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Investing in rural people

IFAD and FAO Management responses to the joint evaluation synthesis on engagement in pastoral development

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For: Review

IFAD and FAO Management responses to the joint evaluation synthesis on engagement in pastoral development

A. IFAD Management response

Introduction

1. Management appreciates the efforts of the Independent Office of Evaluation of IFAD (IOE) in preparing a succinct evaluation synthesis report. The synthesis has distilled interesting learning from a background literature review to enhance IFAD's understanding of and approach to pastoral development and a desk study of project documentation from both IFAD and FAO, including evaluations. Management also appreciates IOE's efforts to address comments from Management on previous versions of this report. This note presents IFAD Management's responses to the evaluation recommendations in section A. Comments by FAO are included in section B.

Recommendations

2. Evaluation synthesis reports are valuable learning tools and provide an analytical framework for IFAD's interventions. Management notes that this report builds on a large body of evaluative evidence, including 65 documents from FAO and IFAD, and a comprehensive inventory of pastoralism-oriented projects (31 from IFAD and 163 from FAO). Given the amount of evaluation experience available, efforts should be made to capitalize on learning in order to ensure greater value added from recommendations in the evaluation synthesis reports. Care will be taken to ensure that the President's Report on the Implementation Status of Evaluation Recommendations and Management Actions (PRISMA) contributes to this important learning function.

Recommendation 1: FAO and IFAD should equip themselves with a policy of engagement in pastoral development

3. Management agrees with the recommendation: it believes that IFAD needs firm principles of engagement for pastoralism. Management is thus studying the different options and, based on the evidence available, it will decide on the best modalities, which could possibly include development of a policy. Other instruments – such as guidance notes or policy briefs – are being developed to address issues across different contexts. As part of this effort, in conjunction with the biennial Farmers' Forum meeting in February 2016, IFAD held a special session on pastoralism in association with the World Initiative for Sustainable Pastoralism.
4. Management recognizes that this is a crucial time with regard to IFAD's and FAO's engagement in pastoral development. IFAD is an active member of the FAO Pastoral Knowledge Hub (PKH). Through its grant to Vétérinaires Sans Frontières (VSF) International, IFAD is supporting the organization of five regional consultations in collaboration with the Farmers' Forum Steering Committees, pastoral civil society organizations and other partner organizations (FAO, the World Initiative for Sustainable Pastoralism supported by the International Union for Conservation of Nature [IUCN], European Union, etc.).

Recommendation 2: Build and adapt capacity in FAO and IFAD for systemic engagement in pastoral development

5. Management agrees with the recommendation. There is scope for further and continuous professional development in this area through both skill-building and enhanced business practices. Management will redouble efforts to build internal capacity through systemic learning within the Policy and Technical Advisory Division (PTA), sharing project lessons among regional divisions and accessing knowledge

generated by specialized partner institutions including FAO (and, for example, the International Land Coalition, IUCN, Intergovernmental Authority on Development, International Institute for Environment and Development, VSF, Bilital Maroobe, NGOs, pastoral civil society organizations, etc.) on all aspects concerning pastoralism.

6. Capacity will also be strengthened through more coordinated approaches between PTA and regional divisions in addressing pastoral issues, since these cut across thematic areas such as livestock, natural resources, indigenous peoples, institutions and gender. The experience of the FAO Investment Centre will be used during design work. Management will also explore options for a wider use of the regional grants window in support of loan projects to promote effective development initiatives on pastoralism given its transboundary/cross-country nature.
7. IFAD's learning agenda will also be guided by the latest global research, while building on the lessons emerging in house, including from the Strategy and Knowledge Department. Rather than develop all the needed resources in-house, IFAD will tap into external resources to the extent possible, including relying on technical resources and learning developed within the FAO PKH.

Recommendation 3: Manage, rather than avoid, key dimensions of risk

8. Management agrees with this suggestion. Projects engaged in pastoral development often have to deal with key risks such as displacement of communities. Such projects will increasingly be supported by PTA to address these risks during design, and develop strategies to mitigate them.
9. At a broader level, the Programme Management Department is working to upgrade the portfolio review processes with the aim of developing a results-focused and forward-looking review. In this context, risk management will also be a focus area in divisional reviews and reports. Divisions and country teams will be encouraged to develop a contextual risk management and resilience strategy for each pastoral development programme or project. As these are by extension being implemented in dryland areas, the Environment and Climate Division has already provided substantial support through the Adaptation for Smallholder Agriculture Programme (ASAP) in recently designed projects on pastoral development. (It should be noted that these projects were designed after 2013, and the resulting improvements will be captured in future evaluations).

