



Investing in rural people

Independent Office of Evaluation

Republic of Mauritius

Rural Diversification Programme

PROJECT PERFORMANCE ASSESSMENT



December 2014

Republic of Mauritius
Rural Diversification Programme
Programme Performance Assessment

Acknowledgements

This project performance assessment was conducted by Mark Keating, Evaluation Officer, with contributions from Avraam Louca, senior consultant. Jicheng Zhang, former Evaluation Officer, participated in the evaluation mission. Internal peer reviewers from IOE – Ashwani Muthoo, Deputy Director, and Miguel Torralba, Senior Evaluation Officer – provided comments on the draft report. Lucy Ariano and Mayte Illan, former Evaluation Assistants, provided administrative support.

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Photos of activities supported by the Rural Diversification Programme

Front cover: Cultivation of pineapple (ananas). One of the development objectives of the Rural Diversification Programme in Mauritius was to diversify the base of the smallholders' production system from sugar cane to other potential higher value cash crops, such as pineapples.

Back cover: Mourouk Planters Association in Rodriques (left); One of the 603 programme credit beneficiaries who received a loan through the Development Bank of Mauritius and purchased two sewing machines. She plans to build a bigger workshop and open a shop (right).

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Currency equivalent, weights and measures

Currency equivalent (July 2013)

Currency unit = Mauritian Rupee (MUR)

US\$1 = MUR 24

MUR 1 = US\$0.04

Weights and measures

1 kilogram (kg) = 2.204 pounds (lb)

1,000 kg = 1 metric tonne (t)

1 hectare (ha) = 2.47 acres

Abbreviations and acronyms

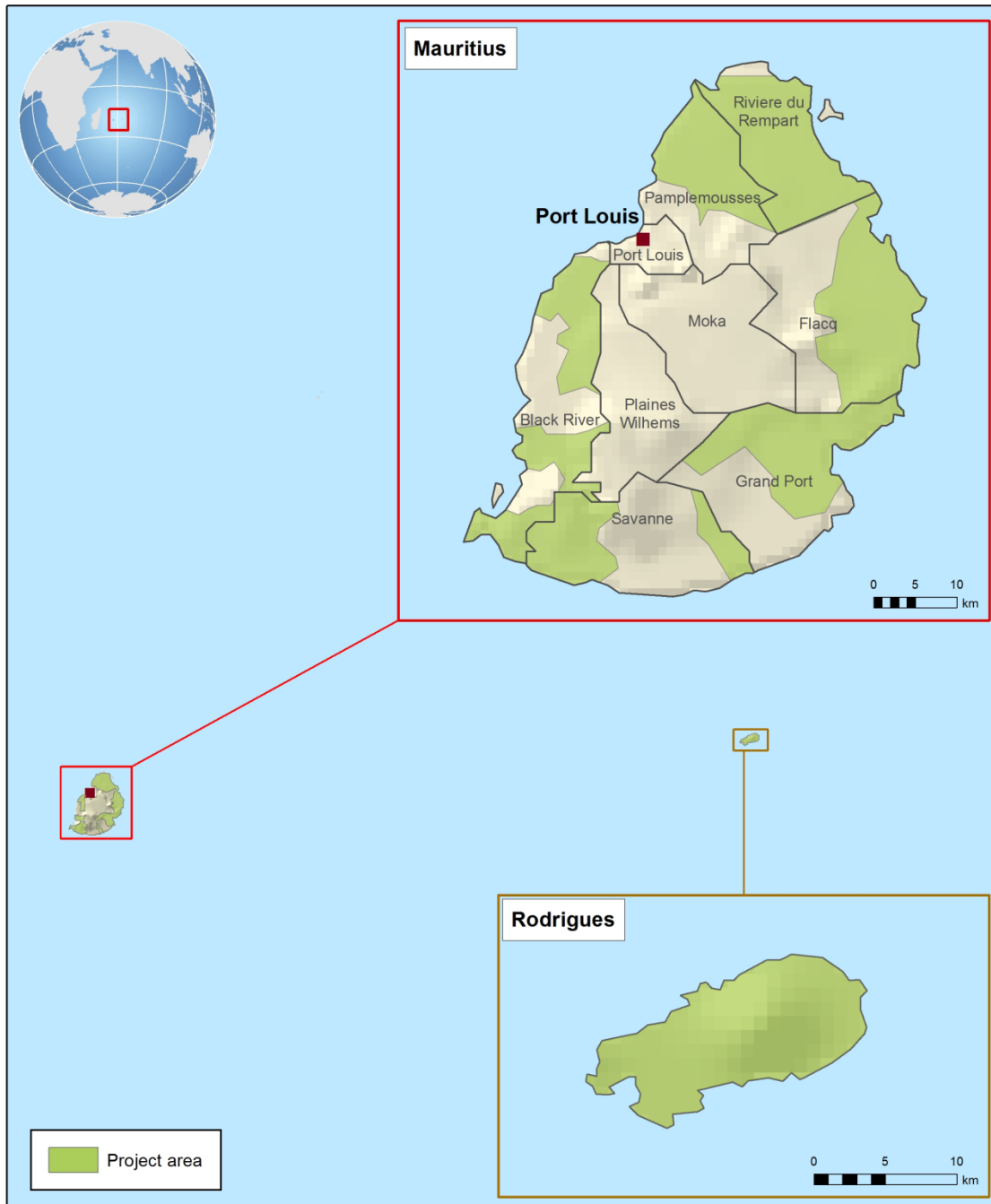
AREU	Agricultural Research and Extension Unit
CCU	Community credit union
DBM	Development Bank of Mauritius
FAD	Fish Aggregating Device
FiTEC	Fisheries Training and Extension Center
FPS	Fisheries Protection Service
GDP	Gross domestic product
IA	Irrigation Authority
JPIU	Joint Programme Implementation Unit
MAIFS	Ministry of Agro-Industries and Food Security
MARS	Marine and Agricultural Resources Support Programme
M&E	Monitoring and Evaluation
MOFC	Ministry of Fisheries and Cooperatives
MWFWCD	Ministry of Women, Family Welfare and Child Development
O&M	Operation and Maintenance
PCR	Project completion report
PCRV	Project completion report validation
PIM	Participatory Irrigation Management
VCA	Village Council Area
WUA	Water Users' Association
WUCS	Water Users' Cooperative Society

Map of the programme area

Republic of Mauritius

Rural Diversification Programme (RDP)

Project performance assessment



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 | 28-10-2014

Executive summary

1. **Background.** The Project Performance Assessment (PPA) of the Rural Diversification Programme (RDP) in Mauritius was undertaken by the Independent Office of Evaluation (IOE) of IFAD in 2013 in order to assess the overall results of the Programme and to generate relevant findings and recommendations for the implementation of on-going operations and the design of future IFAD-funded interventions in the country. This PPA is based on the review of official project reports and other related documentation, as well as on an in-country mission which visited the project area and held discussions with key stakeholders, including Government officials, project staff, and beneficiaries.
2. **The programme.** The Republic of Mauritius is an island nation in the Indian Ocean located off the southeast coast of the African continent, with a population of 1.25 million people. The country includes the islands of Mauritius, Rodrigues, Agalega, and the group islands of Saint Brandon. Since its independence in 1968, Mauritius has steadily developed, moving from a low-income to an upper middle-income country status. The economy is based on tourism, textiles, sugar, and financial services.
3. The RDP was approved by IFAD's Executive Board in April 1999, and was implemented over a period of more than ten years (129 months), between 4 April 2000 and December 2010, with the closing date extended three times through amendments to the original Loan Agreement. The planned total cost was US\$16.57 million, including an IFAD loan of US\$11.12 million, government contribution of US\$4.71 million, beneficiaries contribution of US\$0.56 million and financial intermediaries US\$0.16 million. In addition, RDP benefited from a Technical Assistance Grant of US\$0.075 million.
4. The RDP rationale, in line with IFAD's country strategy and Government's development priorities at that time, was dictated by the need to shift the productive structure of the economy towards a number of diversified, and relatively underdeveloped, subsectors with high growth potential, which would provide an opportunity to the poor and disadvantaged groups to improve their economic status, income and well-being. The goal of the programme was to stimulate diversified and sustainable economic development for low-income households. This was to be achieved by: (i) diversifying and improving the income and resource base of poor, particularly low-income, households; (ii) developing institutional modalities and instruments to enable the poor to avail themselves of increased economic opportunities from agriculture, fishing and off-farm microenterprises; and (iii) improving the technical and entrepreneurial capacity of the target group through training and the strengthening of grass-roots groups and organizations, in close cooperation with the private sector, NGOs and civil society.
5. The programme was articulated around four components: (i) Irrigated Agriculture Development; (ii) Fisheries Development; (iii) Microenterprise and Microfinance; and (iv) Community Development for Mauritius and Rodrigues. A total of 15,180 households in Mauritius and Rodrigues were expected to benefit from the programme. The target group was composed of poor rural households in the Mauritius and Rodrigues islands area. The majority of the poor consisted of small and marginal planters, artisanal fishermen, unemployed, landless rural labourers, unskilled (mostly female) labourers and female-headed households. All these groups faced production constraints, namely, inadequate access to financial resources and improved production technology, poor education, and limited vocational skills and training.
6. **Performance assessment.** The RDP was highly relevant in the context of key constraints in the agricultural sector and with the national policy framework to

broaden and diversify the base of the smallholders' production system from sugar cane to other potential higher value cash crops. It was also to address the issue of rising unemployment and poverty by providing opportunities to the poor in accessing capital and technical assistance, as well as addressing the core issue of over-exploitation of fish stocks and destructive fishing practices in the lagoons that surround Mauritius and Rodrigues islands.

7. Overall, the programme yielded mixed results. In terms of rural poverty impact, RDP interventions generated moderately beneficial effects in some impact domains, such as household income and assets, and food security and agricultural productivity. For example, the overall impact of irrigation was found to be positive, with increases in cultivated land, previously left abandoned, and increases in yields ranging between 10 to 70 per cent; this could be attributed to the timely and reliable water supply provided through RDP activities, with concomitant increase in income. In addition, the irrigation schemes and fish aggregating device (FAD) fishery have contributed to increasing the agricultural production and productivity and fish catches, and to enhancing food security by increasing the beneficiaries' total production and income. With regard to gender, the PPA mission found that some of the community projects have supported poor women to overcome social and economic exclusion and enhance livelihoods.
8. On the other hand, the programme came short of meeting its objectives, in particular due to the programme design's failure to carefully address critical issues such as human resources constraints, qualifications and skills of staff engaged in implementation, as well as in not internalizing the previous experience and failures of microcredit in Mauritius. The overall achievement of the development objectives was moderately unsatisfactory. In particular: (i) the diversification of food crops was not sufficient to reduce farmer's dependence on sugar cane and sugar cane prices; (ii) the reduction of the ecological pressure on the lagoon was minimal; (iii) the microfinance/microenterprise sub-programme was discontinued due to structural implementation problems; and (iv) a number of community projects did not respond to the needs of beneficiaries and remained unused or underused.
9. Lastly, except for the IFAD fishery sub-programme, the programme's monitoring and evaluation system remained weak throughout implementation, due to a serious lack of capacities, culminating into a complete lack of second and higher level programme results and outcomes.

Recommendations

10. **Irrigation schemes.** The implementation of public irrigation schemes should follow the Participatory Irrigation Management process as modelled by the Irrigation Authority, whereby planters participate fully right from the design through the construction stage. Capacity-building of farmers for existing schemes should complete detailed procedures for the transfer of Operation and Maintenance to the Water User Cooperative Societies. The empowerment of the smallholders should create a conspicuous multiplier effect leading to efficient water use and increased revenue.
11. **Cost sharing and beneficiary contributions must be clearly defined, enforced and recorded.** In order to ensure the sustainability of services following programme completion, it is advisable to institute cost sharing principles and user fees from the outset of implementation, to the extent feasible. The enforcement and the keeping of records of beneficiary contributions help farmers and fishermen to take ownership and responsibility for the assets they receive. The strict application of full cost recovery for services may encourage beneficiaries to form groups or associations to facilitate the provision of services.

