



**IFAD and Farmers' Organizations**

# **Partnership in progress: 2014-2015**

Report to the sixth global meeting of the Farmers' Forum  
in conjunction with the thirty-ninth session of IFAD's  
Governing Council

**15-16 February 2016**

**Volume I: Overview and Conclusions  
Main Report**

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### **Overview and Conclusions Main Report**

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The Farmers' Forum was created in February 2005 at a workshop organized by the International Fund for Agricultural Development (IFAD), the International Federation of Agricultural Producers (IFAP), La Via Campesina (LVC) and the Réseau des Organisations Paysannes et Producteurs Agricoles de l'Afrique de l'Ouest (ROPPA). Participants in the workshop agreed on a brief yet far-reaching statement that formed the basis of the Farmers' Forum initiative. A Steering Committee, composed of representatives of IFAD and seven networks of farmers and fishers, was then constituted to guide the process. It was agreed that the global meeting of the Forum would be held every two years, in conjunction with IFAD's Governing Council, and that national and regional consultations would be carried out between each global meeting.

The Farmers' Forum was thereby established as a permanent process of consultation and dialogue between farmers' and rural producers' organizations (FOs), IFAD and governments, focusing on rural development and poverty reduction. Its first global meeting was held in Rome in February 2006. At its conclusion, the Steering Committee agreed on a list of recommendations, which were presented to the IFAD Governing Council. In May 2006, the President of IFAD participated in the World Farmers Congress of IFAP in Seoul. In his keynote address to the Congress, he responded to the recommendations of the Farmers' Forum and made a number of commitments on behalf of the Fund. One of these was to monitor the progress in IFAD's engagement with FOs and to regularly report on it to the Farmers' Forum. This report, Partnership in Progress, is the instrument through which IFAD reports to the global meeting of the Farmers' Forum.

**Reporting on IFAD-FO partnership.** IFAD's previous "Partnerships in progress" reports to the Forum were prepared in February of 2008, 2010, 2012 and 2014, presenting the evolution of IFAD's partnership with FOs over the biennia 2006-2007, 2008-2009, 2010-2011 and 2012-2013 respectively. The present report reviews the evolution of this partnership over the biennium 2014-2015.

## **Acknowledgements**

This report was prepared by Roberto Longo (PTA) with a team from FAO Investment Centre composed of Yamina Cherrou, Chiara Grimaldi and Raffaele D'Annolfo. Guidance and support were provided by Jean Philippe Audinet (PTA).

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## Abbreviations and Acronyms

AFA	Asian Farmers' Association for Sustainable Rural Development
AFD	Agence Française de Développement
AFDI	Association Française de Développement International
AgriCord	Consortium of NGOs
ANPFa	All Nepal Peasants' Federation
ANOC	Association National Ovine et Caprine (Maroc)
AREN	Association de Redynamisation de l'Élevage au Niger
ASEAN	Association of South East Asia Nations
CAADP	Comprehensive Africa Agricultural Development Programme
CAPAD	Confédération des Associations des Producteurs Agricoles pour le Développement (Burundi)
CEN	Central and Eastern Europe and the Newly Independent States
CEPACOOOP	Central de Cooperativas de Comercialización (Paraguay)
CFS	Committee on World Food Security
CGA	Cereal Grower Association (Kenya)
CLAEH	Latin American Centre for Human Economy
CNCR	National Council For Rural Consultation and Coopération (Conseil National de Concertation et de Coopération des Ruraux) (Senegal)
CNOP-G	National Confederation of Farmers' Organizations (Coordination Nationale des Organisations Paysannes de Guinée)
CONAQ	National Council on Afro Descent Quilombola Communities (Brazil)
CONAPAC	National Confederation of Congolese Farmer Organizations (DRC)
CONTAG	National Confederations of Workers in Agriculture (Conferença Nacional dos Trabalhadores na agricultura) (Brazil)
COOCENKI	Coffee Grower Cooperative of North Kivu (DRC)
COPACO	Confédération Paysanne du Congo (DRC)
COPROFAM	Confederación de Organizaciones de Productores Familiares del MERCOSUR
COSOP	Country Strategic Opportunities Programme
CPM	Country Programme Manager
CPO	Country Programme Officer
CRA	Regional Chamber of Agriculture (Chambre régionale d'agriculture)
CPA	Country Programme Approach
CPMT	Country Programme Management Team
CSA	Collectif Stratégies Alimentaires
CSO	Civil Society Organization
DFA	District Farmers' Association
EAFF	Eastern Africa Farmers Federation
EC	European Commission
ESA	IFAD's East and Southern Africa Division
FAA	Federación Agraria Argentina
FAFO	Farmers' Forum
FAO	Food and Agriculture Organization of the United Nations
FCMN	Fédération des Coopératives Maraichères du Niger
FECOPROD	Federation of Production Cooperatives (Paraguay)
FENIAGRO	Federation of Nicaragua Agro Industrial Cooperatives

FERT	Association Internationale de Coopération pour le Développement Rural
FETRAECE	State Federations of Rural Workers from Ceara (Brazil)
FETRAEM	State Federations of Rural Workers from Maranhão (Brazil)
FETAPE	State Federations of Rural Workers from Pernambuco (Brazil)
FETRAF	National Federation of Family Agriculture Workers (Brazil)
FF	Family Farming
FFF	Federation of Free Farmers (Philippines)
FFS	Farmer Field School
FNC	Federación Nacional Campesina (Paraguay)
FO	Farmers' and Rural Producers' Organization
FOPABU	Burundi Forum of Agricultural Producer Organizations (Burundi)
FU	Farmers' Union
FUCOMA	Fédération des Unions de Coopératives de Maradi (Niger)
FUMA	Fédération des Unions de Maradi (Niger)
FPFD	Fouta Djallon Federation of Farmers for Potatoes (Guinea)
GAFSP	Global Agriculture and Food Security Program
IFAD	International Fund for Agricultural Development
IYFF	International Year of Family Farming
KENAFF	Kenya National Farmers' Federation
KLM	Knowledge Learning Market
KOPGA	Kalangala Oil Palm Growers Association (Uganda)
KOPGT	Kalangala Oil Palm Growers Trust (Uganda)
LAC	IFAD's Latin America and the Caribbean Division
LVC	La Via Campesina
M&E	Monitoring and Evaluation
MERCOSUR	Mercado Común del Sur/Southern Cone Common Market
MIQCB	Interstate Movement of Babaçu Extraction (Brazil)
MMTA	National Movement of Women Workers in Agriculture (Brazil)
MSP	Market Stakeholder Platform
MST	Landless Movement (Brazil)
MTCP	Medium Term Cooperation Program with Farmers' Organizations in Asia
NACOFAG	National Coordinating Organization for Farmers Association (Gambia)
NAIP	National Agricultural Investment Plan
NaWFA	National Women Farmer Association (Gambia)
NEN	IFAD's Near East, North Africa and Europe division)
NFO	National Farmer Organization
NGO	Non-governmental Organization
NIA	National Implementing Agency
NPA	National Peasant Association (Nepal)
NPC	Nepalese Peasant Coalition
ONA	Organización Nacional Campesina (Paraguay)
PAFO	Pan African Farmer's Organizations
PAKISAMA	National Confederation of small farmers' and fishers' organizations (Philippines)
PIFON	Pacific Island Farmers Organization Network
PhilFAFO	Philippines Farmers' Forum
PJR	Rural Youth Pastoral (Brazil)
PPPP	Pro-poor Public Private Partnerships
PRONAF	National Programme for the Promotion of Family Farming

PROPAC	Subregional Platform of Farmers' Organizations of Central Africa
PSAOP	Agricultural Services and Producer Organizations Project (Senegal)
PSC	Project Steering Committee
REAF	Specialised Commission on Family Farming/MERCOSUR
RECMB	Rural Economic and Cooperative Management Bureaux
RFO	Regional Farmer Organization
ROPPA	Réseau des organisations paysannes et des producteurs agricoles de l'Afrique de l'Ouest
SACAU	Southern African Confederation of Agricultural Unions
SDC	Swiss Agency for Development and Cooperation
SFOAP	Support to Farmers' Organizations in Africa Programme
SO	Strategic Objective
UCA	Uganda Cooperative Alliance
UCAR	Unit for Rural Change
UCSCU	Uganda Cooperative Savings and Credit Union
UCT	Uganda COSOP Team
UMA	Union Marocaine des Agriculteurs
UMAGRI	Union Maghrébine des Agriculteurs
UNAG	National Union of Farmers and Breeders (Nicaragua)
UNFFE	Uganda National Farmers' Federation
UNICAFE	Nicaraguan Coffee Producers Union
UPANIC	Nicaraguan Agricultural and Livestock Producers Union
VC	Value Chain
VNFU	Vietnam National Farmers' Union
WCA	IFAD's West and Central Africa Division
WFP	World Food Programme
WU	Women's Union (Vietnam)

## Overview and conclusions

1. The Farmers' Forum (FAFO) was launched in 2005 as a bottom-up process of consultation and dialogue between small farmers and rural producers' organizations, IFAD and governments, focused on rural development and poverty reduction. In light with the 10<sup>th</sup> year anniversary of the FAFO process and in preparation of the Sixth Global Meeting of FAFO to be held in February 2016, it was decided to assess the evolution of the partnership between FOs and IFAD at national, regional and global levels over the 2014-2015 period, by conducting an in-depth assessment of: i) the trends and reasons of the fluctuations in partnership; ii) the diversity of partnership and conditions for full involvement/success; iii) the overview of the complementarity between projects and grant tools; iv) the limits of the collaboration within the partnership; and v) opportunities and way forward.

2. An in-depth examination of the partnership between FOs and IFAD has been conducted by relying on both qualitative and quantitative analytical tools applied at three different levels: i) IFAD Country Programme; ii) National and Regional Grants; iii) Investment projects t. This has also entailed a consultation process with the main stakeholders (Country Programme Managers, Country Programme Officers and Farmers' Organizations) to benefit from their perspective and experience. It is worth noting that 23 Farmers' Organizations leaders or senior staff have been interviewed and their views taken into account in the preparation of this report.

### Assessment of the partnerships between IFAD and FOs in 20 countries based on the country programme analysis

3. The first part of the report focuses on country level partnership. In line with the increasing attention of FAFO Statements on the centrality of country level partnerships – through IFAD investment projects, use of grant instrument and by involving FOs in the steering of the IFAD country programme. .

4. The analysis led to the identification of four types of country level partnerships between IFAD and FOs – in a sample of 20 countries. The four types have been identified according to the degree of comprehensiveness of the collaboration (strong, moderate, unbalanced and weak) and according to the quality and depth of FOs involvement (Special Player, Normal Player and as simple beneficiaries).

**5. Type A: Strong partnership between national apex FOs and IFAD in the Country Programme** (Guinea, Madagascar and Senegal). Partnerships with FOs in Guinea, Madagascar and Senegal are characterized by comprehensive collaboration at national level through in-depth consultations for the formulation of the COSOP. Such consultation has then unfolded into comprehensive cooperation between IFAD and FOs for the implementation of the country programme. Grant and loans instruments are used complementary. In this regard, both in Guinea and Madagascar, regional level grant (such as Support to Farmers Organization in Africa Programme – SFOAP) are complemented by the support provided by members of AgriCord promoting the institutional development of FOs. The most advanced case of partnership is the one developed in Guinea, where FOs are the main strategic partner for the implementation of the country programme. In both Senegal and Madagascar, the cooperation between IFAD and FOs is at advanced stage but the FOs are not directly responsible for the implementation of IFAD country programme. FOs are strategic partners for the definition of IFAD orientations and strategic priorities (at COSOP stage) and are important partners at implementation stage. This is the case mainly for Madagascar, whereby the IFAD funded project AROPA contributes to the professionalization of FOs from the grassroots to the national level. Yet in Senegal, a country

characterized by a well-developed, strong FOs movement from the grassroots up to the national level, the collaboration between IFAD and FOs suffers from a disconnect between the intense national level collaboration and the uneven partnership through investment projects at local level.

**6. Type B. Partnership between FOs and IFAD in the IFAD Country Programme works relatively well** (Uganda, Kenya, DR Congo, Gambia, Niger, Paraguay, Nicaragua and Brazil). The cooperation between IFAD and FOs in this subset of countries is characterized by a strong collaboration with national FOs (but not necessarily all of them) for the formulation of IFAD country strategy. Such collaboration is impacting the collaboration in implementation of the programme but the approach is of working almost exclusively with FOs at local (regional and provincial) levels as key implementing partners or service providers with limited linkages to national apex FOs. In these countries, the partnership is segmented: policy and advocacy work with national FOs while the partnerships in investment projects are with local FOs with little integration between the two levels. FOs at the local level are supported by projects in their business partnership with other value chain stakeholders for specific commodities.

**7. Type C. Strong partnership through regional grants but room for improvement in collaboration with IFAD country programmes** (Burundi, Argentina, Vietnam, Nepal and Philippines). The collaboration between IFAD and FOs in this subset of countries is characterized by a disconnect between the support provided to the national apex FOs – through regional grants such as SFOAP in Africa, MTCP in Asia and participation to REAF-MERCOSUR in Latin America– and the limited involvement of FOs in the design and implementation of IFAD funded projects at country level. National apex FOs are involved only to a limited extent in the formulation of IFAD country strategy resulting into lack of involvement of FOs at the various stages of IFAD programmes. This is then resulting in partnership with FOs as simple service providers (although in few cases that level of disconnect can be attributed to the fact that FOs engage only at policy level and not into the provision of economic services to their members).

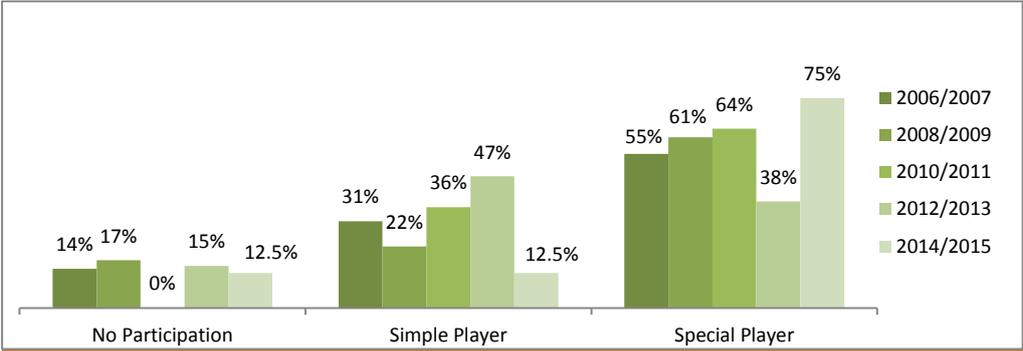
**8. Type D. Weak partnership between FOs and IFAD in Country Programme** (Morocco, China, Bosnia and Colombia). "Cooperation" between FOs and IFAD country programme is limited to beneficiaries or service providers' roles without involving them in the definition of IFAD country strategy. Such limited collaboration is a function of limited consideration of FOs by IFAD, the limited development of national level FOs able to represent smallholders and/or almost exclusive engagement of FOs into business initiatives with limited capacity to engage in shaping IFAD priorities in the country.

9. With regard to the limits of the above mentioned partnerships, the following aspects have emerged as critical: i) the separate management of regional grants to FOs from the country programmes leads in some cases to misreading from CPMs/CPOs who are not always aware of the regional grant implementation and achievements; ii) the quality of partnership in country depends on FOs' capacities to contribute effectively to the formulation of the country strategy or the design of investment projects; iii) the Government's willingness or reluctance to work with national apex FOs is a defining factor; iv) the lack of IFAD's instrument to systematically look for ways to support the structuring of FOs; v) FO's institutional and governance capacities, their level of representativeness can in some cases limit their engagement in project implementation; vi) the heavy administrative procedures faced by FOs to report to IFAD; and vii) the risk when contracting FOs as Service Provider to get them behaving like an NGO instead of prioritizing their own strategic development plans.

**Quantitative analysis of the country-level partnerships supported by new IFADs' strategy, investment projects and grants: Main trends.**

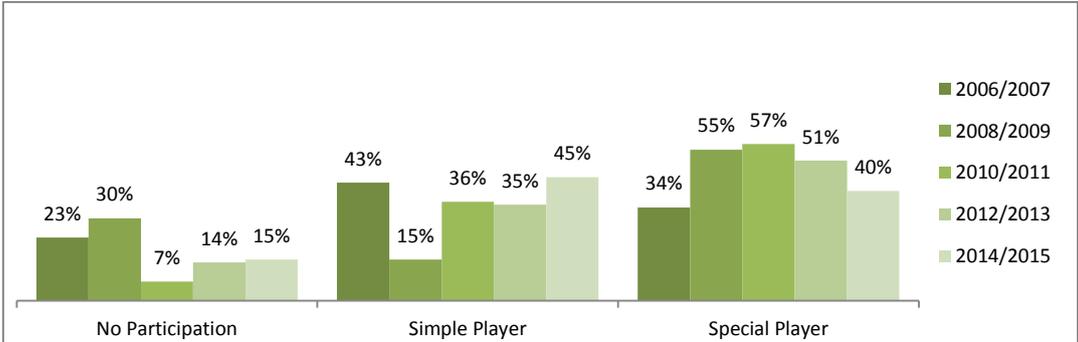
10. **2014-2015 COSOP Formulation.** The first element emerging from the analysis is that the FOs participation in COSOP formulation is becoming the norm with a steady high level of participation since 2006. In the biennium 2014-2015, FOs' rate of involvement at COSOP design level stood at 88%. Another interesting trend at COSOP formulation stage is the involvement of FOs as Special Players (from 55% in 2006/2007 to 75% in the last biennium).