Recommendation 4: Support advocacy by pastoralists and on behalf of pastoralists and people whose livelihoods depend on pastoral systems

10. Management notes this recommendation and agrees on the importance of advocacy. In this context, IFAD will continue supporting advocacy by the pastoralists themselves by: (i) building the capacity to voice their needs; (ii) facilitating active participation by pastoral civil society organizations in international forums; and (iii) continuing to work through partners, including the Farmers' Forum, the Indigenous Peoples Forum, the FAO PKH and representative organizations. In the current spirit of its work with these forums, IFAD will strengthen other pastoralists' organizations to participate in advocacy, but given the sensitivities around advocacy work, IFAD will not participate directly in such activities. Advocacy for different communities in national settings could also have implications depending on the political structure of the country. The approach therefore needs to be adapted to the specificities of individual contexts.
11. PTA is currently undertaking comprehensive reviews and consultations and is developing tools on how to engage in country-level policy dialogue. The sensible route is to use project experience as an evidence base when discussing policy with governments. In consultations with the reference group (including country programme managers), it was also noted that policy dialogue could be a sensitive and contentious process. Along those lines, IFAD will empower representative

organizations but will ensure that it is not viewed as “advocating” for communities or groups, especially in sensitive environments.

Additional comments

12. The report, and IFAD’s response, could address more explicitly the challenge of diminishing access to pasture land and mobility due to competing land use. This has been touched on in the report. However, an explicit discussion might be warranted given the challenges of land grabbing. Mobility is strongly linked to the loss of access to land. The diminishing access to pasture land is equally important to the discussion about definitions of equilibrium and mobility.
13. Finally, Management suggests that in future joint evaluation reports for IFAD and FAO, greater effort be made to generate differentiated recommendations and lessons with operational relevance for each of the institutions.

B. FAO Management response

14. The evaluation is a useful tool for FAO and IFAD to rethink the approach on how to reduce poverty and increase resilience of pastoralist communities in arid and semi-arid lands. Not all pastoralist communities have equal living standards and support provided to countries for the development of arid and semi-arid lands has to be tailored to the specific needs and situations of the pastoralist communities.

Recommendation 1: FAO and IFAD should equip themselves with a policy of engagement in pastoral development

15. Recommendation 1 calls for a clear policy for engagement in pastoral development. Such a policy is indeed needed, but the policy should focus on a territorial approach (such as on arid and/or semi-arid lands) rather than a systems approach (pastoralism). A common FAO position and strategy on the future of pastoralism (as a vibrant economy with a long term perspective or as an economy which could eventually disappear with the development of national economies providing new decent work opportunities) is needed and will require internal discussions within FAO to start the process of developing such a position. Once drafted, the policy and strategy can be streamlined in the FAO programme of work, notably under SP3 and SP5. Emigration and immigration are now catching the attention of media and the general public. Forced migration, a common reality in arid and semi-arid lands, is usually the result of a mix of economic, environmental and political (insecurity) factors that need to be addressed altogether.
16. The need for closer collaboration between FAO and IFAD is fully acknowledged. FAO welcomes a stronger collaboration. A closer collaboration should also extend to other United Nations partners (e.g. World Food Programme), financial institutions (e.g. World Bank), the European Commission, the African Union-Interafrican Bureau for Animal Resources (AU-IBAR) and others. The World Organization for Animal Health (OIE) is also engaged in pastoral development. Pastoralist civil society organizations have to be fully involved and engaged. First steps in this direction are currently undertaken by the Pastoralist Knowledge Hub, an initiative led by FAO to increase collaboration and coordination. It should be reminded that collaboration is essential to have more efficient programmes and to achieve positive impact at large scale.
17. The high hit-and-miss rate of projects that failed to support pastoral development can be avoided by promoting an institutional understanding of the special nature of pastoral systems. Infrastructural development in pastoral areas, for example in the fields of energy or education, can specifically address the very nature of pastoral systems and have to take pastoral mobility into account.
18. FAO will soon publish the Technical Guide on Governance of Tenure in Pastoral Rangelands. This document explains in depth the nature of pastoral systems regarding its challenges, opportunities and legal frameworks. The document

provides a good starting point for policy negotiations on pastoral development both in FAO and IFAD and with countries.

Recommendation 2: Build and adapt capacity in FAO and IFAD for systemic engagement in pastoral development

