance, which is relatively new for programmes supported by the state government and other donors. Moreover, the training of young persons as "Development Agents" to bring more dynamism to community-level organizations (see the effectiveness section) was a new element, highly appreciated by all partners (community, government and project team).
117. As regards to technical matters, the project introduced agricultural, and non-agricultural technologies and methodologies, previously unknown in the intervention area (some had been developed before by Brazilian Agricultural Research Corporation (*Empresa Brasileira de Pesquisa Agropecuária*) or other research centres and technical NGOs but a few others were entirely new), with promising results: water saving productive backyards, improved management of small ruminants in "fundo de pasto", innovative value-added productive chains (umbu, ouricuri, and cassava), installation of desalinization plants, safe soil conservation practices (mixed cropping), sisal manufacturing and other environmentally sustainable techniques adapted to the *caatinga* (see table 3).

Table 3

Main project areas of innovation and degree of “innovativeness”

<i>Project innovations</i>	<i>PPA remarks</i>
Innovative project approach <ul style="list-style-type: none"> - Targeting - Bottom-up demand driven approach (participatory development plans) 	<p>The concept of targeting is not new but the type of community targeting done using HDI and questionnaires has been a relatively novelty for development intervention in Bahia. The same can be said of the formation of participatory development plans.</p>
Agricultural and livestock technical innovations <ul style="list-style-type: none"> - Water saving productive backyards - Safe soil conservation practices (mixed cropping) - Sustainable management of small ruminants in “fundo de pasto” 	<p>Water saving techniques in the backyard are new. Other technologies had already been developed by the Brazilian Agricultural Research Corporation, other research agencies and NGOs in the past but were unknown in the area.</p>
Processing innovations <ul style="list-style-type: none"> - Value-added productive chains (umbu, ouricuri, honey and cassava) - Simple desalination plants and aquaculture ponds - Effluent treatment system - Sisal manufacturing 	<p>The ouricuri processing machine was a derivative innovation of the project, modifying machinery previously used for livestock feed.</p> <p>Other technologies existed but were new to the area and had to be adapted.</p>
Environmental sustainable techniques <ul style="list-style-type: none"> - Plantation of seedlings - Eco-efficient stoves - Bio-digesters - Sustainable extractive practices 	<p>These technologies and practices had already been studied by Brazilian Agricultural Research Corporation, other research agencies and NGOs in the past but were unknown in the area.</p>

Source: Elaboration by PPA-Gente de Valor (2015).

118. **Scaling up.** Although the project was not well articulated with municipal governments which could be a constraint to scaling-up. The state government - in particular CAR - is aware of the innovative approaches introduced by the project and has expressed interest in scaling up some activities in the semi-arid area. However, the limited work done so far at analysing and systematizing innovations and best practices is not a strong contribution to dissemination and uptake in ongoing public policies and programmes.
119. As for the scaling up of project innovative approaches by other donors, the World Bank project “Bahia Produtiva” with a budget of US\$260 million to be implemented in the entire Bahia State over a 6-year period has already incorporated some approaches introduced by the project : the role of Development Agents, and the combination of investments and technical assistance (traditionally World Bank projects supporting agriculture in Brazil included investments but not technical assistance).
120. Innovation and scaling up is assessed as satisfactory (5) and this is due to two main reasons. First, the project supported many innovations (approaches and technologies), some of them truly original. Second, a new World Bank project is adopting some of the project approaches at a larger scale and the state agencies of the Government of Bahia have expressed commitment to up-scale some project innovations. Better systematization of these experiences would facilitate these up-scaling efforts.

Gender equality and women’s empowerment

121. This section is organized according to the three objectives of the 2003 IFAD Gender Action Plan: (i) expand women’s access to and control over fundamental assets – capital, land, knowledge and technologies; (ii) strengthen women’s agencies – their decision-making role in community affairs and representation in local institutions; and (iii) improve women’s well-

being and ease their workloads by facilitating access to basic rural services and infrastructures.⁴²

122. The project gender strategy aimed to reduce poverty through the active participation of women in economic organizations and reducing gender inequalities that exist in rural communities of the semi-arid. Mainstreaming gender in all project components was the strategy adopted to ensure equal participation of men and women in all project activities.⁴³
123. **Expand women's access to and control over fundamental assets – capital, land, knowledge and technologies.** The project incorporated women as direct beneficiaries (48.6 per cent) and it was successful at achieving gender balance in the participation of women in the training activities, with a higher number of women enrolled in interest groups (62.3 per cent of those enrolled in the productive activities and 48 per cent of the participants in the training modules were women).
124. The project encouraged women participation in productive activities, especially in backyard vegetable farming, fruit and cassava processing and handicrafts. Women showed great potential to innovate and be actively involved in these income-generating initiatives. They were also involved in bee-keeping and goat-raising which were previously considered men's responsibility. Although there are still some weaknesses in terms of marketing and management of the enterprises, women have for the first time access to and control over part of the household income.
125. **Strengthen women's decision-making role in community affairs and representation in local institutions.** The project created and reinforced women's skills to participate and play leadership role in economic and social organizations. As a result, a significant improvement in women's self-esteem and empowerment was achieved. According to the information provided by the RIMS 2012, women are in leadership positions in 89 associations out of 111. It is to be noted that the most active organizations are those led by women. Women's empowerment has led to the community's recognition of their role as economic agents with leadership capabilities in agriculture and other economic activities, not only as beneficiaries of social activities.
126. This assessment is confirmed by the beneficiary's perception gathered in the 2012 Impact Survey: most of the beneficiaries interviewed stated that the project encouraged and increased the participation of women in community life, and also that the attitude of women regarding their role in community life changed, since the range of tasks that they can take was broadened and, at the same time, tasks which one were considered women's sole responsibility were carried out also by men. The PPA qualitative mini-survey corroborated the above findings (graph 7): in all the communities there was consensus that participation by women had been very strong in project activities. During the survey, women emphasized the availability of new independent sources of income and the changing of stereotypes on women in their community (e.g. about their skills in managing economic activities and in leading a community meeting).
127. On the other hand, while respondents also highlighted a greater integration of women in associations, this was not a uniform observation, which indicates differing level of women inclusion between communities. In this regard, the PPA noted that the associations that received more support from the project

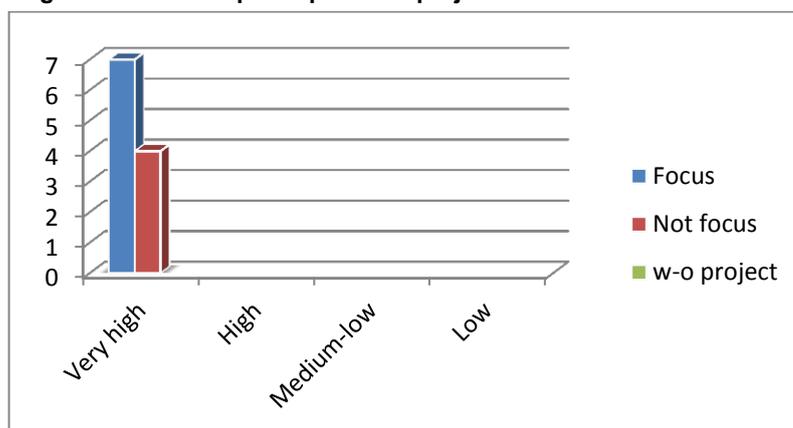
⁴² In 2012, at about the time of project completion, IFAD approved a Policy on Gender equality and Women's Empowerment with very similar objectives: (i) promote economic empowerment to enable rural women and men to have equal opportunity to participate in, and benefit from, profitable economic activities; (ii) enable women and men to have equal voice and influence in rural institutions and organizations; (iii) achieve a more equitable balance in workloads and in the sharing of economic and social benefits between women and men.

⁴³ While at project design there was a special budget line for gender-related investment activities, reportedly, some of this budget was used for the recruitment of a gender expert, her duty travel and other costs related to her work, while the rest was allocated to other investment lines of the project.

("focus territories") have more women both as members and in leadership positions. "Non-focus" associations still need more training and support to promote gender equity and change the traditional gender roles.

Graph 7

Degree of women's participation in project's activities



Source: PPA qualitative mini-survey (2015).

128. **Improve women's well-being and ease their workloads by facilitating access to basic rural services and infrastructures.** The project adapted some investments to women's needs (i.e. the construction of potable water tanks close to their houses), including the introduction of hand-sparing technologies for women (727 eco-efficient stoves and 31 bio-digesters). In addition, investments in some productive activities, such as the construction of irrigation tanks near the productive backyards and the ouricuri-processing machine⁴⁴ has also contributed to reduce the heavy workload of women in the semi-arid.
129. Given the good progress made along the three axes of the Action Plan (also corresponding to the three axes of the IFAD Gender policy), gender equality and women's empowerment in the project is assessed as satisfactory (5).