12. **Future IFAD operations in Mauritius should support the value chain approach and market linkages.** Development interventions that support the value chain approach and market linkages can stimulate diversification and investments that would lead to availability of market produce and the strengthening of rural enterprises. In addition, they would bring closer the rural entrepreneurs and PFIs and would contribute to the development of efficient schemes that will incorporate technical support, financing, management and quality control. Analysis of market opportunities should be carried out before investing in agriculture, livestock and fisheries; training on business and marketing aspects should complement production-oriented training. Long-term success requires not only improved on-farm and off-farm and fisheries productivity but also opportunities for planters and fishermen to have access to, and compete in, output markets. Future IFAD-supported projects need to provide institutional support for various marketing activities at several levels, including assistance to farmer and fisher groups, members of groups or entrepreneurs for the establishment and initial operation via credit of marketing associations of agricultural and fisheries produce or purchase of inputs, and private small and medium scale processing plants equipped with storage facilities and quality testing.
13. **Rural financial services.** The lack of short and medium-term finance is a serious constraint to the access of inputs on which increased productivity is largely dependent. Poor planters and fishermen need to rely on credit opportunities for on-farm and fisheries investments and off-farm income generation. The absence of a credit revolving fund exacerbated the lack of cash for the poor beneficiaries and discouraged further on-farm and off-farm investments. The availability of a rural financial services delivery system is an important tool for poverty reduction.

Republic of Mauritius

Rural Diversification Programme

Project Performance Assessment

I. Objectives, methodology and process

1. **Background and objectives.** IFAD has been active in Mauritius since 1981, with three projects (two closed and one on-going) with an overall IFAD investment of US\$23.4 million. Currently the total active portfolio stands at US\$17.23 million, of which IFAD finances US\$6.0 million. The active portfolio comprises the Marine and Agricultural Resources Support (MARS) Programme, which is cofinanced with the Government of Western Australia and the United Nations Development Programme, the Global Environment Facility, and the Small Grants Programme.
2. The objectives of this project performance assessment (PPA), which comprises the second¹ evaluation undertaken in the Republic of Mauritius by the Independent Office of Evaluation of IFAD (IOE), are to: (i) assess the results and impact of the Rural Diversification Programme (RDP); and (ii) generate relevant findings and recommendations for the design and implementation of on-going and future operations in the country.
3. **Methodology.** A PPA applies the evaluation methodology including evaluation criteria outlined in IFAD's Evaluation Manual.² As a general rule, in view of time and resource constraints, a PPA is not expected to undertake quantitative surveys and, as such, necessarily relies on data available from the programme monitoring and evaluation (M&E) system, as well as from other official sources such as supervision reports, the Mid-term Review and the Project Completion report. In addition to a desk review, a PPA undertakes further data collection activities, including interviews at IFAD headquarters as well as an in-country mission in order to provide a more comprehensive assessment of programme performance.
4. **Process.** Prior to starting a PPA, IOE prepares a Project Completion Report Validation (PCRv), a desk review which provides initial evaluative findings and highlights key issues to be assessed. Based on the PCRv findings and other reviews, the lead evaluator identifies key issues and information gaps to be focused on during the in-country mission and, accordingly, prepares a list of key evaluation questions to be addressed by the PPA.
5. In the case of RDP, a PCRv was not prepared due to the absence of a proper Project Completion Report (PCR). A PCR was drafted in May 2009, two years before the final, extended project closing date, based on the expected closing date of December 2009, so to meet provisions set in the Loan agreement. The author(s) have not followed the IFAD PCR guidelines and have not touched upon the standard evaluation criteria, e.g. relevance, effectiveness, efficiency, and rural poverty impact. In April 2009, the IFAD Executive Board approved an additional 18-month extension to facilitate the transition from RDP to the new MARS Programme. The final RDP closing date was set for 30 June 2011. Repeated recommendations by four successive IFAD supervision/implementation support missions to update the project completion report (PCR) have not been acted upon, contrary to the programme loan agreement.
6. The PPA mission to Mauritius³ took place during 15-26 July 2013. In the absence of a PCRv, the mission terms of reference (TOR) proposed that the specific focus for

¹ The first evaluation comprised an ex post mission fielded by IFAD in July 1997 for the Small-Scale Agricultural Development Project.

² Available on the following link: <http://www.ifad.org/evaluation>

³ The mission comprised Mr Jicheng Zhang, Evaluation Officer, IOE in representation of Mr Mark Keating, Lead Evaluator for this PPA, and Mr Avraam Louca, lead consultant.

this PPA will be the core evaluation criteria, i.e. relevance, effectiveness, efficiency, and impact, and the performance criteria, that is, sustainability, innovation and scaling up, gender equality and women's empowerment, as well as the performance of partners, namely the Government of Mauritius and IFAD.

7. In Port Louis, the capital of Mauritius, meetings were held with the Ministry of Agro-Industry and Food Security (MAIFS), the Irrigation Authority (IA) and the Agricultural Research and Extension Unit (AREU); the Ministry of Finance and Economic Development; the Treasury; the Ministry of Fisheries and the Fisheries Protection Service (FPS); the Ministry of Gender Equality, Child Development and Family Welfare (MGECDFW); and the Development Bank of Mauritius (DBM). Field visits were arranged for the PPA mission to the programme area, namely: AREU MAPOU Model Farm and the Arsenal Litchi Growers Cooperative, Arsenal village, Pamplemousses District. In the island of Rodrigues, meetings were held with the Commissioner for Youth and Community Development, the Officer in charge of Planning and Monitoring Unit, the head of the Deputy Chief Commissioner's Office and the departmental heads of the Commissions for: Agriculture, Fisheries, Environment and Tourism, Community Development, Education, Health and Sports. Field visits in Rodrigues were made to the cooperatives of Off-Lagoon fishermen, the Mourouk Planters Association, the community centers at Mont Limon and Montagne du Sable, the Pre-primary school at Nassola and credit beneficiaries.
8. The preliminary PPA findings were presented at a wrap-up meeting organized by the Government on 25 July 2013 at the Ministry of Agro-Industry and Food Security, chaired by the Ministry's Senior Agricultural Planning Officer, Mr Krishna Chikhuri.

II. The programme

A. The programme context

9. **Background.** The Republic of Mauritius is composed of four main tropical islands of volcanic origin - Mauritius, Rodrigues, Agalega and St. Brandon - located in the Indian Ocean at latitude 20 degrees south, surrounded by coral reefs, about 2,400 kilometers east of the African continent. With an area of only 1,865 square kilometers and a population of about 1.25 million people, Mauritius is the largest and most populous island of the group. Rodrigues is 550 kilometers further to the east and has a population of nearly 40,000 living on a land area of 108 square kilometers. The four ethnic groups of Mauritius's society, the Indo-Mauritians, the Creoles, the Franco-Mauritians and the Sino-Mauritians, live in peaceful coexistence and a Mauritian identity is emerging across the ethnic lines. About half of the island is arable, and most of it is planted with sugar cane.
10. Mauritius has an upper middle income economy⁴ that relies on four sectors, namely sugar, textiles, tourism and financial services. The composition of the Gross Domestic Product (GDP)⁵ by sector is 5 per cent agriculture, 23.5 per cent industry and 72 per cent services. The economic fundamentals⁶ are solid: open to foreign direct investment, export oriented, high standards of governance (46th in the 2011 Transparency International Corruption Perceptions Index) and business friendly (the top-ranked African country in business climate, ranked 23rd globally in the 2011 World Bank Doing Business report). The country is ranked high in terms of competitiveness, investment, climate and governance. The World Economic Forum's global competitiveness index ranked Mauritius at 54 out of 133 countries in 2011-2012, behind only South Africa in the Africa Region. In 2011, Mauritius had a real GDP growth of 4.1 per cent and a Gross National Income (GNI) per capita at US\$8,230. GDP growth projections for 2012 have been to 3.2 per cent. The poverty rate, whether measured as relative poverty, absolute poverty, or with

⁴ World Bank: "[Country and Lending Groups – Upper-middle-income economies](#)".

⁵ CIA: The World Fact Book.

⁶ World Bank: Mauritius Overview, last updated November 2012.

respect to food poverty, is low. Using the relative poverty measure, the poverty headcount is estimated to be 8.7 per cent, which is low compared to the average in Sub-Saharan Africa. Despite its small size, regional variations in poverty exist in Mauritius, with incidence of relative poverty higher in urban areas (12.4 per cent) than in rural areas (eight per cent).

11. Mauritius⁷ was ranked as the highest African country in the 2010 UN Human Development Index in position 72, with a label of "high human development". This high ranking is also reflected in the number of people living above the poverty line. The unemployment rate was 7.3 per cent in 2009, but it is likely to have risen in the course of the economic and financial crisis in 2008-2010 due to Mauritius's dependence on financial services and tourism from overseas. The Gini coefficient tends to mask the problem of exclusion among poor, uneducated Creoles. Life expectancy is as high as 74.25 years; the population growth rate stands at 0.75 per cent. 84.4 per cent of Mauritians are literate and 3.4 per cent of the GDP is spent on education.
12. The Government had employed a set of strategic measures⁸ to combat poverty that comprised: (i) diversifying the existing production system with a broad-based poverty-alleviation strategy responding to the felt needs of the poor; (ii) fostering local development, particularly in economically depressed regions, by providing access to finance, management and technical know-how to enable the poor to become self-reliant; (iii) encouraging small microenterprises in the non-farm, farm and fishing sectors and improving returns from such activities, both in terms of income and productivity; and (iv) developing a comprehensive programme for Rodrigues through creating economic and social infrastructure and additional income-generating opportunities (for the poorest section of the community).
13. **Programme description.** The RDP was approved by IFAD's Executive Board in April 1999, and implemented over a period of more than ten years (129 months), from 4 April 2000 to December 2010. The planned total cost was US\$16.57 million, including an IFAD loan of US\$11.12 million, government contribution of US\$4.71 million, beneficiaries contribution of US\$0.56 million and financial intermediaries US\$0.16 million. In addition, RDP benefited from a Technical Assistance Grant of US\$0.075 million. The RDP Mid-Term Review (MTR) was carried out in March 2004. The loan closing date has been extended thrice from the original date of 31 December 2006 to 30 June 2011. The last 18 months extension was approved by the IFAD Executive Board at its April 2009 session to facilitate the transition from the RDP to the MARS Programme, and to allow RDP resources (totaling about US\$2.2 million) to be utilized fully under the MARS loan.
14. The RDP rationale was dictated by the need for a shift in the productive structure of the economy to a large number of diversified and relatively underdeveloped subsectors with high growth potential that represented strategic areas for the poor and disadvantaged groups to improve their economic opportunities, income and well-being.
15. **Programme and targeting.** The President's Report⁹ defines the **programme area** as the whole of the islands of Mauritius and Rodrigues, with the following targeting criteria: (i) geographic specification. On the island of Mauritius attention will be concentrated on the north and eastern regions, where people earn 50 per cent and 30 per cent less than the average national per capita income. Here, the average landholding is less than 1 ha, and considerable potential exists for expanding the area under irrigation. Within this broader specification, sub-programme activities will be directed to 24 village council areas (VCAs) that are considered to be relatively deprived and have not benefited significantly from past

⁷ Mauritius Country Report, Gütersloh: Bertelsmann Stiftung, BTI 2012.

⁸ See [EB 99/66/R.16/Rev.1](#)

⁹ See [EB 99/66/R.16/Rev.1](#)

development activities. A comprehensive development programme will be implemented for the entire island of Rodrigues; (ii) self-targeting investments, as small-scale income-generating activities - such as fishing, vegetable growing, poultry raising, bee-keeping, sewing, etc. -, of interest only to the poorer and coastal households; and (iii) target group criteria, support will be directed to village-level community groupings or associations, i.e. women-headed households, landless, and resource-poor families.

16. **Target group.** A total of 15,180 households in Mauritius and Rodrigues were expected to benefit from the programme. The majority of the poor consisted of small and marginal planters, artisanal fishermen, unemployed, landless rural labourers, unskilled (mostly female) labourers and female-headed households. All these groups faced production constraints, namely, inadequate access to financial resources and improved production technology, poor education, and limited vocational skills and training.
17. As stated in the President's Report, the **goal** of the programme was to stimulate diversified and sustainable economic development for low-income households. This was to be achieved by: (i) diversifying and improving the income and resource base of poor, particularly low-income, households; (ii) developing institutional modalities and instruments to enable the poor to avail themselves of increased economic opportunities from agriculture, fishing and off-farm microenterprises; and (iii) improving the technical and entrepreneurial capacity of the target group through training and the strengthening of grass-roots groups and organizations, in close cooperation with the private sector, NGOs and civil society.
18. The programme comprised four components or sub-programmes:
 - (i) **Irrigated agriculture development** (25 per cent of total appraisal costs) which included rehabilitation and consolidation of irrigation schemes; development of new small-scale irrigation schemes; establishment of water users' associations (WUAs), or equivalent legal entities; improved extension delivery to support the diversification of agriculture; and institutional strengthening and technical assistance;
 - (ii) **Fisheries development** (28 per cent of total appraisal costs) focusing on financing of fish aggregating devices (FADs) and new boats, as well as institutional strengthening and technical assistance;
 - (iii) **Microenterprise and microfinance** (14 per cent of total appraisal costs) focusing on microfinance development, whereby funds would be provided to financial intermediaries, particularly Community Credit Unions (CCUs), for on-lending to the target clients; and microenterprise development, whereby microenterprises would be encouraged and promoted with appropriate packages of assistance;
 - (iv) **Community development for Mauritius and Rodrigues** (26 per cent of total appraisal costs) focusing on strengthening of grass-roots capacities and the establishment of Community Development Investment Funds for Mauritius and Rodrigues to support community and group initiatives identified through the participatory rural appraisal process.
19. **Programme cost.** Table 1 shows the financial weight attributed to each component, including the total programme cost, which amounted to US\$16.35 million. The Irrigated Agriculture Development component utilized US\$7.47 million and accounted for 45.7 per cent of total programme cost due to high beneficiary demand, compared to 25 per cent estimated at appraisal; it absorbed the biggest share of all programme resources.

