



Food and Agriculture  
Organization of the  
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OFFICE OF EVALUATION

Project evaluation series

# Evaluation of the Global Programme to Support the Implementation of the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests (2012 – 2016)

MANAGEMENT RESPONSE

March 2018

**PROJECT EVALUATION SERIES**

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Guidelines on the Responsible Governance  
of Tenure of Land, Fisheries and Forests  
(2012–2016)**

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## ***Overall response to the evaluation***

*In this section, Management presents its overall views on the evaluation, the report and its conclusions.*

The report is timely and provides good insights into the accomplishments and challenges faced throughout the implementation of the Umbrella Programme in the first phase. It also identifies the issues to tackle with in the second phase of the Umbrella Programme, and more broadly, to further implement the VGGT at global, national and country level.

This report coincides with the outcomes of the thematic forum and high-level event on the fifth anniversary of the VGGT, held in October 2017 in Rome, and both –the evaluation report and the thematic forum outcomes- agree on achievements, while also pointing at similar challenges ahead.

More specifically, the following areas are identified as priorities for future action:

- a. Continue awareness raising, especially at local and grassroots level, according to recommendation 6.
- b. Continue supporting the national multi-stakeholder platforms where they have been created (Complying with recommendation 2 fostering long-term engagement at country level) and initiatives aiming to develop new ones, according to paragraph 26.2 of the VGGT.
- c. Continue to strengthen capacity development outcomes (particularly of civil society organizations - as indicated in recommendations 1 and 8 - and land administration institutions).
- d. Continue to strengthen the legal and policy frameworks (policies, laws, regulations) which includes the institutional capacity of the entities/agencies tasked with the implementation of those frameworks, in the context of and with a view to laying the basis for the mid-term and long-term strengthening/development of the land governance structures at country level.
- e. Develop a Theory of Change that will provide a long-term view for the implementation of the VGGT and expected outcomes.
- f. Contribute to the integration of the VGGT into the Country Programming Frameworks, as it is already increasingly the case in the countries included in the Phase I of the Umbrella Programme and in those to be included in Phase II of such programme.
- g. Strengthen partnerships and foster collaboration with partners, particularly at local level.

The second phase for VGGT implementation is already operational under a new Umbrella Programme. In this regard, it is relevant to note that most of the recommendations made by the evaluation have been already taken into consideration in the design of Phase II of the VGGT Support Programme, including the development of the Theory of Change for VGGT implementation.

### ***Response by recommendation***

*In this section, Management should address each recommendation, discussing them in the order presented in the executive summary of the evaluation report. This should be done in the format of the Management Response matrix below (see Box 1) and include:*

- a. The recommendation number and text copied from the evaluation report;*
- b. Indication of whether the recommendation is accepted fully, partially, or rejected;*
- c. Description of the actions to be taken, with comments as required on the conditions to be met during implementation, or on reasons leading to a partial acceptance or rejection of a recommendation;*
- d. The responsible party or FAO unit for implementing the action/s;*
- e. The time-frame for implementation and/or an implementation schedule, if required;*
- f. Indication if further funding from FAO or a resource partner is required for implementing the recommendation.*

**Box 1. Management response matrix<sup>1</sup>**

Management response to the (Evaluation of the Global Programme to Support the Implementation of the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests)					February 2018
Evaluation Recommendation (a)	Management response (b) <b>Accepted</b> , partially accepted or <b>rejected</b>	Management plan			
		Actions to be taken, and/or comments about partial acceptance or rejection (c)	Responsible unit (d)	Timeframe (e)	Further funding required (Y or N) (f)
<b>Insert title of section, if any</b>					
<b>Recommendation 1: FAO should continue key activities under the second phase of the VGGT global programme, especially in terms of capacity development, technical assistance and partnership building.</b>	<b>Accepted</b>	<p>This recommendation is appreciated and will be considered in the second phase of the VGGT implementation. Consequently, FAO will focus on capacity development, technical assistance and partnership building. Awareness raising will also remain in the program primarily for strengthening CSOs and the countries where VGGT activities will be initiated.</p> <p>Capacity development activities at country and local level will capitalize on existing materials. FAO will increase focus on providing technical assistance to countries through policy review, legal review and technical support subject to availability of funds.</p> <p>Existing partnerships will be strengthened and consolidated both at global (e.g. the International Land Coalition, the Global Land Tool Network, FIG, and the Global Donor Working Group on Land) and country level (e.g. IPAR, FIAN, Oxfam, CADPI), as well as new partnership opportunities will be pursued.</p> <p>In the new phase, more consideration will be given to facilitating cross-visits of key government and civil society actors through south-south</p>	DPS; ESP	03/2018-0/62020	Y

