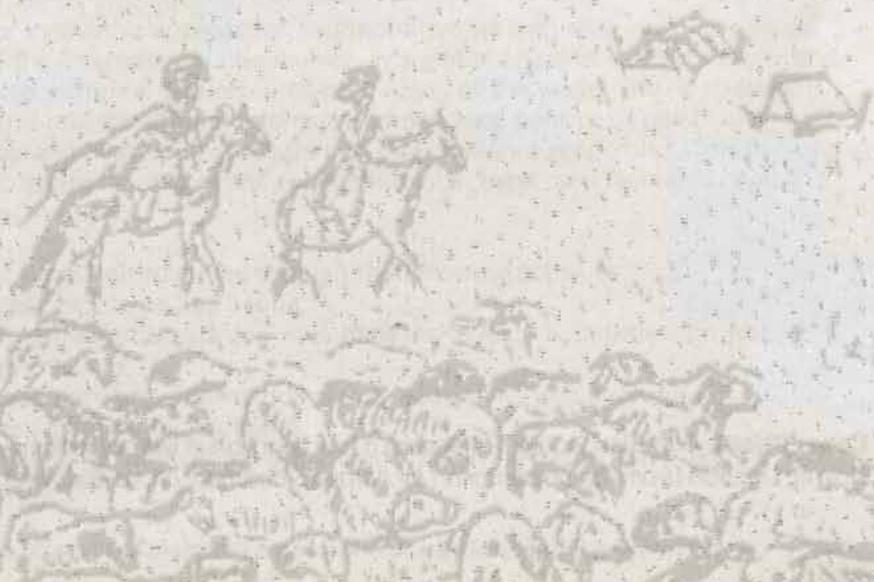
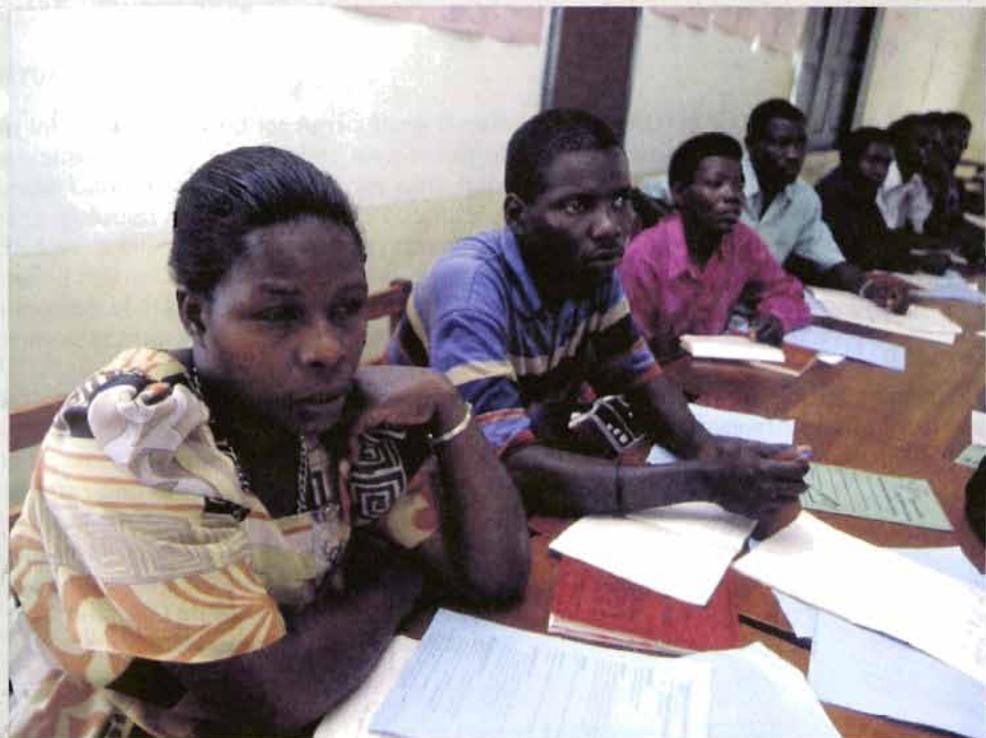