C. Performance of partners

IFAD

130. In the State of Bahia, IFAD has supported rural development targeting poorer, often remote, communities through three generations of projects, with special emphasis on women and some focus on indigenous groups and quilombolas. The design of IFAD-funded projects included original traits, such as a well-developed targeting approach, the combination of interventions focusing on basic social needs and economic development, as well as a mix of investment and technical assistance.
131. State agencies involved in family agriculture support consider IFAD as a reliable and supportive partner, which is flexible enough to accommodate for changes that are suggested by implementation experience and feedback provided by the implementation agency.
132. The design of Gente de Valor was mainly led by IFAD, with some participation and contribution from the project implementation agency (CAR). As previously noted, the design technical concept was overall sound, albeit too optimistic regarding the implementation time frame. While in the first two years of implementation, United Nations Office for Project Services (UNOPS) was responsible for supervision, IFAD has taken up direct supervision since 2009 and regularly conducted two supervision missions per year. Supervision

⁴⁴ This was a machine designed by a project contractor. It dramatically reduces workload for women who previously had to crush the fruit shell using two stones, with considerable muscle strain.

missions were comprehensive in their thematic coverage and attempted to provide an objective assessment of areas of strengths and weaknesses and formulate operational recommendations which were monitored. While supervisions were useful, they were discrete events and the project would have benefited for more continuous technical follow-up. A missing aspect from supervisions was the revision and update of the consolidation plan which had been prepared at the project design phase.

133. Implementation support has been more problematic in the areas of M&E and analysis and systematization of the project experience. IFAD's corporate Result and Impact Management System (RIMS) has caused concern with the implementation agency, as some of the indicators and criteria at the level one (output) and level two (outcomes) were found difficult to operationalize.⁴⁵ As recognized by IFAD, it has been challenging to offer support to the project in implementing the RIMS and to some extent this is due to the intrinsic complication of the system.
134. As previously noted and further emphasized in the next section, CAR has provided good implementation leadership but little analysis and systematization of implementation experiences and limited information and data on project results. IFAD supervision missions could have detected this problem earlier on during implementation and helped the project improve the quality of its own reporting. Technical support (consultants) or exchange visits with projects that had been more successful in reporting and analysing results and experiences (e.g. in other countries in the region) might have been mobilized to provide concrete examples on "how to do things well".
135. IFAD conducted a mid-term review in 2011, which, among the documents available, provides the most detailed analysis on implementation progress and performance. The mid-term review reinforced emphasis on gender equality and recommended concentrating investments in communities that appeared to be more dynamic. This helped accelerate project implementation, albeit with some questions in terms of efficiency and equity, as previously observed. Overall, the mid-term review can be considered as a useful process but took place late as the project was to complete in late 2012 and this left about one year and half to implement the proposed changes.
136. IFAD hired a consultant to prepare the project completion report, when it realized that the implementation agency's own reporting system would not comply with IFAD's requirements. The production of the completion report was marred by a number of difficulties and unclear division of labour between IFAD and the implementing agency. As further explained below, the completion report provides limited analytical content and information to assess project performance and results.
137. Overall, IFAD's performance is assessed as moderately satisfactory (4) and this balances between, on the one hand, its strong commitment to rural development in very disadvantaged communities of the State of Bahia, its flexibility during implementation, and, on the other hand, less effective support to project results monitoring, analysis, belated mid-term review and absence of an updated analysis of the consolidation needs and of a phase-out plan.

Government

138. The Government of the State of Bahia is the borrower of the IFAD loan (the Federal Government acts as a guarantor for the repayment of the same) and responsible for project implementation. Support from the Government of the State of Bahia to the project has been strong, both indirectly, at the policy

⁴⁵ Level three of RIMS (impact survey data collection) was not implemented due to estimated high costs of conducting a survey and the project team's erroneous assumptions that IFAD would bear these costs.

level, as well as directly, through its operational engagement in project activities.

139. At the policy level, the State of Bahia has supported family farming which is a central piece of Gente de Valor. Following national directives, the State of Bahia introduced in 2008 public institutions supporting family agriculture (SEDIR) as distinct from the already existing institutions responsible for larger commercial agriculture. While at design the project was under the responsibility of the *Secretaria do Planejamento*, it was later placed under the responsibility of SEDIR since 2008. In 2015 SEDIR was dissolved and a new *secretaria de desenvolvimento rural* was created. Further institutional re-engineering included: (i) a leaner but more demand-driven extension services agency (Bahiaater); (ii) proximity technical extension services offices at the level of sub-state territories and municipalities.
140. From an operational point of view, CAR, the project implementation agency, was in charge of project implementation from the beginning. While CAR is a permanent institution, most of the project staff of Gente de Valor (both in Salvador and in the field) were not permanent staff but hired under fixed-term contractual conditions. On the positive side, many of these staff members had already participated in PROGAVIAO and benefited from ten (or more) years of experience, combining the two projects. CAR and IFAD are working on preserving continuity of experienced staff for the implementation of the *Pro-semiárido* project currently funded by IFAD.
141. The project team was committed and competent and instrumental to many of the imaginative and innovative solutions devised by the project. The available tracking of the recommendations of supervision missions shows that the project team has sought to timely address the recommendations agreed with IFAD.
142. While CAR's contribution to the project achievements was important, there were also two areas of weakness: (i) documentation and analysis of project results; and (ii) monitoring and evaluation. The periodic project reports produced by CAR only include descriptions of project outputs (e.g. how many horticultural backyard have been delivered) but do not provide an assessment of the results (e.g. what percentage of vegetable gardens are operational, what percentage is using water-saving techniques, what is the average profit made by the beneficiaries managing a vegetable garden).⁴⁶
143. Similarly, CAR found it challenging to implement the RIMS reporting systems as required by IFAD and there were some misunderstanding with the Fund regarding mutual responsibilities (for example on who should bear the cost of impact surveys). The project only reported against level one of RIMS (outputs), not against level two (outcomes) as there was no agreement on meaningful indicators, nor against level three (the project team developed terms of reference for a rigorous impact survey which was found too costly to implement). While adaptation of the RIMS to the specificity of the project might have been challenging, there were other intrinsic weaknesses to the project internal M&E. For instance, certain basic information items should have been available, such as average costs of project outputs and major investments, or adoption and usage rates of techniques and technology supported by the project (e.g. percentage of horticultural backyards effectively

⁴⁶ However, the project elaborated a set of information and communication material (following recommendations from the IFAD mid-term review and supervision missions). These were in the form of guidelines for field staff as well as brochures for a larger audience. These publications were made by CAR in 2013-2014: (i) Revista - O que falam as Mulheres; (ii) Catálogo - 100 Encontros Subterritoriais de Mulheres; (iii) Cartilha - Maria Mulher de Valor; (iv) Manual de Construção - Biodigestores; (v) Cadernos de Monitoria e Avaliação - Experiência de POA, Estudos de Base, Grupos Focais e Formulários para Enquetes; (vi) Jovens de Valor - A Experiência dos Agentes de Desenvolvimento Subterritorial no Projeto Gente de Valor; (vii) Revista UMA - Experiência de Unidade de Monitoramento e Avaliação.

under production, percentage of animal feed machines being used). Instead, very little was available at the central project level beyond simple output data.

144. The project commissioned a baseline study in 2009 which did not support RIMS requirements but gathered information on a number of socio-economic variables. In 2012 the project completed a qualitative survey that allowed gathering feedback from a sample of communities. This survey and the 2011 mid-term review report prepared by IFAD are the only source of information on the results generated by the project.
145. Weak periodic reporting was also a constraint to the preparation of the completion report (the latter was produced by IFAD). In addition, this is a constraint to systematizing and managing experience from the project as well as to making the same available to other agencies, programme and projects that may be suitable to replicate the experience of Gente de Valor.
146. Finally, similar to IFAD, also from the side of the project, no updated analysis of consolidation needs and phase-out plan was prepared in spite of the fact that the funds of the new project *Pró-semiárido* is to dedicate part of the funding during the first two years to consolidation of benefits.
147. Overall, the performance of the Government can be assessed as moderately satisfactory (4), in consideration of the sound policy and operational support, while noting weaknesses in M&E and analysis and systematization of the experiences and absence of an updated consolidation and phase-out plan.

D. Overall achievements

148. The project introduced a participatory planning approach to local development in some of the poorest areas and communities of the already disadvantages zones of the Sertão of the State of Bahia. It promoted a number of innovations that were well adapted to the characteristics of the area and addressed the serious problem of scarcity of water for human consumption and for agriculture.
149. Among the most important effects of the project were the improved access to water (both for human consumption and for horticulture), access to enhanced productive techniques and technology, as well as the empowerment of disadvantaged communities, and within communities, of women and, to some extent, the youth. Beneficiaries are better aware of social and economic development opportunities in the area and active in trying to pursue them. Smaller-scale and easier to manage economic activities promoted by the project, such as the horticultural backyards and the rearing of small ruminant (as well as the processing of ouricuri) show good perspectives of economic viability. On the other hand, larger processing plants for agricultural produce such as cassava, umbu and honey, require considerable managerial skills, knowledge of markets, as well as working capital. They also require a solid business case analysis and plan. This has not yet been done to a sufficient extent.
150. The implementation time frame of six years proved to be unrealistically short to consolidate the results: participatory planning is time consuming (although in the future some simplifications are possible, according to the project Director); moreover, community needs evolve over time, with requests for investments of higher complexity. On the positive side, IFAD is financing a new project which can devote resources for this purpose. Moreover, there are programmes funded by the state or the World Bank that have the potential to provide further support. However, this is not likely to happen automatically but requires a dedicated consolidation plan based on sound analysis, something which has not been done so far.