<sup>1</sup> Each column is cross-referenced to the bullet letters above.

		exchange (Colombia-Thailand; Senegal-Sierra Leone; Serbia-Sierra Leone and potentially Kenya, Tanzania and South Africa, Mekong Region and neighbouring countries).			
<b>Recommendation 2:</b> The programme should provide continuous and long-term engagement at country level, and ensure the availability of funds through coordination with other donors.	<b>Accepted</b>	<p>To build on existing achievements and ensure long-term sustainability, VGGT support programme for Phase II will primarily concentrate on target countries included in Phase I (Liberia, Mongolia, Mali, Mauritania, Myanmar, Nepal, Niger, Senegal, Sierra Leone, and South Africa).</p> <p>Several of donors who contributed to Phase I have confirmed their support to Phase II including SDC, EU, DfID and Government of Germany, even if to date the total contribution has not yet achieved the same level of funding reached in Phase I.</p> <p>There is an ongoing considerable in-country collaboration with donors' national/regional offices such as SDC in Mekong Region; DfID in Tanzania; WB and Irish Aid in Sierra Leone; Germany in the Senegal River Basin; and Italy in Niger and Senegal. This collaboration will be further strengthened as VGGT implementation is being embedded in the countries' land policies which have a mid / long term implementation framework.</p> <p>New interventions will be developed based on country engagement plan/strategy with strong coordination with other donors.</p> <p>In some cases, FAO has and will have catalytic role in attracting other funds (e.g., France in Benin and Tunisia).</p>	DPS, FAO RAP, FAO regional and country offices	03/2018-06/2020	Y
<b>Recommendation 3:</b>	<b>Accepted</b>	New countries have been already identified for the Phase II and funds secured (e.g., Mekong region;	DPS	03/2018-06/2020	Y

<p><b>If resources allow for the addition of new countries, the selection should be based on the enabling factors, including political will and leadership capacities of the FAO country office.</b></p>		<p>Tanzania and Tunisia). As recommended by the Evaluation report, selection was clearly based on the enabling factors, government commitment and capacities of the FAO country office. The interventions are also based on a careful negotiation with the resource partner(s) in order to optimize the inputs.</p>			
<p><b>Recommendation 4: Improvements to the institutional and operational framework should be part of the programme theory of change, and be supported by other donors in the countries.</b></p>	<p><b>Accepted</b></p>	<p>We fully support this recommendation and elements of this are going to be included in the VGGT Phase II. FAO will consider coupling of the VGGT with land administration best practices and appropriate technology forms to address weak tenure security in the country.</p> <p>The land tenure team will elaborate a Theory of Change (ToC) which will also cover institutional and operational frameworks.</p> <p>Although no major funding resources have been received so far, improvements to the institutional and operational framework in the countries will definitely become a priority area that will be promoted in conjunction with other donors.</p>	<p>DPS</p>	<p>June 2020</p>	<p>Y</p>
<p><b>Recommendation 5 - Flexible work planning, pooled funding and close monitoring are encouraged</b></p>	<p><b>Accepted</b></p>	<p>FAO agrees on the advantage of having a pool of unallocated resources to be managed in a flexible way, in order to respond to needs and meet new opportunities.</p> <p>While we take note of this recommendation we also note that the evaluation team has acknowledged that accountability for funds from individual donors must be provided (some donors have opted for a bilateral funding mechanism), making pool funding difficult or not possible for some donors.</p>	<p>DPS</p>	<p>03/ 2018-06/ 2020</p>	<p>Y</p>