# **IFAD's Experience in Supporting Community-based Livestock and Rangeland Development**



**Cover Photo:** Extension workers attending a functional adult literacy training course in Hoima, Uganda (*from the presentation by Ahmed Sidahmed, photo Rhadhika Chalasani*)

# IFAD's Experience in Supporting Community-based Livestock and Rangeland Development

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## Introduction

The International Fund for Agriculture Development (IFAD) is a United Nations specialised agency established as a result of the recommendations of the 1974 World Hunger Conference. Several things were happening at the start of IFAD operations. These included a dramatic drop in donors' support of livestock development activities, a sharp increase in the number of grazing animals available to meet growing human demand (enhanced by policies supporting supplemental feeding), and an erosion of traditional community management practices in state property or common access areas.

IFAD's mission is to work with the poorest rural populations in developing countries to eliminate hunger and poverty, enhance food security, raise productivity and incomes, and improve the quality of people's lives through improved access to productive resources and empowerment. IFAD's values are:

- client satisfaction,
- innovation,
- creating and sharing of knowledge,
- working and sharing with others,
- efficiency, effectiveness, and impact, and
- transparency and accountability

IFAD's strategic objectives are shown in Figure 1.

IFAD searches for innovative approaches and mobilises its own resources, as well as the resources of the international community, in a global effort to combat hunger and rural poverty in the marginal and resource-poor areas of the world. IFAD's strategy is to mainstream and incorporate the interests and needs of poor pastoralists and small, mixed crop and livestock producers into their national economies. This is being achieved through strengthening of the social, financial, legal, and technical coping abilities of rangeland users.

IFAD supports pastoral communities through the following activities:

- identifying their problems and needs;
- communicating their interests and requirements to local authorities, project designers, and donors;
- exchanging and adopting information about innovations and appropriate rangeland management technologies;
- accessing, managing, and coordinating credit, revolving funds, water points, and grazing areas.



**Figure 1:** IFAD's mission is to enable the rural poor to overcome their poverty through equitable access to the means of empowerment (capacity building), natural resources, technology, rural finance, and markets.

IFAD has funded 578 projects in 115 countries, for a total of US \$7,288 million in loans and grant operations. For every dollar contributed by IFAD, two dollars were contributed in matched funds by the national and international communities. Between 1978 and 1998, IFAD supported more than 200 projects with livestock components, directly benefiting 73 million people from 13 million rural households. Between 1994 and 1998, IFAD committed loans valued at US \$497 million for dry-land projects. The majority of IFAD's rangeland projects are in sub-Saharan Africa, the Near East or North Africa, and Central Asia.

## Rangelands, pastoralists, and issues

"Rangelands are lands on which the native vegetation – predominantly grasses, grass-like plants, forage, or shrubs – is suitable for use by grazing or browsing" (Society for Range Management website). Rangelands encompass approximately half of Earth's land surface. Due to insufficient and unreliable rainfall, rangelands cannot maintain cropping activities. Therefore, rangeland use is predominantly by livestock (Figures 2 and 3). Grazing is the most efficient way to convert cheap primary production into valuable animal products.

Some pastoralists derive immense wealth from raising large herds and flocks. However, most are among the world's poorest, living in marginal and fragile areas typically characterised by extreme weather conditions, low rainfall, rough terrain, high altitudes, and poor soils; as well as poor access to roads, markets, and services. Most rangeland ecosystems are subject to overuse, intensified by sharp increases in human and livestock populations.



IFAD/L. Dematteis

**Figure 2:** Cattle grazing in the People's Republic of China



IFAD/T. Rath

**Figure 3:** Sheep and shepherd in Mongolia

Nonetheless, rangeland users have been persistently overlooked by planners and policy-makers, and until very recently, lack of understanding of rangeland vulnerability caused those policy initiatives that did occur to be misguided, further contributing to the instability of many rangeland ecosystems. All of these factors have combined to cause wide-scale degradation of many of the world's rangelands. In fact, almost 70% of global rangelands are considered degraded (UNEP 1998).