151. The performance of IFAD and the Government has been rated moderately satisfactory (4). IFAD and the Government of Bahia have shown dedication and commitment for this project from a policy and operational point of view. On the other hand, they have not dedicated sufficient attention to the monitoring, the analysis, documentation and systematization of the results and the experiences. This could constrain the dissemination of knowledge and experience to other programmes whether funded by the international cooperation or not. In addition, they did not update the consolidation and phase-out plan which was sketched at the design phase and is needed to enhance sustainability chances.
152. Overall, noting its important development achievements, the project overall rating is satisfactory (5) and this takes into account its sound design, its contribution to impact on rural poverty, to innovation and up-scaling and to gender equality. Detailed ratings are presented in annex 1. On average, PPA ratings are slightly higher than the Programme Management Department's (PMD) own rating. The main differences in the assessment concern impact and innovation. While the PPA benefited from field visits, the PMD self-assessment was entirely based on the project completion report which was constrained by the limited analysis done by the project. It can be said that the project "did better than it is reported", another demonstration that, without proper documentation and analysis, it is difficult to fully appreciate the results and innovations of a development intervention.

Key points

- The project design was well adapted to the agro-ecological characteristics of the area, including targeting mechanisms to reach the most disadvantaged communities, and was based on a participatory planning approach. The range of activities to be accomplished was ambitious for the available implementation time. Relevance is rated as satisfactory (5).
- The social and human capital development objectives of the project were achieved while the picture is more mixed for the productive ones, particularly for the processing plants (bearing higher investment costs) whose economic viability is still to be determined. Effectiveness has been assessed as moderately satisfactory (4).
- Mixed effectiveness for "productive" activities also means mixed profile of their value for money. Project implementation respected the established deadlines but cost increased as larger investments were made than initially foreseen (e.g. processing plants) with Government funding. Efficiency is rated as moderately satisfactory (4).
- Impact on rural poverty was overall satisfactory (5). In spite of the setbacks encountered in the implementation of the project, the effects on poverty were important, also because communities were starting from a low base of human and economic development.
- Sustainability of the project is assessed as moderately satisfactory (4). Positive elements were the strong mobilization of communities, viability of small-scale economic activities (horticultural backyards and small livestock) and the commitment from the state to provide further support. Risk factors were the unclear viability prospects of many production plants and the lack of an updated consolidation plan.
- The project introduced a number of innovative elements both in terms of approaches as well as production techniques and processing technologies. There is a commitment from the State of Bahia to upscale some of these approaches through state and international cooperation funding. The rating is satisfactory (5).
- Results on gender equality are strong along the axes of the IFAD Action Plan – Gender Policy. The rating is satisfactory (5).
- The performance of partners (IFAD and the Government) is assessed as overall moderately satisfactory (4); with strong policy and operational commitment but insufficient attention to documenting and analyzing results and to preparing a consolidation needs assessment and follow-up plan.

IV. Conclusions and recommendations

A. Conclusions

153. Overall, and despite the challenging conditions and vulnerability of the communities of the semi-arid region in the State of Bahia, Gente de Valor has been a valuable project, with one of the key positive factors being its participatory demand-driven approach. Project objectives and strategies were relevant to the context of the project area. Project activities contributed to improving household and community welfare through the empowerment of the communities and by improving their income generating capacities. The following are the key issues emerging from the evaluation of Gente de Valor.
154. **Adequate strategy to empower the beneficiaries and their organizations to effectively drive their social and economic development processes.** The project participatory approach, together with the strong focus on capacity building, was the main tool for the empowerment of the communities. Beneficiaries actively participated throughout the planning and development processes, and also acquired important technical, organizational and managerial skills. This was particularly relevant for women. The project contributed to a change of behaviour of the beneficiaries, increasing their self-esteem, their willingness to improve their living conditions and their aspirations for their future, by appreciating income generating opportunities in agricultural and related activities, and by adopting a more committed behaviour towards their natural resource base.
155. **Initial steps from subsistence to market-oriented agricultural and non-agricultural activities with sustainable use of the natural resources of the semi-arid region.** During the first stages of the project implementation, beneficiaries prioritized activities aiming at meeting their basic needs (e.g. water and food security). As they gained confidence and acquired new knowledge and technical skills, their priorities shifted to more sophisticated market-oriented productive activities (i.e. processing units), although more rigorous screening of profitability prospects would have been required before embarking on investment in the processing plants. The project introduced agricultural and non-agricultural technologies and innovations and promoted the sustainable use of natural resources contributing to increase and diversify their production and improve their food security and income.
156. **Insufficient timeframe for the consolidation of project activities.** A timeframe of six years is far too short for a project of this nature that involves high number of beneficiaries in a vast project area, rigorous targeting and comprehensive participatory planning and implementation processes. Organizational and planning activities took more than three years, leaving insufficient time to develop and consolidate productive activities. In addition and in view of the demand-driven approach of the project, communities only prioritized market-oriented productive activities in the last years of the project, and therefore, the time for the consolidation of these activities was insufficient.
157. **Concerns about the sustainability of productive activities.** The processing units for agricultural produce are still at an initial stage: not formally regularized, producing well below their full production capacity and with high level of dependency on the institutional market, which makes their economic viability still uncertain.
158. In general, the development of financial management capabilities for a large part of the beneficiaries was not sufficient for them to continue with their income generating activities in a profitable manner. The problem is particularly serious for the processing plants. In this case, the general participatory and demand-driven approach of the project may not be sufficient. Before embarking on this investment, a more detailed business case analysis would be

required. Beneficiaries are full of enthusiasm and good will but might not be aware of market demand and of their comparative advantage in production. This is where advisory services from the project (helping beneficiaries devise the right product and scale of production) become crucial.

159. On the positive side, there is commitment from the state Government to continue support through programmes funded through state resources and the international cooperation. This does not automatically guarantee, though, that the communities assisted by Gente de Valor will be the ones targeted and will receive the specific services that they require, so a consolidation plan is still needed.
160. **Weaknesses in the M&E system and in the systematization and analysis of information and innovations.** Information and data on project results are very limited due to two main factors: (i) the difficulty in adapting the RIMS system to this specific project which does not allow capturing relevant project information and (ii) intrinsic weaknesses in the project M&E systems: unavailability of other typical M&E outputs such as a comprehensive database including individual activities costs and disaggregated gender data. In addition, even though there have been exchanges of lessons learned, both from other projects into Gente de Valor and from Gente de Valor into other IFAD projects in the region, there has been very limited analysis and systematization of project innovative experiences and best practices, which may constrain their scaling up, dissemination and contribution to public policies and programmes, not only in the State of Bahia but also at the country level.

B. Recommendations

161. Below are key recommendations for consideration by IFAD and the Government of the State of Bahia. These recommendations are particularly relevant to the implementation of the *Pró-semiárido* project, which will assist part of the beneficiary population of *Gente de Valor*, envisaging the consolidation of the economic activities, and to other pro-poor interventions in the semi-arid region. There are also regional grants working on knowledge management which could be mobilized on some of the recommendations.
162. **Need for a longer time frame for pro-poor development with demand driven participatory approaches.** The project's strategy to empower the beneficiaries and their organizations to effectively participate in their social and economic development has proved its worth. However, the time frame of six years is insufficient to complete and consolidate the project activities which might have required some ten-twelve years. While "stretching" the duration of implementation of a single project phase is unlikely to be an acceptable option at IFAD (inter alia due to cash flow issues), the Fund should coordinate between two project phases so that an assessment and consolidation plan is prepared in view of a follow-up phase. Depending on the availability of funding, the second phase may be cofinanced by IFAD and the state government or by the latter on its own if IFAD can not commit further resources. It will be important for the state government to commit to future support (including financial support). IFAD may help prepare a consolidation needs analysis and a support plan.
163. **Concrete plan for the consolidation of productive activities.** The CAR personnel of *Pró-semiárido* in collaboration with IFAD could help by elaborating a detailed plan for the consolidation of the productive activities implemented by Gente de Valor. While this plan should include smaller-scale activities such as the horticulture productive backyards and small ruminants raising, it should have special emphasis on larger processing plants.

- This plan should include an assessment of the needs in terms of training, access to financial services, for the consolidation of the main productive activities.
 - For the processing plants it should include a business case analysis, identifying the requirements for economic profitability and the conditions for reaching a break-even point. This would help focus efforts and resources where there are chances to succeed as profitable enterprises.
164. **Enhance institutional connectivity** of IFAD-supported interventions in the State of Bahia. This concerns not only the support to the sustainability of results of Gente de Valor, but also ongoing and future interventions (such as *Pró-semiárido*). There are three dimensions to this:
- There needs to be better coordination with publicly supported programmes. As an example, other public programmes provide water tanks (for human consumption and production) and, in the future, IFAD-supported programmes could rely more on these for improving access to water.
 - It is necessary to enhance synergies of IFAD-funded interventions with state service delivery services, such as Bahiater (for agricultural extension) as well as programmes funded by other donors (such as Bahia Produtiva – World Bank);
 - Better coordination is necessary with local level governments, such as municipalities. Some of these are elaborating local development plans (in which project-driven development plans need to be better inserted) and many have local extension services (although under-funded). Linkages with local government plans can enhance the availability of critical funding for maintenance of infrastructure and also help imbue the modus operandi of local governments with the innovations promoted by the projects.
165. **Systematization of innovations and best practices for their scaling-up.** It is recommended to IFAD in collaboration with the state government of Bahia to carry out an in- depth analysis and review of the innovations and best practices of the project, including the following activities: focalization, establishment of sub-territories and associations with a participatory approach; water saving productive backyards, management of small ruminants in “fundo de pasto”, innovative value-added productive chains (umbu, ouricuri, and cassava), installation of simple desalinization plants, safe soil conservation practices (mixed cropping), sisal manufacturing and other environmentally sustainable techniques adapted to the caatinga. This analysis should be based on the following questions: What worked well and what did not? What were the key success factors? What could have been done differently and how? Knowledge and learning resulting from these best practices and innovations can contribute to institutional decisions regarding new and ongoing public policies and programmes, not only in the Bahia State but also at the country level.
166. **Improvement of the M&E and reporting systems.** The implementation of the RIMS M&E system had some constraints related to the limited scope of the data, which did not capture relevant project outputs and outcomes. This will require from IFAD’s side a revision of the RIMS system and of its operationalization in order to make it more flexible and better adapted to demand-driven projects. In addition to the RIMS, the CAR personnel of *Pró-semiárido* could also collect and analyze comprehensive data (e.g. gender disaggregated data, average costs of activities) that would facilitate a better understanding of the project progress and impact. IFAD could support CAR by promoting exchange visits with other projects where analytical work has been conducted at a satisfactory level.