19. Given the level of poverty and the increasingly volatile situation in arid and semi-arid lands, the strengthening of internal expertise in FAO and IFAD proposed under recommendation 2 is a welcome and important recommendation that will go towards FAO being in a better position to deliver under its SP2 (institutional capacity development), SP3 and SP5 programmes and to meet its global goals. FAO should continue to specialize on the technical and policy aspects of pastoral development.
20. Institutional learning is much needed across various areas of work and subject areas taking into account the diverse landscapes where pastoralism is practised. In the case of FAO, training and capacity development should go through key divisions such as AGL, AGP, AGA, OPC and FOM.¹ FAO technical staff need to be trained in risk management and resilience-building in dry land areas in general, and in pastoral system in particular. The Technical Guide on Governance of Tenure in Pastoral Rangelands will provide a good base in understanding how sustainable pastoralism contributes to food production and biodiversity conservation.
21. At the global level, FAO has been advocating for pastoralists issues in different ways, such as in the Commission on Genetic Resources for Food and Agriculture, in the United Nations Convention to Combat Desertification and in the Convention on Biological Diversity. Pastoralism is addressed in the Global Plan of Action for Animal Genetic Resources and in the Agenda for Action on Sustainable Livestock. The Background Study Paper No. 66 Rev.1 – ‘Ecosystem services provided by livestock species and breeds, with special consideration to the contributions of small-scale livestock keepers and pastoralists’ has raised awareness on the positive externalities and overlaps with protected areas of pastoralism. The Pastoralist Knowledge Hub aims to lead and coordinate pastoralist advocacy. An international conference on the pastoralist-rangeland nexus is planned for 2017 and the idea of a global rangeland and pastoralist partnership has been ventilated with partners.
22. Lately, the Pastoralists Knowledge Hub has completed the seven regional pastoralist gatherings in Asia; Latin America; Europe; Central Asia; Near East; West Africa; and Eastern and Southern Africa. These regional meetings co-facilitated between pastoralists organizations, FAO and some of the Pastoralists Knowledge Hub partners like IFAD and VSF, have resulted in: identification of priorities and regional work plans; mapping of key actors working in pastoralism at country level and improved governance and coordination in the regions. The results from these regional meetings will guide FAO technical work on pastoralism at the regional level.
23. In addition, FAO through the Pastoralist Knowledge Hub has been discussing with some member countries and pastoral organizations the possibility of presenting to the United Nations General Assembly a request for an International Year of Pastoralists. This would enable, following the example of the International Year of Soils, of channeling advocacy efforts on pastoralism that could pave the ground for Regional work plans on Pastoralists and a FAO Policy on Pastoralists.
24. FAO, together with partner organizations and regional member countries groups, will look into the drafting of a Pastoralists’ Policy. This Policy would identify the challenges and make targeted recommendations to support herders’ mobile livelihoods. The Pastoralist Knowledge Hub offers the best environment for

¹ AGL: Land and Water Development Division; AGP: Plant Production and Protection Division; AGA: Animal Production and Health Division; OPC: Office of Partnerships, Gender, Advocacy and Capacity Development; FOM: Forest Assessment, Management and Conservation Division (FOM).

development partners, members and civil society to contribute to the successive drafts of the Policy.

25. In the field, One Regional Initiative for Africa on Building resilience in Africa's drylands covers pastoralists. At national level, FAO is engaged in improving risk management and resilience-building in dry lands area, and in supporting pastoral communities in Eastern Africa. For example, FAO-Kenya is working in the pastoral regions of northern Kenya on water and vegetation monitoring, natural resource management and Pursuing Pastoral Resilience control. At the sub-regional level, FAO commissioned a study on engaging with traditional institutions in pastoral areas of the Horn of Africa for increased impact and sustainability of its investments and those of its partners.

Recommendation 3: Manage, rather than avoid, key dimensions of risk

26. Recommendation 3 insists on making the distinction between risk management and risk reduction. Under its SP5 Programme, FAO is working on the preparation of Guidance Notes on FAO's role and work in Protracted Crisis within the context of the Framework for Action for Food Security and Nutrition in Protracted Crises (CFS-FFA). As many pastoral areas are unfortunately in zones in Protracted Crises, these guidance notes will be an opportunity to rethink and redefine FAO's approach and better distinguish between risk management and risk reduction.
27. The scientific, technical and field expertise of FAO is a great comparative advantage in the development and implementation of field activities for pastoral development. This FAO comparative advantage constitutes a strength on which the synergies between FAO and IFAD should be built.

Recommendation 4: Support advocacy by pastoralists and on behalf of pastoralists and people whose livelihoods depend on pastoral systems

28. FAO takes note of recommendation 4 and welcomes the mention of the FAO lead Pastoralist Knowledge Hub as a potential platform for stepping up evidence-based advocacy work. It represents a shift to a people-centered approach to pastoral development. The Hub is so far project-funded but is intended to become a programme funded by different sources. The initiative works together with pastoralist civil society and aims to promote coordination and collaboration between international organizations working with pastoralists. FAO and IFAD are among the partners of the Hub. Other partners are the European Commission, World Bank, United Nations Environment Programme, IUCN and international organizations such as World Alliance of Mobile Indigenous People, SlowFood, Vétérinaires Sans Frontières International or the Coalition of European Lobbies for Eastern African Pastoralism. New organizations and partners are approaching the Pastoralist Knowledge Hub to become members. Lately, the United Nations Educational, Scientific and Cultural Organization and International Land Coalition joined. The Hub links to policy processes such as the Technical Guide on Governance of Tenure in Pastoral Rangelands, includes empowerment for improved governance of pastoralists, better data for improved policy advice and global advocacy. The Hub's website and discussion fora are being used by 350 stakeholders for regular exchange on policy and technical topics. The Hub is linked to a range of programmes within FAO (land restoration, climate change assessment and adaptation, livelihoods, risk management). The 2016 Committee on Agriculture has included as one of its main topics of discussion the eradication of the peste des petits ruminants (small ruminants' pest). This topic will also need to be discussed among pastoralists, who have specific contributions to make to the technical debate.