Table 1
Programme cost by component (000)

<i>Component</i>	<i>Appraisal budget</i>		<i>Disbursed</i>		
	<i>US\$</i>	<i>%</i>	<i>US\$</i>	<i>% total</i>	<i>% appraisal</i>
Irrigated agriculture development	4 145	25.0	7 469	45.7	180.2
Development of FAD fishery	4 565	27.6	3 748	22.9	82.1
Microenterprise and microfinance development	2 403	14.5	1 284	7.9	53.4
Participatory community development	4 292	25.9	3 114	19.0	72.6
Programme coordination	1 168	7.0	730	4.5	62.5
Total	16 573	100	16 345	100	98.6

20. **Programme financing.** The sources of programme funds are shown in Table 2. IFAD loan proceeds financed 66 per cent of total programme costs, compared to 67 per cent estimated at appraisal, the Government financed 31.7 per cent, compared to 28.4 per cent estimated at appraisal, and beneficiaries covered 2.3 per cent of total costs.

Table 2
Sources of programme funds (000)

<i>Financier</i>	<i>Appraisal</i>		<i>Disbursed</i>	
	<i>US\$</i>	<i>%</i>	<i>US\$</i>	<i>% appraisal</i>
Government	4 708	28.4	5 179	110.0
IFAD Loan	11 117	67.1	10 785	97.0
Beneficiaries	559	3.4	381	68.2
Financial Intermediaries	189	1.1	-	-
Total	16 573	100	16 345	98.6

21. **Disbursement of IFAD loan.** Table 1 of annex 3 shows the disbursement by category of expenditure of the total IFAD loan equivalent to SDR8.2 million. Category II, "vehicles, boats and equipment", was overdrawn by 37.4 per cent, mainly to meet the increased cost for the procurement of boats for the five fishing cooperatives engaged in Off-Lagoon fishing in Rodrigues. By programme end, the overall disbursement of the IFAD loan proceeds amounted to 89.29 per cent.
22. **Changes to the loan agreement.** The loan agreement was amended four times, namely in October 2006, March 2008, September 2008 and April 2009, to serve different purposes. Among these, to accommodate re-allocation of loan proceeds among the different categories of expenditure of schedule 2, extensions of the loan closing date, changes derived from the new supervision modalities whereby IFAD directly supervises its projects and programmes, a task previously carried out by cooperating institutions – in the case of RDP was UNOPS, and changes in the IFAD procurement guidelines. Specifically, the re-allocation of loan proceeds along with the first 24-month loan extension, moving the closing date from 31 December

2006 to 31 December 2008, was approved by IFAD in October 2006. The second loan agreement amendment was approved in March 2008 for a further extension of the closing date by 12 months to 31 December 2009. The third amendment, on 15 September 2008, concerned changes from programme supervision by the Cooperating Institution - UNOPS - to direct supervision by IFAD and changes in the IFAD Procurement Guidelines. The fourth loan agreement amendment became effective in August 2009 and involved an additional 18-month extension, setting the closing date on 30 June 2011.

23. **Implementation arrangements.** The Ministry of Finance was responsible for overall programme implementation. It was assisted by the Ministry of Economic Development, Productivity and Regional Development and guided by a multi-ministerial Programme Steering Committee. The key implementation ministries included the Ministry of Agriculture, specifically the Irrigation Authority (IA) and the Agricultural Research and Extension Unit (AREU); the Ministry of Fisheries and Cooperatives (MOFC), specifically the Fisheries Protection Service (FPS) and the Albion Fisheries Research Centre; the Ministry of Women Family Welfare and Child Development (MFWCD); and the Ministry of Rodrigues/Rodrigues Island Administration. The Development Bank of Mauritius (DBM) and the National Entrepreneurs Bank were responsible for the on-lending of credit to microenterprises and for fish aggregating device (FAD) fishing, both directly and through the financial intermediaries.
24. A small Programme Coordination Unit was established within the Ministry of Finance, headed by a programme coordinator to oversee, supervise and coordinate the four sub-programmes. In order to expedite and decentralize implementation, three lower-level management teams were established to execute and coordinate activities relating to microenterprise and community development: (i) a sub-programme implementation committee; (ii) a Joint Programme Implementation Unit (JPIU) within the MFWCD to coordinate, execute and supervise the community development and microenterprise/microfinance components on the island of Mauritius; and (iii) a sub-programme management unit for Rodrigues to oversee Programme implementation and coordination on Rodrigues. All activities in Rodrigues were under the supervision of the Rodrigues Regional Administration.

B. Programme implementation performance

25. **Irrigated agricultural development.** Through the IA, seven existing irrigation schemes (Belle Mare, Trou d'Eau Douce, Riviere du Rempart, Solitude Drip, Souvernir Drip, Arsenal Litchi and Richie Terre) in the northern and eastern regions of the island of Mauritius were rehabilitated/modernized and consolidated (extension of the pipe network, purchase of equipment and replacement of pumps). In addition, a new irrigation scheme was constructed in the Northern plains of Mauritius at Mon Tracas and L'Esperance Trebuchet, including the construction of an office cum store at L'Esperance Trebuchet. Under the institutional strengthening sub-component, 24 staff from seven different institutions (IA, AREU, Water Users' Cooperative Society (WUCS), Farmers Service Corporation, Ministry of Cooperatives, Sugar Planters Mechanical Pool Corporation and MCAF) attended a training of trainers programme and some 1,270 planters were trained on WUA capacity building and the management and operation of the irrigation schemes.
26. In addition, the RDP funded the rehabilitation of the cow-byre (second phase) and the Plant Diagnostic Facility, the construction and equipping of the Farmer Training School, located in the AREU's crop research station compound at Wooton, as well as the acquisition of four double cab 4WD vehicles, one mini-bus and 14 computers. Moreover, in December 2005, five planters went on a study tour to India to observe the operation of WUCS.

27. **FAD¹⁰ fisheries development.** As of June 2009, only three Large-net and three Gill-net licenses were relinquished and compensation paid to 65 individual fishermen and 65 cooperative agents. During the same period, materials for 150 FADs were procured. A total of 720 individual fishermen received training on the FAD fishery operation and maintenance, boat navigation/handling and safety at sea. In addition, 238 staff of the Fisheries Protection Service (FPS) was trained in management, surveillance and enforcement of regulations for the FAD fisheries. Two patrol boats, capable of operating in high seas up to a distance of 20 nautical miles and five new 47-foot fishing boats for the needs of the five Rodrigues Off-Lagoon Fishermen' Cooperatives were procured as well as three 4WD for the monitoring of land base activities and collection of data at fish landing stations. Two training boats, *Fraçois Leguat* and *Diego Rodrigues*, in Rodrigues were refurbished and two research boats, *Sphyrna II* and *Maustral*, in Mauritius, were upgraded with new communication and navigational equipment to carry out sea based activities and training of fishermen.
28. **Microenterprise and microfinance.** The microenterprise/microfinance sub-programme was launched in July 2001 and all its activities ceased by January 2003, as all funds earmarked under this component were exhausted. A total of 603 individual loans (535 in Mauritius and 68 in Rodrigues) were disbursed by DBM for income-generating activities as well as strengthening or expanding existing microenterprises. Each micro-project was evaluated by the microenterprise evaluation committee and sent to DBM for final approval and financing. In addition, there were group beneficiary loans issued by five CCUs which comprised 26.9 per cent of the total amount disbursed. The loan interest rate was eight per cent for Mauritius and seven per cent in Rodrigues. The repayment period was four years with six months grace. The appraisal target of financing 2,000 beneficiaries was reduced to about 900, as the financing ceiling per enterprise/beneficiary was raised from MUR 18,000 to MUR 50,000.
29. **Community development.** In Mauritius, the sub-programme was implemented in 24 deprived VCAs, where a baseline, conducted by KPMG, revealed that the inhabitants were low income earners, socially alienated, without job opportunities and access to basic facilities. Following an extensive awareness campaign and the conduct of 196 preliminary needs assessments, 191 community development projects, based on community priorities, were approved and funded in Mauritius, during the period 2001-2008, for an amount of MUR 29.5 million. During the same period, 86 community projects were approved and funded in Rodrigues, at a cost of MUR 25 million. Community Implementation Committees were elected and assumed executive role in terms of project write up, implementation and monitoring. Project proposals were screened by the Project Technical Committee and forwarded for approval to the Joint Steering Committee. Project proposals to the amount above MUR 500,000 were approved by the Project Steering Committee. The community contribution was around 20 per cent in cash or kind.
30. **Monitoring and evaluation (M&E).** The RDP reported performance data is mostly limited to outputs of activities that were supported directly by the programme, such as number and area of irrigation schemes, equipment distributed to cooperatives/beneficiaries, number of trainings and beneficiary attendance. The programme's M&E system did not cater for second and higher level programme results and outcomes that reflect real impact, e.g. household income, crop/fruit tree yields per household, beneficiary employment. Notwithstanding recommendations provided by successive supervision missions and the MTR, the monitoring and evaluation system remained weak throughout programme

¹⁰ Artificial or fabricated devices that float on the surface and are held in place by an anchor rope to which appendages are attached. FADs attract pelagic species, such as tuna, that swim near the surface and can be caught with long vertical lines with baits. The advantage of FAD fishing is that it requires minimum maintenance, except for periodic replacement.

implementation. In fact, a proper M&E system has never been put in place due to lack of capacity. Despite efforts and necessary training offered, the high staff turnover actually left the programme with no trained staff in M&E.

31. Most RDP activities were completed by mid-2009. Activities implemented during the last 18-month RDP extension under the MARS programme, from July 2009 to December 2010, included: (i) construction of store-cum-office for WUAs of blocks 8A1 and A2; (ii) procurement of boats for five fish production and marketing cooperatives engaged in Off-Lagoon fishing in Rodrigues; and (iii) AREU activities: (a) rehabilitation (roofing) of the cow-byre; (b) expansion (construction of second floor) of the Plant Diagnostic Facility to enable the AREU, in order to provide increased diagnostic services to the farming community; (c) procuring of a mini-bus; and (d) study on "Alternative Uses of Marginal Land Being Taken out of Sugar Production".

III. Review of findings

A. Programme performance

Relevance

32. **Relevance of objectives.** The stated goal of RDP to stimulate diversified and sustainable economic development for low-income households in the programme area was highly relevant to the needs of the rural poor throughout the implementation period. The programme was designed to strengthen the Government's broad-based poverty alleviation strategy, which would allow for the building of viable economic infrastructures and the creation of adequate social services for the poor, including developing small-scale irrigation, microenterprises, fisheries and the establishment of social infrastructures and institutional arrangements based on the empowerment and active participation and involvement of the poor in the design, formulation and implementation of these programmes. Given the country's location, limited natural resource base and stagnation in traditional growth areas, the RDP was conceptualized in the wake of a compelling need to shift the productive structure of the economy to a large number of diversified and relatively underdeveloped subsectors with high growth potential that represent strategic areas for the poor and disadvantaged groups to improve their economic opportunities, income and well-being. Thus, the programme included irrigated agriculture development, fisheries development, microenterprise and microfinance, and community development for Mauritius and Rodrigues, in line with the strategic measures employed by Government to combat rural poverty.
33. The programme was developed in consideration of the experience of the previous IFAD-funded project, the Small-Scale Agricultural Development Project, in line with the IFAD country strategy, in supporting projects and programmes driven by beneficiary participation both in design and implementation.
34. **Relevance of design.** The RDP design was highly relevant in the context of key constraints in the agricultural sector and the national policy framework to broaden and diversify the base of the smallholders' production system from sugar cane to other potential higher value cash crops, address the issue of rising unemployment and poverty by providing opportunities to the poor in accessing capital and technical assistance, as well as addressing the core issue of over-exploitation of fish stocks and destructive fishing practices in the lagoons that surround Mauritius and Rodrigues islands. The programme design estimated overall 15,180 households, of which 1,160 small farmers, 1,220 artisanal fishermen (390 in Mauritius, 130 in Rodrigues and 700 Rodriguan women engaged in octopus collection) and 2,200 microentrepreneurs would be direct¹¹ beneficiaries. The programme loan agreement amendment of October 2006 revised the figure of the 2,200

¹¹ Those people who have individually received direct benefits from the programme in the form of inputs, credit, productive assets or training that is relevant to their production activities.

microentrepreneurs to 900, thus the estimated number of direct beneficiaries was reduced from 4,680 to 3,280¹² and the overall number of households from 15,180 to 13,880. The remaining 10,600 households (6,964 in Mauritius and 3,636 in Rodrigues) would benefit both directly and indirectly¹³ through the activities of the community development sub-programme.