Rating comparison

<i>Criteria</i>	<i>IFAD-PMD rating^a</i>	<i>PPA rating^a</i>	<i>Rating disconnect</i>
Project performance			
Relevance	5	5	0
Effectiveness	5	4	-1
Efficiency	4	4	0
Project performance^b	4.7	4.3	-0.33
Rural poverty impact			
Household income and assets	4	4	0
Human and social capital and empowerment	5	5	0
Food security and agricultural productivity	n.a.	5	n.a.
Natural resources, environment and climate change	4	5	+1
Institutions and policies	n.a.	4	n.a.
Rural poverty impact^c	4	5	+1
Other performance criteria			
Sustainability	4	4	0
Innovation and scaling up	4	5	+1
Gender equality and women's empowerment	5	5	0
Overall project achievement^d	5	5	0
Performance of partners^e			
IFAD	4	4	0
Government	5	4	-1
Average net disconnect			+0.05

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

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

^c This is not an average of ratings of individual impact domains.

^d This is not an average of ratings of individual evaluation criteria but an overarching assessment of the project, drawing upon the rating for relevance, effectiveness, efficiency, rural poverty impact, sustainability, innovation and scaling up, and gender.

^e The rating for partners' performance is not a component of the overall assessment ratings.

Ratings of the project completion report quality

	<i>PMD rating</i>	<i>IOE PCRV rating</i>	<i>Net disconnect</i>
Scope	3	4	-1
Quality (methods, data, participatory process)	4	2	-2
Lessons	5	3	-2
Candour	4	4	0

Rating scale: 1 = highly unsatisfactory; 2 = unsatisfactory; 3 = moderately unsatisfactory; 4 = moderately satisfactory; 5 = satisfactory; 6 = highly satisfactory.

Basic project data

		Approval (US\$ m)	
Region	Latin America and the Caribbean	Total project costs	US\$60.5 m (foreseen) US\$86.42 m (actual)
Country	Brazil	IFAD loan and % of total	US\$30 m 49.6% (foreseen) 34% (actual)
Loan no.	696-BR	IFAD grant and % of total	US\$0.5 m 0.8% (foreseen) 0.6% (actual)
Type of project (subsector)	Rural development	Government's contribution	US\$29.39m (foreseen) US\$55.9m (actual) 48.6% (foreseen) 64% (actual)
Financing type	Loan*	Beneficiaries' contribution	US\$0.6 m 1.0% (foreseen) 0.7% (actual)
Lending terms**	Ordinary terms	Cofinancer 1	
Date of approval	20/04/06	Cofinancer 2	
Date of loan signature	05/07/06	Cofinancer 3	
Date of effectiveness	12/12/06	Number of beneficiaries	Direct: 35,000 Indirect: 55,000
Loan amendments		Project completion date	31/12/12
Country programme manager	Jean Jacques Gariglio; Ivan Cossio	Loan closing date	Foreseen: 30/06/13 Actual: 30/09/2013
Regional director	Raquel Peña-Montenegro, Isabel Lavadenz Paccieri, Josefina Stubbs	Mid-term review	30/06/11
IFAD loan disbursement at project compl. (%)	96.4%	Date of project completion report	September 2014
Responsible officer for project performance assessment	Fabrizio Felloni		
Project performance assessment quality control panel	Ashwani Muthoo, Miguel Torralba and Fumiko Nakai		

Source: President's Report, Project Completion Report, Supervision Reports, Loans and Grant System and Portfolio Management System.

* The loan project includes a grant of US\$500,000 to finance a pilot project to increase farmer incomes by producing and selling castor oil (Grant 850-BR).

**There are four types of lending terms: (i) special loans on highly concessional terms, free of interest but bearing a service charge of three fourths of one per cent (0.75%) per annum and having a maturity period of 40 years, including a grace period of 10 years; (ii) loans on hardened terms, bearing a service charge of three fourths of one per cent (0.75%) per annum and having a maturity period of 20 years, including a grace period of 10 years; (iii) loans on intermediate terms, with a rate of interest per annum equivalent to 50 per cent of the variable reference interest rate and a maturity period of 20 years, including a grace period of five years; (iv) loans on ordinary terms, with a rate of interest per annum equivalent to one hundred per cent (100%) of the variable reference interest rate, and a maturity period of 15-18 18 years, including a grace period of three years.

Terms of reference

I. Background

1. The Independent Office of Evaluation of IFAD (IOE) will undertake a project performance assessment (PPA) of the "Gente de Valor" project in the State of Bahia (Federative Republic of Brazil). The PPA is a project-level evaluation aiming to: (i) provide an independent assessment of the overall results of projects; and (ii) generate findings and recommendations for the design and implementation of ongoing and future operations within the country.
2. The PPA applies the evaluation criteria outlined in the IFAD Evaluation Manual and is conducted in the overall context of the IFAD Evaluation Policy (2011).¹ The PPA is conducted after a desk review of the available documentation. It includes a country visit in order to complement the desk review findings and fill in information gaps identified by the same.
3. It is to be noted that IOE will also conduct a country programme evaluation (CPE) in Brazil in 2015 and the PPA will help build evidence for the CPE and should be considered an integrating element of the CPE process.
4. **Project description** The project "Gente de Valor" (Rural Communities Development Project in the Poorest Areas of the State of Bahia) had a total cost of US\$60.5 million and was financed by an IFAD loan of US\$30m and a loan-component grant of US\$0.5 million, Government counterpart funding for US\$29.4 million, and beneficiaries' contributions for US\$0.6 million. IFAD's loan was approved in April 2006, became effective in December 2006 and was closed in January 2014 (four months after the initially planned closing date).
5. The project **development goal** is to significantly reduce poverty and extreme poverty levels of semi-arid communities of the State of Bahia. Specific objectives were: (a) empowerment of rural poor and their grass-root organizations by improving their capacities to participate in local, micro-regional and municipal social and economic development processes; and (b) improving the target population's income generating capacities, transforming subsistence economic activities into profitable agricultural and non-agricultural rural business with sustainable use of the environment and natural resources of the semi-arid zone.
6. The project area comprises 21 municipalities in the northeast sub region and 8 municipalities in the southwest sub region of the semi-arid zone of the State of Bahia. The project direct beneficiaries were to be 35,000 men, women and youth from ages 14 to 65, involved in agricultural and rural micro-enterprise production, landless farmers and agricultural wage laborers. Project indirect beneficiaries were all those benefiting from community and territorial social, productive and environmental investments and works and were estimated at about 55,000 persons.
7. The project included three components:
 - Human and Social Capital Development (US\$16.8 million, 29 per cent of baseline costs), mainly aimed at strengthening beneficiaries' social and economic organizations.
 - Productive and Market Development (US\$37.90 million, 64 per cent of baseline costs), to ensure access for beneficiaries' economic organizations to rural technical support services to implement agricultural, livestock, forestry, processing and handicraft initiatives in a demand-led, participatory and market oriented operative schemes. This would be done through non-refundable capitalization funds.

¹ Evaluation manual: http://www.ifad.org/evaluation/process_methodology/doc/manual.pdf;
Evaluation Policy: <http://www.ifad.org/pub/policy/oe.pdf> .

- Programme Management (US\$3.76 million, 7 per cent of baseline costs), including inter alia, M&E and gender mainstreaming activities.