**Evolution of FOs participation in the COSOP formulation over the past 10 years (2006-2015)**



11. **2014-2015 Project design.** Conversely, the quality of partnership in project design has diminished, confirming a trend which started in 2012, although the frequency of consultation remains very high (85%). The modalities of FOs' involvement in project design have not changed significantly as the top 3 modalities remained the same: i) simple bilateral meetings in the field or capital; ii) participation of FOs in multi-stakeholder discussions; and iii) specific workshops with FOs. At project implementation level, FOs' role has not changed significantly with the main modality remaining the inclusion of FOs as direct beneficiaries of capacity building or institutional development activities. This might be explained on one hand by the absence of corporate guidance and appropriate tools related to FOs role in project implementation and on the other hand by certain contextual factors mentioned in the typology of partnerships (i.e. unfavorable political contexts).

**Evolution of FO participation in the project design over the past 10 years (2006-2015)**

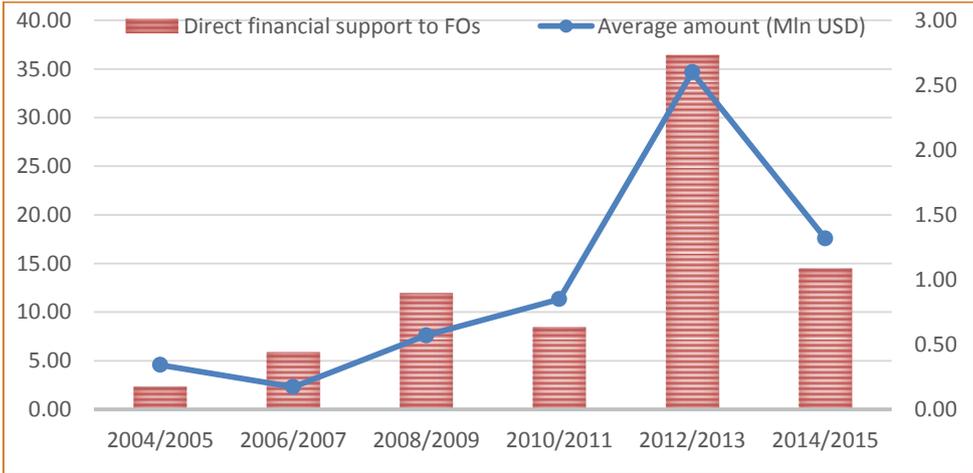


12. **Direct financial support to FOs.** A quantitative analysis of the grant instrument has been conducted by considering two levels of geographical coverage: i) global and regional level for those grants that take place in more than one country and/or have regional or global focus; and ii) country-specific level. During the biennium 2014-2015, 12 grants to FOs have been approved by IFAD for a total amount of USD 14.5 million. Global/Regional grants account for 98

per cent of all direct financing to FOs in 2014-2015. The largest grant approved during the biennium is the co-financing from the European Commission (EC) of the Medium Term Cooperation Programme in ASEAN region (MTCP ASEAN)

13. The analysis of the past 10 years reveals the following trends. The approach of consolidating direct support to FOs with fewer, larger, and more strategic grant financing at regional level is confirmed. In addition, the analysis of the volume of direct support to FOs needs to be analyzed considering an average 5-year period since the regional grants have an average duration of 4.5 years. This approach is accompanied by an alliance of like-minded donors: European Commission (EC), Swiss Agency for Development Cooperation (SDC), *Agence Française de Développement* (AFD) and IFAD in the context of SFOAP; IFAD, SDC and EC for the MTCP. With these two programmes, a total of USD 37 million has been leveraged by IFAD over the past four years corresponding to USD 7.4 million per year over a programme-period of 5 years. The alliance with EC has gone beyond direct financing to FOs. Using grants from EC channeled through IFAD to AgriCord<sup>1</sup>, the Farmers Fighting Poverty (FFP) Programme is complementary to SFOAP and MTCP, building local FOs’ capacities to provide economic services to their members. In the last biennium, an indirect grant to FFP/ASEAN countries corresponding to €7 million was issued while in 2012-2013, the FFP to African countries represented €11.9 million.

**Evolution of direct financial support to FOs and average amount (USD)**



**Growing focus on specific groups within IFAD-FOs’ partnership**

14. **IFAD’s commitment to supporting women’s leadership within FOs strengthened over 2014-2015.** The Joint Programme on Rural Women Economic Empowerment “Accelerating progress towards rural women economic empowerment” has been developed by four UN agencies: FAO, IFAD, UN Women and WFP. Specific attention is given to support rural women’s voice and role in decision-making promoting rural women’s participation and leadership in rural producer organizations and local governance systems. The programme is being implemented in seven countries: Ethiopia, Guatemala, Kyrgyzstan, Liberia, Nepal Niger and Rwanda.

15. IFAD also produced a stocktaking<sup>2</sup> on its engagement in support to FOs, including strategies, methodologies and tools used. This paper presents how IFAD intends to strengthen its

<sup>1</sup> AgriCord is the network of "agri-agencies", non-governmental organizations for development cooperation with structural links to the farmers' and rural members' organizations in their home countries (8 EU Member states, Canada, Senegal and Asia). AgriCord and agri-agencies provide support to farmers' organizations in developing countries, covering both capacity building and concrete operations.

<sup>2</sup> “Promoting the leadership of women in producers’ organizations: Lessons from the experiences of FAO and IFAD” (December 2015)

engagement in support to women's participation and leadership in FOs through the following activities: i) providing or supporting platforms for enhanced networking among women's leaders; ii) scaling up the use of GALs across different regions, so as to boost women's empowerment in FOs; iii) brokering lessons learned and tools across different portfolios; and iv) engaging with the SFOAP to ensure support to women members of FOs.

16. **IFAD's commitment to supporting Rural Youth.** Over the last biennium, seven loan projects which targets youth and two grants have been approved. Among them, two youth-dedicated projects were designed: (i) the Programme for the Promotion of Youth Agro-Pastoral Entrepreneurship (PEA Jeunes) in Cameroon that promotes the creation and management of rural youth businesses; and (ii) The Ghana Agricultural Sector Investment Programme (GASIP) which supports youth through value chain development. In addition, IFAD supported the participation of rural youth from several regions to the 'Terra Madre Giovani - We Feed the Planet' event organized in the context of Milan EXPO 2015.

17. **IFAD commitment toward small-scale fishers.** Following up on Fishers Organizations' specific request to IFAD at the fifth global meeting of the Farmers' Forum held in 2014, IFAD has recently approved a grant of USD 350,000 to provide direct support on Capacity Building for the Implementation of SSF Guidelines. It also supported the attendance of small-scale fisheries CSOs to the FAO Technical Consultation on the SSF Guidelines on 20-24 March 2013 and February 3-7 March 2014 in Rome.

18. **IFAD engagement with pastoralists and livestock breeders.** In response to the FAFO recommendation to IFAD at the fifth global meeting held in 2014, IFAD supported the organization of a special session on Pastoralists and Livestock Breeders' at the FAFO 2016, with a grant<sup>3</sup> of USD 500,000 financing a broad consultation at regional level.

### **Conclusion: opportunities and way forward**

19. After ten years of existence, the Farmers' Forum has demonstrated its relevance. This report shows how strong partnerships between IFAD and FOs can evolved at regional and national level. The effort to develop regional grants to FOs has improved the relevance and capacity of FOs to respond to members' needs as well as to better engage in national and regional decision-making processes. The trend for "fewer, larger and longer" regional grants managed by regional FOs results from the trust that have been gradually built over the past ten years between IFAD and FOs and allowed for alliances with like-minded donors. At country level, FOs participation in IFAD COSOP formulation has been improving and increasing continuously over the last years.

20. However, more effort is needed to achieve a full integration, coherence and synergy among these diverse collaborations and partnerships. Some critical points for improvement are : (a) more systematic information on main activities and outcomes between FOs involved in the regional grants (SFOAP, MTCP), the FFP grant (Africa and Asia) and CPMs/CPOs at country level; (b) systematically engage with FOs mapping and profiling to better identify FOs to work with and support, generalizing the use of the toolkit '*Engaging with farmers' organizations for more effective smallholders development*<sup>4</sup>'; (c) set up an M&E framework based on regular profiling of FOs with maturity assessment indicators;; and (d) promote more partnership at project level that engage FOs as key implementing partners rather than service providers.

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<sup>3</sup> Entitled "Regional Consultation with Pastoralist and livestock breeders CSOs – Towards better policies in support of pastoralism"

<sup>4</sup> <http://www.ifad.org/fo/pub/index.htm>

## Introduction

In the context of the tenth anniversary of the FAFO, this "Partnership in Progress" report aims at assessing the evolution of the partnership between FOs and IFAD at national, regional and international level over the 2014-2015 biennium. It takes stock of IFAD's different experiences in collaborating with FOs investigating the modalities of the ongoing collaboration and highlighting successful stories and achievements within IFAD country programmes and grant portfolio. The report draws on both a qualitative and quantitative type of analysis and it is structured around four core sections followed by a set of annexes: section I presents the qualitative analysis of the existing partnerships in 20 selected countries; section II presents the quantitative analysis related to FOs participation to IFAD country strategies - COSOP<sup>5</sup> - and project design as well as the grant instrument; section III reviews the attention given to specific groups; and as a conclusion opportunities and way forward to better collaborate with FOs are explored.

The focus on country level partnership – which is contained in the section I of the report a novelty with respect to the previous Partnerships in Progress reports - is linked to the increasing focus of FAFO Statement on the centrality of country level partnerships – through IFAD investment projects, use of grant instrument and by involving FOs in the steering of the IFAD country programme - for the effective implementation of the tripartite partnership between IFAD, FOs and governments.

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<sup>5</sup> In most of its borrowing member states, IFAD engages on the basis of a Country Strategic Opportunities Programme (COSOP) which is discussed with partners and agreed upon with governments. Once reviewed by IFAD's Executive Board, COSOPs define IFAD-supported operations in a country, including loan-funded investment projects, grant-funded projects and policy dialogue initiatives for a period of 4-5 years

## Section I. Assessment of the partnerships between IFAD and FOs in 20 countries based on country programme analysis

1. This section has been elaborated on the basis of an in depth analysis of the country level partnership within a sample of 20 countries (see Box 1). The sample has been identified considering at least two countries for each of the five regions where IFAD operates and considering only countries where some level of collaboration between IFAD, the national counterparts and FOs has taken place. Indeed, the purpose of this analysis is not to identify if and where the partnerships between IFAD and FOs has taken place on a randomly selected sample but rather under which conditions cooperation between IFAD and FOs has evolved and to better understand how different instruments – investment projects, grants, policy dialogue and engagement in the strategic orientations of IFAD country programmes - have contributed to it.

### Box 1 List of countries/projects reviewed for analysis of Section 1

LATIN AMERICA	
<p><b>Argentina</b></p> <p>PRODERI Programa para el desarrollo rural incluyente            PRODEAR Programa de Desarrollo de Áreas Rurales</p>	<p><b>Brazil</b></p> <p>Viva o Semi Arido project            Paulo Freire Project            Pro-Semiarid Project            Dom Helder Camara Project            Dom Tavora project            Cariri and Seridó Sustainable Development Project</p> <p>PROCASE</p>
<p><b>Colombia</b></p> <p>TOP Building Rural Entrepreneurial Capacities project: Trust and Opportunity Programme</p>	<p><b>Nicaragua</b></p> <p>NICADAPTA Proyecto de Adaptación a Cambios en los Mercados y a los Efectos del Cambio Climático            PROCAVAL Proyecto de apoyo para la insercion de los pequenos productores en las cadenas de valor y acceso a mercados</p>
<p><b>Paraguay</b></p> <p>PPI Proyecto Paraguay Inclusivo</p>	
EASTERN AND SOUTHERN AFRICA	
<p><b>Burundi</b></p> <p>PAIVA-B Projet d'Appui à l'Intensification et à la Valorisation Agricoles du Burundi            PRODEFI Programme de Développement des Filières            PNSADR-IM Programme National de Sécurité alimentaire et de Développement Rural de l'Imbo et du Moso</p>	<p><b>Kenya</b></p> <p>SDCP Smallholder Dairy Commercialization Programme            KCEP Kenya Cereals Enhancement Programme</p>
<p><b>Madagascar</b></p> <p>AROPA Projet d'appui au renforcement des organisations professionnelles et des services agricoles            PROSPERER Programme de soutien aux pôles de micro-entreprises rurales et aux économies régionales</p>	<p><b>Uganda</b></p> <p>PRELNOR Project for the restoration of Livelihoods in the Northern Region            VODP2 Vegetable Oil Development Project, Phase 2</p>

WESTERN AND CENTRAL AFRICA	
<p><b>DR Congo</b> PAPAKIN      Projet d'appui des pôles d'approvisionnement de Kinshasa PASA-NK      Programme d'appui au secteur agricole dans la province du Nord Kivu PIRAM        Programme intégré de réhabilitation de l'agriculture</p>	<p><b>Gambia</b> NEMA        Agricultural Land and Water Management Development Project</p>
<p><b>Guinea</b> PNAAFA      Programme national d'appui aux acteurs des filières agricoles PNAAFA-E    Programme national d'appui aux acteurs des filières agricoles Extension</p>	<p><b>Niger</b> PASADEM    Projet d'appui à la sécurité alimentaire et au développement dans la région de Maradi ProDAF RUWANMU    Projet d'appui à l'agriculture familiale Projet de petite irrigation</p>
<p><b>Senegal</b> PADAER      Projet d'appui au développement agricole et à l'entreprenariat rural PAFA PAFA-E      Projet d'appui aux filières agricoles extension</p>	
ASIA AND THE PACIFIC	
<p><b>China</b> SSADeP      Shiyao Smallholder Agribusiness Development Project JiMAAPP     Jiangxi Mountainous Areas Agribusiness Promotion Project</p>	<p><b>Nepal</b> WUPAP      Nepal Western Uplands Poverty Alleviation Project Biu Bijan HVAP        Improved Seeds for Farmers Programme PAF-II       High Value Agriculture Project Poverty Alliviation Fund Project</p>
<p><b>Philippines</b> CHARM-II    Cordillera Highland Agricultural Resource Management Project INREMP      Integrated Natural Ressource Management Project RaFPEP      Rapid Food Production Enhancement Programme FishCORAL   Fisheries, Coastal Resources and Livelihood Project CONVERGE   Convergence on Value Chain Enhancement for Rural Growth and Empowerment</p>	<p><b>Vietnam</b> 3EM         Economic empowerment of ethnic minorities in poor communes of Dak Nong Province Tam Nong Support Project TNSP SRDP        Sustainable Rural Development for the Poor (SRDP) Project in Ha Tinh and Quang Binh</p>
NEAR EAST AND NORTH AFRICA	
<p><b>Bosnia</b> RLDP        Rural Livelihood Development Project</p>	<p><b>Morocco</b> PDFAZMT    Programme de développement des filières agricoles dans les zones montagneuses de la Province de Taza PDFAZMH    Programme de développement des filières agricoles dans les zones montagneuses de la Province d'Al Haouz</p>

## A. Methodology and typology of partnerships

2. The adopted methodology for this qualitative analysis is available in **Box 2** (See also **Annex 2** for more detailed methodology).

### Box 2 – Key features of the Qualitative analysis

- Review of partnerships between IFAD and FOs within a sample of 20 selected countries;
- Main instruments: i) In-depth portfolio review of the selected countries; ii) Bilateral interviews with CPMs or CPOs; iii) Skype/phone interviews with FOs;
- Analysis conducted at three different levels: a) Country Programme; b) National and Regional Grants; c) Loan instrument (project level);
- At Country Programme level, there have been considered: i) level and quality of FOs involvement in activities<sup>6</sup> conducted at country level; ii) existence of Strategic Objectives specifically targeting FOs;
- At National and Regional Grants level, three main aspects have been considered: a) FOs' advocacy and lobbying capacities to engage in policy processes and participate in national platforms; (b) FOs institutional and organizational strengthening; and (c) the impact on FOs involvement in IFAD country programme activities, including project implementation.
- At Project implementation level, FOs' role has been analyzed by considering: a) Type of involved FOs, meaning if they are in a stage which is: (i) advanced ii) intermediate; iii) weak and in need of support; b) FOs' role in implementation, as: i) Special Players<sup>7</sup>; ii) Key Implementing Partners; iii) Service Providers; iv) Beneficiaries; c) Direct versus Indirect FOs selection process; d) Financing modalities.