35. To a large extent, the targeting approach has been effectively implemented. There has been a clear definition of the main target groups, i.e. small scale farmers and artisanal fishermen, and, indeed, the poorest rural communities in Mauritius and Rodrigues benefitted from the community development component. In Mauritius, the sub-programme was implemented in 24 deprived VCAs, where a baseline survey revealed that the inhabitants were low income earners, socially alienated, without job opportunities and access to basic facilities. With respect to the microfinance and microenterprise sub-programme, the PCR concluded that the JPIU had not been able to assess the genuineness of the beneficiaries and their capacity to sustain the projects that resulted in inability of the programme to target the real poor.
36. The programme design failed to pay due attention to the critical issues of:
(i) human resources constraints, qualification and skills of staff engaged in the various programme implementing agencies (AREU, FPS, MWCDFW); and (ii) the previous experience and failures of microcredit in Mauritius, thus avoiding their recurrence. It failed, also, to consider the then on-going Government loan scheme of low interest rate (three per cent) that undermined the RDP's line of credit (8 per cent interest rate) for the purchase by artisanal fishermen of new fishing boats, gear and outboard engines.
37. Considering the design deficiencies related to the critical issues of human resource constraints and the weaknesses in the targeting of poor households with regard to the microfinance and microenterprise sub-programme, the RDP relevance is rated moderately satisfactory (4), same as the self-rating by PMD.

Effectiveness

38. The programme was to stimulate diversified and sustainable economic development for low-income households, by: (i) diversifying and improving the income and resource base of poor, particularly low-income, households; (ii) developing institutional modalities and instruments to enable the poor to avail themselves of increased economic opportunities from agriculture, fishing and off-farm microenterprises; and (iii) improving the technical and entrepreneurial capacity of the target group through training and the strengthening of grass-roots groups and organizations, in close cooperation with the private sector, NGOs and civil society.

(i) Diversifying and improving the income and resource base of poor households

39. Irrigated agricultural development. The programme was effective to rehabilitate / modernize seven existing irrigation schemes that covered a total of 645 ha and construct a new irrigation scheme in the Northern plains of Mauritius, which covered an area of 197 ha and benefited 428 small planters. A survey conducted in October / November 2005 in five of the rehabilitated irrigation schemes revealed increases in yields of 10-70 per cent that was attributed to the timely and reliable water supply by the WUCS; about 60-80 per cent of the

¹² Available records show that the number of direct beneficiaries, excluding the Community Development Sub-programme for which there are no records, is 6,393, i.e. 1,294 persons trained in irrigation, 3,488 persons trained in Rodrigues, 720 fishermen, 238 staff of FPS and 50 fisher members of the five Off-Lagoon fisher cooperatives and 603 credit beneficiaries. Neither the PCR nor the supervision reports have provided any estimates for the indirect programme beneficiaries.

¹³ Those people who are members of an association or who have access to a facility or community project that has been established, rehabilitated or revived with programme assistance, and that is delivering or will in the future deliver relevant services.

planters reported, also, an improvement in the quality of produce. In addition, many farmers diversified from sugar cane to other food crops, vegetables and fruit production; however diversification was not sufficient to reduce farmer's dependence on sugar cane and sugar cane prices. In essence, the RDP failed to support the mentality-shift that was needed to convert farmers from being 100 per cent dependent on the IA in managing their sugar cane fields into multi-skilled farmers responsible for their new crops operations and maintenance.

40. FAD fisheries development. The PCR states that some 75 per cent of the FAD fishermen acquired a boat with outboard engine. However, the compensation package to fishermen for surrendering large and gill nets did not proceed as expected. As of June 2009, only three Large-net and three Gill-net licenses were relinquished and 65 individual fishermen and 65 cooperative agents were compensated. During the same period, materials for 150 FADs were procured, including replacement of 70 FADs and setting 12 in new sites, an achievement that exceeded the appraisal target of total 60 FADs (replacement and new). Under the programme, there has been a steady increase in the number of 'fishing days' during the year (from a 150-day seasonal October to May) and an increase in the fish catch with a gradual increase in the average monthly income.
41. Microenterprise and microfinance. A total of 603 individual loans were issued by DBM (retail) - 535 in Mauritius and 68 in Rodrigues - for income-generating activities, as well as strengthening or expanding existing microenterprises with appropriate packages of assistance and services to improve operational efficiency and financial viability. There were 434 loans (72 per cent) disbursed to women, of which 95 - 22 per cent - (85 in Mauritius and 10 in Rodrigues) to women-headed households. Overall, the beneficiaries have invested in 18 different income-generating activities: 38 per cent were in dress making, 15 per cent in livestock, 10 per cent in manufacturing and 9 per cent in food processing. In addition to the 603 DBM individual loans, there were group beneficiary loans issued by five CCUs which comprised 26.9 per cent of the total amount disbursed. Although CCUs were very successful in the provision of credit and recovery of loans in Rodrigues, the micro-credit operations on the main island were less successful because of the entrenched mentality that any money provided by DBM was considered as a "gift" with no intention of repayment. At the time of the PPA mission in July 2013, the overall repayment rate stood at 72 per cent for the DBM loans, including full repayment of 450 individual loans, and 92 per cent for the CCU loans. The PCR reports that by end 2006 a total of 311, or 51.7 per cent of the financed micro-projects, were abandoned and ceased to exist; however 179, or 61.2 per cent of the existing microenterprises, made profits that contributed to increasing the family income.

(ii) Developing institutional modalities and instruments

42. In agriculture, the programme succeeded through the IA to revitalize the existing WUCS for the seven rehabilitated irrigation schemes and establish two for the newly constructed irrigation schemes; however only four have assumed full responsibility for operation and maintenance (O&M). The IA has signed with each WUCS an Irrigation Management Transfer agreement stipulating mutual responsibilities in the day-to-day management of the irrigation schemes under the participatory irrigation management (PIM) approach. To strengthen cooperatives in the fisheries sector, the programme managed to procure five new 47-foot fishing boats for the needs of the five Rodrigues Off-Lagoon Fishermen' Cooperatives. However, all activities of the microenterprise /microfinance sub-programme stopped by January 2003 and by end 2006 a total of 311 - 51.7 per cent of the financed micro-projects - were abandoned and ceased to exist.
43. The PCR ascribed major responsibility for microenterprise failures and loan defaults to: (i) the lack of technical capacity of the implementing agency MWCDFW to identify the right target group and provide appropriate training and other support

to beneficiaries; and (ii) the failure of the DBM to monitor and provide loan follow-up, as these were small loans that did not constitute a major profitable component. The operation of the expected revolving fund did not take off-ground and successful beneficiaries were left on their own to expand their enterprises. The line of credit through the DBM to enable artisanal fishermen to purchase new fishing boats (target 170 boats), gear and outboard engines was not used, mainly because the fishermen preferred the parallel Government loan-scheme which offered credit at 3 per cent interest rate as compared to 8 per cent offered by the programme.

(iii) Improving the technical and entrepreneurial capacity of the target group

44. In agriculture, 24 staff from seven different institutions attended a training of trainers programme and some 120 leader planters were trained on WUCS capacity building, including PIM, planning irrigation scheduling, O&M of irrigation schemes, agricultural strategy and managerial skills, e.g. book-keeping, budgeting & cash flow, conflict resolution, M&E of WUCSs. In addition, some 1,150 planters from all nine WUCS attended customized training programmes to strengthen small-farmer capabilities to participate in the management and operation of the irrigation schemes. To strengthen the capacity of the AREU to provide better services to beneficiaries, the RDP funded the construction and equipping of the Farmer Training School, rehabilitation (roofing) of the cow-byre, expansion (construction of second floor) of the Plant Diagnostic Facility to enable the AREU to provide increased diagnostic services to the farming community, all located in AREU's crop research station compound at Wooton. The Farmer Training School offers a menu of 37 courses, including the services of a documentation center.
45. In Rodrigues, 283 training sessions were organized on animal husbandry (rearing of cattle, sheep, goats, pigs and poultry), land cultivation and farming that were attended by 3,488 persons, of whom 1,646 women (47.2 per cent). Programme implementation in Rodrigues encountered major difficulties, including shortage of experienced staff, high staff mobility, and lack of staff training and incentives that resulted in limited support and assistance to the Rodriguan farmers.
46. In the fisheries sector, a total of 720 individual fishermen (against an appraisal target of 566) - including 10 fisher-women - received training, of which 453 were trained on the FAD Fishery operation and maintenance, including line fishing techniques and trolling, and 221 on boat handling/navigation and safety at sea. In addition, 238 staff of the FPS was trained in management and other skills consistent to their duties, including 27 officers on monitoring, surveillance and enforcement of regulations for the FAD fisheries. Two, out of six planned, patrol boats, capable of operating in high seas up to a distance of 20 nautical miles, were purchased and three 4WD vehicles were procured for the monitoring of land base activities and collection of data at fish landing stations. Two boats in Rodrigues were refurbished and two research boats in Mauritius were upgraded with new communication and navigational equipment to carry out sea based activities effectively and training of fishermen.
47. Under the community development sub-programme, in Mauritius a total of 191 community development projects in 24 deprived VCAs, based on community priorities, were approved and funded during the period 2001-2008. During the same period, 86 community projects were approved and funded in Rodrigues. The projects included community centers, track roads, footpaths, pre-primary schools, workshop and multipurpose centers, kiosks, stairs, bus shelters, latrines, handicraft units, fencing of yards and playgrounds. The communities have been able to put in place management committees, internal rules and a system of monthly contributions to cover maintenance and finance activities and community center investments. The community contribution was around 20 per cent in cash or kind. However, a number of community projects have not necessarily benefited the poor but the community in general, and some community centers have not responded to

a felt need and remained unused or underused. The PCR Digest states that the community development sub-programme helped carry out a number of relevant, though uncoordinated activities, which met only partly the programme's objective.

48. RDP effectiveness is rated moderately unsatisfactory (3), same as the self-rating by PMD. Although in some areas, e.g. training activities, the programme performed in excess of expectations, the overall achievement of the development objectives was moderately unsatisfactory. In particular: (i) the diversification of food crops was not sufficient to reduce farmer's dependence on sugar cane and sugar cane prices; (ii) there were only 4 WUCSs to assume O&M responsibilities of the irrigation schemes; (iii) the FAD capacity building programme was rather ineffective; (iv) the reduction of the ecological pressure on the lagoon was minimal; (v) the microfinance /microenterprise sub-programme was discontinued at MTR due to structural implementation problems; and (vi) a number of community projects have not responded to a beneficiary felt need and remained unused or underused.