II. Methodology

8. **Objectives.** The main objectives of the PPA are to: (i) assess the results of the project; and (ii) generate findings and recommendations for the design and implementation of ongoing and future operations in Brazil.
9. **Scope.** The PPA will take into account the desk review conducted by IOE, further issues emerging from interviews at IFAD headquarters, and a focused mission to the country for the purpose of generating a comprehensive, evidence-based evaluation. The PPA will not need to re-examine the full spectrum of programme activities, achievements and drawbacks, but will focus on selected key issues.
10. **Evaluation criteria.** In line with the evaluation criteria outlined in IOE's Evaluation Manual (2009), added evaluation criteria (2010)² and IOE Guidelines for PCR and PPA (January 2012), the key evaluation criteria applied in this PPA will include:
 - (i) Relevance, which is assessed both in terms of alignment of project objectives with country and IFAD policies for agriculture and rural development and the needs of the rural poor, as well as project design features geared to the achievement of project objectives;
 - (ii) Effectiveness, which measures the extent to which the project's immediate objectives were achieved, or are expected to be achieved, taking into account their relative importance;
 - (iii) Efficiency, which indicates how economically resources/inputs are converted into results;
 - (iv) Rural poverty impact, which is defined as the changes that have occurred or are expected to occur in the lives of the rural poor (whether positive or negative, direct or indirect, intended or unintended) as a result of development interventions. Five impact domains are employed to generate a composite indication of rural poverty impact: household income and assets; human and social capital and empowerment; food security and agricultural productivity; natural resources, environment and climate change; and institutions and policies;
 - (v) Sustainability, indicating the likely continuation of net benefits from a development intervention beyond the phase of external funding support. It also includes an assessment of the likelihood that actual and anticipated results will be resilient to risks beyond the project's life;
 - (vi) Pro-poor innovation and scaling up, assessing the extent to which IFAD development interventions have introduced innovative approaches to rural poverty reduction and the extent to which these interventions have been (or are likely to be) replicated and scaled up by government, private sector and other agencies;
 - (vii) Gender equality and women's empowerment. This criterion is related to the relevance of design in terms of gender equality and women's empowerment, the level of resources committed, and changes promoted by the project; and
 - (viii) The performance of partners, including the performance of IFAD and the Government, will be assessed throughout the project life cycle.
11. **Data collection.** The PPA will build on the initial findings of the IOE desk review. In addition, interviews with relevant stakeholders will be conducted both at IFAD headquarters and in Brazil. Primary and secondary data will be collected in order to reach an independent assessment of performance and results. In particular, the

² Gender, climate change, and scaling up.

desk review has highlighted a number of information gaps which will be mainly filled through:

- (i) A mini-survey to fill in information gaps in relation to project impact aspects that have been identified by the desk review. The mini-survey shall be conducted, before the PPA mission, by a national consultant, and will include focus group discussions in 12 communities (of which some without project intervention for comparison purposes) in the project area, as well as interviews with key informants (annex 2);
 - (ii) The PPA mission to be carried out by the lead evaluator and an international consultant, including interviews with representatives from the Government of Bahia, the project management team, other non-governmental partners and field visits to project areas. The objective of this mission is to fill further information gaps.
12. **Stakeholders' participation.** In compliance with the Evaluation Policy of 2011, the main programme stakeholders will be involved throughout the PPA. This will ensure that the key concerns of the stakeholders are taken into account, that the evaluators fully understand the context in which the programme was implemented, and that opportunities and constraints faced by the implementing institutions are identified. Regular interaction and communication will be established with the Regional Division of IFAD for LAC, notably the country programme manager and staff from the country office, and with the authorities in the State of Bahia, including members of the former project management team (notably the former coordinator). The Federal Government will also be kept informed on the PPA process. Formal and informal opportunities will be explored during the process for the purpose of discussing findings, lessons and recommendations.

III. Evaluation process

13. The PPA will involve five phases: desk work; country work; report drafting and peer review; receipt of comments on the draft PPA report from LAC and the Government; and the final phase of communication and dissemination. If appropriate and subject to the availability of resources, a learning workshop will be organized in the State of Bahia once the report is finalized, to discuss the main lessons from the PPA with multiple stakeholders.
14. **Desk work phase.** The desk review has provided initial findings and identified key issues to be investigated by the PPA. In particular, the project appraisal report will provide information on relevance of the design and the expected project's "theory of change". The mid-term review (2011) and the supervision reports will provide IFAD's review of implementation progress and the main constraints encountered. The 2009 baseline survey will inform on the socio-economic characteristics of the communities where the project has been implemented. The 2012 follow-up survey will provide qualitative insights on the perspectives of the beneficiaries that have been interviewed individually or through focus groups discussions.
15. **Country work phase.** The PPA field work is scheduled for the month of March 2015. More specifically, the mini-survey will be carried out from 2 to 16 March 2015 to be followed by the main PPA mission from 16 to 27 March 2015. The main PPA mission members will exchange with the consultant in charge of the mini-survey and provide comments on the emerging findings. At the end of the main PPA mission, a wrap-up meeting will be held with the project team and key partners in Bahia where the IOE team will present the emerging evaluation findings. The IFAD country programme manager for Brazil will participate in the wrap up meeting, in line with the PPA guidelines agreed with IFAD Management.
16. **Report drafting and peer review.** At the conclusion of the field visit, a draft PPA report will be prepared and submitted through the Lead Evaluator to IOE for internal peer review for quality assurance.

17. **Comments by LAC and the Government.** The PPA report will be shared simultaneously with LAC and the Government of the State of Bahia as well as the Federal Government for comments. IOE will finalize the report following receipt of the Government's and LAC's comments.
18. **Communication and dissemination.** The final report will be disseminated among key stakeholders and the evaluation report published by IOE, both online and in print. The final report will include a written response by the IFAD Management. The latter will report to the Executive Board – through the PRISMA³ - on the implementation and follow-up actions taken to the recommendations contained in the PPA.

IV. Key issues

19. The below issues have been selected based on the findings of the desk review of the available documentation.
20. **Relevance.** This project is characterized by a relatively clear conceptual framework at design. The PPA will analyse the project's "theory of change" as elaborated at the design stage, identifying key assumptions. Other important questions are presented below:
 - To what extent have lessons learnt from previous projects (e.g. IFAD-PROGAVIAO or other projects funded by the World Bank and the Inter-American Development Bank in the State of Bahia) been internalized in the design of "Gente de Valor";
 - In agricultural production, are the type (extension, facilities) and size and duration of investments adequate to generate significant improvements in production and productivity?
 - Are the support activities to non-agricultural production (e.g. micro and small enterprises) adequately articulated (e.g. basic training, technical training, equipment, access to markets)?
21. **Effectiveness.** The key items to be explored are the following:
 - A review of actual targeting achievements: did the project reach marginalized communities and poorer households?
 - Composition and status of "territorial development committees" and their role vis-à-vis local associations and local governments. - Type and composition of local development plans (social infrastructure/public goods and productive investments);
 - Quality, duration, usefulness and follow up of training courses;
 - To what extent have farmers' and rural entrepreneurs' access to markets been enhanced? Do they have better and more transparent access to market information (including prices)?
22. **Efficiency.** In the absence of ex-post internal rate of return estimates, the PPA will review indicators such as cost per beneficiary ratios (ex-ante and ex post if available), project management cost ratios, implementation delays and cost (and the major reasons for cost overruns and delays if applicable).

In addition to measuring cost-efficiency (cost per beneficiary and project management ratios), the efficient use of other resources (training, extension, human resources and time) should also be assessed, such as quality of human resources, extension and technical assistance services, and quality and timely support of the PMU, both at central and sub-regional levels.

³ President's Report on the Implementation Status and Management Actions on independent evaluation recommendations.

23. **Impact.** Within the specific domains, the following items will be focused:

Household income and assets

- Did the project contribute to a significant increase in marketed agricultural production? Are project beneficiaries reporting significant income changes and can they be related to the project?
- Is evidence available on diversification into non-agricultural income sources? Is non-agricultural business becoming more profitable and has the project played a role?

Agricultural Productivity and food security

- Did the agricultural extension technical packages contribute to significant production and productivity changes and how?
- Is there evidence that the project contributed to improve household self-sufficiency and in what way?
- Is there evidence that the project (agricultural activities and water infrastructures) contributed to significant improvements in the nutritional status of the households?

Human and social capital empowerment

- Are local organizations actively participating in the implementation of territorial development plans? Are they involved in the monitoring of these plans?
- Is there evidence on changes in health conditions of communities (e.g. local health statistics)?

Natural resources, environment and climate change

- To what extent are farmers still implementing practices and technologies promoted by the project in relation to the restoration of the ecosystem (sustainable use of the scarce water resources, soil conservation management....)?

Impact on institutions and policies

- Is the project well connected with other existing public programmes in the area? Has there been any significant synergy?
- Has the project induced a change in the way in which the regional implementing authority operates in other programmes? Has it influenced regional strategies?

24. **Sustainability.** The analysis of sustainability by the PPA will concentrate on the below aspects:

- Profitability of agricultural and non-agricultural activities promoted by the project
- Arrangements made so that extension and technical assistance services will continue to be available to the beneficiaries after project closure, either through public agencies or on a cost recovery basis (if feasible);
- What is the degree of institutionalization of the project activities? Commitment of government institutions?
- Have partnerships between the empowered local communities and public or private institutions been established to ensure the continuation of the benefits of the project?
- Has the project promoted resilience to climate change and helped restore the fragile ecosystem of the semi-arid zones?

25. **Gender equality and women's empowerment.** Have there been significant changes in traditional gender roles within the household and the community? What is women's level of satisfaction and views on project design and implementation?

26. **Performance of the partners.** Important questions to address are: (i) the timeliness and quality of technical implementation support provided by IFAD through its supervision missions; and (ii) quality of monitoring and evaluation and reporting on project results by the Government and extent to which lessons from the grassroots experience have been systematized, disseminated and replicated. The PPA should also assess the quality of the project completion report and the self-evaluation system in general (supervision, PSR, mid-term review, etc.).

V. Evaluation team

27. The PPA mission will be composed of Mr Fabrizio Felloni, lead evaluator (responsible for the overall evaluation) from IOE and an international consultant. The mini-survey will be conducted by a national consultant in coordination with IOE.