3. The methodology allowed to classify the cooperation between IFAD and FOs at country level according to the quality of the inclusion of FOs in the partnership with IFAD (Special Player, Normal Player and as simple beneficiaries – see Box 3) and according to the degree of comprehensiveness of the collaboration (strong, moderate, unbalanced between strong cooperation through regional/global grant and yet to be developed with country level operations and weak).

### Box 3 Categories of partnerships at project implementation: simple and special players

The analysis of the partnership between IFAD and FOs is systematically undertaken classifying the collaboration during the implementation of projects along the following categories:

**Special player:** this category gathers all the modalities whereby FOs are recognized as a special stakeholders at project implementation stage: FOs are assigned full responsibility for the management of one or more components; FOs as formal members of the project Steering Committee.

**Simple player:** this category includes the modalities whereby FOs are contracted as service providers, FOs as implementing partners and managing project funding for implementing a set of project activities (below the component level) or with FOs as members of the in-country Country Programme Management team (CPMT).

**Project beneficiaries:** this category includes FOs as direct beneficiaries of project activities but without management responsibilities in their implementation.

4. In most cases, national apex organizations are partnering in the definition of strategic orientations of IFAD country programme aside for those countries where national level apex

<sup>6</sup> These entail: (i) COSOP design; (ii) Country Programme Management Team (CPMT); (iii) Portfolio review; (iv) Project design, supervisions and/or Mid-Term Reviews (MTR); (v) Project Steering Committees (PSC); (vi) other activities related to studies, national policy dialogue or partnership at broader level such as the International Year of Family Farming (IYFF) and; (vii) participation to regional grants activities.

<sup>7</sup> FOs are responsible for the implementation of a full component, they are associated to the decision-making process and can be formal members of the Project's Steering Committee

organizations are fragmented (**Colombia, China**) or when they have structural issues such as in **Bosnia** (See detailed FOs analysis in Annex 3). Nevertheless, the partners identified by IFAD differ substantially from a country to another with: National Confederations of apex organizations, National FOs specialized by commodities or specialized services; National syndicalist movements and Regional-level apex organizations. Such diversity is also a variable of how FOs movement is organized at country level. In any case, national apex FOs involved at country programme level are the same as the one supported by regional grants (SFOAP in Africa, MTCP in Asia and the Pacific and CLAEH in Latin America) which is consistent with the philosophy of providing direct funding to national FOs to better engage at country programme level.

5. Beyond the collaboration for the strategic orientations of IFAD country programme, FOs are also partners of IFAD at design and implementation of IFAD supported investment projects. Yet, the FOs partners of IFAD at that level differ from country to country and also from project to project in the same country. FOs partners can be

- a. local members of national FOs such as in **Burundi**, for IFAD projects in the North Kivu province of **DR Congo** - PASA/NK-DRC<sup>8</sup>, for IFAD national projects in **Guinea** (PNAFA and PNAFA-E), for **Kenya** project on Cereals (KCEP-Kenya<sup>9</sup>), for **Madagascar** (AROPA project), for **Nicaragua** (PROCAVAL<sup>10</sup>), or Province and District level Farmer's Unions in **Vietnam**;
- b. Local or provincial organizations such as in **Brazil**;
- c. Organizations at the grassroots and cooperatives such as in **China, Nepal, Philippines, Bosnia, Argentina, Colombia**, and in **Senegal**.

6. During the present analysis, there have been detected four types of partnerships between IFAD and FOs at Country Programme level.

**Table 1. Typology of partnership at Country Programme level**

Quality of FOs inclusion in the partnership Degree of partnership	Special player	Normal Player		Beneficiary
		Key implementing partner	Service Provider	
Strong partnership between national FOs and IFAD in the Country Programme	Guinea	Madagascar / Senegal		Senegal (for PADER project)
Partnership between FOs and IFAD in the Country Programme works relatively well		DR Congo (for PASA NK project), / Uganda / Niger / Gambia / Kenya / Nicaragua / Brazil / Paraguay		DR Congo
Strong partnership through regional and global grants but room for improvement for collaboration with IFAD country programmes		Vietnam / Philippines	Burundi	Philippines / Nepal / Argentina
Weak partnership in the country programme		Bosnia	Morocco	China / Colombia

<sup>8</sup> The FOs SYDIP for Irish potatoes and, COOCENCKI for maize.

<sup>9</sup> Cereal Grower Association - CGA

<sup>10</sup> Coffee Cooperatives

### **Strong partnership between national apex FOs and IFAD in the Country Programme**

Countries included from the sample: Guinea, Madagascar, and Senegal.

Partnerships with FOs in Guinea, Madagascar and Senegal are characterized by comprehensive collaboration at national level through in-depth consultations for the formulation of the COSOP. Such consultation has then unfolded into comprehensive cooperation between IFAD and FOs for the implementation of the country programme.

Grant and loans instruments are used complementary. In this regard, both in Guinea and Madagascar, regional level grant (such as Support to Farmers Organization in Africa Programme – SFOAP) are complemented by the support provided by members of AgriCord promoting the institutional development of FOs.

The most advanced case of partnership is the one developed in Guinea, where FOs are the main strategic partner for the implementation of the country programme. The collaboration is articulated on the principle of subsidiarity: at national level for policy dialogue initiatives and at provincial level for the implementation of IFAD investment projects supporting FOs in the implementation of their business and value chain partnerships (PNAAFA projects).

In both Senegal and Madagascar, the cooperation between IFAD and FOs is at advanced stage but the FOs are not directly responsible for the implementation of IFAD country programme. FOs are strategic partners for the definition of IFAD orientations and strategic priorities (at COSOP stage) and are important partners at implementation stage. This is the case mainly for Madagascar, whereby the IFAD funded project AROPA contributes to the professionalization of FOs from the grassroots to the national level. Yet in Senegal, a country characterized by a well-developed, strong FOs movement from the grassroots up to the national level, the collaboration between IFAD and FOs suffers from a disconnect between the intense national level collaboration and the uneven partnership through investment projects at local level.

### **Partnership at national level for COSOPs formulation**

7. The priority given to FOs by IFAD in its country programme is reflected in the COSOPs' strategic objectives (SOs) that clearly state the need to strengthen FOs' economic functions, their professionalization for linking smallholders to other value chain stakeholders (see **Annex 4** COSOPs' SOs by countries). In these countries, the COSOP formulation has been a key entry point for collaboration: In **Guinea**, the national apex FOs - CNOP-G's – participated to the 2007 COSOP review leading to a Programmatic approach through the **PNAAFA** with a strategic role for provincial level FOs federations towards production and marketing services to their members and management of economic infrastructure. In **Madagascar**, national and provincial FOs were active members of the 2006-12 COSOP Preparation Committee while in the 2015-19 COSOP they worked in thematic groups and sub-groups to propose key strategic areas of intervention. They also have four seats at the national CPMT - six FOs alternate their presence according to the tackled issues and targeted regions - contributing to tripartite discussions with IFAD and the Ministries of Finance and Agriculture. In **Senegal**, the national apex FOs – CNCR - participated to the 2010-2015 COSOP formulation process through various multi-stakeholders workshops and the validation workshop contributing to the identification of key entry points for IFAD investments: (i) better integration of farmers in processing activities adding value to their products; (ii) support to policy dialogue; and especially (iii) more constructive dialogue on IFAD's project and programme strategies.

8. These strong involvements in COSOP design led also to a better FOs' participation in for the design of IFAD investment projects and supervision missions, through FOs as members of the team in charge of project design or supervision. For instance, national FOs from **Madagascar** were from the outset in **AROPA** (2007-08) design and took part in workshops organized to foster their coordination and facilitate their involvement in the design process. According to one national FO – *Réseaux SOA* - their full participation to AROPA's supervision missions '*strengthens their capacity to reflect strategically, enriches their internal priorities and forces them to become more result-based orientated*'. In addition, for the three countries these national apex FOs are members of National and Regional Project Steering Committees (PSCs) thus having the opportunity to contribute to the decision-making process and to understand better project management issues. For instance, farmers' leaders' participation to the COPILO<sup>11</sup> in **AROPA-Madagascar** allow them to understand how funds are allocated and monitored at regional level. In **Guinea**, although 8 out of 15 members of the national **PNAFA** PSC are national FOs (including CNOP-G), it often occurs that the decisions are taken outside the realm of the PSC thus jeopardizing its role and *de facto* with marginal involvement of FOs in the decision making processes. Such experience is of interest since it shows the fragility and the instability of country level tripartite partnerships between IFAD, FOs and governments and how the changing of government approach vis-à-vis the FOs can scale down previous openness and putting on hold the development of a long-lasting tripartite partnership. In **Senegal**, the CNCR was also very much involved in field design and supervision missions, joining the IFAD team while their regional organizations (CRCR) met to discuss project orientations.

#### Complementarity between loan and grant instruments

9. **In these three countries, the grant instrument plays a complementary role supporting FOs' institutional development and advocacy functions.** Two national FOs - FIFATA and Réseaux SOA (**Madagascar**) among others, participated to sub-sector strategy discussions with the Government such as for the CAADP formulation where they were active members of the preparation and steering committees. This is where grants (direct and through AgriCord) and investment project instruments are complementary. Indeed, AgriCord strengthened substantially: (i) FOs advocacy capacities through the facilitation of discussion areas with donors (i.e. key priorities to be funded during the crisis); and (ii) leadership and governance capacities. In the context of the International Year of Family Farming (IYFF), the national FOs in Madagascar undertook about 200 surveys on family farming (FF) to define criteria of family farm viability (on AgriCord-funding). In 2014, results were presented at national level to discuss main priorities to sustain FF. In **Senegal** and **Guinea**, IFAD also supports strongly the CNCR and CNOP-G and its members through the regional grant SFOAP and AgriCord funding (see **Annex 6**): (i) capacity building to their leaders and institutional strengthening through North-South and South-South exchanges (i.e. communication strategy, elaboration of participatory decision tools, etc.); (ii) policy engagement; and (iii) provision of economic services.

#### Strong collaboration for IFAD investment projects

10. **These strong partnerships between national FOs and IFAD country programme fosters FOs to play a special or a key implementing role at project level.** IFAD's partnership with FOs in **Guinea - PNAFA and PNAFA-E** - '*is the best we can have at project level*' (CNOP-G's representative). It is based on FOs full engagement in project implementation: CNOP-G as a Special Player implements a full component, directly manages funds and

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<sup>11</sup> COPILO : Local Steering Committee.

invitations to tender while its provincial-level FOs<sup>12</sup> can also manage funds depending on their maturity level. An institutional assessment of FOs classified them according to their maturity level (from 1 to 4), direct funding is provided to FOs that reach maturity level of 3 and 4. The project strategy adopts a value-chain approach based on FOs strengthening so that they can provide services to their members<sup>13</sup> with a step-by-step transfer of responsibilities as they reach maturity and over time, internalize these services. The intervention strategy of **PNAFA** and **PNAFA-E** include several innovative aspects: (i) handing over the management and supervision of certain activities directly to farmer apex organizations, in contrast to the traditional approach of relying on private-sector providers or associations; (ii) developing sustainable technical support capabilities within FOs; (iii) building a knowledge management strategy into PNAFA, to be implemented by CNOP-G and the federations/unions and the coordinating unit; (iv) encouraging partnerships between the private sector and large-scale and small-scale farms; and (v) supporting sector policy dialogue through FOs apex organizations, particularly CNOP-G.

11. **Madagascar-AROPA's** objective is to strengthen FOs and facilitate their access to agricultural support services in a number of priority value chains. IFAD's partnership with FOs also depends on a gradual transfer of responsibilities based on the assessment of their maturity level and the development of action plans. Following an initial phase of three years In the first three year phase, with FOs institutional development through a group of NGOs (AFDI, FERT and CSA) in the second phase, 3 out of 5 national apex FOs and 25 regional-level organizations signed agreements<sup>14</sup> with AROPA to implement their professional development plans related for the provision of services to their members (i.e. for rice, bean seed production, production of local pedigree poultry, fingerling production). In addition, a good synergy with **Madagascar-PROSPERER** project has been found to build PPPs with AROPA's FOs in collaboration with the Regional Chamber of Commerce.

12. **The only country where there is a “disconnection” between a strong partnership in the country programme and project implementation is Senegal**, thus raising the question of the maturity of the country programme regarding FOs. The reasons behind such a situation are as follows: (i) the Government reluctance to get a single and already powerful FOs umbrella organization like CNCR and its members involved in project implementation; and (ii) the lack of incentives for IFAD country team to incorporate a national umbrella organization in project implementation. Historically, the CNCR has been involved in project implementation especially with the completed PSAOP-2 where CNCR implementing agency ASPRODEB<sup>15</sup> was responsible for one project component. The on-going **Senegal-PNAFA and PNAFA-E** support a partnership mechanism between local FOs and “market operators” in specific value chains. The project provides a fund for “market access partnerships” micro-projects submitted by FOs and in which they identify markets entrepreneurs to contract with. FOs are thus connected with marketing entities and supported by the Project to contract with those stakeholders. In that context, local FOs are key implementing partners. However, the CNCR deplores not being involved in project implementation: *“IFAD funded projects target our geographical areas, our members, and work in the same value-chains as ASPRODEB. Since the FOs mapping we realized for PFA in 2012,*

<sup>12</sup> Such as: Fédération des unions maraichères (FUMA), Fédération des unions de producteurs de riz (FUPRORIZ) and Union des coopératives des producteurs d'igname et de sésame (UCPISK) in Haute-Guinée ; Fédération des paysans du Fouta-Djallon (FPFD) and Unions non fédérées des producteurs agricoles (UGAS) in Moyenne Guinée, Fédération des producteurs de riz (FeProRiz) and Fédération régionale des planteurs de palmier et hévéa (FEREPPAH) in Guinée Forestière, and Fédération des organisations paysannes de Basse-Guinée Nord (FOP-BGN) in Basse Guinée.

<sup>13</sup> Supplying inputs, technical advice, market and price information, accessing equipment and investment, etc.

<sup>14</sup> Some agreements can reach almost USD 200.000

<sup>15</sup> ASPRODEB works on: (i) a cereal exchange platform (FOs/Processors/Bakeries) where FOs started supplying 50 bakeries, in 2015 they engaged for 250 bakeries in 5 regions; (ii) a contract agreement with a Touba industrial processing unit (CAIT) which buys groundnuts at FCFA 210 instead of FCFA 200 and engage in selling locally to FOs the groundnut processed oil.

*we haven't been engaged in any implementation activities". According to the CPM, IFAD's strategy at project level regarding FOs focuses on: 'structuring the grass-root level in order to get empowered local organizations which can then reach farmers unions and federations: strong organizations at the grassroots make strong national FOs. However, proven-skilled higher grade organizations such as ASPRODEB can become Project's service providers through a competitive selection process'.*

### ***Partnership between FOs and IFAD in the Country Programme works relatively well***

Countries included from the sample: Uganda, Kenya, DR Congo, Gambia, Niger, Paraguay, Nicaragua and Brazil.

The cooperation between IFAD and FOs in this subset of countries is characterized by a strong collaboration with national FOs (but not necessarily all of them) for the formulation of IFAD country strategy. Such collaboration is impacting the collaboration in implementation of the programme but the approach is of working almost exclusively with FOs at local (regional and provincial) levels as key implementing partners or service providers with limited linkages to national apex FOs.

In these countries, the partnership is segmented: policy and advocacy work with national FOs while the partnerships in investment projects is with local FOs with little integration between the two levels. FOs at the local level are supported by projects in their business partnership with other value chain stakeholders for specific commodities.

Such segmentation is also reflected in the use of the grant instrument by IFAD – used primarily for promoting the development, especially in LAC sub-regions, of dedicated policies for family farming or for supporting institutional development of national apex FOs. The latter with indirect linkages with IFAD supported ground level operations.

### ***Partnership at national level for COSOPs formulation***

13. In **Africa**, an increasing effort has been made to fully engage with FOs in IFAD programming activities. In **Uganda**, representatives of both UNFEE and UCA (the two national apex FOs) are members of the Uganda COSOP Team (UCT)<sup>16</sup>. During the 2013-18 COSOP's design mission a mapping of FOs was undertaken to identify the main areas of partnership development with FOs. In addition, UNFFE and UCA participate in relevant PSCs for the design and oversight of IFAD-supported projects, as well as they take part in the portfolio review. The **Kenya** National Farmers' Federation (KENAFF) participated to the 2013-18 COSOP planning and design stage, Project Steering Committees, as well as in national level planning workshop.

14. In **DRC**, CONAPAC and COPACO were fully engaged in field missions related to the on-going **PAPAKIN** projects and in the design team of the new **PASA-North Kivu** project in which they have been responsible for the profiling<sup>17</sup> of potential FOs to involve in project implementation. In **Niger-PASADEM** and **RWUANMU**, the region-level FOs were involved in Project design through national and regional consultations. Prior to the design of the new **ProDAF (2015)**, an in-depth study on FOs and key partners has been carried out (i.e. network of Agricultural Chambers) to provide guidance on engagement with FOs<sup>18</sup>. The same FOs took also part of the 2013-18 COSOP formulation by attending regional and national validation workshops.