There are several historical reasons for the extreme poverty of many pastoralists, exacerbated by some new ones. Historically, pastoralists are vulnerable to severe winters and droughts. Insecure land tenure and use rights, or complete lack thereof, often lead to loss of grazing areas. The forage of some rangelands is of poor nutritional quality. New difficulties include the fact that increasing numbers of livestock are using the same limited range resources, causing accelerating land degradation. And in this age of world markets, alternative income-generating activities, financial assets, and health and education services are not available to these people. The consequences of this poverty and the resulting degradation are decreasing stability of the natural resource base, continuing loss of ecosystems and biodiversity, decreasing livelihood security, and sometimes conflicts or wars.

## **Evolution of IFAD support**

IFAD began with production-oriented sub-sectoral projects, such as: 1) directing the building of public institutions in Ethiopia and Kenya; 2) delivering services and transferring technologies to pastoralists through formal institutions, such as the National Animal Health Project in Kenya; and 3) providing water and feed services to livestock moving from rangelands to markets, such as on the stock route in Sudan, where water-yards were established over 2,000 km. However, IFAD's methods of support have since changed to multi-sectoral community-based programmes. These include complex projects designed to support mixed communities of nomads, transhumants, and traditional farmers and often provide social services such as health, water, education, and community training, as in Sudan and Morocco.

These more advanced IFAD projects have sought integrated solutions to social, economic, and technical constraints and have formulated and enforced supportive policies and reform measures. Some of these projects created more stable environments for sustainable rangeland use through creation of community-based grassland management units (GMUs), for example, in Qinghai and Hainan, China. They helped build community institutions through training and financing in Morocco. They promoted rangeland rehabilitation by encouraging favourable policies, strategies, and laws, which assured equitable use and judicial resource management in Jordan and China. And they redistributed livestock to assure social equity and judicial management of rangeland resources in Mongolia.

In one project located in semi-arid steppe rangeland in Morocco, community-based structures were developed for the adoption of technical solutions to reverse severe rangeland degradation. Consensus was built among the various tribes concerning how to use and improve the available degraded rangelands. Democratic and legally sanctioned 'ethnolineal' cooperatives were established, on the basis of tribal structures and ancestral rights, to control the use of over three million hectares of rangeland. These cooperatives were able to create two-year reserves on a once-degraded area of 450,000 hectares. Herders are now willing to pay a grazing fee to

the cooperatives and are willing to use the reserves according to a strict schedule. Herders and concerned authorities have also started a dialogue that will allow the cooperatives to become increasingly self-reliant.

IFAD has also supported the development and enforcement of legislation providing pastoralists with legal rights to equitable and environmentally sustainable rangeland use. For example, laws enforcing an incremental tax on larger herd sizes were part of the measures established by IFAD projects in China, Mongolia, Azerbaijan, and Georgia. This reduced overgrazing and allowed poor smallholders access to common grazing resources. An IFAD investment project in Mongolia also allowed for collection of an incremental tax on range use. In addition, it allowed for negotiation with the government on development of policies for the even distribution of livestock. Projects in Mongolia and China have promoted measures prohibiting livestock concentration around human population centres.

### ***Lessons learned***

Over the course of these development projects, IFAD has learned several valuable lessons.

- A project in China taught us that fencing may save fenced pastures but put extra pressure on communal pastures, and thus on poorer herders who are more dependent on open range resources.
- Many projects have showed us that destocking is very difficult to implement without strong incentives to households such as price policies or use rights, or legislation such as community-supported rangeland laws.
- A project supporting camelid producers in the Andes of Latin America showed us that training of pastoral communities should be comprehensive and include technology transfer, product processing, and marketing aspects.
- Projects in Morocco, China, and the Sudan demonstrated that appropriate land tenure legislation is crucial to range management.
- We learned that the power of traditional hierarchies should not be underestimated.
- During a project in Morocco, we learned that the role of the beneficiaries should outweigh the role of the state in organisation and implementation of rangeland development programmes.
- Many projects have demonstrated that targeting the poorest requires careful design of project activities, as associations tend to be dominated by richer members, and institutions are reluctant to provide credit where they see a greater risk of default.
- Finally, we learned that coordination, monitoring, and information flow are crucial to sustainable management of rangeland resources

### ***Resulting changes***

After learning the above lessons, IFAD's new rangeland development programme is participatory; range users themselves are the focal points for development, and their coping mechanisms are the benchmarks (cover photo). It is less supportive of public

institutions and intensively supportive of self-management and self-reliance on the part of rural communities. It searches for equitable solutions, establishing enabling frameworks to allow the communities most affected by environmental destruction to take a leading role in identifying and implementing possible solutions. It supports user-based community organisations, such as herders' associations, rangeland users' associations, and livestock water management groups. It also supports effective harmonisation and complementarity of institutional, political, legal, and technical factors.