VI. Tentative roadmap of the PPA process

Date	Activities
2-16 March 2015	Mini-survey (national consultant)
15 -27 March	Main mission
10 May	Draft report for IOE internal peer review
22 May	Draft PPA report (English) sent to the Latin America and the Caribbean Division (LAC) for comments Draft report sent for translation in Portuguese
5 June	Deadline for LAC to provide comments to IOE
22 June	Revised report (English) sent to LAC with audit trail Revised report (Portuguese translation) sent to the Government for comments
12 July	Deadline for comments by the Government
31 July	Report finalized and audit trail sent to the Government of Brazil

Methodological note on project performance assessments

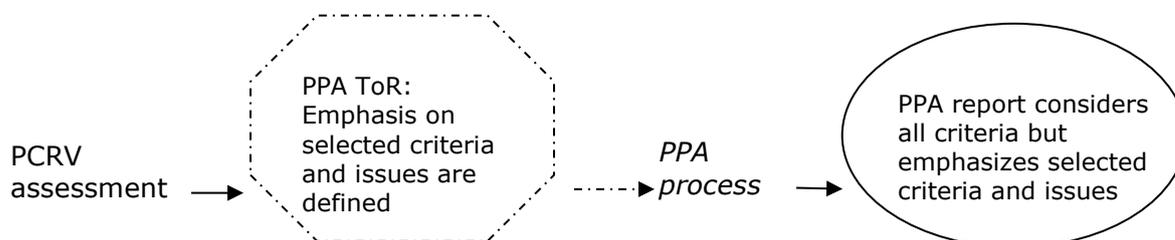
A. What is a project performance assessment?¹

1. The project performance assessment (PPA) conducted by the Independent Office of Evaluation of IFAD (IOE) entails one mission of 7-10 days² and two mission members.³ PPAs are conducted on a sample of projects for which project completion reports have been validated by IOE, and take account of the following criteria (not mutually exclusive): (i) synergies with forthcoming or ongoing IOE evaluations (e.g. country programme or corporate-level evaluations); (ii) major information gaps in project completion reports (PCRs); (iii) novel approaches; and (iv) geographic balance.
2. The objectives of the PPA are to: assess the results and impact of the project under consideration; and (ii) generate findings and recommendations for the design and implementation of ongoing and future operations in the country involved. When the PPA is to be used as an input for a country programme evaluation, this should be reflected at the beginning of the report. The PPA is based on the project completion report validation (PCR/V) results, further desk review, interviews at IFAD headquarters, and a dedicated mission to the country, to include meetings in the capital city and field visits. The scope of the PPA is set out in the respective terms of reference.

B. Preparing a PPA

3. Based on the results of the PCR/V, IOE prepares brief terms of reference (ToR) for the PPA in order to sharpen the focus of the exercise.⁴ As in the case of PCR/Vs, PPAs do not attempt to respond to each and every question contained in the Evaluation Manual. Instead, they concentrate on the most salient facets of the criteria calling for PPA analysis, especially those not adequately explained in the PCR/V.
4. When preparing a PPA, the emphasis placed on each evaluation criterion will depend both on the PCR/V assessment and on findings that emerge during the PPA process. When a criterion or issue is not identified as problematic or in need of further investigation, and no additional information or evidence emerges during the PPA process, the PPA report will re-elaborate the PCR/V findings.

Scope of the PPA



¹ Extract from the PCR/V and PPA Guidelines.

² PPAs are to be conducted within a budget ceiling of US\$25,000.

³ Typically, a PPA mission would be conducted by an IOE staff member with the support of a consultant (international or national). An additional (national) consultant may be recruited if required and feasible within the evaluation budget.

⁴ Rather than an approach paper, IOE prepares terms of reference for PPAs. These terms of reference ensure coverage of information gaps, areas of focus identified through PCR/Vs and comments by the country programme manager, and will concentrate the PPA on those areas. The terms of reference will be included as an annex to the PPA.

C. Evaluation criteria

5. The PPA is well suited to provide an informed summary assessment of project relevance. This includes assessing the relevance of project objectives and of design. While, at the design stage, project logical frameworks are sometimes succinct and sketchy, they do contain a number of (tacit) assumptions on mechanisms and processes expected to generate the final results. At the post-completion phase, and with the benefit of hindsight, it will be clearer to the evaluators which of these assumptions have proved to be realistic, and which did not hold up during implementation and why.
6. For example, the PPA of a project with a major agricultural marketing component may consider whether the project framework incorporated key information on the value chain. Did it investigate issues relating to input and output markets (distance, information, monopolistic power)? Did it make realistic assumptions on post-harvest conservation and losses? In such cases, staff responsible for the PPA will not be expected to conduct extensive market analyses, but might consider the different steps (e.g. production, processing, transportation, distribution, retail) involved and conduct interviews with selected actors along the value chain.
7. An assessment of effectiveness, the extent to which a project's overall objectives have been achieved, should be preferably made at project completion, when the components are expected to have been executed and all resources fully utilized. The PPA considers the overall objectives⁵ set out in the final project design document and as modified during implementation. At the same time, it should be flexible enough to capture good performance or under-performance in areas that were not defined as an objective in the initial design but emerged during the course of implementation.
8. The PPA mission may interview farmers regarding an extension component, the objective of which was to diffuse a certain agricultural practice (say, adoption of a soil nutrient conservation technique). The purpose here would be to understand whether the farmers found it useful, to what extent they applied it and their perception of the results obtained. The PPA may look into reasons for the farmers' interest in new techniques, and into adoption rates. For example, was the extension message delivered through lectures? Did extension agents use audio-visual tools? Did extension agents engage farmers in interactive and participatory modules? These type of questions help illustrate *why* certain initiatives have been conducive (or not conducive) to obtaining the desired results.
9. The Evaluation Manual suggests methods for assessing efficiency, such as calculating the economic internal rate of return (EIRR),⁶ estimating unit costs and comparing them with standards (cost-effectiveness approach), or addressing managerial aspects of efficiency (timely delivery of activities, respect of budget provisions). The documentation used in preparing the PCRV should normally provide sufficient evidence of delays and cost overruns and make it possible to explain why they happened.
10. As far as rural poverty impact is concerned, the following domains are contemplated in the Evaluation Manual: (a) household income and assets; (b) human and social capital and empowerment; (c) food security and agricultural

⁵ Overall objectives will be considered as a reference for assessing effectiveness. However, these are not always stated clearly or consistent throughout the documentation. The assessment may be made by component if objectives are defined by components; however the evaluation will try to establish a correspondence between the overall objectives and outputs.

⁶ Calculating an EIRR may be challenging for a PPA as it is time consuming and the required high quality data are often not available. The PPA may help verify whether some of the crucial assumptions for EIRR calculation are consistent with field observations. The mission may also help shed light on the cost-effectiveness aspects of efficiency, for example whether, in an irrigation project, a simple upgrade of traditional seasonal flood water canalization systems might have been an option, rather than investing on a complex irrigation system, when access to markets is seriously constrained.

productivity; (d) natural resources, the environment and climate change;⁷ and (e) institutions and policies. As shown in past evaluations, IFAD-funded projects generally collect very little data on household or community-level impact indicators. Even when impact data are available, both their quality and the methodological rigour of impact assessments are still questionable. For example, although data report significant increases in household assets, these may be due to exogenous factors (e.g. falling prices of certain commodities; a general economic upturn; households receiving remittances), and not to the project.

11. PPAs may help address the "attribution issue" (i.e. establishing to what extent certain results are due to a development intervention rather than to exogenous factors) by:
 - (i) following the logical chain of the project, identifying key hypotheses and reassessing the plausibility chain; and
 - (ii) conducting interviews with non-beneficiaries sharing key characteristics (e.g. socio-economic status, livelihood, farming system), which would give the mission an idea of what would have happened without the project (counterfactual).⁸
12. When sufficient resources are available, simple data collection exercises (mini-surveys) may be conducted by a local consultant prior to the PPA mission.⁹ Another non-mutually exclusive option is to spot-check typical data ranges or patterns described in the PCR by means of case studies (e.g. do PCR claims regarding increases in average food-secure months fall within the typical ranges recorded in the field?). It is to be noted that, while data collected by a PPA mission may not be representative in a statistical sense, such data often provide useful reference points and insights. It is important to exercise care in selecting sites for interviews in order to avoid blatant cases of non-beneficiaries profiting from the project.). Sites for field visits are selected by IOE in consultation with the government concerned. Government staff may also accompany the PPA mission on these visits.
13. The typical timing of the PPA (1-2 years after project closure) may be useful for identifying factors that enhance or threaten the sustainability of benefits. By that stage, the project management unit may have been disbanded and some of the support activities (technical, financial, organizational) terminated, unless a second phase is going forward or other funding has become available. Typical factors of sustainability (political support, availability of budgetary resources for maintenance, technical capacity, commitment, ownership by the beneficiaries, environmental resilience) can be better understood at the ex post stage.
14. The PPA also concentrates on IFAD's role with regard to the promotion of innovations and scaling up. For example, it might be observed that some innovations are easily scaled up at low cost (e.g. simple but improved cattle-rearing practices that can be disseminated with limited funding). In other cases, scaling up may involve risks: consider the case of a high-yield crop variety for which market demand is static. Broad adoption of the variety may be beneficial in terms of ensuring food security, but may also depress market prices and thereby reduce sale revenues for many households unless there are other, complementary activities for the processing of raw products.
15. The PPA addresses gender equality and women's empowerment, a criterion recently introduced into IFAD's evaluation methodology. This relates to the emphasis placed on gender issues: whether it has been followed up during

⁷ Climate change criterion will be addressed if and when pertinent in the context of the project, as most completed projects evaluated did not integrate this issue into the project design.

⁸ See also the discussion of attribution issues in the section on PCRVs.