15. For the **Gambia** country strategy, a key strategic thrust of the ongoing COSOP<sup>19</sup> refers to strengthening FOs, as most FOs are young and have only limited financial absorption capacities.

<sup>16</sup> A Uganda COSOP team (UCT) was established in early 2012, with the mandate to steer the COSOP preparation process, and, subsequently, monitor and review its implementation. Its main functions are to: i) provide guidance to the process in view of national policies and strategies; ii) review draft documents and provide feedback during the COSOP preparation and review process; iii) build ownership and understanding of IFAD's strategic priorities and operational modalities in Uganda, among Government and other stakeholders.

<sup>17</sup> The profiling helps to diagnose the selected organizations to partner with and therefore assess the strengths to build on and the weaknesses to be addressed in view to improve FOs capacity to provide services to members to better link them to market opportunities and improve their income. The profiling usually consists in a combination of (i) qualitative description, (ii) SWOT analysis, and (iii) quantitative analysis based on indicators for each assessed category.

<sup>18</sup> This approach had two advantages: it broadened the knowledge of issues concerning institutional dynamics of FOs operating in the area and also facilitated the selection of strategic FO partners for IFAD- funded projects prior to the implementation start.

<sup>19</sup> The last COSOP was approved in 2003 for a 10-year implementation period.

Representatives belonging to both<sup>20</sup> NACOFAG and NaWFA<sup>21</sup> have been involved in the 2003 COSOP's design process, consulted in the 2011 Portfolio Review and in the 2013 COSOP review<sup>22</sup>. In lieu of the classic CPMT, a Country Programme Approach (CPA) has been established coordinating all IFAD-funded projects between the Fund, Ministries of Finance and Agriculture together with FOs. The latter have been consulted in the context of the 2014 CPA review. In addition, NACOFAG, NaWFA and the National Farmers Platform, have a representative in all IFAD funded projects, they decide to nominate whom to represent the FOs in the PSC. At policy level, IFAD has been supporting the drafting of the national rice development strategy in close collaboration with key partners (Coalition of Africa Rice Development, FAO and NACOFAG).

16. In **Latin America**, IFAD's engagement with FOs is slightly different as there are more national apex Organizations - almost exclusively engaged into policy dialogue (sometimes in strong opposition with national government counterparts), with loose linkages with business development of local FOs and often in competition among themselves. Such structuration of FOs represent a challenge for developing collaboration at national level. However, in **Nicaragua** an excellent dialogue has been established with the main labor unions<sup>23</sup> which represent approximately 80 per cent of small and medium producers and rural enterprises. These organizations are always consulted across all project design phases, despite the absence of a formally established CPMT. Nevertheless, there is room for improvement as they are not involved in supervision missions neither in COSOP design, and Project Steering Committees are not in place, as projects are directly integrated in the functional structure of public institutions. In **Paraguay**, there is an increasing participation of FOs in the country programme activities, the 2016-22 COSOP design involved in 2015 national FOs such as FECOPROD with several modalities: i) meeting with national preparation team; ii) specific regional workshop; and iii) participation in multi-stakeholder consultations. At project level, two representatives of FOs will be elected in 2016 as members of the **PPI** Project Steering Committee. In **Brazil**, a wide range of FOs<sup>24</sup> have been involved in: (i) four studies carried out in 2015 for the COSOP preparation; (ii) the formulation of the new COSOP as part of the CPMT; (iii) the Projects Steering Committees of **Paulo Freire, Viva o Semi Arido, Dom Tavora, PROCASE** and **Dom Helder Camara II** projects; and (iv) in project design missions, supervisions, MTRs and some of the implementation support missions mainly through consultation processes.

#### Use of grant instrument

17. In **Africa**, through the **SFOAP** regional programme, the grant instrument has supporting national apex FOs' institutional development and advocacy functions. In **DRC**, COPACO started its collaboration with IFAD in the framework of the SFOAP which financed their strategic planning workshop and a part of the implementation of their action plan<sup>25</sup>. Thanks to IFAD support, COPACO belongs to the Enforcement Committee of the Agricultural Law, they also

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<sup>20</sup> The National Coordination Organization of Farmers Associations (NACOFAG) is a National apex coordinating FOs in The Gambia.

<sup>21</sup> The National Women Farmer Association

<sup>22</sup> This COSOP updating was limited to project staff, FOs and Youth Organization.

<sup>23</sup> Such as the National Union of Farmers and Cattle Breeders (UNAG), the Nicaraguan Agricultural and Livestock Producers Union (UPANIC) and the Nicaraguan Coffee Producers Union (UNICAFE).

<sup>24</sup> FOs participating in the national CPMT are: i) National Confederations of Workers in Agriculture (CONTAG); ii) National Movement of Women Workers in Agriculture (MMTA); iii) National Federation of Family Agriculture Workers (FETRAF); iv) Rural Youth Pastoral (PJR); v) National Confederation of Quilombola Communities (CONAQ); vi) Interstate Movement of Babaçu Extraction (MIQCB); vii) National Counsel on Afro Descent Quilombola Communities (CONAQ); viii) Landless Movement (MST); ix) State Federations of Rural Workers from Pernambuco (FETAPE) from Ceara (FETRAECE) and from Maranhão (FETRAEM).

<sup>25</sup> Including staff salaries and running costs, institutional capacity building plan, advocacy activities, studies on horticultural commercialization and women participation to agricultural development, training on advocacy, lobbying and leadership, design and implementation of a communication plan.

were signatory of the CAADP Compact and members of the National Agricultural Investment Plan (NAIP) formulation team. beyond the support provided through SFOAP there is no ongoing direct support to COPACO from the IFAD country office a part from one-off activities (i.e. Kwilu Agricultural Conference in 2013). At regional level, in East Africa, the policy support is complementary to the support provided at national level since East Africa Farmers Federation (EAFF – the regional network of FOs for East Africa) has been supported through SFOAP for the development of the East African Community (**Uganda, Kenya, Burundi, Rwanda and Tanzania**).

18. In **Latin America**, the grant to FENIAGRO<sup>26</sup> has just been approved (2015) to establish a collaborative workspace, at national and international levels, among third tier rural enterprises with the aim to share and scale up learning, lessons, good practices and innovations that these enterprises have accumulated by acting as strategic players for social and economic inclusion of large segments of rural families living in poverty conditions. This grant aims to target 35 rural inclusive enterprises located in **Argentina, Bolivia, Colombia, Cuba, Ecuador, Nicaragua and El Salvador**. It will allow consolidating and deepening the platform for public policies dialogue on family farming (FF) and Rural Development in Latin America and the Caribbean that has been promoted through a previous LAC grant initiative. **Paraguay** and **Brazil** have benefited from the IFAD-REAF MERCOSUR support closed since 2012, and now from the grant CLAEH focusing on policy dialogue at regional and national level and south-south cooperation for knowledge management (see detail in **Annex 6**). More specifically in **Brazil**, the Knowledge Management Programme (**Semear** grant) has consolidated an important network of FOs which are now more involved in IFAD country programme.

*IFAD supported investment projects focusing on business development for provincial and local FOs*

19. **IFAD's approach with investment projects consists in working with advanced or intermediate local FOs for the development of their technical and economic services thus enhancing their insertion into selected value chains.** In **Uganda** with PRELNOR project, the District Farmers' Associations (DFAs) which are members of UNFFE, are foreseen to act as the key implementing partners for the provision of extension services. In addition, they are meant to participate in the market stakeholder platforms (MSPs) that are set up in each district to facilitate the management of market facilities (collection centres and wholesale markets). Regarding to **Uganda-VODP2**, the project entails interventions in two main sectors: the oilseeds value chain support, and the palm oil development industry, which is characterized by a Public-Private Partnerships (PPP) approach<sup>27</sup>. In the oil palm development sector, two institutions play a key role: the Kalangala Oil Palm Growers Trust (KOPGT) and the Kalangala Oil Palm Growers Association (KOPGA). KOPGT is the growers' trust (three Board members are nominated by KOPGA) that was established by the Government which is a key implementing partner and acts as a commercial intermediary, loan administrator and service provider<sup>28</sup>. Conversely, KOPGA is a commodity organization and an apex body that has been set up to give farmers a platform in which to discuss and formulate proposals or requests that can be negotiated with KOPGT. With KOPGA participating directly in VODP2, the project initial PPP approach has become a PPPP (Public-Private-Producer-Partnership) model. Hence both KOPGA and KOPGT are being strengthened, with a particular emphasis on KOPGA as a key driver for future sustainability.

<sup>26</sup> This grant is called "Regional Network of Inclusive Rural Enterprises" and is managed by the Federation of Nicaragua Agro industrial Cooperatives (FENIAGRO), which is a 3rd tier actor for cooperative integration, being made up by second tier cooperatives of Nicaragua's agro-industrial sector.

<sup>27</sup> The PPP aimed to establish oil palm production (a new cash crop in Uganda) through private-sector led agro-industrial development in Kalangala District on Bugala island in Lake Victoria.

<sup>28</sup> It administers the oil palm development loan scheme and it is the commercial interface between farmers and the oil palm mill, through which agricultural inputs, extension services and payments for produce are provided.

KOPGT is also making some progress towards self-sustainability and has evolved from a project-oriented disbursement office to a medium scale commercial entity. Its main issue remains its institutional sustainability and the role to be played by farmers in its future governance.

20. In **Kenya**, partnerships with FOs have been detected in **SDCP** project and in the newly approved **KCEP** project, with some differences. In KCEP, whose specific objective is to support farmers to increase the productivity and profitability of key cereal commodities, the Cereal Grower's Association (CGA) which is member of KENAFF acts as a Service Provider by facilitating smallholder access to enhanced agricultural services (such as agro-dealers, private extension services, buyers, processors). In SDCP, the aim has been to foster the development of the smallholder dairy subsector and related small-scale trading and their integration into the national milk market. A key project's feature is its Market Oriented Dairy Enterprise (MODE) approach<sup>29</sup> that entails a gradual movement of groups towards becoming successful enterprises or business entities, which are primarily concerned with milk or dairy products. In this context, the apex organizations are farmer organizations covering the entire Dairy Commercialization Area<sup>30</sup> (DCA) and they act as key implementing partners. They play a pivotal role in facilitating the collective milk marketing (bulking and chilling) and in operating the business hub model<sup>31</sup>. In addition, and most importantly, these apex organizations receive SDCP's continuous strengthening through: i) support provided to the committee members of the apex organizations to go on a tour and get to know other successful cooperatives; and ii) participate in training sessions on organizational development, enterprise development and marketing.

21. In the newly designed **DR Congo PASA North Kivu** project (2015), FOPAC – federating most of FOs in the North Kivu province - will be responsible for value-chain related advocacy at provincial level and promoting capacity building of selected FOS supported by the project. Based on the profiling and the experience of FOs in a specific sector/commodity, selected FOs were entrusted with the implementation of the programme component dedicated to the development of economic services for a specific commodity: COOCENKI (for maize); SYDIP (for Irish potato); LOFEPACO (for rice). All the mentioned FOs were directly selected during the project design as Key implementing partners and will receive a tailored progressive support of 10 years. **PASA North Kivu** represents a real change in DRC's project approach as until now **PIRAM** and **PAPAKIN** were mainly using NGOs to build capacities of low and intermediate FOs to engage in value chain development even if the strategy changed over time involving more FOs. For instance, following the **PIRAM** mid-term review, it was decided to give more responsibilities to 3 regional Unions of FOs namely UPLP, UWAKI and MAMA AMKA on rice processing and marketing but they face difficulties because of weak capacities. According to the CPM *‘working on PPP approaches requires to have well-structured apex organizations in IFAD's area of intervention which is not always the case. Actually, we decided targeting North Kivu also because strong organizations are there but it can't be IFAD's way of working.’*

22. **Niger-PASADEM** and **RWUANMU** were merged in a unique project called **ProDAF** which emphasizes its approach on “economic development poles” that aims at connecting production areas to collecting market centres and wholesale markets. Region-level apex organizations (i.e. SA'A, FUMA, FCMN) were identified during the Project formulation as key implementing partners responsible for: (i) professionalization of FOs' unions through capacity building for better

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<sup>29</sup> The MODE approach aims at building the capacity of the participating Dairy Groups. It relies on three steps: i) at step 1, groups exist or are set up and operating; ii) at step 2, there is a low level of activity, with some degree of market participation and limited returns; at step 3, a full market-oriented approach is adopted by the beneficiaries and a successful enterprise is put in place.

<sup>30</sup> Each DCA is made up of a cluster of 500 to 800 smallholder dairy farmers.

<sup>31</sup> The business hub model is characterized by the presence of the coolers, as well as by other businesses serving the needs of farmers such as agro-vet stores, Animal health and artificial insemination services, financial services and general stores.

participation and management of the collecting market centres; (ii) grouped purchase of inputs and grouped sells for their members and non-members; and (iii) technical advisory services through Farmer Field Schools and farmer-to-farmer advisory services group (GACAP). As partner, their capacities were strengthened in management and accounting, logistic and human resources to manage their own budget and be accountable. Other partners such as AREN and CRA implement activities related to the organization of wholesale markets such as the creation of multi-stakeholders platforms, training and capacity development of FOs' union to better engage in the collecting centres and, setting-up market- information systems. The achieved result so far are as follows: (a) 11 FOs' unions were strengthened in the collecting centres; (b) the creation of 4 Economic Interest Grouping (GIE) gathering various wholesale market stakeholders (market management); (c) increasing participation and maturity of the target group in the discussion platforms; and (d) FOs involvement in input banks. SA'A has increased its membership from 20 to 25 unions with an extension of its geographical coverage, recovered 70 per cent of member's fees which reveals the level of members' interest and motivation regarding the services SA'A provides to them.

23. The **Gambia-NEMA** focuses on building up the agricultural business capacity of the producer organizations to meet the increasing demand for rice and vegetables in the country. NACOFAG plays a role as a key implementing partner, as it is involved in many sensitization, awareness raising and advocacy campaigns and in facilitation of farmers training. It is also expected to support the project in formation, registration and integration of farmers groups from village to national level. Conversely, NaWFA is contracted as a Service Provider and has been selected through a tendering process. It is not a fixed arrangement, as NaWFA can be engaged as an implementing partner when dealing for instance, with advocacy and sensitization of women farmers on access to land, inputs, etc. In NEMA, good progress has been achieved with key foundations on functional literacy and through the Farmers Field School (FFS). Local institutions, such as the Village Farmers Associations and the producers' associations, are being empowered through the functional literacy and numeracy training provided by NaWFA. The FFS registered notable results, as participants can now better understand and implement rice and vegetable agronomic practices. Further efforts are also ongoing to strengthen FOs' capacities at grassroots levels, including their legal recognition, in order to enhance their full integration into existing regional and national farmers' organizations, so that these can provide extended services to the local FOs.

24. In **Latin America**, the model of project partnership with FOs varies from a project to another. **Nicaragua- PROCAVAL** focuses on integrating small producers into dynamic coffee value chains as well as into industrial milk, meat and cocoa export chains through the already existing small and medium producer organizations and cooperatives, thus enjoying consolidated management capacities and access to international markets and financial, technical and social services. The project represents an important change of direction for IFAD projects, because it focuses on developing processing capacity and exploring new markets, which will result in better prices. Making a further step ahead, the emphasis of the recently implemented **NICADAPTA**<sup>32</sup> is on incorporating small producers and indigenous communities into industrial export coffee and cocoa value chains. The project's main feature is that it provides incentives for and prioritizes investment plans of those well-established second or third level cooperatives that are willing to increase their membership, also by establishing linkages with new groups or incipient

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<sup>32</sup> The project's target group are smallholder farmers with less than approximately 14 hectares of land who are producing coffee or cocoa, and families belonging to indigenous and Afro-descendant communities that have the potential to participate in the selected productive chains in the project area. They have been targeted through the following criteria: vulnerability to climate change, poverty, gender, inclusion of vulnerable populations, and indigenous and Afro-Caribbean Coast communities.

cooperatives. In both Projects, the farmers' organizations can be key implementing partners and service providers, depending on their organizational and maturity level. **PROCAVAL** have encouraged changes in organization and business management in peasant organizations helping the cooperative sector to contribute directly to 26 per cent of coffee exports. The main achieved results are: (a) 194 producers' organizations increased marketing of products (coffee, cocoa, meat and basic grains) in both local and international markets; (b) more than 5,900 new employments created; (c) Small producers have achieved significant levels of ownership and decision-making through designing, implementing and monitoring their initiatives; and (d) a sound base for public policy on rural agro industry and scaled up to the dry zones.