Efficiency

49. **Efficiency of irrigation investments.** According to the PCR, the active involvement of the WUCS in the construction of the new irrigation schemes resulted in a three-month earlier execution/completion of the civil works (nine months against twelve-month contract period), with a concomitant significant reduction of costs (MUR 87.15 million versus MUR 104.44 million of contract cost). The flow of funds from MAIFS to IA was slow, thereby delaying the disbursement process to the contractors. A comparative study of the operation modalities of irrigation schemes operated by the IA and those operated by the WUCS in the new irrigation schemes showed that the latter were more efficient in terms of frequency of irrigation, by setting a 24-hour (round the clock) schedule, and shortening the irrigation cycle to seven days compared to an average of 14-day cycle by the IA, which translated into an eight-ton per ha average incremental yield of sugar cane and higher income.
50. **Efficiency of programme implementation.** Efficiency should also be looked in terms of programme implementation, referring to the time for the loan to become effective, time overrun and the programme disbursement performance. The RDP loan provided to the Government of Mauritius became effective 11.2 months following IFAD's executive Board approval, which is very close to the IFAD's global average (12.3 months). The programme implementation period was extended by four and a half years, from 75 months to 129 months (72 per cent), which has significantly reduced implementation intensity and efficiency. By programme-end, the overall disbursement of the IFAD loan proceeds amounted to 89.29 per cent, representing a rather poor utilization of the loan funds. The financial weight attributed at appraisal to programme coordination was US\$1.17 million. At completion, the programme coordination component utilized US\$0.73 million and accounted for 4.5 per cent of actual total costs, which amounts to 62.5 per cent of the appraisal estimate. It is noted that programme coordination costs for the last 18-month extension period were covered by the MARS Programme. The cost per direct beneficiary household amounted to US\$3,569 and US\$1,077 for every benefiting household, direct and indirect. Similar figures from other projects in Mauritius were not available and thus no valid comparisons could be made. A significant example of low efficiency has been the procurement of the five 47-foot fishing boats for the five Off-Lagoon Fishermen' Cooperatives in Rodrigues, which involved several tender attempts and lasted more than six years. The boats were delivered only in December 2011.
51. **Overall assessment.** The rating of the overall programme efficiency is unsatisfactory (2), in line with the self-rating by PMD.

B. Rural poverty impact

52. **Impact.** In an effort to measure impact, the RDP commissioned to be carried out four preliminary assessment surveys: (i) October/November 2005, in five of the rehabilitated irrigation schemes; (ii) June 2005 to July 2006, FAD fishery development covering the period April 2000 to June 2006 by a team of officers from the Fisheries Training and Extension Center (FiTEC), using a sample of 172 fishermen from Mauritius; (iii) 2006 by Stra Consult, about three and a half years after the closing of the micro-credit/microfinance sub-programme; and (iv) 2007 by the MWCFW using a sample of 66 out of 182 community projects in Mauritius. A baseline survey, commissioned by the MWCFW, was conducted by KPMG in the second half of 2001 for the community development sub-programme. No baseline surveys were carried out for the other sub-programmes. The impact studies do not link their data to the baseline study and do not offer quantitative analysis, comparing the before-programme situation to the situation at programme completion. Control group data also is not available.
53. **Household income and assets.** The assessment survey in five rehabilitated irrigation schemes found the overall impact of irrigation to be positive, with increases in cultivated land, previously left abandoned, and increases in yields of 10-70 per cent attributed to the timely and reliable water supply provided by the WUCS, with concomitant increase in income. Planters reported that their household conditions improved, and that they were better off in terms of household assets. However, diversification of production was not sufficient to reduce farmers' dependence on sugar cane and sugar cane prices. In respect of FAD fishermen, some 22 per cent stated that their income was more regular and reliable and 54 per cent have increased their incomes and savings. The average monthly income from fishing ranged between MUR 3,000 to MUR 10,000; approximately 70 per cent of fishermen earned monthly MUR 4,000 to MUR 8,000; 9 per cent of fishermen earned up to MUR 10,000; and 18 per cent earned more than MUR 10,000 monthly. However, the contribution of RDP to increases in income, if any, could not be determined. Under RDP, around 42 per cent of the FAD fishermen owned a house, of which five per cent acquired it during the life of the programme; some 75 per cent owned a boat with outboard engine, and 22 per cent owned a vehicle or motorcycle.
54. With respect to microfinance and microenterprises, the impact study found that 61.2 per cent of the 291 enterprises, which were in operation three and a half years after the closing of the micro-credit/microfinance component, made profits that contributed to increasing the family income, welfare and financial security, as well as the payment of increased monthly household expenses, with some 35 per cent of such enterprises more than doubling their initial income. However, 51.7 per cent of the financed micro-projects failed and credit beneficiaries faced loan repayment problems.
55. The rating for household income and net assets is moderately satisfactory (4), same as the self-rating by PMD.
56. **Human and social capital and empowerment.** Although the IA, AREU, FiTEC, FPS and MWFCD have derived useful experiences with the implementation of RDP and acquainted themselves with new approaches, the absence of human resources at all levels was repeatedly mentioned as a major implementation issue.
57. The PCR, noting that information about capacity building was scarce, assumed that capacity building was altogether insufficient. In the case of irrigated agricultural development, capacities of the WUCSs have been somehow strengthened (technical, organizational and managerial capacities), however, efforts have been only partly successful as O&M responsibilities could be effectively handed over to only four WUCSs. The PPA mission confirmed previous findings by the PCR, that is, that the training of fishermen by professional FAD fishermen had not materialized

due to lack of incentives (the daily fee offered by the programme was lower than what they would have earned from fishing) and FAD capacity was not built. Training of FAD fishermen in off-lagoon, off-shore fishing and FAD operation & maintenance - perceived as essential to move them out of the lagoon – encountered difficulties, mainly because the fishermen were reluctant to join the training course when fishing conditions were favorable.

58. In the case of Rodrigues, the PCR mentions that the local PCU failed to implement a proper targeting strategy and as a result: (i) some of the investments under the agricultural development sub-component did not respond to the needs and remained unused; (ii) some community projects did not necessarily benefit the poor but the community in general; and (iii) some community projects, e.g. community centers, did not respond to a felt need and remained unused or underused. Nevertheless, although difficult to assess, community development activities made some contribution to enhancing beneficiary empowerment.
59. The rating for human and social capital empowerment domain is moderately unsatisfactory (3), same as the self-rating by PMD.
60. **Food security and agricultural productivity.** A rapid assessment indicated an average incremental sugar cane yield of about 20-35 tons per ha. Many farmers have, also, diversified from sugar cane to other food crops, vegetables and fruits to improve their production and engaged in agro-processing activities, diversification however has not been sufficient to reduce farmer's dependence on sugar cane and sugar cane prices. Furthermore, the PCR highlights the fact that the target group in Mauritius is interspersed throughout the economy and only partially involved in primary activities such as agriculture. The 2006 impact assessment study found that, under RDP, there has been a steady increase in the number of 'fishing days' during the year as well as an increase in the fish catch and a gradual increase in the average monthly income. Specifically, 58 per cent of fishermen fish all year round while 42 per cent fish seasonally. Nearly 31 per cent of the FAD fishermen catch up to 25 kg/day, whereas 43 per cent fishermen catch 50 kg/day, 13 per cent up to 75 kg/day and 11 per cent of fishermen up to 100 kg/day or more, much higher than the average catch. The irrigation schemes and FAD fishery have contributed to increasing the agricultural production and productivity and fish catches, and to enhancing food security by increasing the beneficiaries' total production and income; however, such contribution could not be quantified.
61. The rating provided by the PPA for food security and agricultural productivity is moderately satisfactory (4), same as the self-rating by PMD.
62. **Natural resources, the environment and climate change.** Measures implemented by RDP, such as the reduction of the fishing pressure inside the lagoons; assessment of the fish stocks targeted by the FADs to reduce the risk of over-exploitation; and the establishment of a monitoring system to reduce the incidence of illegal fishing in the lagoon, were partly effective towards protecting and/or improving the environment in the programme area. This was due to two reasons, namely: (i) the training of FAD fishermen in off-lagoon, off-shore fishing and FAD operation & maintenance - perceived as essential to move them out of the lagoon – encountered difficulties, mainly because the fishermen were reluctant to join the training course when fishing conditions were favorable; and (ii) the compensation package to fishermen for surrendering large and gill nets was unsuccessful. Some positive impact may have resulted from strengthening the smallholder capacity in the integration of various natural resource management modalities, which leads to a more efficient use of the existing natural resources.
63. The rating for the natural resources, the environment and climate change criterion is moderately unsatisfactory (3), same as the self-rating by PMD.

64. **Institutions and policies.** Programme implementation was carried out by established government institutions, mainly staff from the IA and the AREU; the FPS and the Albion Fisheries Research Centre; the Ministry of Women Family Welfare and Child Development (MFWCD); and the Ministry of Rodrigues/Rodrigues Island Administration. However, RDP failed to establish a solid and dedicated programme coordination unit and JPIU. Upon dismantling of the PCU, the RDP focus was diluted because of lack of capacity and of interest from the officers assigned to implement RDP. Nearly all staff of such entities was either recruited on a temporary contract-basis, or were assigned as additional work over and above normal duties that prompted high staff mobility or devotion of limited time to programme affairs. The programme has not registered significant achievements in institutions and policies; it has only given some consideration to the use and upgrading of the available local institutions to enable them to provide improved services to farmers, fishermen, rural entrepreneurs, women and youth. Furthermore, the programme supported and strengthened numerous community committees and associations/cooperatives to provide a variety of services to their members and serve their interests in a collective fashion.
65. The rating of the institutions and policies is moderately unsatisfactory (3), lower than the moderately satisfactory (4) self-rating by PMD.
66. **Overall assessment.** The overall rating for rural poverty impact, accorded by this PPA, is moderately unsatisfactory (3), same as the self-rating by PMD.

C. Other performance criteria

Sustainability

67. **Economic sustainability.** The drastic sugar price reduction and the considerable decrease in revenue from sugar cane cultivation during programme implementation, due to the loss of the preferential EU sugar prices, prompted many small farmers to slowly diversify from sugar production to vegetables and other food crops. However, diversification was not sufficient to reduce farmer's dependence on sugar cane and sugar cane prices. Available evidence shows that farmers and fishermen have started developing increasingly the skills to enter into marketing chains of higher value either regionally or locally, and farming and fisheries activities have begun to move from being generally subsistence-oriented to being increasingly business-oriented. Unfortunately, sustainability factors have not been built with respect to the provision of rural financial services. The establishment and operation of the expected revolving fund to sustain the process did not take place and successful micro entrepreneurs were left on their own to expand their enterprises.
68. **Institutional sustainability.** Although programme implementation was carried out by established government institutions, i.e. IA, AREU, FiTEC, FPS and MFWCD, whose staff have been exposed to new knowledge and approaches, the absence of human resources at all levels was repeatedly mentioned as a major issue in the implementation of RDP. The prevailing linear promotion system within the Government Service, whereby civil servants move up in their career as soon as a higher position becomes vacant, is not conducive for trained staff to take on additional responsibilities.
69. **Social sustainability (empowerment).** The programme has supported the enhancement of capacities of community committees and beneficiary associations (WUCSs, fishing cooperatives, and women's associations) through the participatory community planning processes and fostered linkages amongst producers and government staff, and actors of the value chains. Community development activities, however were partly successful in building the capacities of all Water User Cooperative Societies (only four WUCSs assumed O&M responsibilities) and FAD fishermen, and some community projects, e.g. community centers, have not responded to a felt need and remained unused or underused. The PPA mission

confirmed through interviews that some of the community projects have, indeed, supported poor women to overcome social and economic exclusion and enhance livelihoods.

70. **Environmental sustainability.** Measures implemented by the programme had very little effect in moving the fishing effort off-shore and reduce the pressure on the environment and fish stocks of the lagoons. RDP has been rather successful in assessing the fish stocks targeted by the FADs to reduce the risk of over-exploitation, and the establishment of a monitoring system to enforce FAD fishery regulations as well as protect the environment from pollution through debris, lubricants or fuel spills and damage of corals. All these measures contribute positively towards protecting and/or improving the environment in the programme lagoons.
71. **Exit strategy.** The last 18-month extension of the RDP loan closing date aimed to facilitate the smooth transition of activities from RDP to the Marine and Agricultural Resources Support (MARS) Programme, as the latter would continue to focus on most vulnerable groups of small-scale fishermen and farmers, and to support the development of alternative income generating activities for fishermen and the diversification of rural incomes and employment. However, the MARS experienced serious implementation constraints that culminated in being declared a 'problem project' and in shutting down ahead of its closing date.
72. Based on the above narrative, the rating for sustainability is moderately unsatisfactory (3), same as the self-rating by PMD.