⁹ If the PPA is conducted in the context of a country programme evaluation, then the PPA can piggy-back on the CPE and dedicate more resources to primary data collection.

implementation, including the monitoring of gender-related indicators; and the results achieved.

16. Information from the PCRV may be often sufficient to assess the performance of partners, namely, IFAD and the government. The PPA mission may provide further insights, such as on IFAD's responsiveness, if relevant, to implementation issues or problems of coordination among the project implementation unit and local and central governments. The PPA does not assess the performance of cooperating institutions, which now has little or no learning value for IFAD.
17. Having completed the analysis, the PPA provides its own ratings in accordance with the evaluation criteria and compares them with the Programme Management Department's ratings. PPA ratings are final for evaluation reporting purposes. The PPA also rates the quality of the PCR document.
18. The PPA formulates short conclusions: a storyline of the main findings. Thereafter, a few key recommendations are presented with a view to following up projects, or other interventions with a similar focus or components in different areas of the country.¹⁰

¹⁰ Practices differ among multilateral development banks, including recommendations in PPAs. At the World Bank, there are no recommendations but "lessons learned" are presented in a typical PPA. On the other hand, PPAs prepared by Asian Development Bank include "issues and lessons" as well as "follow-up actions" although the latter tend to take the form of either generic technical guidelines for a future (hypothetical) intervention in the same sector or for an ongoing follow-up project (at Asian Development Bank, PPAs are undertaken at least three years after project closure).

Definition of the evaluation criteria used by IOE

<i>Criteria</i>	<i>Definition^a</i>
Project performance	
Relevance	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, institutional priorities and partner and donor policies. It also entails an assessment of project design in achieving its objectives.
Effectiveness	The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.
Efficiency	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted into results.
Rural poverty impact^b	Impact is defined as the changes that have occurred or are expected to occur in the lives of the rural poor (whether positive or negative, direct or indirect, intended or unintended) as a result of development interventions.
Household income and assets	Household income provides a means of assessing the flow of economic benefits accruing to an individual or group, whereas assets relate to a stock of accumulated items of economic value.
Human and social capital and empowerment	Human and social capital and empowerment include an assessment of the changes that have occurred in the empowerment of individuals, the quality of grassroots organizations and institutions, and the poor's individual and collective capacity.
Food security and agricultural productivity	Changes in food security relate to availability, access to food and stability of access, whereas changes in agricultural productivity are measured in terms of yields.
Natural resources, the environment and climate change	The focus on natural resources and the environment involves assessing the extent to which a project contributes to changes in the protection, rehabilitation or depletion of natural resources and the environment as well as in mitigating the negative impact of climate change or promoting adaptation measures.
Institutions and policies	The criterion relating to institutions and policies is designed to assess changes in the quality and performance of institutions, policies and the regulatory framework that influence the lives of the poor.
Other performance criteria	
Sustainability	The likely continuation of net benefits from a development intervention beyond the phase of external funding support. It also includes an assessment of the likelihood that actual and anticipated results will be resilient to risks beyond the project's life.
Innovation and scaling up	The extent to which IFAD development interventions have: (i) introduced innovative approaches to rural poverty reduction; and (ii) the extent to which these interventions have been (or are likely to be) replicated and scaled up by government authorities, donor organizations, the private sector and others agencies.
Gender equality and women's empowerment	The criterion assesses the efforts made to promote gender equality and women's empowerment in the design, implementation, supervision and implementation support, and evaluation of IFAD-assisted projects.
Overall project achievement	This provides an overarching assessment of the project, drawing upon the analysis made under the various evaluation criteria cited above.
Performance of partners	This criterion assesses the contribution of partners to project design, execution, monitoring and reporting, supervision and implementation support, and evaluation.
IFAD	It also assesses the performance of individual partners against their expected role and responsibilities in the project life cycle.
Government	

^a These definitions have been taken from the OECD/DAC *Glossary of Key Terms in Evaluation and Results-Based Management* and from the IFAD Evaluation Manual (2009).

^b The IFAD Evaluation Manual also deals with the "lack of intervention", that is, no specific intervention may have been foreseen or intended with respect to one or more of the five impact domains. In spite of this, if positive or negative changes are detected and can be attributed in whole or in part to the project, a rating should be assigned to the particular impact domain. On the other hand, if no changes are detected and no intervention was foreseen or intended, then no rating (or the mention "not applicable") is assigned.

List of key persons met

A. Rome

IFAD Headquarters

Mr Paolo Silveri, Brazil Country Programme Manager
Mr Iván Cossio, former Brazil Country Programme Manager
Ms Luisa Migliaccio, Finance Officer (CFS)
Mr Antonio Rota, Lead Technical Adviser, Livestock
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Mr Jose Vivaldo Souza, former CAR Executive Director
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Mr Alexandre Jatoba, Small ruminants raising Technical Assistant
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Supporting tables

Annex VII -Table 1

Main recommendations from the evaluation of PROGAVIAO

	Recommendation from PROGAVIAO Interim Evaluation (2003) (abbreviated form)	Follow-up at design level of <i>Gente de Valor</i>
1	Extend implementation period for two years.	These recommendations were mainly directed to the completion phase of PROGAVIAO.
2	Develop a more participatory work style that is decentralized towards the executing unit and rural associations.	
3	Analyse and review gender, environment and M&E strategies. Formulate a marketing strategy for products covered by the project.	
5	Focus more attention and invest on the project's technical team, restructure the team placing more emphasis on staff specialized in social action.	
5	Prepare a new detailed work programme with coexecuting institutions for the remainder of the implementation period.	
6	Strengthen rural participation and the operation of community organizations in order to extend project benefits to a great number of families	The project design of <i>Gente de Valor</i> places emphasis on participation of grassroots organization, also in view of enhancing the chances of long-term sustainability.
7	Associations should undertake activities of general community interest that are essential to the sustainability of project actions	
8	Continue and strengthen work with gender perspective	The design presents a detailed strategy for gender equity
9	Evaluate the educational process in the three family farm-schools in the project area	This recommendation refers mainly to PROGAVIAO completion.
10	Situate the project in the region, using a territorial approach, involving more local government, civil society, and organizations involved in federal state and private projects in the area.	Territorial approach is an integral part of <i>Gente de Valor</i> .
11	The project should support implementation of the municipal action committees and establishment of regional organizations that groups all <i>municipios</i> in the area.	Although directed to PROGAVIAO, the recommendation has been considered in the design of <i>Gente de Valor</i> which linkages to municipal development plans.
12	The project's technical, organizational and implementation capacity should be made available to local agencies in order to integrate action.	Not clear, this mostly related to the completion of PROGAVIAO.
13	Disseminate new technologies for cassava and livestock	<i>Gente de Valor</i> includes an extension component which covered, inter alia, cassava and small livestock
14	Ensure the maintenance of new selected plant materials for cassava, new rangelands, regional/local stockings of fingerlings	Not directly mentioned in the design of <i>Gente de Valor</i>
15	Develop a new technology package for bean/maize cropping, using the same methodology for cassava.	Not directly mentioned in the design of <i>Gente de Valor</i>
16	Analyse the overall programme for irrigated crops and design a new programme reflecting the necessary modalities	This is indirectly part of the Design of <i>Gente de Valor</i> (it is one of the sub-components)
17	Maintain the current microenterprise strategy and develop an alternative for the action part, simpler, more grassroots and participatory.	The design of <i>Gente de Valor</i> contemplates support to rural enterprises at three levels: (i) support to preparation of business plans; (ii) basic technical assistance and; (iii) advanced technical assistance.
18	Tap microcredit potential as a means of empowerment as a means of empowerment and strengthening of grassroots institutions	Microcredit is not a project component of <i>Gente de Valor</i> . Financial services are expected to come through linkages with PRONAF.
19	Strengthen environmental awareness in all facets of the process	<i>Gente de Valor</i> has an environmental and climate change resilience sub-component.

Annex VII - Table 2

Design expectations on project general social and community benefits

• Households with improved assets ownership, disaggregated by sex, No.	6 600
• Reduction of the prevalence of child malnutrition, disaggregated by sex, %	40
• Households with sustainable access to an improved source of water	4 000
• Households have improved their food security. No.	6 600
• Persons receiving direct project services, No.	35 000
• Groups with women leaders, No.	240
• Groups operational/functional, by type, No.	350
• Jobs generated by small and medium enterprises, No.	6 640
• Young people inserted in the labor market, No.	3 000
• Enterprises operating after three years, No.	270
Community organization	
• Community projects implemented, No.	1 975
• People belonging to consolidated organizations, No.	15 000
• Development plans prepared, No.	400
• Organizations strengthened in their capacities to participate in development processes	1 200
• Leaders strengthened in their capacities to lead development processes, No.	1 250
Professional training	
• Young people –men and women- trained in labor skills, No.	4 000
• Service providers institutions trained in technical skills for rural development, No.	35
Social and Cultural Investment Fund (SCIF)	
• Organizations with projects financed by the SCIF, No.	2 500

Source: Project Design Report (2005).