25. In **Paraguay-PPI**, a successful tool adopted in the project is the Savings Deposit Certificate as it facilitates access to commercial credit for Rural Organizations at accessible interest rates and conditions to implement their business plans. FECOPROD and CEPACOO<sup>33</sup> (among other organizations) operate as services provider for marketing and export services while FNC and ONA<sup>34</sup> are key- implementing partners. Main outcomes are as follows: (i) approved Business Plan for the production, collection and sale of milk involving 180 families, which led to the creation of a dairy region through joint milk marketing with the Cooperativa Colonia Unida; (ii) Oñondivepa (a second level organization) received direct funds to support: production and dairy marketing services, institutional strengthening and SDC as it facilitates access to credit. As a result, this FO has increased its membership from 5 to 7 committees and its fees as a result of the increased quality of services offered to their members.

26. In **Brazil** there is not a single model in the partnership with FOs, as different models are being experienced in the different states. The type of partnership strongly depends on FOs' maturity level. In some cases (such as the **Pro-semiarid** project implemented in the State of Bahia), more advanced second tier cooperatives (or economic organizations) play a 'role model', they receive and manage project funds and pave the way for productive investments. In the **Viva o Semi Arido** project (State of Piauí), for those producers groups with good management capacities, the financial resources can be directly transferred to them to develop their own technical assistance system and/or contract directly the service providers that fit better to their needs. In other cases (such as in the **Paulo Freire** project), in light of projects' emphasis to strengthen selected value chains, producers' organizations and small farmers cooperatives are in charge of implementing business plans and investments in the field, and they also manage the resources to finance these plans. In other cases, Union, Federations and Confederations of rural workers or representatives of civil society from specific groups (such as young people or indigenous groups) representing FOs, play a very critical role in provision of technical assistance and social mobilization. As the six ongoing projects are either in their start-up phase or early years of implementation, it is not possible to have a well-defined picture of the results achieved so far.

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<sup>33</sup> Central de Cooperativas de Comercialización.

<sup>34</sup> Federación Nacional Campesina and Organización Nacional Campesina

**Strong partnership through regional and global grants but room for improvement for collaboration with IFAD country programmes**

Countries included from the sample: Burundi, Argentina, Vietnam, Nepal and Philippines.

The collaboration between IFAD and FOs in this subset of countries is characterized by a disconnect between the support provided to the national apex FOs – through regional grants such as SFOAP in Africa, MTCP in Asia and participation to REAF-MERCOSUR in Latin America– and the limited involvement of FOs in the design and implementation of IFAD funded projects at country level.

National apex FOs are involved only to a limited extent in the formulation of IFAD country strategy resulting into lack of involvement of FOs at the various stages of IFAD programmes. This is then resulting in partnership with FOs as simple service providers (although in few cases that level of disconnect can be attributed to the fact that FOs engage only at policy level and not into the provision of economic services to their members).

**Grant instrument for promoting FOs involvement in policy dialogue activities**

27. **The use of grant facilities has been instrumental in enhancing the quality of programming activities with national FOs specifically in these countries.** In **Burundi**, the capacity support provided by the regional Grants has given to CAPAD the confidence to apply for a position of an implementing partner in projects. Although they played an instrumental role in **PAIVA-B**, **PRODEFI** design and in **PNSADR-IM** - where the FO was part of the design team, writing a working paper on FOs structuring - CAPAD doesn't take part of the CPMT, neither to the PSCs and hasn't been consulted for the 2015 COSOP review<sup>35</sup>. However, the capacity-building support provided to CAPAD through SFOAP and AgriCord grants has led to empowerment and recognition at national level. These grants have been instrumental for the national FO to achieve: (i) Policy dialogue through lobbying campaigns. Coaching by farmer's leaders from other countries such as the CNCR high representative allowed smoothing the relationship with the Government, giving more visibility with other partners (i.e. EU) and reviewing the *FOs' Support Strategy* promoted by the Ministry of Agriculture and the Belgium Technical Cooperation ; and (ii) Institutional strengthening through the establishment of the Burundi Forum of Agricultural Producers Organizations (FOPABU) bringing together the national federations of tea, coffee, cotton, and palm oil producers. CAPAD also benefited support from SFOAP programme for insertion into value chain programmes for some of its members, and a south-south cooperation with the operational wing of Senegalese FO (ASPRODEB) on sustainable management of processing equipment and market activities, insisting on how to develop economic services to their members and a capacity-building plan for grass-root leaders. In addition, the IFAD country programme funded the Farmers' Forum at national level and in IFAD-funded Projects areas but little follow-up has been done by IFAD.

28. In **Argentina**, the IFAD-REAF-MERCOSUR grant has had many positive impacts on national policies concerning the family farming agenda, it led to: (i) the formulation of a new policies and legislations favoring small-scale farmers such as on concentration and foreign ownership of land or the *Historical Memory Law on Peasant and Indigenous Family Farming*; (ii) the creation of an Under Secretariat of the Ministry of Agriculture, Livestock, Fishery and Food

<sup>35</sup> Invitation to the validation workshop without having received the document for comments.

devoted to Rural Development and Family Farming which has become since then a State Secretariat; and (iii) the creation of a National Registry of the Family Farming based on the experience in Brazil which can become a powerful tool to improve relevance, focus and efficiency of policies and programs for family farmers. As Argentina is a federal Government, FOs participation to IFAD country Programme has been promoted at provincial level. Since 2004, there is no COSOP (next one foreseen in 2016) and IFAD-funded projects are managed by the Unit for Rural Change (UCAR) : *'we have good relationships with the UCAR so that we know what's going on at Project level but I can't honestly affirm that out of UCAR I do have any idea of other IFAD actions'* (FAA's representative).

29. In the APR region, MTCP have been pivotal for FOs' involvement in country programming activities. In **Vietnam**, MTCP-1 initiated in 2010, has encouraged a progressive and increasingly VNFU's involvement in IFAD programme at Province level: the Project Coordination Board and Provincial FUs meet to discuss specific cooperation activities, areas of intervention and take decisions. The Grant instrument also supported policy dialogue mainly at district and provincial level where it is easier to discuss policy issues (i.e. land issues, land use certificate) because the Vietnamese Government is willing to get feedback from the field. Indeed, VNFU hardly advocate with the national government on sensitive issues because it is a Government led organization. Thus, VNFU's role is limited to provide feedback on non-political issues (i.e. PPPP approach in rural areas or farmer to farmer extension approach). However, MTCP remains an efficient framework to create networks among provinces and districts. In MTCP-2, several workshops between VNFU, IFAD and FAO in various provinces were undertaken to start with Trainings of Trainers on business planning, leadership, marketing, and negotiation skills allowing Provincial Farmers' Unions to better implement projects activities. MTCP-2 really helps strengthening capacities of Farmers' Unions to involve in IFAD projects. Nevertheless, although VNFU is becoming an important implementing partner, they have not yet assumed an active role in the project design phase. According to VNFU's representative *'little participation of our national organization have been recorded in the process of COSOP design and Project formulation, except at provincial level where Farmers' Unions were invited to participate to the last project formulation. We're also rarely involved in supervision mission teams'*. In fact, IFAD strategy focuses more in strengthening FUs at province and district level.

30. In **Nepal**, since 2004 MTCP has been the entry point for IFAD's partnership with the Nepalese Peasants Coalition (NPC) as the National Implementation Agency for MTCP. The MTCP fostered NPC's lobbying, advocacy and campaigning agenda, leading to policy intervention on farmers' issues. Over time, the collaboration with IFAD has contributed to NPC's strategic development plan by driving it to value chain and market linkages, farmers' entrepreneurship skill development and information communication technology. At policy level, MTCP has strongly supported the participation of FOs in the recently-approved *Government Agriculture Development Strategy (ADS -2015/35)*. This is considered to be a notable achievement, as the ADS foresees the inclusion of representatives of FOs and private sector organizations in the composition of CADIC (Central Agriculture Development Implementation Committee), RADC (Regional Agriculture Development Committee), and DADC (District Agricultural Development Committee). Thanks to the Grant instrument, the partnership at country programme level has positively evolved over time: NPC is more and more invited by IFAD in various consultation and planning processes, such as COSOP design, CPMT, IFAD's quantitative program review, implementation meetings and workshop. Nevertheless, those FOs that were involved in the new COSOP preparation process, have claimed that - from their side - there was

not enough participation and that their comments were not included<sup>36</sup>. Recently, the FOs have been invited in the design of two new projects: **Samriddhi** a Rural Enterprises and Remittances Project; and the **ASHAP**- Adaptation for Smallholders in Hilly Areas Project. NPC is also in the National Steering Committee of the IYFF and coordinates the family farming activities in Nepal.

31. In **Philippines**, the current COSOP does not explicitly mention the FOs in its strategic objectives despite the presence of PAKISAMA and the Federation of Free Farmers (FFF) in the COSOP review sessions. FOs were not involved in Project design except for the new **CONVERGE** project<sup>37</sup> in which the Philippine Farmers Forum (PhilFaFo), AFA and PAKISAMA were extensively involved in a comprehensive manner in the project design in the following ways: i) participation in multi-stakeholder discussions; ii) specific workshops. Through MTCP-2 FOs attended the IFAD annual country review workshop (APCOR 2015). At policy level, MTCP-2 supports PhilFaFo member-organizations advocacy activities, with some leaders being elected to leadership positions in the National Anti-Poverty Council. Also, in 2014 the PhilFaFo participated into the Technical Working Group organizing the Knowledge Learning Market (KLM) of IFAD which focused on the IYFF (PhilFaFo will host the KLM activity in 2015).

#### Country level engagement through IFAD investment projects

32. **Despite a will to involve FOs, IFAD's strategy at Project implementation level lacks consistency with FOs' strategic functions related to economic support to their members.** **Burundi-PAIVA-B** and **PRODEFI** create cooperatives from farmers' groups to link them to processing activities and market opportunities. CAPAD and NGOs play a key role in the implementation set-up but according to CAPAD: *'In PAIVA-B and PRODEFI Project documents we were identified as key implementing partners but in reality we are more considered as Service providers. We don't reflect together with the project team on our role, on how to support us to implement our strategy and on the project exit strategy.'* Indeed, the FO prior to being involved in **PAIVA-B** was negotiating credits for FECOBU members but instead of improving this service, the Project preferred a direct credit negotiation with FECOBU. There is a gap between CAPAD foreseen role at project design stage and their effective role in project implementation which can be due to: (i) the implementation teams who are not sufficiently sensitized to work specifically with national FOs (Projects in Burundi have a long collaboration with NGOs); (ii) the weak FOs capacities to effectively deliver economic services to its members; and (iii) a misunderstanding or unshared vision on the functions and development objectives of CAPAD. On the latter, according to the CPM, IFAD's objective is to support the national FO to position as a specialized Service Provider. Despite these discrepancies, the national FO plays a pivotal role in structuring local FOs and cooperatives to provide economic services to their members (inputs access, processing and marketing, etc.) in IFAD-funded projects. As a result, they increased their membership through the integration of 5 cooperatives created under **PAIVA-B** and **PROPAO**: *'our proposed services (out of IFAD funded Projects) related to education and savings attract new members'*.

33. In **Argentina-PRODERI**, despite a weak level of local grass-root organizations the project funds their business plans. This is possible because the target population (the poor) represents a low percentage of the global population, thus the approach corresponds more to social protection transfers to the poor than real development activities.

34. In **Vietnam- 3EM, TNSP and SRDP** focus on improving livelihoods and income of rural poor and ethnic minority households through pro-poor market oriented approach. IFAD's strategy

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<sup>36</sup> Comment from the CPM.

<sup>37</sup> CONVERGE has been recently approved: IFAD EB Sept-2015.

is related to extension of sustainable agriculture, VC development through the creation of Common Interests Groups of farmers (CIGs) and Farmers' Clubs, participatory planning and Community infrastructure, and rural finance services through the creation of Joint Liability groups (JLGs) and Women savings groups (WSGs). Province level Farmers' Union (FU) support the training and formation of JLGs in collaboration with the Vietnam Bank of Agri and Rural Development (VBARD) while the Women's Union (WU) assist in the formation and operations of women saving and microfinance institutions for lending these groups. FU and WU also participate in the local planning processes to identify needed follow-up actions to take in support of strengthening local organizations and linking them to markets, and technical and financial services. FU and WU were identified as Service Providers while the IFAD Country Programme Officer refers to key implementing partners: *"FUs are not service providers because resources are dedicated to build their capacities and support them in developing new services to their members such as business plan preparation and monitoring, costs and benefits analysis, technology transfer, farmer-to-farmer extension methods, etc."* However, there is an ambiguity on the terminology and the difference between considering FOs service providers or key implementing partner is thin: *"At project level we are a service provider because IFAD chooses the best Service Provider in its area of intervention"*. Several results have been registered by VNFU: (a) an increased membership related to new areas of interventions and pro-poor and minority group inclusion approaches; (b) new services related to value chain development, marketing and business, and farmer-to farmer extension approaches developed; and (c) internal FUs capacities at provincial and district level strengthened.

35. In **Nepal**, although there are strong existing FOs with good grassroots structures up to clusters, they are mostly involved in policy campaigns for peasants' rights, land reform, and peasant commission. NPC is indirectly involved in IFAD's projects through member organizations which participate in IFAD projects on a competitive basis. At this lower level, efforts are being made to build a close relationship between NPC and IFAD investment projects by establishing a stronger collaboration with the regional level farmers' forum. At project level, there has been no direct involvement of FOs in the ongoing projects reviewed for the present analysis<sup>38</sup> (**WUPAP, Biu Bijan, HVAP, PAF-II**) which are characterized by a strong presence of groups as well as community-based organizations that face some challenges, such as their dispersion and live in harsh terrain as well as they suffer for the lack of extension services. Furthermore, it seems that there is no strategy in place to graduate from seed producers/vegetable producers to a FO.

36. In **Philippines - CHARM II, RaFPEP and CONVERGE** projects have a specific emphasis on VC inclusion and micro-credit while **INREMP** and **FishCORAL** projects focuses more on NRM. IFAD's projects beneficiaries are mainly grass-roots organizations which tend to be locally based and supported by public institutions<sup>39</sup>. National FOs such as PAKISAMA will play a key implementing role in **CONVERGE** but it doesn't seem to be agreed upon yet as this FO was not aware of its role in project implementation<sup>40</sup>.

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<sup>38</sup> These are: WUPAP; HVAP; PAF II; Biu Bijan.

<sup>39</sup> For instance: Department of Agriculture (DA), Department of Agriculture Reform (DAR), Department of Trade and Industry (DTI), National Irrigation Administration (NIA) and the Bureau of Fisheries and Aquatic Resources (BFAR).

<sup>40</sup> Indeed, in the Project Development Report, it is mentioned that the project will - under the leadership of the Department of Agrarian Reform (DAR) – contract with consolidator/integrator, business development or financiers service providers such as Private sector organizations (companies and firms, business organizations, financing institutions, non-government organizations, state universities and colleges and individual entrepreneurs).

### Weak partnership between FOs and IFAD at Country Programme level

Countries included from the sample: Morocco, China, Bosnia and Colombia

"Cooperation" between FOs and IFAD country programme is limited to beneficiaries or service provider's roles without involving them in the definition of IFAD country strategy. Such limited collaboration is a function of limited consideration of FOs by IFAD, the limited development of national level FOs able to represent smallholders and/or almost exclusive engagement of FOs into business initiatives with limited capacity to engage in shaping IFAD priorities in the country.

37. In **China**, the development of business related cooperatives is a relatively recent phenomenon in the country where the *Cooperative Law* only came into effect in 2007. This law provides an enabling environment for the development of cooperatives. As a result a wide variety of cooperatives have emerged, but only a small number of them have been developed reaching domestic cooperative standards or in accordance to the cooperative principles of the International Cooperative Alliance. Therefore - considering that this emergence of farmer's cooperatives is a pivotal opportunity – IFAD funded projects namely **SSADep** (2013-2019) and **JiMAAPP** (2014-2019) focus on: institutional strengthening and capacity-building for cooperatives development (existing and newly created), support for PPPP, business models, establishment of a guarantee facility as a credit enhancement mechanism for pro-poor value chain financing and farm production enhancement. Cooperatives and farmer's organizations are beneficiaries supported by the Rural Economic and Cooperative Management Bureaux (RECMBs) and the Bureaux of Agriculture. Business plans of cooperatives are funded indirectly (they don't manage the funds) by the projects according to eligibility criteria. The regional Grant **MTCP-2 (2013-2017)** tries to gradually remove the role of RECMBs as national implementing agency to promote an increasing role of agricultural cooperatives targeted by IFAD funded projects even if the context remains difficult<sup>41</sup>.

38. In **Bosnia**, the entry point for the partnership between FOs and IFAD has been at COSOP level. When comparing the 2005 COSOP with the 2013-18 COSOP, there is evidence of an evolution in the already positive<sup>42</sup> IFAD country level approach concerning FOs. This is mainly due to: i) FOs (including producer associations (PAs) and cooperatives) explicitly included in the target group; ii) two SOs specifically related to the FOs. During the RB-COSOP design mission, FOs were also met among the key stakeholders, as the COSOP was formulated in a highly participatory and consultative manner. The major problem in BiH is the very limited activity of the APEX organizations, such as the Cooperative Union, which makes difficult their involvement at IFAD Country Programme level. Thus, IFAD has been working with cooperatives and associations that are active only at the local level<sup>43</sup>. They usually participate to: IFAD's workshops, monitoring missions and some are also visited during project design missions.