### ***Complementary institutional roles***

Institutions at both the community and state levels play crucial roles in making our development projects work.

#### Pastoral community institutions

Institutions at the community level are in the best position to assure full participation and benefit of all categories of herders, including the poorest as well as the richest. They also formulate resource management action plans, participate in negotiating the plans with policy makers, and ensure their implementation. They participate in the process of identification and management of financial and other services. They facilitate environmental awareness and negotiate movement of pastoralists. They resolve conflicts at the most basic level and preserve collective land use rights.

#### State and formal institutions

State and other government institutions also play many important roles. They ensure provision of minimum services and funds. They define and ensure the overall legal and judicial frameworks for lower-level institutions. They supervise security and equity issues and ensure the democratic and political framework necessary for institution building. They provide support and advice to the pastoral institutions, as well as the information and tools needed for risk aversion and emergency preparedness. They negotiate with other states, agreements and modalities concerning international livestock movement and they are the parties of last resort in conflict resolution and implementation of regulations.

## **The future of rangelands**

The above-mentioned experiences made it clear that any attempt to support rangeland development in the future must be built on traditional pastoralist livestock systems that focus on sustainable natural resource management, minimisation risk, and the preservation of diversity. Such development must also recognise the complexity of the social, economic, and natural factors involved (Figure 4).

**A community planning approach to the development of pastoralists** fosters integration between different actors, such as communities, local and national institutions, and policy makers (Figure 5). It stimulates participation in steering the development process, facilitates participatory identification and transfer of useful practices, and promotes collective action on the basis of shared consensus.

The implementation process for this approach is illustrated in Figure 6.

# PASTORALISTS

## Empowerment Tools

Legislation	Social Changes	COMMUNITY ASSOCIATIONS	Poverty Targeting	Gender Issues
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## Access to

FINANCIAL SERVICES	<ul style="list-style-type: none"> <li>• Credit:           <ul style="list-style-type: none"> <li>▪ In case (RFs)</li> <li>▪ In kind</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Banking</li> </ul>	
INFRASTRUCTURE	<ul style="list-style-type: none"> <li>• Markets</li> </ul>	<ul style="list-style-type: none"> <li>• Roads (e.g., feeder roads)</li> </ul>	
VETERINARY SERVICES	<ul style="list-style-type: none"> <li>• Veterinarians or paraveterinarians</li> </ul>	<ul style="list-style-type: none"> <li>• Sustainable drug supply and distribution (RDFs)</li> </ul>	<ul style="list-style-type: none"> <li>• Vaccination services:           <ul style="list-style-type: none"> <li>▪ National</li> <li>▪ In kind</li> </ul> </li> </ul>
TECHNOLOGY, TRAINING AND EXTENSION	<ul style="list-style-type: none"> <li>• Animal husbandry</li> <li>• Contingency plans and early warning systems:           <ul style="list-style-type: none"> <li>▪ Natural disasters (e.g. droughts)</li> <li>▪ Man-made disasters (e.g. wars)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Animal health</li> <li>• Range management:           <ul style="list-style-type: none"> <li>▪ Controlled grazing</li> <li>▪ Improvement (resting, seeding, fertiliser)</li> <li>▪ De/restocking</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Breed improvement</li> </ul>
GRAZING AREAS	<ul style="list-style-type: none"> <li>• Use rights</li> </ul>	<ul style="list-style-type: none"> <li>• Cohabitation with cultivators (supplementary feeding)</li> </ul>	
INPUT SUPPLY	<ul style="list-style-type: none"> <li>• Livestock (e.g., cattle banks)</li> </ul>	<ul style="list-style-type: none"> <li>• Livestock watering points</li> </ul>	<ul style="list-style-type: none"> <li>• Feed and mineral supplements</li> </ul>

