

## Partnerships, scaling up and policy dialogue

### (i) Partnerships for targeting

1. Under IFAD's targeting policy, the Fund is committed to work with like-minded partners at all levels to pilot and share experiences on effective approaches to targeting hard-to-reach groups and to build innovative, complementary partnerships with actors that can reach target groups that IFAD cannot reach with the instruments at its disposal. This key guiding principle of the policy is reaffirmed in these guidelines.
2. The IFAD/BSF Joint Programme<sup>1</sup> has operated for 25 years in the poorest countries in Africa, focusing on regions of high food insecurity and malnutrition. BSF has provided grants to address basic needs such as health and family nutrition. Investments in the social sector have served as a crucial entry point to enable more vulnerable households to participate in the economic development process. The combined support provided to both the social and economic sectors has given rise to increased synergies and has added value to both sectors.
3. IFAD is also increasingly linking up with existing social protection programmes. A key concern of many policymakers is how to support the graduation of poor households from protection to active employment or self-employment. Graduation of the ultra-poor<sup>2</sup> is now focused on a set of interventions that target beneficiaries of cash transfer programmes with asset and skill development initiatives that are intended to help these households break out of the poverty trap in which they are locked. For instance, Pakistan's National Poverty Graduation Programme (2017-2024) is based on the government's national poverty scorecard. It combines support for the satisfaction of immediate needs with a longer-term plan for shifting households out of extreme poverty by providing access to a package of assets comprising social services, vocational training and interest-free loans. Under the Programme for Rural Outreach of Financial Innovations and Technologies in Kenya, IFAD has partnered with BRAC to pilot the Targeting Ultra Poor Programme. Increasingly, projects are linking up with conditional cash transfer schemes to identify and target the poorest.<sup>3</sup>
4. Therefore, although IFAD does not work with social assistance or emergency programming initiatives, such as social cash transfer or emergency cash/food transfer schemes, it will continue to partner with governments, NGOs and United Nations agencies such as FAO, UNICEF and WFP to provide beneficiaries of social cash transfers and emergency cash/food transfers with other types of productive support, such as livelihood interventions, capacity-building and nutrition interventions, in the context of economic inclusion and recovery strategies. Such an approach is envisaged in the new country-based model presented in IFAD11.

#### Key partnership actions:

- (i) Partnership-building starts at the COSOP stage, where country strategies are developed jointly with national governments and in close consultation with farmers' organizations (also linked to the IFAD Farmers' Forum), indigenous peoples' organizations (also linked to the Indigenous Peoples Forum) women's rights organizations and other civil society groups involved in poverty eradication and social inclusion.
- (ii) Partnerships with ministries for social and women affairs and national gender and social programmes go beyond the scope of the Ministry of Agriculture to create a space for piloting and scaling up pro-poor linkages

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<sup>1</sup> "IFAD/Belgian Survival Fund Joint Programme: 25 years of cooperation partnership" (IFAD/BSF), [https://www.ifad.org/documents/38714170/39135645/brochure\\_e.pdf/9a5dca12-4f0f-4bde-ba8c-6f00d27c262e](https://www.ifad.org/documents/38714170/39135645/brochure_e.pdf/9a5dca12-4f0f-4bde-ba8c-6f00d27c262e).

<sup>2</sup> S. Devereux and R. Sabates-Wheeler, "Graduating from Social Protection? Editorial Introduction," *IDS Bulletin*, vol. 46, issue 2, 2015.

<sup>3</sup> Dominican Republic: PRORURAL INCLUSIVO; Bolivia: ACCESOS; Brazil: Productive Transformation in Pernambuco.

and innovations.

- (iii) Engagement in inter-agency coordination mechanisms promotes synergies and complementarities with relevant programmes.
- (iv) Partnerships are entered into with communities and poor rural people's organizations and with key local actors at the field level, as well as local and international NGOs, with the capacity to reach the poorest.
- (v) Partnerships with local government institutions are critical in the context of decentralization and territorial development.
- (vi) Partnerships with agribusiness actors are informed by poverty-focused considerations and based on a clear assessment of the potential benefits to the poor and the poorest.
- (vii) Establishment of a network of consultants, experts and supporters of pro-poor innovations facilitates the dissemination process.

## **(ii) Policy dialogue and scaling up**

5. IFAD's targeting policy provides for the Fund to play an active role in promoting **proven pro-poor solutions**, especially those vetted by poor people themselves and those that foster **policy processes** that address the needs of disadvantaged target groups. The **scaling up of the targeting dimension** relies on forging strategic partnerships with governments and pro-poor institutional partners, including membership-based organizations of the rural poor, and making a more systematic use of the experiences and lessons learned from its projects to promote the placement of the issue of rural poverty on the international development agenda and its consideration in national development processes. Recent experience in partnering with social registries for targeted social assistance programmes or ones that use the graduation approach could be documented and assessed more thoroughly and disseminated more widely in order to inform quick wins for targeting, scaling up and policy dialogues.