39. In the **RLDP** project, the main thrust has been on raising cash incomes and increasing job opportunities through the adoption of an inclusive value chain approach, with an emphasis on targeting the very poor, poor and borderline farmers as well as rural entrepreneurs, SMEs,

<sup>41</sup> small and scattered cooperatives, Cooperative Law not satisfactory, policy barriers, questionable political commitment to give the space for cooperatives in the national debate

<sup>42</sup> IFAD's portfolio in BiH has historically supported farmers and their organizations, for instance past projects have supported 104 FOs with around 16.000 members.

<sup>43</sup> This is the case for all cooperatives in the country while some associations can work also at the country level (i.e. the BiH Association of berry producers, but IFAD does not work with them directly).

cooperatives and FOs, PAs and farmer groups. In order to apply a pro-poor approach, a partnership with FOs that met the selection criteria was crucial in selecting the poor areas and producers. These FOs have a long-lasting track record working within the target areas and possessing the required knowledge and experience in berry production on the ground. They were selected as key implementing partners and thus they have been supported with the necessary equipment and mechanization tools to be used by the new poor farmers. Some trainings/round tables with selected FOs have also been conducted to make them even more inclusive, to involve small farmers in the existing berry value chain, No funds are managed by the FOs, which - conversely - have managed grants to be used in the pilot projects to initiate the development of inclusive value chain activities. The “Smallholder Farmers’ Access to Markets in Bosnia and Herzegovina and Egypt Grant (OIT- grant 1410)” has been particularly instrumental in developing some of the tools and methodologies for: i) participatory diagnostic and mapping of FOs and actors in the key value chains; and (ii) in development of the FOs business and operational plans, as well as the capacity building (technical, BDS) and financial needs which would serve to enhance sustainability and competitiveness.

40. In **Colombia**, the low partnership at Country Programme level is mainly attributable to the internal strife that Colombia has been undergoing for decades, with conflict and violence involving outlawed armed groups and drug cartels. IFAD faced huge limitations in working extensively with national regional level FOs, as its priority was to involve the rural grassroots population in economic activities. Recently, progress has been made in the context of the ongoing peace negotiations but it seems that despite a slightly more positive context, at country level there is still not a clear strategy as well as no substantial financial resources allocated to strengthen associative processes. In 2013, following the GoC’s request, IFAD approved grant resources through the PBA Corporation<sup>44</sup> and asked the IFAD Mercosur CLAEH Program to collaborate, by projecting the policy dialogue experience conducted in Mercosur towards the government authorities and the Family Farming Organizations in Colombia. Accordingly, in 2013 and 2014 a number of missions have been set up, in which the REAF’s social and government leaders took part, as well as exchange missions between social and government leaders of Colombia and Mercosur countries (especially Brazil) and, workshops with REAF members, Colombian family farming social leaders and representative of the GoC. In addition, the regional programme PROCASUR is establishing a support strategy for micro entrepreneurial youths by providing technical assistance, training and funding their initiatives.

41. The **TOP** project<sup>45</sup> aims at improving the living conditions of rural poor populations, as well as their incomes, employment, and food security through rural enterprises strengthening. This is mainly due to the need to restore public trust and to rebuild social capital and rural associations<sup>46</sup> in conflict territories, as they are considered essential for Colombia’s peace process. TOP’s intervention builds on the provision of: i) financial education; ii) capacity building and training to strengthen organizational development of rural associations and trigger associative processes; iii) technical assistance to improve production and commercialization. A TOP’s key feature concerns the direct allocation of funds<sup>47</sup> to rural associations through public contests<sup>48</sup> to accompany

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<sup>44</sup> The PBA Corporation is a non-profit organization, which uses the resources in international cooperation and national counterparts in participatory innovation activities with small-scale farmers in the field of technology, organization and business, in order to improve production, income, knowledge, coexistence and the environment in rural communities.

<sup>45</sup> titled “Building Rural Entrepreneurial Capacities project: Trust and Opportunity”

<sup>46</sup> In previous projects, IFAD worked with organizations that already existed and included peasant producers, traders, small transformation microenterprise, always with a focus on the poorest segment. The TOP project is different because it focuses on disadvantaged conflict territories where 5-6 years ago there was a very sharp political violence. In these territories, some degree of stability has recently been achieved, although they still suffer from the absence of social capital (as many people had left and there is a lot of mistrust in the community/families).

<sup>47</sup> Through public contests, associations can receive up to USD 5000.

<sup>48</sup> These are held to encourage associations to develop collective action. They represent a transparent evaluation and qualification mechanism that allows strengthening the strategy of building public confidence in government investment instruments. Jury members of public contests are: i)

beneficiaries' initiatives, so that are they, and no other intermediary institutions, those who manage their own initiatives, hire rural technical services, mobilize savings, manage natural resources, and develop their businesses and micro/small companies. Each association or group receiving funds from the project has the full responsibility to manage them, under the rules governing the transfer of public resources. The aim is to empower local actors to take decisions and implement them, laying foundations for continued sustainability of these initiatives. A further TOP's feature concerns the existence of local rural talents<sup>49</sup>, who are specialists employed as service providers, making use of their knowledge and technical expertise to promote learning processes among rural micro entrepreneurs and help project's beneficiaries improve their production processes, management and marketing of goods and services of micro and poor rural communities. Currently, there are 18000 families and 1400 interest groups<sup>50</sup> working with the project in 50 out of the selected 100 municipalities. These families have provided their co-financing, have opened their bank accounts, are now receiving project's funds and are presently participating to learning routes.

42. In **Morocco**, IFAD strategy mainly focuses at investment Project level following the *Green Morocco Plan* (2008). This Plan explores innovative "aggregation" models to integrate farmers into the different agricultural sectors and thus improve links between production and markets as well as advisory services for farmers, access to financing, and so on. The two on-going projects - **PDFAZMT** (2010-2018) and **PDFAZMH** (2011-2017) – boost the organizational and management capacities of the people and their grass-root organizations to: (i) diversify their agricultural activities and raise farms productivity; (ii) add value to their products (olive, almond, fruit, mutton, honey) through processing and packaging; and (iii) increase their access to remunerative markets. As beneficiaries of IFAD funded projects, grass-root organizations are involved in participatory community development approaches. In both projects, the recognized National Sheep and Goat Association (ANOC) is contracted by the Provincial Department of Agriculture as a Service Provider to: create and promote grass-root breeder associations, provide technical assistance on race improvement and marketing. In 2014, IFAD in the context of the **IYFF** and the preparation of the 5<sup>th</sup> edition of the FAFO published the '*Farmers' Organizations Supporting Family farming Business: Case studies of COPAG and ANCA in Morocco*' aiming at documenting FOs designing services to the smallholder farmers.

## **B. Issues and challenges arising from the country level partnerships**

### Key issues for systematic and strategic engagement with FOs

43. **The depth and comprehensiveness of IFAD partnership with FOs is – in most cases – related to degree of development and structuring of FOs movement in the country of analysis.** In most cases the way IFAD involves FOs in country programming depends on the **existence of strong national apex organizations, the consultation process being hampered when FOs are scattered and localized at the grassroots (Bosnia, Colombia and China).** Both IFAD Country Programme Managers and Officers and FOs point out that the quality of partnership in country programming depends on FOs' capacities to contribute effectively to the discussions. In addition, **Government willingness or reluctance to work with national apex**

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a representative from beneficiary organizations; ii) thematic specialists; iii) practical teachers; iv) rural talents; v) representatives of relevant institutions; vi) entrepreneurs.

<sup>49</sup> The underlying aim was to build a complementary technical assistance system to support production and entrepreneurial processes, thus bypassing the schemes of the traditional Latin American school.

<sup>50</sup> These are made up of at least 15 rural families.

**FOs is also critical.** The articulation of country-level partnership with FOs highly depends on this last point. Nevertheless, IFAD could have a key role to play facilitating tripartite discussions.

44. To ensure an effective participation of FOs in Programmes, the Government and IFAD must truly base their partnership with FOs on a thorough knowledge of the players. Another limit of the partnership deals with **the lack of IFAD's instrument to systematically look for ways to support the structuring of FOs.** Despite a very recently effort made to produce the toolkit '*Engaging with farmers' organizations for more effective smallholders development*<sup>51</sup>, there is no institutional policy neither result-based nor output indicators for the engagement with FOs at national level. Thus, the choice of partnering with FOs and the quality of the partnership is left to the CPM's discretion and his sensibility toward FOs. In addition, participatory processes incur costs and require time conflicting with the tight agenda for managing IFAD country programmes.

#### Complementarity and synergies between loan and grant instruments

45. The lending instrument is hardly used for policy dialogue and institutional strengthening of national apex FOs except in specific projects building on FOs' vertical support (i.e. **PNAAFA-Guinea** or **AROPA-Madagascar**). This is related to the difficulty to get Government agreement to borrow funds for supporting national apex organizations in their advocacy and lobbying activities. Thus, the grant instrument which complements the lending one should be used for these activities. According to Country Programme Managers and Officers the difficulty of the grants approval process (cumbersome and time-consuming) discourages them in applying for any grant. Also, the partnership with national apex organizations would gain simplifying the process of grant approval or/and decentralizing the grant allocation to country offices. Another element hampering the development of the partnership is related to the lack of additional instruments that could answer to non-planned requests from national FOs (i.e. national workshops, follow-up activities on national farmers' forum<sup>52</sup>).

46. As a response to the limits of using grant instruments to support country-level support to FOs, since the beginning of the Farmers' Forum process, and more strategically over the last 5 years, the regional grant instrument has gained spin for complementing country programme activities in support of FOs at national level for their institutional development and advocacy activities: SFOAP (phase 1 and 2), MTCP (phase 1 and 2) and IFAD-REAF-MERCOSUR and CLAEH have leveraged IFAD's engagement with national apex organizations in policy dialogue, institutional support and in their participation to IFAD programming activities. Nevertheless, according to CPMs/CPOs and FOs supporting FOs from a regional level presents two disadvantages: (i) the separate management from the country programme leads in some cases to misreading from CPMs/CPOs who are not always aware of the grant implementation and achievements; and (ii) some FOs feel that the management of the grant instrument is too far from the countries.

#### Partnerships through investment projects

47. **Partnerships with FOs with IFAD investment projects is highly dependent to FOs degree of structuring - vertically (from the grassroots to the apex), geographically (regional coverage) - and to their involvement into business development for their**

<sup>51</sup> <http://www.ifad.org/fo/pub/index.htm>

<sup>52</sup> I.e. in Burundi CAPAD highlighted the lack of follow-up activities related to the outcome of their national and regional farmer's forum, In DRC CONAPAC and COPACO request IFAD country Programme to support them in some activities but no budget.

**members.** The analysis of the 20 case studies shows that countries where the collaboration is at advance stage are those where the FOs movement is organized and supporting their members both for advocacy purposes and for entering into value chain partnerships with other chain stakeholders. Nonetheless, such situation is not necessarily the norm in many of the countries where IFAD operates and therefore specific efforts can and should be done by IFAD country programme to support FOs institutional development, blending loans and grant instruments for that purpose.

48. For those situations where the partnership between IFAD and FOs is comprehensive and strong and FOs are considered special player or have a key implementing role, **heavy administrative procedures make more difficult their effective and efficient contribution to the project.** IFAD's and other donor's (when applicable) procedures constitutes a cumbersome and time-consuming constraint for organizations that often lack staff and management capacities. It also makes a lot of time to capture how project procedures work and how to proceed for technical and financial reporting.

49. For those cases where the cooperation is still weak or where there is a disconnect between support from regional and global grants and the partnership with IFAD country programme FOs are still too often considered as service providers. Some FOs fairly claim that **it is a limiting way to engage with them without supporting their strategic development plan neither their capacity development needs nor their ownership.** They find themselves left out of the development process and limited to the implementation or simple execution of the project. The selection of FOs as service providers, according to FOs, may also bear the risk of pushing FOs start behaving as NGOs instead of developing their strategic plan as farmers' representatives. Thus, FOs direct targeting (based on mapping and profiling of FOs) can be considered as part of the project design process.

## Section II. Quantitative analysis of the country-level partnerships supported by new IFADs' strategy, investment projects and grants

50. The quantitative assessment is based on a series of surveys carried out during the period October-November 2015 with IFAD Country Programme Managers and Country Programme Officers and Technical Staff considering all investment projects, country strategies and grants approved in the biennium 2014-2015. The surveys have then combined with quantitative information from IFAD databases.

### A. Quantitative assessment of the design of new country strategies and projects

51. The methodology for the quantitative analysis carried out in this section is summarized in **Box 4**. The analysis draws upon the review of the interaction between IFAD and FOs during the formulation of IFAD country strategies and the design of IFAD-funded projects. The review covered the period 2014-2015, during which 8 COSOPs and 67 projects were approved<sup>53</sup>.

#### Box 4. Key features of the Quantitative analysis and categories of partnerships in COSOP and project design

Two surveys conducted for the formulation of all new COSOPs and new projects approved during the biennium 2014-15;

- For the formulation of new COSOP, the quality of the partnerships between IFAD and FOs has been assessed by considering FOs' role as: i) Special player; ii) Simple players; iii) no participation;
- For the foreseen cooperation between IFAD and FOs for the implementation of new COSOP, the quality of the partnerships has been assessed by considering: i) FOs' involvement in specific projects; ii) FOs' participation in monitoring or knowledge sharing; iii) FOs' membership in CPMT; iv) FOs' policy dialogue with the Government;
- For the formulation of new investment projects, the quality of the partnerships between IFAD and FOs has been assessed by considering FOs' role as: i) Special player; ii) Simple player; iii) no participation;

The analysis classified collaboration between IFAD and FOs in the design of either COSOPs or projects as follows:

**Special player.** This category includes all modalities in which FOs were recognized as special stakeholders closely involved in the COSOP and projects formulation process, including participation in design-related workshops, and holding full membership in Country Programme Management Teams (CPMTs) and project design teams.

**Simple player.** This category includes all modalities in which FOs were invited, among other IFAD stakeholders, to participate in the COSOP or project design process, but were not assigned a specific role in shaping the direction of the design. Such modalities (which were sometimes employed in combination) included: participation in the COSOP/project validation workshops; bilateral meetings with the CPM, or the COSOP and project formulation team; and participation in multi-stakeholder consultations.

**No participation:** FOs not invited to participate in either COSOP or project design.

<sup>53</sup> The response to the survey covered 8 COSOPs (100 per cent) and 60 projects (90 per cent). Since for the IFAD Additional Financing Projects the design phase is minimal and consultations were normally undertaken during the original project design process, such projects were not considered by the survey.

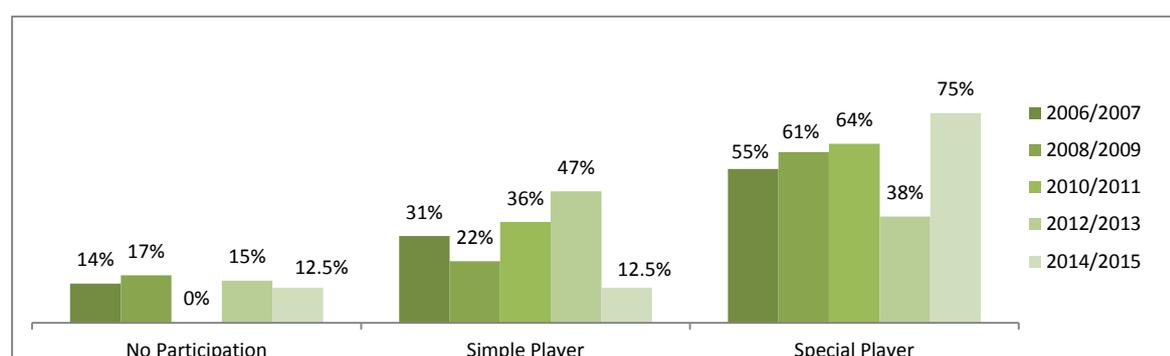
## 1. Evolving partnership in COSOP formulation

52. The first element emerging from the analysis is that the FOs participation to COSOP formulation is becoming the norm with a steady high level of participation since 2006<sup>54</sup>. In the biennium 2014-2015, this trend is confirmed with 88 per cent FOs' involvement in the COSOP design.

53. Aside for in the biennium 2012-2013, another interesting trend is that FOs involvement as Special Player has increased over the last ten years from 55 per cent in 2006/2007 to 75 per cent in the last biennium (Figure 1). The positive trend for the last biennium may be also linked to the fact that during this period a larger proportion<sup>55</sup> of COSOPs that in the past have been formulated in one region (Figure 2), LAC, where high quality consultation with FOs for COSOP development has been the norm over the last 6 years.