Innovation and scaling up

73. According to the Appraisal Report, the programme would have brought about a new orientation for rural investments in Mauritius, whereby the major initiatives would have been taken by the rural groups and poor households themselves, and the Government would play a supportive and catalytic role rather than acting as a top-down decision-maker. In the transformation process, the programme would use a number of innovative approaches increasingly used by IFAD elsewhere, including: (i) participatory rural appraisals; (ii) involvement of qualified and experienced private sector operators, both local and international to facilitate targeting, group mobilization, and programme implementation; and (iii) community development activities and microfinance to provide a complementary platform for transfer of financial resources and investments for productive purposes to the rural poor.
74. The use and management of the community centers was innovative in terms of the set-up of management committees and the predominant role of women associations in management, as well as the multipurpose of the centers for social and productive activities and cyclone-proof shelters. Specific emphasis has been placed on the promotion of entrepreneurship and business activities by rural women, particularly with the assistance of MFWCD. The rehabilitation /construction of irrigation systems and the up-grade and enhancement of irrigation efficiency through training of WUCSs have introduced innovative technologies with wider up-take and scaling-up. Some WUCSs have undertaken the responsibility for water use and O&M. Finally, an element of joint management of FAD fisheries has been introduced through the fishermen contributing to FAD/O&M and being involved in decisions about annual fishing and FAD management plans. An attempt to scale-up the programme's innovative achievements through the subsequent IFAD-funded MARS project failed.
75. The PPA rating for this criterion is moderately satisfactory (4), against a no rating by PMD.

Gender equality and women's empowerment

76. Historically in Mauritius,¹⁴ women have been the back-bone of the subsistence farming that is often carried out in conjunction with fishing, agro-processing, crafts and other income generating activities. Women's leverage, however, on property rights and access to credit, modern inputs and technical assistance is rather limited, particularly because of their low representations in various grass-roots level organizations, such as IAs, the extension system and financial institutions. To a great extent, this directly correlates with the overall social customs and traditions, where male predominance continues in terms of asset ownership and decision-making power.
77. The PCR does not assess gender aspects. It only indicates that the loan programme, which was discontinued at MTR, benefited individual women and women's groups in particular. It allowed them to increase their incomes, gain in self-confidence and improve their interpersonal skills. A total of 385 micro-projects/small businesses were initiated by women, corresponding to 71 per cent of all micro-projects (91 per cent in Rodrigues). In Mauritius, 42 of the 191 community projects targeted 700 poor and unemployed women. In Rodrigues, 22 community centers serve as meeting points for the villagers, women groups, children and youth. They are, most often, managed by women associations of each village and are used for social activities, lectures, literacy and numeracy courses and points for the direct sale of local products; they also house equipment that the women associations engage in income generating activities such as preserving and packing pickles, baking and embroidering.
78. In Rodrigues, women comprised 47.2 per cent of the training participants out of 3,488 persons in 283 trainings in agricultural subjects, including animal husbandry (rearing of cattle, sheep, goats, pigs and poultry), land cultivation and farming. Each of the five Rodrigues Off-Lagoon Fishermen' Cooperatives consists of 10 members, of which two are women. The high percentage of women participation reflects more the prevailing situation in the country where women are highly active in the daily running and the survival of the households than the intentional efforts exerted by RDP. Due to weaknesses in the M&E system, gender disaggregated data is not available for the irrigated agricultural development sub-programme. The PPA mission witnessed in its field visits the higher participation of women as opposed to men in group beneficiary meetings.
79. The rating of this criterion is moderately satisfactory (4), same as the self-rating by PMD.

¹⁴ Appraisal Report.

Key points

- **Relevance.** RDP objectives were relevant to Mauritius's strategic priorities, IFAD's country strategy and the beneficiary needs. There were design deficiencies mostly related to human resource constraints, qualification and skills of staff engaged in the programme implementing agencies (AREU, FPS, MWCDFW and DBA) which have not avoided, *inter alia*, the recurrence of previous experience and failures of the microcredit interventions.
- **Effectiveness.** Excepting microfinance/microenterprise, the other three sub-programmes (i.e. irrigated agriculture, FAD fisheries and community development) have made some contribution to the attainment of the development objectives. However, diversification was not sufficient to reduce farmer's dependence on sugar cane and sugar cane prices; O&M responsibilities could be effectively handed over to only 4 WUCSs; the FAD capacity building sub-programme was rather ineffective; the reduction of the pressure on the lagoon minimal; and some community centers have not responded to a felt need and remained unused or underused.
- **Efficiency.** Although the active involvement of the WUCS in the construction of the new irrigation schemes and their take-over of the O&M costs resulted in significant reduction of construction costs and improved irrigation efficiency, the overall programme efficiency was unsatisfactory. Low implementation intensity and efficiency resulted in extending the programme closing date by four and a half years, from 75 months to 129 months (72 per cent) and in prolonging the procurement process for the five 47-foot fishing boats for the five Off-Lagoon Fishermen' Cooperatives in Rodrigues to more than six years.
- **Impact.** RDP interventions have generated moderately beneficial effects in some impact domains, i.e. household income and assets, and food security and agricultural productivity. Poor implementation performance for the microfinance / microenterprise sub-programme has been caused, among others, by lack of competent staff. The reduction of the fishing pressure inside the lagoons towards protecting the environment was minimal because the training of FAD fishermen in off-lagoon, off-shore fishing and FAD operation & maintenance encountered difficulties and the compensation package to fishermen for surrendering large and gill nets was unsuccessful.
- **Sustainability.** Available evidence shows that farmers, fishermen and rural entrepreneurs have started developing increasingly the skills to enter into marketing chains of higher value, and farming and fishing have begun to move from being generally subsistence-oriented to being increasingly business-oriented. Sustainability factors have not been built with respect to the provision of rural financial services; the establishment and operation of the expected revolving fund to sustain the process did not take place and successful micro entrepreneurs were left on their own to expand their enterprises.
- **Innovation and scaling up.** RDP has brought about a number of innovative approaches for rural investments, whereby important initiatives have been taken by the rural groups and poor households themselves, including the undertaking by some WUCSs the responsibility for water use and O&M, as well as the involvement of fishermen in FAD/O&M and annual fishing and FAD management plans. An attempt to scale-up programme's innovative achievements through the follow-up IFAD-funded MARS Programme failed as the MARS developed into a problem-programme and closed ahead of its closing date.
- **Gender equality and women's empowerment.** The loan programme, which was discontinued at MTR, benefited individual women and women's groups in particular. A total of 385 micro-projects/small businesses were initiated by women, corresponding to 71 per cent of all micro-projects (91 per cent in Rodrigues). In Mauritius, 42 of the 191 community projects targeted 700 poor and unemployed women. In Rodrigues, women comprised 47.2 per cent of the training participants out of 3,488 persons in 283 trainings in agricultural subjects. Each of the five Rodrigues Off-Lagoon Fishermen' Cooperatives consists of 10 members, of which two are women. The high percentage of women participation reflects mostly the prevailing situation in the country where women are highly active in the daily running and the survival of the households.

D. Performance of partners

80. **IFAD.** IFAD performance is not assessed in the PCR. The Fund designed RDP as a programme in line with the policies and strategic objectives of the Government of Mauritius. However, IFAD is responsible for some design flaws, including overestimation of the implementation capacity of the partner national institutions and for not having taken concerted action in solving the numerous problems identified by the MTR and other supervision missions. For instance, the departure

in March 2009 of the RDP Coordinator, which further weakened¹⁵ the capacity of programme management to tackle technical and financial matters, and coordinate actions with implementing agencies, remained pending for long. Amongst other, IFAD should have paid closer attention to the critical issues of: (i) human resources constraints, qualification and skills of staff engaged in the various programme implementing agencies (AREU, FPS, MWCDFW); (ii) the previous experience and failures of microcredit in Mauritius, thus avoiding their recurrence; and (iii) the existence of a Government loan scheme of low interest rate (three per cent) that undermined the RDP's line of credit (eight per cent interest rate) for the purchase by artisanal fishermen of new fishing boats, gear and outboard engines.

81. As of July 2008, IFAD assumed the responsibility of direct supervision of the programme; however, despite the 15 UNOPS/IFAD supervision and three Implementation Support/Follow-up missions, the design flaws and major implementation issues, including the poorly performing M&E system, were not satisfactorily addressed. Instead, IFAD extended the loan closing date thrice for a total of four and a half years (from 75 months to 129 months, 72 per cent), which affected negatively the programme implementation efficiency. IFAD failed also to ensure for the Borrower to prepare a proper PCR which would be compliant with the IFAD PCR Guidelines. The PPA rates IFAD performance moderately unsatisfactory (3), same as the self-rating by PMD.
82. **Government.** The Government ensured that its portion of the funding was available, albeit cumbersome bureaucratic procedures with delays in disbursements to contractors. Despite evidence that there has been ownership of the RDP which was enhanced by the programme's alignment with government policies, the following Government acts and omissions prevented the programme from achieving fully and timely its development objectives: (i) failure to establish a solid and dedicated programme coordination unit and JPIU. Nearly all staff of these entities was either recruited on a temporary contract-basis or were assigned work over and above normal duties that prompted high staff mobility or devotion of limited time to programme affairs. In Rodrigues, the shortage of staff, staff mobility and lack of incentives were more intense that limited the support and assistance to farmers. There have been, also, serious coordination problems amongst implementing agencies; (ii) failure to submit to UNOPS and IFAD timely financial statements and audit reports. The 2004 MTR report states that the 'financial management in the RDP has been inadequate' and that 'there have been delays in sending the audited statements to UNOPS and IFAD but there were no adverse comments from the National Audit Office'. The problem with the financial statements and the audited accounts subsisted throughout the project implementation period;¹⁶ (iii) the parallel operation and support of a loan scheme with much lower interest rate (three per cent) undermined the programme's line of credit through the DBM for the purchase by fishermen of new fishing boats, gear and outboard engines; (iv) inability to establish a proper M&E system led to complete lack of data on programme's outputs and outcomes; (v) failure to establish and operate the revolving fund to sustain the delivery of rural finance left successful entrepreneurs on their own to expand their enterprises; and (vi) failure to prepare a proper programme completion report. A PCR was drafted in May 2009, two years before the last programme closing date; however, the authors have not followed the IFAD PCR Guidelines. Repeated recommendations by four successive IFAD Supervision and Implementation Support Missions to upgrade the report have not been acted upon, contrary to the programme loan agreement.

¹⁵ IFAD Supervision Report No. 2214-MU, November 2009

¹⁶ The 2010 Supervision report notes that the audited financial statements and report for the year ended 30 June 2009 were submitted nearly five months after the due date, and the audit report itself was incomplete in a number of aspects and did not include a management letter; and the August 2011 Supervision report notes that the audited accounts for the period July 2009 to December 2010 were due on 30 June 2010 but were not yet audited (more than 13 months delay).

83. In May 2010, IFAD downgraded¹⁷ the Mauritius portfolio as a "problem portfolio", despite its earlier good performance. The downgrading was effected as a result of considerable accumulated implementation delays due to a weak coordination and institutional framework.
84. The PPA rates government performance moderately unsatisfactory (3), same as the self-rating by PMD.

E. Overall programme achievements

85. Based on the assessments of the three core programme performance criteria (relevance, effectiveness and efficiency), the programme has yielded moderately unsatisfactory results, and only partly attained its development objectives. In terms of rural poverty impact, its interventions have generated moderately beneficial effects in some impact domains, i.e. household income and assets, and food security and agricultural productivity. Poor implementation performance for the microfinance/microenterprise sub-programme by the MFWCD has been caused, among others, by lack of competent staff.
86. Based on the ratings for seven evaluation criteria, i.e. relevance, effectiveness, efficiency, rural poverty impact, sustainability, innovation /scaling up and gender, the overall programme achievement is rated moderately unsatisfactory (3), same as the self-rating by PMD.

IV. Conclusions and recommendations

A. Conclusions

87. Overall, the programme yielded mixed results, and did not meet in full its objectives, in particular due to the programme design's failure to carefully address critical issues such as human resources constraints, qualification and skills of staff engaged in implementation, as well as in not internalizing the previous experience and failures of microcredit in Mauritius. Furthermore, the programme implementation period was extended by four and a half years, which significantly reduced implementation intensity and efficiency. Following are the key issues emerging from the evaluation of the RDP.
88. **Participatory Irrigation Management (PIM).** The PIM approach to the implementation of public sector irrigation schemes for the benefit of smallholders, whereby planters participated fully right from the design through the construction stage, has enhanced participation, dialogue/negotiation, capacity and confidence building and culminated in the transfer of ownership, responsibility for O&M, timely and equitable water distribution, reduced costs and efficiency of operation. In contrast, farmers under the IA-operated schemes tended to adopt a *wait-and-see* attitude and operated all the time on a *receiver node*.
89. **Market constraints.** Marketing constraints affected the performance of the agricultural diversification, fisheries activities and the microfinance portfolio. There is need to undertake market chain analyses that should be shared with microentrepreneurs to strengthen their investment sustainability.
90. **Microfinance.** The microfinance sub-programme should not have been implemented by a government institution as it gave the perception that beneficiaries did not have to repay and could get away with bad debts. Political interference constituted a hindrance that often gave wrong signals and recommendations to beneficiaries. CCUs would have been better vehicles for channeling the line of credit, as they were closer to the groups and could comprise collaterals for the loans.