Annex VII - Table 3

Design expectations on project economic benefits

Market development services	
• Networks established and strengthened by type of business cluster	4
• Networks strengthened by type of cluster, No.	6
• Groups engaged in not traditional activities with aggregated value by chain (20 % in beekeeping and handicrafts, 30 % in fruit/cashew), %	20
• Groups having access to dynamic markets directly, %	40
Technical assistance	
• People accessing technical advisory services, No.	30 000
• Groups implementing business plans, No.	875
• Enterprises established & strengthened, No.	450
• Enterprises increasing their gross sales, %	80
• Demonstrative centers implemented, No.	6
• Organizations having access to existing credit lines by type of organization and credit line, No.	525
Support services for young men and women with entrepreneurial capacities	
• Young people accessing support services, No.	2 000
• Businesses implemented by young persons by type of business and gender	100
Productive Capitalization Fund (PCF)	
• Organizations having access to the PCF by cluster	875
• Direct beneficiaries of Productive Capitalization fund	30 000
• Processing facilities established, No.	300
Environmental Conservation and Management Fund (ECMF)	
• Organizations having access to the ECMF	1 000
• Type of investments financed by the ECMF by number of beneficiaries involved and organization	18

Source: Project Design Report (2005).

Project performance assessment mini-survey summary tables

The tables are available only in Portuguese.

Annex VIII -Table 1

Communities with project - focus

Questões	1. Em que medida houve mudanças nos rendimentos da produção agrícola?	2. Em que medida houve mudanças nos rendimentos não-agrícolas	3. Quão útil você achou a formação agrícola?	4. Quão útil você achou a formação sobre empresa não-agrícola?	5. Em que medida houve mudança de consumo na quantidade de frutas e vegetais disponíveis para sua casa?	6. Em que medida houve mudanças nos bens domésticos da sua residência	7. Em que medida mudou as condições de saúde das famílias	8. Qual tem sido o nível de participação das mulheres no projeto	9. Houve alguma mudança na emigração dos jovens?	10. Qual tem sido o nível de participação dos jovens no projeto	11. Qual é o seu nível de satisfação com o projeto
Comunidades											
Grupo de Mulheres da Cooperativa de Produção e Comercialização da Agricultura Familiar do Sudoeste da Bahia – COOPROAF – Município de Manoel Vitorino (19/03/2015)	Aumentou muito	N/A	Muito útil	Muito útil	Aumentou um pouco	Aumentou um pouco	Aumentou muito	Muito alto	Os jovens estão migrando menos do que antes	Alto	Muito alto
Grupo de Mulheres e Jovens da Comunidade Poço da Pedra, Subterritório Nova Esperança (Núcleo COOPROAF) (19/03/2015)	Aumentou muito	N/A	Muito útil	Bastante útil	Aumentou muito	Aumentou um pouco	Aumentou muito	Muito alto	Os jovens estão migrando menos do que antes	Muito alto	Muito alto
Grupo de Mulheres e Jovens Comunidade Espírito Santo, Subterritório Quatro Forças Unidas, Município Mirante (Núcleo Fábrica COOPROAF) (20/03/2015)	Aumentou muito	N/A	Muito útil	Bastante útil	Aumentou muito	Aumentou um pouco	Aumentou muito	Muito alto	Os jovens estão migrando menos do que antes	Alto	Muito alto
Grupo de Mulheres e Jovens da Comunidade de Deus, Assentamento Pinto II, CEPOAP (Mel) (22/03/2015)	Aumentou muito	N/A	Muito útil	Bastante útil	Aumentou um pouco	Permanece u o mesmo	Aumentou muito	Muito alto	Os jovens estão migrando menos do que antes	Alto	Muito alto
Grupo de Mulheres e Jovens Aldeia Marcacao, Subterritório Kiriri da Marcacao (Mandioca) (23/03/2015)	Aumentou um pouco	N/A	Bastante útil	Bastante útil	Permanece u o mesmo	Aumentou um pouco	Aumentou um pouco	Muito alto	Os jovens estão migrando menos do que antes	Alto	Muito alto
Grupo de Mulheres e Jovens da Comunidade Fazenda Caixa, Subterritório A Uniao Faz a Forca (Ouricuri) (24/03/2015)	Aumentou muito	N/A	Muito útil	Bastante útil	Aumentou muito	Aumentou muito	Aumentou muito	Muito alto	Os jovens estão migrando menos do que antes	Muito alto	Muito alto
Grupo de Mulheres e Jovens Comunidade Curralinho, Subterritório Buscando o Desenvolvimento (Mandioca) (27/03/2015)	Aumentou muito	N/A	Muito útil	Muito útil	Aumentou muito	Aumentou um pouco	Aumentou muito	Muito alto	Os jovens estão migrando menos do que antes	Muito alto	Muito alto

Annex VIII - Table 2

Communities with project – non focus

Questões Comunidades	1. Em que medida houve mudanças nos rendimentos da produção agrícola?	2. Em que medida houve mudanças nos rendimentos não-agrícolas	3. Quanto útil você achou a formação agrícola?	4. Quanto útil você achou a formação sobre empresa não-agrícola?	5. Em que medida houve mudança de consumo na quantidade de frutas e vegetais disponíveis para sua casa?	6. Em que medida houve mudanças nos bens domésticos da sua residência	7. Em que medida mudou as condições de saúde das famílias	8. Qual tem sido o nível de participação das mulheres no projeto	9. Houve alguma mudança na emigração dos jovens?	10. Qual tem sido o nível de participação dos jovens no projeto	11. Qual é o seu nível de satisfação com o projeto
Grupo de Mulheres e Jovens da Comunidade Barra do Engano, Subterritório ABB (20/01/2015) (Feirinha)	Aumentou um pouco	N/A	Muito útil	Bastante útil	Aumentou muito	Aumentou um pouco	Aumentou muito	Muito alto	Permaneceu o mesmo	Muito alto	Muito alto
Grupo de Mulheres e Jovens Comunidade Belém-Barreiro, Subterritório Riacho Samambaia (23/03/2015)	Aumentou um pouco	N/A	Muito útil	Bastante útil	Aumentou um pouco	Aumentou um pouco	Aumentou muito	Muito alto	Permaneceu o mesmo	Alto	Muito alto
Grupo de Mulheres e Jovens da Comunidade Quijingue Velha, Subterritório Nova Esperança (24/03/2015)	Aumentou muito	N/A	Muito útil	Bastante útil	Aumentou muito	Aumentou muito	Aumentou muito	Muito alto	Permaneceu o mesmo	Alto	Muito alto
Grupo de Mulheres e Jovens da Comunidade Bariri, Grupo de Artesanato Unidos do BRAR, , Subterritório BRAR, (Fiapo) (26/03/2015)	Aumentou um pouco	Aumentou muito	Muito útil	Muito útil	Aumentou muito	Aumentou um pouco	Aumentou muito	Muito alto	Permaneceu o mesmo	Alto	Muito alto

Annex VIII - Table 3
Communities without project

Questões	1. Em que medida houve mudanças nos rendimentos da produção agrícola?	2. Em que medida houve mudanças nos rendimentos não-agrícolas	3. Quão útil você achou a formação agrícola?	4. Quão útil você achou a formação sobre empresa não-agrícola?	5. Em que medida houve mudança de consumo na quantidade de frutas e vegetais disponíveis para sua casa?	6. Em que medida houve mudanças nos bens domésticos da sua residência	7. Em que medida mudou as condições de saúde das famílias	8. Qual tem sido o nível de participação das mulheres no projeto	9. Houve alguma mudança na emigração dos jovens?	10. Qual tem sido o nível de participação dos jovens no projeto	11. Qual é o seu nível de satisfação com o projeto
Comunidades											
Comunidade Lamiro, Mirante (20/03/2015)	Piorou	N/A	Não sabe/não recebeu	Não sabe/não recebeu	Piorou	Permaneceu o mesmo	Piorou	N/A	Os jovens estão migrando mais do que antes	N/A	N/A
Comunidade Fazenda da Pedra, Ribera do Amparo (22/03/2015)	Permaneceu o mesmo	N/A	Não sabe/não recebeu	Não sabe/não recebeu	Permaneceu o mesmo	Permaneceu o mesmo	Permaneceu o mesmo	N/A	Não houve nenhuma mudança	N/A	N/A

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Assessment of the Project Completion Report

1. The assessment of the project completion report is based on four domains (scope, quality, lessons learned and candour) contemplated in the IOE guidelines.
2. **Scope (adoption of the prescribed criteria).** The Project Completion Report is a short document that follows the standard IFAD criteria for project-level evaluation. The presentation of findings on effectiveness and impact are clustered in the same section, and the assessment of gender equality aspects is spread through the report rather than being presented in a dedicated section. Rating: moderately satisfactory (4).
3. **Quality (methods, data, participatory process).** The completion report is largely a "statement-based" (as opposed to evidence-based) document. Analytical contents are limited and, apart from some data of financial nature and some data on project outputs there is almost no evidence, either quantitative or qualitative on project performance and results. It is understood that the project's own M&E system and weak analytical work were constraining factors. However, knowing the limitation of project self-reporting, it would have been possible to entrust to a small team the collection of information from a limited number of communities through a case-study methodology. The report has been mainly produced by a single consultant with limited engagement of the implementing agency (CAR). Rating: unsatisfactory (2).
4. **Lessons.** Out of the three topics selected as lessons learned (targeting, integration with other public programmes, knowledge required to overcome poverty), only the second is developed to an extent that makes it relevant for future interventions in the State of Bahia or in Brazil in general. The other two themes are in principle interesting but formulated in rather generic terms. Rating: moderately unsatisfactory (3).
5. **Candour.** There are attempts to balance between positive aspects and weaknesses. Unfortunately, limited evidence constrains the analysis and some critical elements are missing. Candour can be rated as moderately satisfactory taking into account the effort to build some equilibrium in the narrative (4).



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