54. More specifically, the modalities of FOs involvement in COSOP design as Special Player don't show any clear trend over the years: for instance in the last biennium the top modality was the *organization of specific regional workshops with FOs to determine their key priorities and expectations with regard to IFAD Programmes* (86 per cent) (Figure 3) while in the 2012-2013 biennium, it was the modality related to *FOs' participation to CPMTs* (45 per cent). The last modality concerning FOs involvement *upstream the new COSOP's design mission* remains steadily low over the past 10 years (below 30 per cent). These last two modalities - which are more inclusive for FOs - require IFAD willingness to give a special role to FOs in the orientation of the Country Programme.

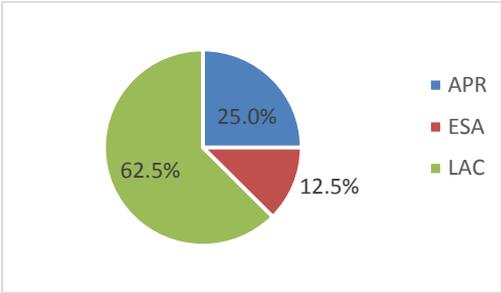
**Figure 1 - Evolution of FOs participation in the COSOP formulation over the past 10 years (2006-2015)**



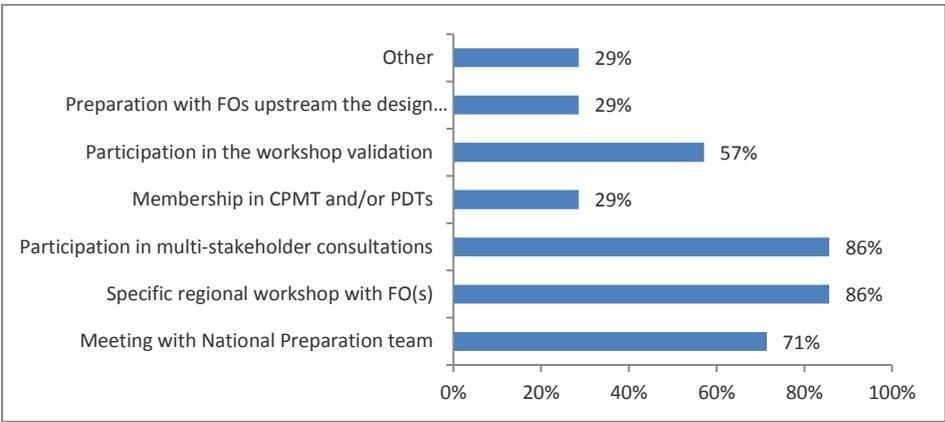
<sup>54</sup> 2006/2007 – 86 per cent, 2008/2009 – 83 per cent, 2010/2011- 100 per cent, 2012/2013- 85 per cent.

<sup>55</sup> 4 in APR, 2 in LAC, 2 in WCA and 2 in ESA.

**Figure 2 - Distribution of COSOPs designed by IFAD division (%)**



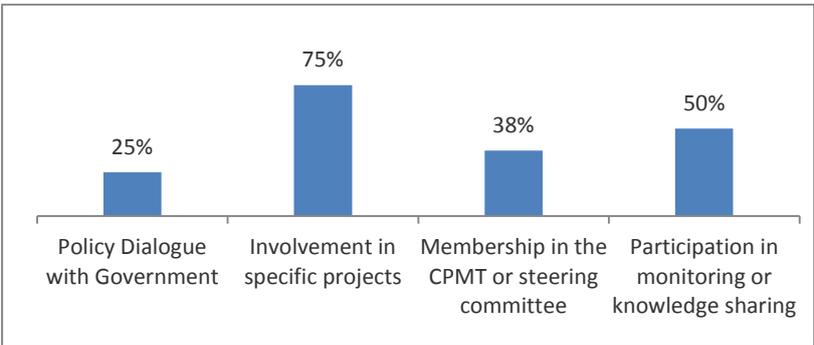
**Figure 3 - Involvement modalities of FOs in the COSOP formulation**



55. According to CPMs and CPOs the participation of FOs in the COSOP formulation contributed to: (i) a better understanding of poverty problematic, (ii) the identification of target groups and (iii) improvement in the quality of analysis. Surprisingly, FOs participation contributed only to a limited extent for the identification of areas of policy dialogue (43 per cent only in the last biennium against 63 per cent for the period 2012-2013).

56. The latter is confirmed in **Figure 4** where the foreseen role for FOs in the 2014-2015 COSOP implementation regarding to *policy dialogue with government* is low (25 per cent). When comparing with the results of the 2012-2013 survey this number increase to 70 per cent.

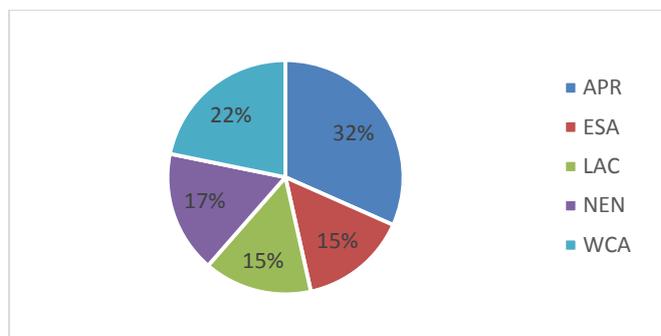
**Figure 4 - Envisaged roles of FOs in the COSOP implementation**



## 2. Evolving partnership at Project design

57. In the biennium 2014-2015, participation of FOs (as simple and special player) in the design process for investment projects is 85 per cent. A large share of the projects analyzed were approved in the Asian and Pacific division (APR) (Figure 5).

**Figure 5 - Distribution of the Projects by IFAD division (%)**

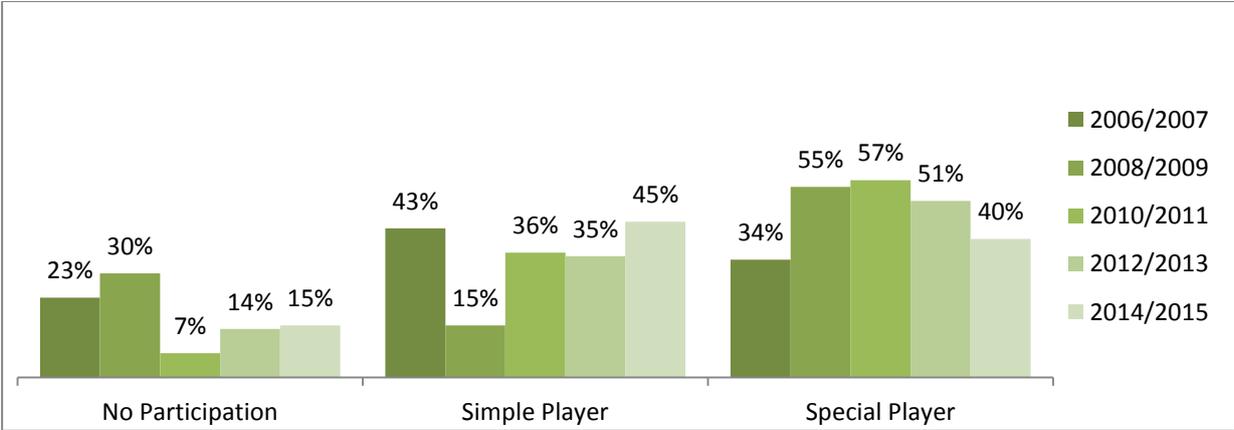


58. Conversely to COSOP formulation, the quality of partnership - FOs involved as Special Players - in project design has diminished, confirming a decreasing trend which started in 2012 although the frequency of consultation remains high (Figure 6). Such trend is confirmed notwithstanding IFAD is increasingly designing Value Chain projects whereby in depth consultation with FOs as strategic market players should be considered as an important element of the formulation phase. Such downward trend confirms that the type of project has no significant influence on the quality of partnership at project design and as shown in section 1, it is their level of engagement in the country programme which can influence the modality for their engagement at project design. In addition, in a context where there is no IFAD guidance on the need to partner with FOs at project design, their involvement is left at the CPMs' discretion.

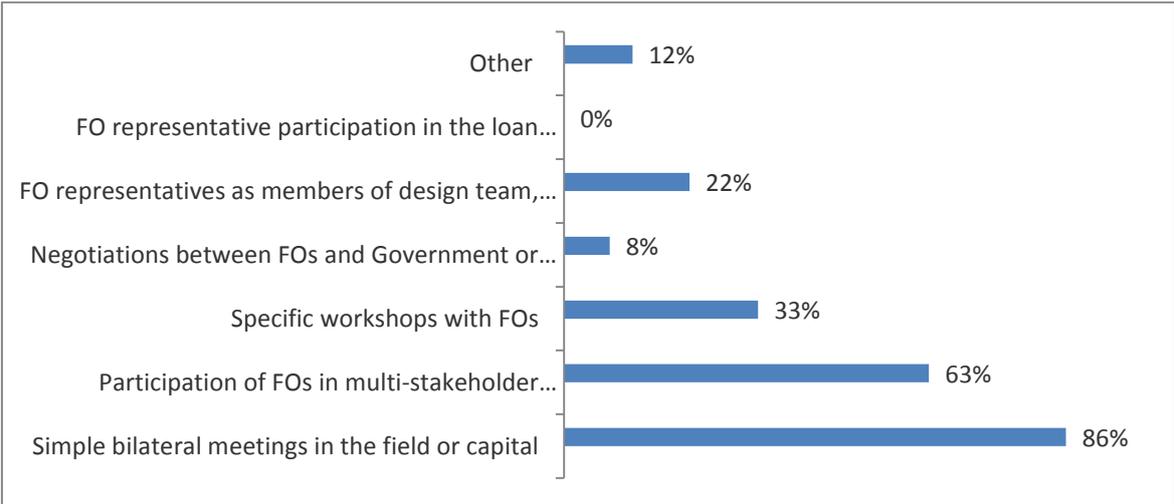
59. Another trend relates to the modalities of FO's involvement at project design: between the 2012-2013 and the last biennium there are no major changes. The top 3 modalities are remaining: (i) simple bilateral meetings in the field or capital; (ii) participation of FOs in multi-stakeholder discussions; and (iii) specific workshops with FOs (Figure 7). Similarly to COSOP, FOs membership in CPMT and QE panel<sup>56</sup> require a specific consideration of the special role FOs could play in the IFAD projects orientation explaining why this modality score a relatively low rate (19 per cent and 22 per cent). It is also worth noting that, during 2014-2015, mapping or profiling of FOs in project design reached 63 per cent.

<sup>56</sup> In relation to the QE panel, IFAD has recently changed the format and the Panels now entail the participation of external reviewers (necessarily outside the arena of potential players/beneficiaries of project) and a reduced participation of in-country counterparts. IFAD shifted from a more normative check to a more enhancement modality stretched along the whole project team process and with less emphasis on the QE panel stage.

**Figure 6 - Evolution of frequency of FO participation in the project design over the last five biennium (2006-2015)**



**Figure 7 - Involvement of FOs in the project design: Modalities**

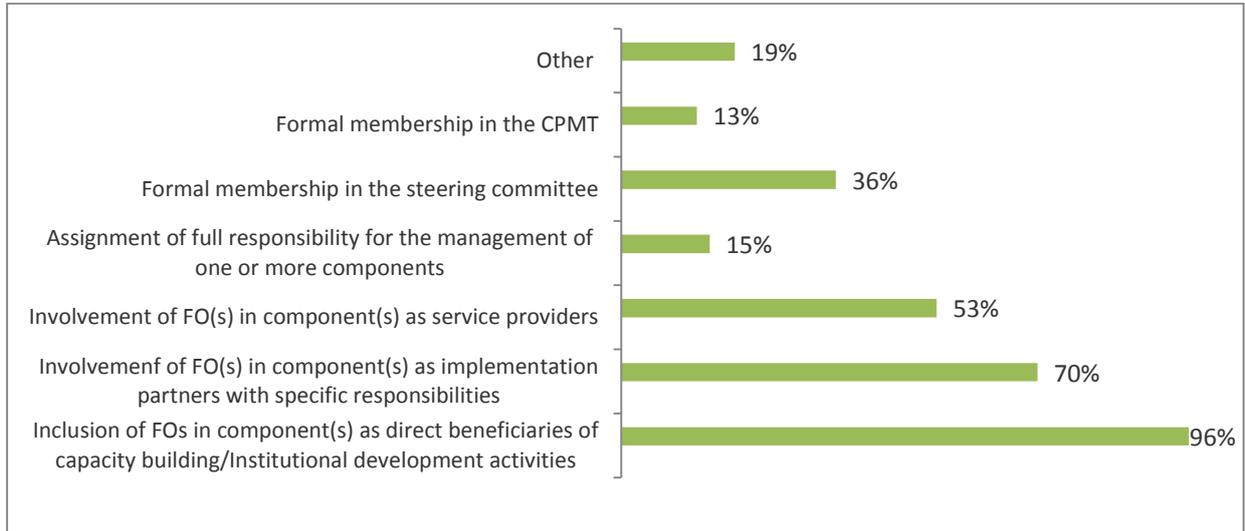


60. The envisaged role of FOs by CPMs in project implementation remains the same over the last four years independently of the regions (Figure 8): (a) Inclusion of FOs in component(s) as direct beneficiaries of capacity building or institutional development activities (94 per cent and 96 per cent); (b) Involvement of FOs in component(s) as implementation partners with specific responsibilities (70 per cent); and (c) Involvement of FOs in component(s) as service provider (53 per cent). Regarding to the other envisaged roles for FOs, the assessment by IFAD division shows interesting trends (Figure 10):

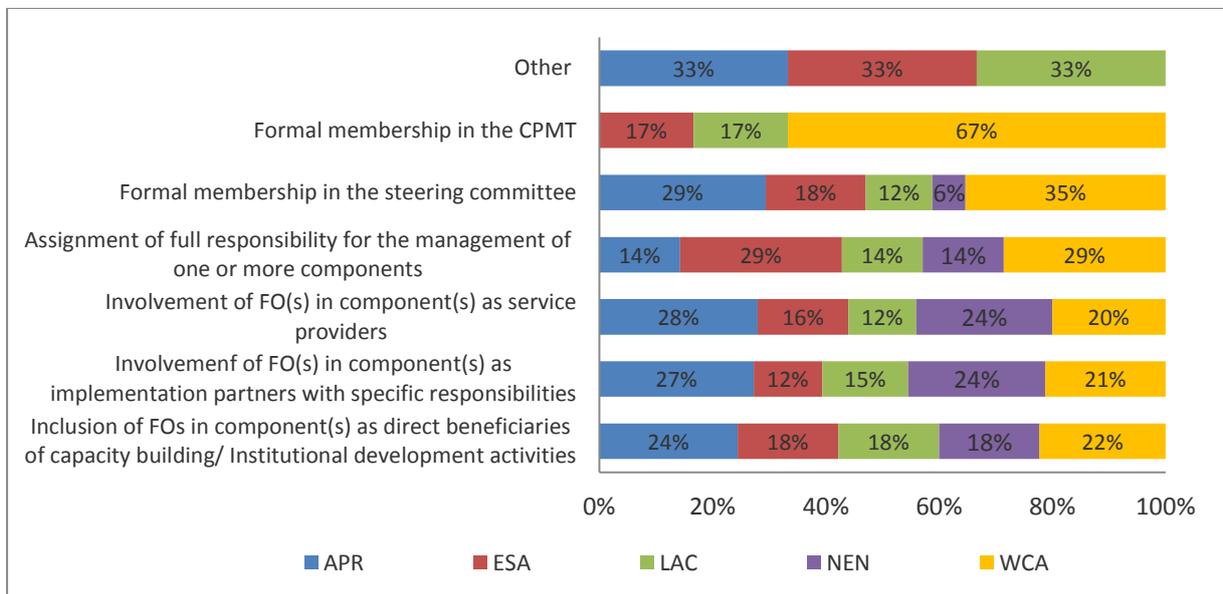
- APR and NEN divisions do not foresee any formal membership of FOs in CPMT, while this FOs role is high in WCA division (67 per cent), which confirms a trend assessed qualitatively in section 1;
- WCA and APR exhibit a higher percentage rate in the FOs participation in the steering committee with 29 per cent and 35 per cent respectively, whereas this FOs role is very low in NEN division (6 per cent); and

- ESA and WCA show higher values in the assignment of full responsibility for the management of one or more components compared to APR, LAC and NEN divisions, with 29 per cent for both of them which also confirm a major trend assessed qualitatively in section 1.

**Figure 8 - Envisaged role of FOs in the Project implementation**



**Figure 9 - Envisaged role of FOs in the project implementation, by IFAD division**



## B. Quantitative assessment of IFAD's strategy to develop FO-directed grants

61. IFAD's grant facility is its main instrument for directly financing FOs' own projects, although IFAD has also provided direct financial support through supplementary funds, direct "institutional contracts" with FOs, and demand-driven technical assistance.