¹⁷ RDP and MARS programme Supervision /Implementation Support Mission, June 2010.

91. **M&E remained weak throughout programme implementation.** Except for the FAD fishery sub-programme, the programme's M&E system remained weak throughout implementation, due to lack of capacity. There has been a complete lack of second and higher level programme results and outcomes that reflect real impact, e.g. crop/fruit tree yields per ha/household, household income, beneficiary employment.

B. Recommendations

92. **Irrigation schemes.** The implementation of public irrigation schemes should follow the PIM process as modelled by the IA, whereby planters participate fully right from the design through the construction stage. Capacity building of farmers for existing schemes should complete detailed procedures for the transfer of O&M to the Water User Cooperative Societies. The empowerment of the smallholders should create a conspicuous multiplier effect leading to efficient water use and increased revenue.
93. **Cost sharing and beneficiary contributions must be clearly defined, enforced and recorded.** In order to ensure the sustainability of services following programme completion, it is advisable to institute cost sharing principles and user fees from the outset of implementation, to the extent feasible. The enforcement and the keeping of records of beneficiary contributions help farmers and fishermen to take ownership and responsibility for the assets they receive. The strict application of full cost recovery for services may encourage beneficiaries to form groups or associations to facilitate the provision of services.
94. **Future IFAD operations in Mauritius should support the value chain approach and market linkages.** Development interventions that support the value chain approach and market linkages can stimulate diversification and investments that would lead to availability of market produce and the strengthening of rural enterprises. In addition, they would bring closer the rural entrepreneurs and PFIs and would contribute to the development of efficient schemes that will incorporate technical support, financing, management and quality control. Analysis of market opportunities should be carried out before investing in agriculture, livestock and fisheries; training on business and marketing aspects should complement production-oriented training. Long-term success requires not only improved on-farm and off-farm and fisheries productivity but also opportunities for planters and fishermen to have access to, and compete in, output markets. Future IFAD-supported projects need to provide institutional support for various marketing activities at several levels, including assistance to farmer and fisher groups, members of groups or entrepreneurs for the establishment and initial operation via credit of marketing associations of agricultural and fisheries produce or purchase of inputs, and private small and medium scale processing plants equipped with storage facilities and quality testing.
95. **Rural financial services.** The lack of short and medium-term finance is a serious constraint to the access of inputs on which increased productivity is largely dependent. Poor planters and fishermen need to rely on credit opportunities for on-farm and fisheries investments and off-farm income generation. The absence of a credit revolving fund exacerbated the lack of cash for the poor beneficiaries and discouraged further on-farm and off-farm investments. The availability of a rural financial services delivery system is an important tool for poverty reduction.
96. **Effective M&E system is a key success factor.** An effective M&E system needs to feed continuously programme management with operational, financial and other information on programme performance in order to take appropriate management decisions in a timely fashion. Lack of monitoring data makes it difficult to determine what progress is made against the work plans; and poor data capture and progress reporting in the field results in many gaps on programme results. Developing efficient and effective monitoring systems should begin at programme

start-up, with the help of external specialists. Baseline and impact studies must be conducted in a timely fashion and be clearly interlinked. District staff should be provided appropriate training, including record keeping and report writing, as well as on requirements regarding data collection, analysis and submission.

Rating comparison

<i>Criteria</i>	<i>IFAD-PMD rating^a</i>	<i>PPA rating^a</i>	<i>Rating disconnect</i>
Programme performance			
Relevance	4	4	0
Effectiveness	3	3	0
Efficiency	2	2	0
Programme performance^b	3	3	0
Rural poverty impact			
Household income and assets	4	4	0
Human and social capital and empowerment	3	3	0
Food security and agricultural productivity	4	4	0
Natural resources and environment	3	3	0
Institutions and policies	4	3	-1
Rural poverty impact^c	3	3	0
Other performance criteria			
Sustainability	3	3	0
Innovation and scaling up	n.a.	4	n.a.
Gender equality and women's empowerment	4	4	0
Overall programme achievement^d	3	3	0
Performance of partners^e			
IFAD	3	3	0
Government	3	3	0
Average net disconnect			0.1

^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 document

	<i>PMD rating</i>	<i>IOE PCR V rating</i>	<i>Net disconnect</i>
(a) Scope	2	2	0
(b) Quality (methods, data, participatory process)	2	2	0
(c) Lessons	4	3	-1
(d) Candour	n.a.	2	
Overall rating of PCR		2	

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

(a) Scope: The PCR was drafted in May 2009, two years before the last programme closing date, based on the then expected closing date of December 2009. It consists of five separate, but overlapping, reports put together, each covering a programme sub-component. These reports are incomplete and do not follow the Guidelines. In April 2009, the IFAD Executive Board allowed the RDP to be extended for an additional 18 months, to facilitate the transition from RDP to Marine and Agricultural Resources Support (MARS) Programme. The final RDP closing date was set for the 30th June 2011. Obviously, the extension of the closing date by 18 months contributed to the non-completion of the May 2009 PCR. The rating is unsatisfactory (2).

(b) Quality: The PCR provides quite a lot of information and data mostly outputs, however the overall quality is poor. The author(s) have not followed the IFAD PCR Guidelines and have not touched on the standard evaluation criteria, i.e. relevance, effectiveness, efficiency, rural poverty impact or the performance of partners. The rating is unsatisfactory (2).

(c) Lessons: With the exception of one lesson and one recommendation under the irrigated agriculture sub-programme and one lesson under the microfinance /microenterprise sub-programme, the PCR has not produced lessons or recommendations. The rating is moderately unsatisfactory (3).

(d) Candour: The PCR is a fragmented document, lacking an overall analysis and lessons from the whole Programme. In short, the document does not comprise a concise and comprehensive Programme Completion Report. The rating is unsatisfactory (2).

Basic programme data

			Approval (US\$ m)		Actual (US\$ m)		
Region	East and Southern Africa		Total project costs		16.3		
Country	Republic of Mauritius		IFAD loan and percentage of total	11.1	67%	10.8	66%
Loan number	504-MU		Borrower	4.7	28%	5.2	31.7%
Type of project (subsector)	Agricultural and fisheries development		Beneficiaries	0.6	4%	0.4	2.3%
Financing type	E ^a		Financial intermediaries	0.2	1%	0.0	0.0%
Lending terms ^b	Intermediate terms		Other sources	None			
Date of approval	29 April 1999						
Date of loan signature	28 July 1999		Number of beneficiaries	15 180 rural households (4 580 direct and 10 680 indirect)		Direct: 6 393 Indirect: not applicable	
Date of effectiveness	04 April 2000		Cooperating institution	United Nations Office for Project Services (till September 2008) ^d			
Loan amendments ^c	October 2006 March 2008 September 2008 April 2009		Loan closing date	31 December 2006		30 June 2011	
Loan closure extensions	October 2006 March 2008 April 2009		Mid-term review			March 2004	
Country programme managers	Ms Abla Benhammouche Ms Caroline Bidault Mr Valentine Achancho		IFAD loan disbursement at project completion (%)			89.29%	
Regional director(s)	Mr Gary Howe Mr Ides de Willebois Mr Perin Saint Ange		Date of the project completion report			May 2009	

Sources: Report and Recommendation of the President EB 2004/83/R.19/Rev.1; Project Completion Report, January 2012; Project Status Report (PSR); Project Portfolio Management System (PPMS).

^a IFAD-initiated and exclusively financed: financing from IFAD and domestic sources, including government, local private sector, local NGOs and local financial intermediaries.

^b 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 cent) 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 cent) 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 5 years; (iv) loans on ordinary terms, with a rate of interest per annum equivalent to one hundred per cent (100 per cent) of the variable reference interest rate, and a maturity period of 15-18 years, including a grace period of three years.

^c The Loan Agreement was amended four times, i.e. in October 2006, March 2008, September 2008 and April 2009 to accommodate re-allocation of loan proceeds among the different categories of expenditure of schedule 2, extensions of the loan closing date, changes from programme supervision by the Cooperating Institution, UNOPS, to direct supervision by IFAD and changes in the IFAD Procurement Guidelines.

^d In September 2008 IFAD introduced direct supervision and managed the supervision arrangements until project closure.

IFAD loan disbursements as at loan closing SDR `000

<i>Category Description</i>	<i>Original Allocation</i>	<i>Revised Allocation</i>	<i>Disbursed</i>	<i>Balance</i>	<i>Per cent disbursed</i>
1 Civil works	610	1 500	1 528	-28	101.9
2 Vehicles, boats and equipment	1 990	2 200	3 023	-823	137.4
3A International technical assistance	540	500	375	125	75.0
3B Local technical assistance	390	250	135	115	67.5
3C Training	590	500	183	317	36.6
3D Studies and support services	1 040	900	318	582	35.3
4 Community development investment funds	1 640	1 460	1 087	373	74.5
5 Credit for microfinance activities	700	660	517	143	78.3
6 Incremental operating costs for staff salaries	300	210	156	54	74.3
Unallocated	400	20	0.0	20	0.0
Total in SDR	8 200	8 200	7 322	0.878	89.29

Terms of reference

A. Background

1. The Independent Office of Evaluation of IFAD (IOE) will conduct a Project Performance Assessment (PPA) of the Rural Diversification Programme (RDP) in Mauritius. The PPA is a project-level evaluation aiming at: (i) providing an independent assessment of the results and impact of the programme under consideration; and (ii) generate findings and recommendations for the design and implementation of on-going and future operations in the country.
2. PPAs are conducted on a sample of projects for which a Project Completion Report (PCR) has been validated by IOE and taking into consideration the following criteria: (i) synergies with forthcoming or on-going IOE evaluations; (ii) major information gaps in the PCR; (iii) novel approaches; and (iv) geographic balance. In the case of RDP, an initial review of the Project Completion Report was undertaken in the period April-May 2013 and forms the basis for this PPA exercise.
3. The PPA applies the evaluation criteria outlined in the IFAD Evaluation Manual. In view of the time and resources available, the PPA is generally not expected to undertake quantitative surveys; rather, it adds analysis based on interviews at IFAD headquarters, interactions with stakeholders in the country including project beneficiaries, and direct observations in the field.
4. **Country context.** The Republic of Mauritius, located in the Indian Ocean east of Madagascar, includes the islands of Mauritius, Cargados-Carajos, Rodrigues and Agalega. Mauritius covers a surface of 2,040 kilometres, and a rural population of 735,500 people (62 per cent of the total). With a population growth estimate at 5 per cent, official projections show that Mauritius will soon face the ageing population syndrome (population above age 6 will increase from 9 per cent in 2000 to 23 per cent in 2040).¹ Ethnically, the country is made up of majority of Indian people and people of African, European and Chinese descent. Practiced languages are English, French and Mauritian Creole.
5. Mauritius has solid economic fundamentals, as the country is ranked high in terms of competitiveness, investment climate and governance. Foreign direct investments amounted at US\$273 million in 2011, equivalent to 2.9 per cent of Gross Domestic Product (GDP), while exports were to US\$5,900 million, 53 per cent of GDP.² The remarkable performance of the economy is attributed to sound economic governance, accelerated reforms to sustain long-term growth and effective State-business relations. These factors, together with timely and targeted responses, helped Mauritius to weather in part the negative effects of the global crisis. At the same time, while severe poverty is rare in Mauritius (below 2 per cent) compared to others parts of Africa, the country contains a minority of very poor households, most of which are located in rural areas. In the wake of the country's exposure to increased global competition - and a consequent decline in productions of sugar and textiles for export - rural poverty is on the rise. Unemployment is increasing, and those who are already disadvantaged are sinking into deeper poverty.
6. Overall, an estimated 8.7 per cent of Mauritians live in poverty, with a higher incidence in urban centres (12.4 per cent) than rural areas (8 per cent).³ Notably Mauritius also incorporates the island of Rodrigues, which is substantially poorer

¹World Bank Development Data, World Bank (2013); and United Nations Statistics, United Nations (2012).

²World Bank Development Data, World Bank (2013).