		<p>In terms of monitoring, recent discussions with the VGGT Steering Committee have led to the agreement that annual reporting should be based on the ToC, in order to provide a more global picture, focused on outcomes. Moreover, a review of monitoring methodologies and approaches has been completed which will be used to structure a monitoring mechanism.</p> <p>At country level FAO will work closely with the ILC to make use of monitoring instruments such as the Land Matrix, Land Observatories and the Dashboard to measure progress in VGGT implementation as well as FAO impacts. All the above will be provided the basis the monitoring mechanism referred to earlier.</p> <p>FAO also agrees on the importance of documenting and sharing lessons among countries. Specific resources have been already allocated by Germany, experiences have been led (e.g., between Sierra Leone and Senegal, Mongolia and Kyrgyzstan, the Mekong Region countries) but more would be needed for a systematic documentation.</p>			
<p><b>Recommendation 6 – VGGT sensitization at local level should be further developed (in particular in countries where it has already been done at national level), and more stakeholders should be involved at both national and local level</b></p>	<p><b>Accepted</b></p>	<p>In countries where FAO support is continuing from the first Phase, the sensitization and capacity building is further involving stakeholders at decentralized level such as in Colombia, Liberia, Senegal, Mali, Mauritania, Tunisia, Niger, the Western Balkans, Tanzania and South Africa.</p> <p>Continuous support will be provided to the existing multi-stakeholder platforms at national and local levels (Senegal, Mali, Mauritania, and Mongolia). Initiatives aiming to develop new ones, according to paragraph 26.2 of the VGGT, will also be supported.</p> <p>As indicated by the Evaluation report, more sustainability should be given to Capacity</p>	<p>DPS, FAO RAP, FAO country offices</p>	<p>03/ 2018-03/ 2019</p>	<p>Y</p>

		<p>Development activities. To this aim the development and delivery of a Training-of-Trainers on VGGT and on Gender and Land is envisaged. (Mekong, Colombia, Kenya). Localized training is also underway in Nepal, Sierra Leone, Liberia, and Senegal.</p> <p>In addition, and as suggested in the evaluation report, FAO agrees that in some circumstances and/or countries awareness raising is still necessary, particularly at decentralized level (district, community level). Awareness raising is continuing in several countries (Liberia, Mongolia, Tanzania, Mauritania, Tunisia, and Niger) as not every country is at the same level of understanding and assimilation of the VGGT.</p>			
<b>Recommendation 7 – VGGT programmes should be championed by a cabinet level minister and supervised by a strong country office</b>	<b>Partially accepted</b>	<p>FAO agrees that identifying VGGT champions at cabinet level is very relevant for the successful implementation of the VGGT program at country level. Consequently, in close coordination with the country offices, increased efforts will be made to engage with cabinet level actors. Country offices play a key role, from the preliminary and early stage of dealing with requests for technical assistance on VGGT to the preparation and implementation of projects and programs.</p> <p>Nevertheless, it is worth noting, national circumstances (i.e. the national political context) might have a bearing on how such engagement, especially at the highest government level can progress. Thus, FAO will also consider close cooperation and partnership with government agencies dealing with land governance in the country.</p>	DPS – Country Offices	Ongoing	Y
<b>Recommendation 8 – Activities to strengthen CSOs should be</b>	<b>Accepted</b>	FAO recognizes the importance of building capacities of non-state actors and acknowledges the fact that significant achievements were	DPS	03/ 2018-06/ 2020	Y

<p>prioritized in all countries of the programme</p>		<p>reached where CSOs had been part of the learning programmes and contributed meaningfully to the multi-stakeholders platforms (e.g Mongolia, Sierra Leone, Senegal, Myanmar, Guatemala).</p> <p>Therefore, strengthening CSO capacities remains a main component also of Phase II, and is embedded in all the projects already secured. FAO recognizes that the possibility of specifically dedicated funds to CSO should be pursued.</p>			
<p><b>Recommendation 9 - Further use of FAO resources and further collaboration with FAO teams (including the Fisheries and Forestry departments, but also SO1 and governance teams) at headquarters and decentralized levels are encouraged</b></p>	<p><b>Accepted</b></p>	<p>In many countries, the integrated approach of the VGGT to land, fisheries and forests has led to in-country activities that address more than one sector (e.g., when addressing shifting cultivation systems or paddy rice and aquaculture in the Mekong Region and Senegal River Basin).</p> <p>New areas of work are being explored, and some have already been funded (e.g., specific collaboration with AGP on pastoralism, with fisheries in Senegal and for capacity development of CSOs, FOA on forestry in Mongolia and Senegal, and land and water connection with CBL).</p> <p>In addition, further FAO resources are being and will be mobilized to develop VGGT activities in other countries, not included in the evaluated programme: Gabon, Congo, Madagascar (on top of French funds raised in 2015) Guinea (to connect this country with the Senegal River Basin programme), Liberia and Tanzania</p>	<p>DPS and CBL; DPS and AGP; DPS and FO DPS and FI</p>	<p>03/ 2018-06/ 2020</p>	<p>Y</p>



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