### 1. Overview of IFAD grant strategy and FO-directed financial investments

62. IFAD provides grant to FOs through the following two modalities: (a) FOs are the direct grant recipient; or (b) indirectly through the identification of another beneficiary (on behalf of the organization) when the FOs cannot directly receive the grant due to its institutional, administrative or legal status. Two levels of geographical coverage have been identified

- **Global/Regional:** Grants that take place in more than one country and/or have regional or global focus. The purpose of these grants is to: i) support FO-representing institutions to develop common advocacy positions and policy standards on key issues related to promoting sustainable family farming for global food security; ii) strengthen and enable regional/continental FOs' networks to become articulated platforms, linking National FOs learning experiences and needs to regional policy dialogue frameworks iii) supporting national FOs institutional development and policy engagement; and
- **Country-Specific:** Grants that take place in only one country. The purpose of these grants is to: i) foster quality FO involvement in design and implementation of public programmes; (ii) build economic, institutional and advocacy capacities of NFO networks; and (iii) finance pilot initiatives on specific topics.

63. During the biennium 2014-2015, 12 grants have been approved by the IFAD Executive Board for a total amount of USD\$ 14.5 million. Global/Regional grants cover almost the entire portfolio of grants approved, accounting for 98.3 per cent of all direct financing to FOs in 2014-2015. This can be explained by the following trends: (a) regional programmes are becoming the main strategic instrument for the provision of direct support to FOs; (b) budget amounts of regional programmes are significantly larger than for national grants; and (c) the cumbersome and time-consuming process related to the grant approval discourages CPM's efforts to apply for national grants.

64. The largest grant approved during the biennium 2014-2015 is the Medium Term Cooperation Programme phase in ASEAN (MTCP ASEAN), with European Commission (EC) co-financing of US\$ 8.41 million<sup>57</sup>. Such amount corresponds to 58.4 per cent of the total amount for the biennium 2014/2015. A previous tranche of MTCP II was already disbursed in 2013, corresponding to US\$ 5 million (co-financing SCD/IFAD). As part of the second phase of MTCP, the grant was scaled up to ASEAN countries<sup>58</sup> and supports FOs platforms, operating at continental, regional/sub-regional and national levels to create institutional linkages between these platforms and ASEAN Secretariat (for detailed qualitative analysis on regional grants see [Annex 6](#)).

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<sup>57</sup> The original amount corresponding to €7 700 000 was converted to US\$ with the following exchange rate 1Eur=1.0928USD, which dates back to June 1st, 2015 ([www.exchangerates.org.uk/EUR-USD-01\\_06\\_2015-exchange-rate-history.html](http://www.exchangerates.org.uk/EUR-USD-01_06_2015-exchange-rate-history.html))

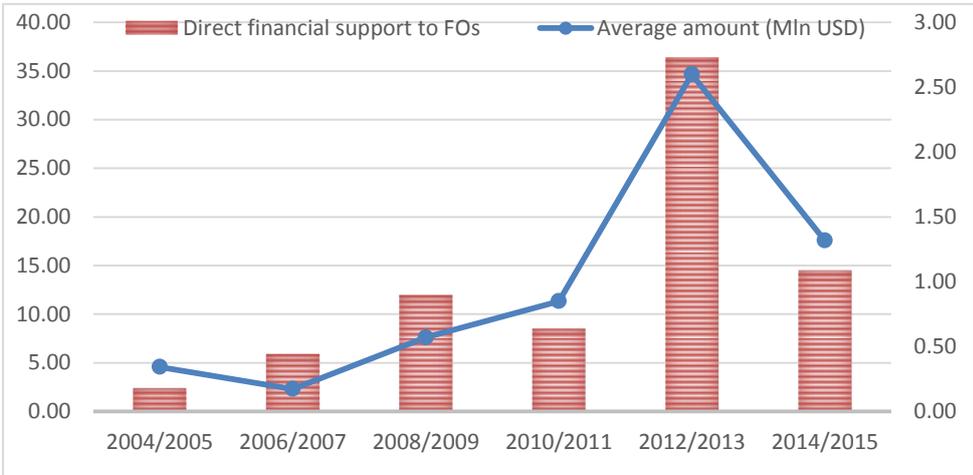
<sup>58</sup> The Association of South-East Asian Nations (ASEAN) currently consists of 10 countries: Brunei Darussalan, Singapore, Malaysia, Thailand, Indonesia, Philippines, Cambodia, Laos PDR, Myanmar and Vietnam.

65. The analysis of the past 10 years reveals the following trends (Figure 10). The approach of consolidating direct support to FOs with fewer, larger, and more strategic grant financing to regional level entities is confirmed. In addition, the analysis of the volume of direct support to FOs needs to be analyzed considering an average 5-year period since the regional grants have an average duration of 4.5 years.

66. Finally such approach is accompanied by the development of an alliance of like-minded donors that are working with IFAD in this effort: European Commission (EC), Swiss Agency for Development Cooperation (SDC), Agence Française de Développement (AFD) and IFAD in the context of SFOAP; IFAD, SDC and EC for the co-financing MTCP. With these two programmes, a total of USD 37 million has been leveraged by IFAD over the past four years corresponding to USD 7.4 million per year over a programme-period of 5 years.

67. The alliance with EC has gone beyond direct financing to FOs. Using indirect grants from EC channelled through IFAD to AgriCord<sup>59</sup>, the Farmers Fighting Poverty (FFP) Programme is complementary to SFOAP and MTCP, building FOs' capacities to better engage into value chain partnerships. In the last biennium, an indirect grant to FFP/ASEAN countries corresponding to €7 million was issued while in 2012-2013, the FFP to African countries represented €11.9 million.

**Figure 10 - Evolution of direct financial support to FOs (US\$ million per biennium) and average amount (USD)**



<sup>59</sup> AgriCord is the network of "agri-agencies", non-governmental organizations for development cooperation with structural links to the farmers' and rural members' organizations in their home countries (8 EU Member states, Canada, Senegal and Asia). AgriCord and agri-agencies provide support to farmers' organizations in developing countries, covering both capacity building and concrete operations.

## Section III. Specific Groups

### Women

68. The promotion of women's leadership in farmers and rural producers' organizations has gained relevance in IFAD interventions over recent years, becoming a cornerstone of development strategies to harness effectiveness development results. After Special session on women at the 2010 Farmers Forum's, IFAD's commitment to support women to have equal voice and influence in rural institutions and organizations was concretized at corporate level through a dedicated strategic objective of the Gender equality and women's empowerment policy issued in 2012. IFAD has also engaged in a set of concrete initiatives and interventions to reinforce women's leadership in rural organizations. Some of these initiatives (already presented in the 2013 Partnership in progress report) are: (a) the Rural Women's Leadership Programme and follow-ups (RWLP); and (b) the Household methodologies and the example of Gender Action Learning System (GALS).

69. Over the 2014-2015 biennium, **The Joint Programme on Rural Women Economic Empowerment** "Accelerating progress towards rural women economic empowerment" (JP RWEE) has been developed by four UN agencies: FAO, IFAD, UN Women and WFP exploring synergies and complementarities among them. Specific attention is given to support rural women's voice and role in decision-making promoting rural women's participation and leadership in rural producer organizations and local governance systems. The Programme main trust involves engaging religious and traditional leaders, chiefs, local authorities and men in general in all activities to guarantee political and social recognition of the role of women by the whole community. Beyond community level empowerment, actions under this outcome area will also leverage rural women's voice and influence in key policy processes such as Rio + 20 and the Post MDG + 15. The programme is being implemented in seven countries: **Ethiopia, Guatemala, Kyrgyzstan, Liberia, Nepal Niger and Rwanda.**

70. **IFAD also produced a paper on "Promoting the leadership of women in producers' organizations: Lessons from the experiences of FAO and IFAD"** (December 2015). It explores aspects of promoting rural women's leadership FOs and has three main purposes: (i) to identify relevant aspects that relate to the promotion of rural women's leadership within POs; (ii) to identify related good practices that are implemented by IFAD, the Food and Agriculture Organization of the United Nations (FAO) and their partners; and (iii) to present key messages and recommendations for guiding the design and implementation of interventions in support of women's leadership. This paper presents a partial stocktaking of IFAD engagement in support to FOs, including strategies, methodologies and tools used. IFAD intends to strengthen its engagement in support to women's participation and leadership in POs through the following activities: i) providing or supporting platforms for enhanced networking among women's leaders; ii) scaling up the use of GALS across different regions, so as to boost women's empowerment in FOs; iii) brokering lessons learned and tools across different portfolios; iv) engage with the SFOAP to ensure support t women members of FOs.

## Youth

71. With relation to youth, in the 2014-15 biennium two grants have been approved: (i) Capacity Building for Resilient Agriculture in the Pacific (CBRAP) (**Pacific Islands**), and ii) Strengthening Knowledge Sharing and Scaling-up of Sustainable Innovation using the Learning Route methodology (PROCASUR) (**Bangladesh, Lao, Cambodia, Nepal, Thailand and Vietnam**).

72. In the same biennium, five loan projects have been approved dealing with the youths either because they have a specific component or subcomponent directly related to youths or because it partially target young people: (i) The **Kenya** Cereal Enhancement Programme (KCEP); ii) **Zambia** - Enhanced Smallholder Livestock Investment Programme; iii) **Egypt** - Sustainable Agriculture Investments and Livelihoods Project; iv) **Tunisia** – Agro-pastoral Value Chains Project in the Governorate of Médenini; and v) **Togo** - National Rural Enterprise Project. All the above mentioned projects are somehow.

73. Also two effectively youth-dedicated loan projects were approved in 2015, characterized by: (i) at least 50 per cent of the budget allocated to youth; (ii) young people as the primary target group; and (iii) existing youth/age specific indicators. This is the case for:

- **The Programme for the Promotion of Youth Agro-Pastoral Entrepreneurship (PEA Jeunes)** implemented in **Cameroon** that promotes the creation and management of rural youth businesses, providing the needed financial and non-financial services to young people. 100 per cent of the budget is allocated to youth who are the primary target group and there are youth/age specific indicators; and
- **The Ghana Agricultural Sector Investment Programme (GASIP)** which supports youth through value chain development and by linking smallholder farmers to agribusinesses using demand-driven interventions and approaches to attract rural youth to value chain opportunities. 50 per cent of the budget is allocated to young people from 15-24 years of age and young adults from 25-34 years of age and there are youth/age specific indicators. In this project, a youth action plan has been developed to support a range of activities for young people, including peer education and agribusiness education, participation in business networks, promotion of value chains, start-up kits and facilitation of access to financial services, and promotion campaigns using young role models.

74. **IFAD supported the participation of youth 'Terra Madre Giovani - We Feed the Planet' event** organized by the Slow Food (SF) and the SF Youth Network in October 2015 in Milan, gathering 2,500 young people from 120 countries. The objective of the event was to provide young generations to voice their concerns and solutions on the future of food (main theme of the Milan EXPO 2015). The delegation of 33 young professional under the age of 35 working at IFAD HQ and 7 senior IFAD/PROCASUR staff comprised also 21 youths, were supported by IFAD projects and partners to go to Milan from their homes in Asia and the Pacific, Latin America and Sub-Saharan Africa. In order to foster networking and sharing of experiences, the 25 delegates from the field were paired to the IFAD-HQ based professionals who acted as 'companions' during the whole event. Overall, this experience yielded new friendships and a greater understanding of IFAD's work for both young people based in the field and young professionals at HQ. At the event, IFAD organized a workshop on youth entrepreneurship in agriculture with the first-hand

involvement of the young delegates from the field. IFAD's and partners' sponsored youth told their successful stories and shared their experiences, fostering the discussion with the public.

## Fisheries

75. Over the period 2003-2014, 24 projects in 17 countries were approved by IFAD, with fisheries and aquaculture components for a total of USD 411 million. In addition to project work, IFAD has been supporting small-scale fisheries at the international policy level through: i) 5 national consultations on the Small Scale Fisheries Guidelines (SSF) in 2012-2013; ii) a special session on fisheries was introduced at the Farmers' Forum in 2012; and iii) ultimately in the attendance of small-scale fisheries CSOs to the FAO Technical Consultation on the SSF Guidelines on 20-24 March 2013 and February 3-7 March 2014 in Rome.

76. Following up on Fishers Organizations' specific request made to IFAD at the fifth global meeting of the Farmers' Forum held in 2014, IFAD has recently approved a grant<sup>60</sup> of USD 350,000 to provide direct support on Capacity Building towards the Implementation of SSF Guidelines. The grant's recipient is the Centro Internazionale Crocevia (CIC), in a consortium that includes World Forum of Fish Harvesters and Fishworkers (WFF), World Forum of Fisher People (WFFP), and; International Collective in Support of Fishworkers (ICSF). The grant is intended to link up with and support IFAD country fisheries and aquaculture projects and its main activities include awareness creation about the SSF guidelines, fisher's organizations capacity building and empowerment on implementation of these guidelines. The grant activities involve several countries<sup>61</sup>, fisher organizations and target groups spread out in different regions globally. The target group includes members of the fishers' representative organizations in this consortium (WFF and WFFP) as well as fisher groups who are represented by other organizations or who are not members of any organization. The direct beneficiaries of the grant are about 120,000 small-scale fishers (including fishers, fish processors and traders) and their organizations in 10-12 countries. Indirect beneficiaries include people who are not small-scale fishers or traders but who depend on the fishery in the countries targeted for the grant.

## Pastoralists and Livestock breeders

77. In line with the requests made by the FOs to IFAD at the fifth global meeting of the Farmers' Forum held in 2014, a grant<sup>62</sup> of USD 500,000 has been approved in 2015, with the objective to strengthen pastoral civil society capacity to contribute to the design of policies and programmes at regional and international level. Veterinaires Sans Frontieres (VSF) Germany is the *chef the file* and IFAD grant recipient, in a consortium with five members<sup>63</sup> of VSF International network, with a strong presence and/or operations in each of the targeted regions. As a result, pastoralist civil society will be strengthened and the participation in the regional and FAFO meetings will facilitate the creation of alliances at local, regional and international level, as

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<sup>60</sup> This grant has become effective in October 2015 and will be completed in December 2017.

<sup>61</sup> The countries to participate will be selected through a consultative process.

<sup>62</sup> Entitled "Regional Consultation with Pastoralist and livestock breeders CSOs – Towards better policies in support of pastoralism"

<sup>63</sup> These are: i) Vétérinaires Sans Frontières/Tierärzte ohne Grenzen Germany (VSF Germany); ii) Vétérinaires Sans Frontières/Dierenartsen Zonder Grenzen Belgium (VSF Belgium); iii) Agronomes et Vétérinaires Sans Frontières (AVSF); iv) SIVtro-Veterinari Senza Frontiere Italia (SIVtro-VSF Italy); v) Veterinarios Sin Fronteras – Justicia Alimentaria Global (VSF Spain)

well as the elaboration of key messages for influencing policymaking bodies. Furthermore, the results of the consultations will be used to generate advocacy processes and will feed the discourse promoted by local civil society using a number of knowledge products. At least 20 representatives of in each region will be participating to the regional workshop representing an estimate of 100 organisations and 10,000 members (households) per region. Thus, the tentative direct beneficiaries are 500 organisations and 50,000 members. The estimate indirect beneficiaries of the project are 15 per cent of the total pastoral population or 3 million people.

## **Conclusion: opportunities and way forward**

78. After ten years of existence, the Farmers' Forum has demonstrated its relevance. This report shows how strong partnerships between IFAD and FOs can evolved at regional and national level. The effort to develop regional grants to FOs has improved the relevance and capacity of FOs to respond to members' needs as well as to better engage in national and regional decision-making processes. The trend for "fewer, larger and longer" regional grants managed by regional FOs results from the trust that have been gradually built over the past ten years between IFAD and FOs and allowed for alliances with like-minded donors. At country level, FOs participation in IFAD COSOP formulation has been improving and increasing continuously over the last years.

79. However, more effort is needed to achieve a full integration, coherence and synergy among these diverse collaborations and partnerships. Some critical points for improvement are : (a) more systematic information on main activities and outcomes between FOs involved in the regional grants (SFOAP, MTCP), the AgriCord FFP grant (Africa and Asia) and CPMs/CPOs at country level; (b) systematically engage with FOs mapping and profiling to better identify FOs to work with and support, generalizing the use of the toolkit 'Engaging with farmers' organizations for more effective smallholders development'; (c) set up an M&E framework based on regular profiling of FOs with maturity assessment indicators.

80. Finally, more partnership at project level that engage FOs as key implementing partners rather than service providers can be promoted. In countries where there are relatively well-structured FOs, IFAD should strategically focus on partnering with them in a way that projects consider FOs strategic development plans rather than working with FOs as NGOs for project implementation purposes. This, in turn, implies that time should be allocated to discuss projects' strategies and targeting to prepare the ground for their engagement as key implementing partners. In countries where FOs' structuring is weak, IFAD should also develop (and systematize) a set of criteria and strategies that allow working with them in a step by step approach.



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