Figure 4: IFAD's multi-faceted approach to the empowerment of rangeland users

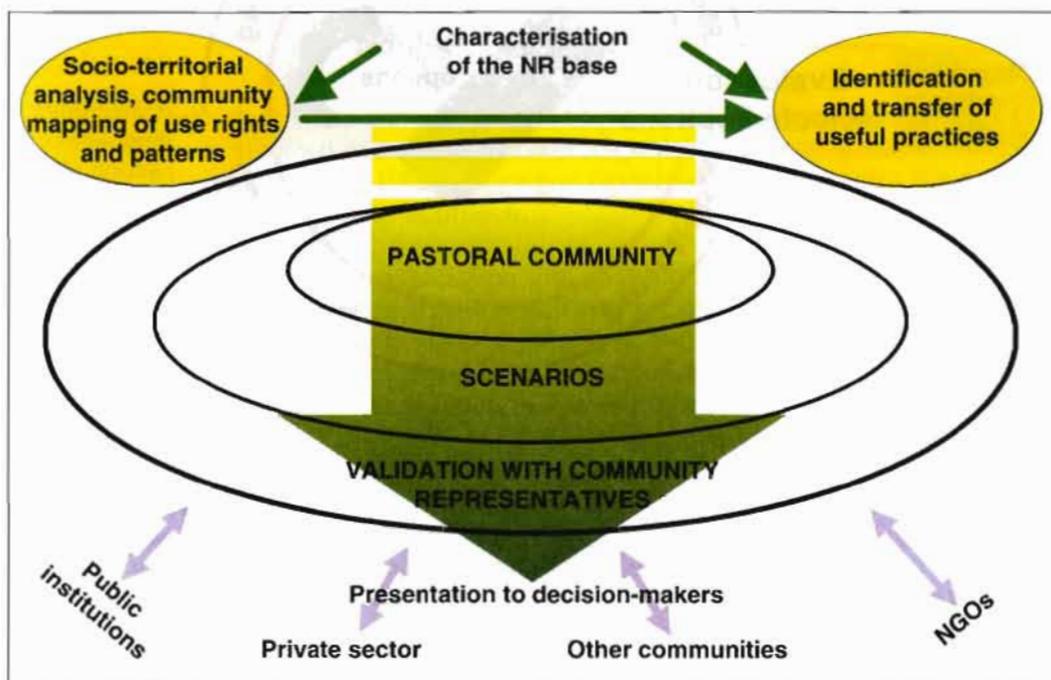
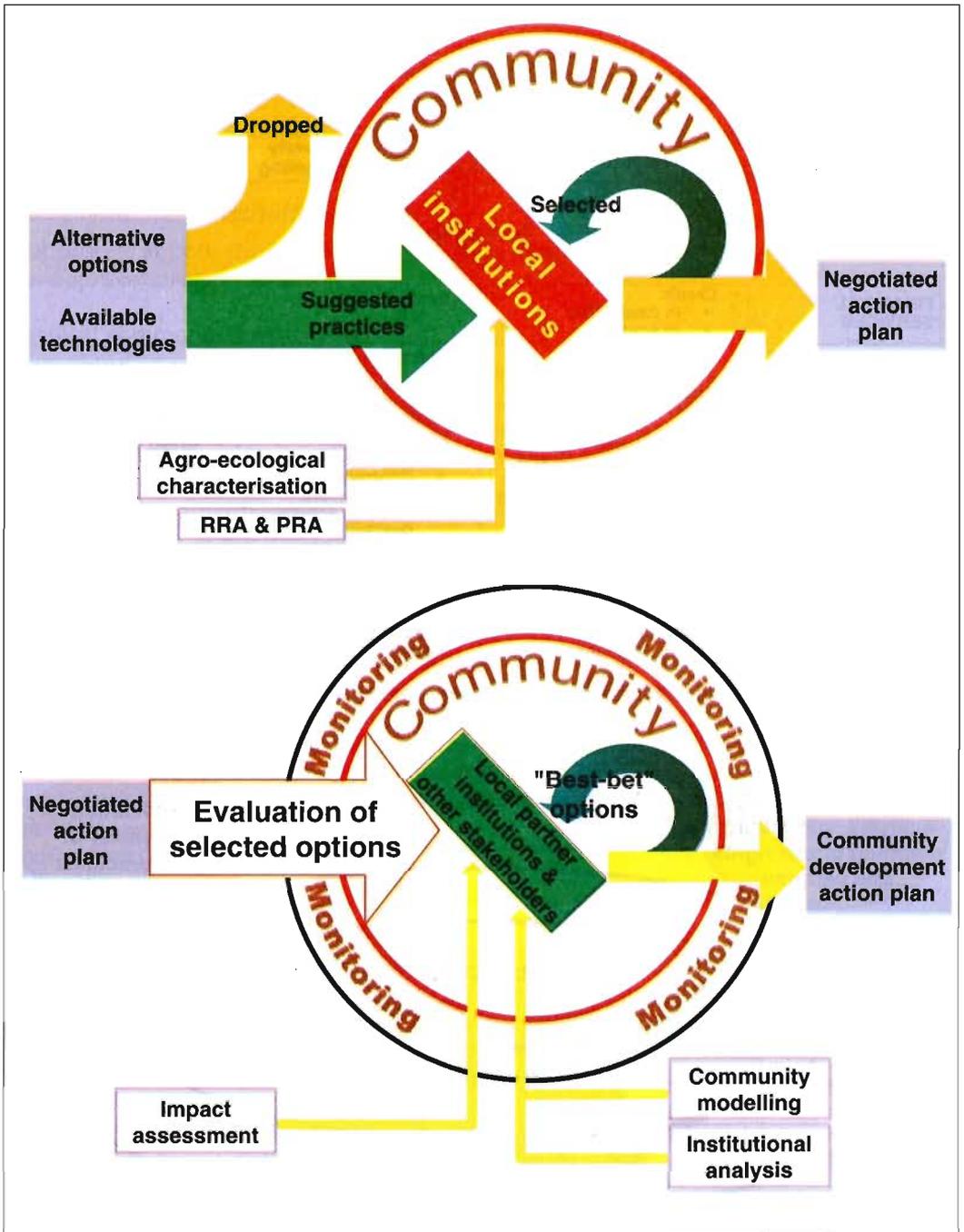