³ Mauritius does not have an official poverty line. When evaluating poverty, a variety of standards are used, including by government statistics. One is to measure poverty as less than half the median household income. By this measure, about 8.7 per cent of households were below the poverty line in 2010. The World Bank has measures of US\$1.25 per day in Purchasing Power Parity (PPP) as extreme poverty and US\$2.00 per day in PPP as a higher poverty line. Using the US\$2.00 per day cut-off point, less than 2 per cent of the population is below the indicator level. Extracted from "Competition and Poverty Reduction", Directorate for Financial and Enterprise Affairs, OECD, 2013.

than the main island. About 40 per cent of the population of Rodrigues lives below the poverty level.

7. **Project description.** The RDP was designed with the overall goal of stimulating diversified and sustainable economic development for low-income households. This was to be achieved by: (i) diversifying and improving the income and resource base of poor, particularly low-income, households; (ii) developing institutional modalities and instruments to enable the poor to avail themselves of increased economic opportunities from agriculture, fishing and off-farm microenterprises; and (iii) improving the technical and entrepreneurial capacity of the target group through training and the strengthening of grass-roots groups and organizations, in close cooperation with the private sector, NGOs and civil society.
8. The programme was to be demand-driven, responding to feasible and viable options of individual households/communities over a period of six years. Its objectives were to be achieved through a set of four distinct sub-programmes, directly geared to increasing productions based on the investment opportunities available in irrigated agriculture development; microenterprise and microfinance; development of FAD fishing; and community development initiatives.
9. A total of 15,180 households in Mauritius and Rodrigues were expected to benefit from the programme. The majority of the poor consisted of small and marginal planters, artisanal fishermen, unemployed, landless rural labourers, unskilled (mostly female) labourers and female-headed households.

B. Methodology

10. **Objectives.** The main objectives of the PPA are: (i) to assess the results of the programme; and (ii) generate findings and recommendations for the design and implementation of on-going and future operations in Mauritius.
11. **Scope.** The PPA will take account of review of project documentation, issues emerging from interviews IFAD headquarters, and focused mission to the country for the purpose of generating a comprehensive, evidence-based evaluation. However, the PPA will not need to examine or re-examine the full spectrum of programme activities achievements and drawbacks, but will focus on selected key issues. Furthermore, subject to the availability of time and budgetary resources, due attention will be paid to filling in the major evaluative information gaps of the PCR and other programme documents.
12. **Evaluation criteria.** In line with the evaluation criteria outlined in IOE's Evaluation Manual (2009), added evaluation criteria (2010)⁴ and the IOE Guidelines for PCR and PPAs, 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;

⁴ Gender, climate change, and scaling up.

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) **Performance of partners**, including the performance of IFAD and the Government, will be assessed on an individual basis, with a view to the partners' expected role and responsibility in the project life cycle.
13. **Data collection.** The PPA will be built on the initial findings of the PCR and other relevant project documentation. For further information, interviews will be conducted both at IFAD headquarters and in Mauritius. In the course of the in-country mission, additional primary and secondary data will be collected in order to reach an independent assessment of performance and results. Data collection methods will mostly include qualitative participatory techniques. The methods deployed will consist of individual and group interviews, and direct observations. The PPA will also make use – where applicable – of additional data available through the programme's Monitoring and Evaluation (M&E) system. Triangulation will be applied to verify findings emerging from different information sources.
14. **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 East and Southern Africa Division (ESA) of IFAD and with the Government of Mauritius. Formal and informal opportunities will be explored during the process for the purpose of discussing findings, lessons and recommendations.

C. Evaluation process

15. In all, the PPA will involve five phases: desk work; in-country work; report drafting and peer review; receipt of comments from ESA and the Government of Mauritius; and the final phase of communication and dissemination.
16. **Desk work phase.** The related PCR for RDP and further desk review based on official project documentation and other evaluative material as appropriate will provide initial findings and identify key issues to be investigated by the PPA.
17. **Country work phase.** The PPA mission is scheduled for 13 to 26 July 2013 as agreed with the Government of Mauritius. Mission members will interact with the Government, local authorities, local partners, programme staff and clients (beneficiaries), and collect information from the programme's M&E system and other sources. At the end of the mission, a brief will be provided to the IFAD partner ministry, followed by a wrap-up meeting in Port Louis, to summarize the preliminary findings and discuss key strategic and operational issues.

18. **Report drafting and peer review.** At the conclusion of the field visit, a draft PPA report will be prepared and submitted to IOE internal peer review for quality assurance. Designated evaluation.
19. **Comments by ESA and the Government.** The PPA report will be shared with ESA and thereafter with the Government for comments. IOE will finalize the report following receipt of the Government's comments.
20. **Communication and dissemination.** The final report will be disseminated among key stakeholders and the evaluation report published by IOE, both online and in print.

D. Key issues for investigation

21. A review of the PCR has shown that it has not covered all the key aspects of the programme performance and results; in addition, its structure and content did not follow the IFAD Guidelines for PCR Preparation (2006). Therefore, all the core evaluation criteria, i.e. relevance, effectiveness, efficiency, impact as well as the performance criteria, i.e. sustainability, innovation and scaling up, gender equality and women's empowerment, will be further investigated and properly assessed by the PPA. Moreover, the performance of partners, i.e. Government and IFAD, will, also, be an issue to be addressed by the PPA.

E. Evaluation team

22. Mr Mark Keating, Evaluation Officer, has been appointed as lead evaluator for this PPA and will be responsible for delivering the final report. He will be assisted by Mr Avraam Louca, senior consultant as the expert who will lead the mission and prepare the draft report.

Methodological note on project performance assessments

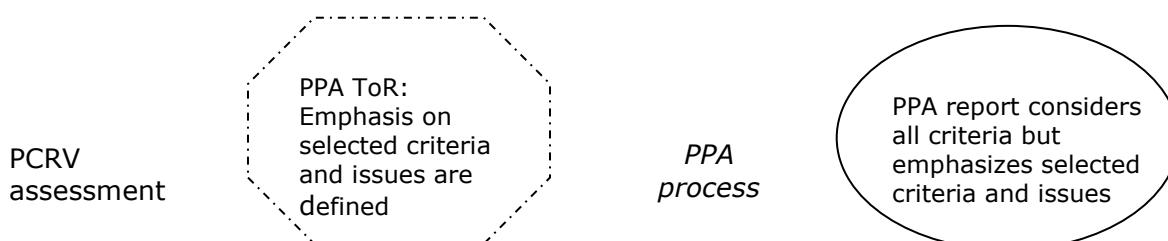
A. What is a project performance assessment?¹

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 (one-two 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 PMD'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.
<ul style="list-style-type: none"> 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.
<ul style="list-style-type: none"> Human and social capital and empowerment 	Human and social capital and empowerment include an assessment of the changes that have occurred in the empowerment of individuals, the quality of grassroots organizations and institutions, and the poor's individual and collective capacity.
<ul style="list-style-type: none"> 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.
<ul style="list-style-type: none"> 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.
<ul style="list-style-type: none"> Institutions and policies 	The criterion relating to institutions and policies is designed to assess changes in the quality and performance of institutions, policies and the regulatory framework that influence the lives of the poor.
Other performance criteria	
<ul style="list-style-type: none"> 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.
<ul style="list-style-type: none"> 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.
<ul style="list-style-type: none"> 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. It also assesses the performance of individual partners against their expected role and responsibilities in the project life cycle.
<ul style="list-style-type: none"> IFAD 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

Government

Mauritius

Ministry of Finance and Economic Development

Mr Deobrut Bundhoo, Lead Analyst for Agro-Industry and Fisheries
Mr Cholakumar Ramchrn, Senior Analyst, for Agro-Industry and Fisheries
Ms Savita Deepaul, Senior Analyst, for Agro-Industry and Fisheries

Treasury

Mr Jaganaden Valaythen, Accountant-General
Mr Sachidanund Ramparsad, Assistant Accountant-General
Mr Roshan Luchman, Accountant

Ministry of Agro-Industry and Food Security (MAIFS)

Mr Ram Prakash Nowbuth, Permanent Secretary
Mr Krishna Chikhuri, Senior Agricultural Planning Officer
Mr T. Noodin, Finance Officer
Ms A. K. Bundhun, Secretary

Irrigation Authority (IA)

Mr Chatta Hookom, General Manager
Mr K.C.S. Kong Thoo Lin, Head of Operations and Maintenance
Mr Roopesh Ramburn, Irrigation Operations Officer

Agricultural Research and Extension Unit (AREU)

Mr Jay Prakash Teeluck, Director and Former RDP Coordinator
Mr R. Rajkumar, Assistant Director, Extension and Training
Mr S. V. Chung Ting Wan, Principal Extension Officer (Training)

AREU MAPOU Model Farm

Mr Igbal Damoo, Senior Extension Officer
Ms Zeenat Joomun, Extension Officer
Mr Mahen Lutchmun, Senior Extension Assistant

Arsenal village, Pamplermascus District

Mr R.Koppalah Raunsany, Extension Officer, AREU

Arsenal Litchi Growers Cooperative

Mr Arvine Saboran, litchi grower
Mr Suniduth Busguth, litchi grower

Ministry of Fisheries

Mr Vishnu Soondron, Deputy Director
Mr P. S. Sreekeessoon, Ag. Scientific Officer

Fisheries Training and Extension Center (FiTEC)

Mr Chooramun Veenan Mitre, Acting Assistant Director of Fisheries
Mr Poornah Singh Streekeessonn, Senior Technical Officer
Mr Neermal Dussooa, Technical Officer

Fisheries Protection Service (FPS)

Mr M. Chittoo, Principal FPS

Ministry of Gender Equality, Child Development and Family Welfare

Ms Mohini Bali, Head Gender Unit

Development Bank of Mauritius (DBM)

Mr H. Bissessur, Acting Managing Director

Mr Hedley Daugnette, Credit Manager for SME and Agricultural Sectors

BDO Advisory Services

Mr Azize Rajabalee, IFAD Focal Point

Rodrigues

Ms Marie Rose de Lima Edouard, Commissioner for Youth and Community Development

Mr Henri Agathe, Officer in charge of Economic Planning and Monitoring Unit (EPMU)

Ms Pamela Sooprayen – Kwet On, Departmental Head, Health and Sports

Ms Marie Christelle Grandcourt, Departmental Head, Commission for Education

Mr Jean Carlo Botsar, Acting Departmental Head, Deputy Chief Commissioner's Office

Mr Chang Stow Joseph Ah-Leong, Departmental Head, Commission for Community Development

Mr Sooprayen San Jay Sivananda, Departmental Head, Commission for Fisheries, Environment and Tourism

Mr Jean Claude Pierrelouts, Departmental Head, Commission for Agriculture

Mr Emmanuel Joseph Perrine, Member of Rodrigues Council of Social Affairs

Ms Francesca Marie Perrine, Project Coordinator /Resource Mobilizer (RCSS)

Mr Anthony Manikon, Officer in Charge of Cooperatives

Ms Noella Meuneur, Senior Cooperative Officer

Mr Cupidon Joseph Marge, Agricultural Extension Services, Trefles

Visits to community development projects

Center for Women at Mont Limon, Association of Women with 29 members

Pre-primary school at Nassola, 20 kids

Track Road Project at Vaingueur

Mrs Marie Floratine Augustin, credit beneficiary from Roche Bon Dieu, she received RU 10,000 loan through DBM for the purchase of two sowing machines. She established a small enterprise and employs one laborer. She plans to build a bigger workshop and open a shop.

Community Center at Montagne du Sable; Mr Raphael Stephanio, Vice President

Community with 300 households; village committee 10 members, 5 men, 5 women;

In 2006 a community Center was constructed with RDP contribution Rupees 500,000.

Local contribution Rupees 125,000

Rodrigues Off-Lagoon Cooperative Societies

Mr Edouard Botte, President of North Fishing and Marketing Multi-purpose Cooperative Society Ltd.

Ms Raphael Marie Ah-Tune, Secretary of North Fishing and Marketing Multi-purpose Cooperative Society Ltd.

Mr Jolicoeur Joseph Laval Desire, President of Angel Fishing Cooperative Society Ltd.

Mr Jean Rito Prudence, President of Dragon Fishing and Marketing Cooperative Society Ltd.

Mr Paul Walter Emihen, President of Fregate Fishing Cooperative Society Ltd.

Mr Lewis Romial, President of Flying Fishing and Marketing Cooperative Society Ltd.

Mourouk Planters Association

Ms Clair Messie, President

Group meeting with 22 persons, of whom 14 women;

The President received a Ru 8,000 loan and built a small pen for her animals. When the association was established in 2006, they received a RDP grant of Rupees 393,000, through which the Association purchased 22 goats and 12 sheep and built a flock pen. Gradually the flock was built to 100 animals however, later some members withdrew and sold out the goats, each to take his/her share. To date the association has only 12 sheep.

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