Box 1

### **The combination of cash transfer programmes with livelihood interventions**

A recent evaluation of a cash transfer programme in Lesotho that was combined with livelihood interventions has documented larger and more sustainable impacts than those attained by cash transfers alone as measured against a series of desired outcomes, including asset accumulation, income from sales of vegetables and poverty reduction. This initiative focused on providing incentives for saving and for the achievement of financial literacy through beneficiary participation in savings and internal lending communities and through capacity-building in the establishment and care of vegetable gardens coupled with nutrition sensitization and the provision of extension services and seeds. Local extension workers did point out, however, that the programme could have had an even greater impact if it had been linked to the IFAD Small Agriculture Development Project that was operating in the same area as the cash transfer plus livelihood programme.

6. **Policy dialogue.** The Fund's experience in engaging at the policy and government levels on poverty targeting issues has been either poorly documented or relegated to the realm of anecdotal reporting. Policy dialogue initiatives relating to poverty targeting are very rarely included in the design of projects or programmes and are thus rarely monitored during implementation. However, in some countries, committed country programme managers (CPMs) have used existing policy forums to encourage governments to develop poverty-focused policy frameworks. Some of these initiatives are outlined in box 2.

Box 2

### **Examples of poverty-focused policy dialogues**

- **Uganda:** IFAD has played an active role in the country in promoting the institutionalization of the graduation approach and started engaging in pro-poor policy dialogues when the National Agricultural Advisory Services Programme started to shift towards a trickle-down philosophy.

- **Peru:** IFAD has contributed to strategic public policy formulation in the country in connection with, for example, the Family Farming Promotion and Development Act and the National Rural Talents Promotion Strategy.
- **Brazil:** At the Southern Common Market (MERCOSUR) Specialized Meeting on Family Farming, the Ministry of Agrarian Development and IFAD directed the participants' attention towards the priorities of Brazilian family farmers and included their representatives in the dialogue, alongside government officials and other policymakers and decision makers.<sup>4</sup>

7. An important entry point for engaging in policy dialogues is SDG target 1.b, which highlights the need to *"create sound policy frameworks at the national, regional and international levels, based on pro-poor and gender-sensitive development strategies, to support accelerated investment in poverty eradication actions."*
8. Policy engagement with governments to support investments that can accelerate poverty eradication is at the core of the IFAD11 commitments, which also foresee complementarities between IFAD production-enhancing investments in rural areas and social protection policies and investments that address income poverty, economic shocks and social vulnerability. Here there is also room for a win-win partnership strategy, as SDG 1 target 1.3 is to *"implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable"*, while SDG 1 target 1.4 calls for the provision of support to the poor and vulnerable in order to ensure that they have access to technology and assets.
9. Policy engagement is also of key importance in promoting the scaling up of IFAD-supported pro-poor innovations. Engagement at the policy level provides the policy, institutional and fiscal space for the institutionalization of such innovations.
10. **Scaling up.** In order to contribute to the success and scalability of pro-poor innovations, it is important to ensure that the models and approaches that are developed:<sup>5</sup>
  - Are driven by the participation and demands of the poor, women, youth and other vulnerable groups;
  - Are based on simple and pro-poor methodologies and tools and are adaptable to different contexts;
  - Contribute to broader development goals and pro-poor growth in line with government priorities and strategies;
  - Ensure long-term support from CPMs, project directors and government actors for driving the scaling-up process forward;
  - Are disseminated through peer interchanges and competitive proposal submission processes that can act as incentives for "doing better" and for replicating best practices and innovations in the area of pro-poor targeting;
  - Are based on an appropriate mix of "smart" incentives for the poor and women to participate and disincentives for the better-off that need to be introduced as a safeguard mechanism for avoiding the risk of elite/male capture of project services and benefits during the scaling-up process;
  - Include investments designed to strengthen women's and poor people's social capital and to upgrade their organizations so that they will have the capacity to undertake collective action and engage in policy dialogue;
  - Are underpinned by systematic, long-term policy dialogues during project implementation to further expand the policy and legal space to provide scope for institutionalization and national scaling-up efforts;

<sup>4</sup> The Internal Office of Evaluation of IFAD (IOE), Federative Republic of Brazil: Country Programme Evaluation, p. xii, para. 43 (2015).

<sup>5</sup> These recommendations have been taken from the text of a draft IFAD study on scaling up gender and poverty targeting.

- Foster the active involvement of local government institutions in both the design and implementation stages, particularly in the context of decentralization and territorial development; and
- Are based on strong participatory, learning-oriented environments.