Figure 5: Community approach: strategy and methods (IFAD 2001)



**Figure 6:** The implementation process for IFAD's community approach, including an early assessment and negotiation phase, and an evaluation phase (IFAD 2001)

## ***The community mapping and planning approach***

The approach being adopted in IFAD's newest agro-pastoral development programmes features the following three principles.

- The integration principle recognises the interaction between different activities taking place within a given area, in a holistic manner and in harmony with the ecosystem and with traditional systems. Before being disrupted by the state, these interactions were always considered and recognised in traditional systems.
- The territory principle recognises the diversity, complexity, and dynamics of local situations. It is therefore necessary to adapt solutions appropriate to the specific environment of each territory.
- The partnership principle recognises the roles, importance, and necessity of training the public authorities and local development actors within an overall framework.

The community mapping and planning approach was applied to the Agro-pastoral Development Programme for the Southeast, in Tunisia. The goal of this programme was to promote range management organisations for design and implementation. Three steps were taken.

- Community-based organisations, identified as socio-territorial units (STUs), were established and made collectively responsible for the management of territory, based on acceptable traditional and contemporary practices.
- These STUs created community development plans based upon a long-term land development programme.
- The government established a multidisciplinary team to advise the community groups in programming, methodological support, and management training for group members.

## **Conclusions**

- IFAD projects start at the community and household level. This allows for the design of unprejudiced or sanctioned projects, which can be up-scaled in other communities and regions. IFAD's rangeland development programmes are not based on a static formula or approach.
- IFAD benefits from a close association with pastoralists and their institutions, as well as from a very broad partnership with civil society organisations; national, regional, and international research institutions; and donors. This allows for an evolutionary appreciation of pastoralists' needs, institutions, structures, and strategies and has improved through the years the efficacy and sustainability of our interventions.
- IFAD's experience in supporting rangeland users offers useful models for others interested in large-scale interventions.
- Some of our experiences gained and lessons learned are available online on the IFAD website under the Livestock and Rangeland Knowledgebase (LRKB) Web-page (described in Working Group 1 on the LRKB).

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