

Document: EB 2007/92/R.52/Rev.1
Agenda: 22(a)
Date: 13 December 2007
Distribution: Public
Original: English

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Enabling poor rural people
to overcome poverty

Collaboration among the three Rome- based United Nations agencies

IFAD collaboration with FAO and WFP

Executive Board — Ninety-second Session
Rome, 11-13 December 2007

For: **Approval**

Note to Executive Board Directors

This document is submitted for approval by the Executive Board.

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Recommendation for approval

At the request of the Executive Board Director for France, the attention of the Executive Board is drawn to the following proposed text for decision with respect to collaboration among the three Rome-based United Nations agencies:

“The Board takes note of the information provided in “Collaboration among the United Nations Rome-based agencies” (EB 2007/92/R.52) and encourages IFAD to enhance its cooperation with FAO and WFP, as appropriate, in shared areas that contribute to the achievement of objectives under the IFAD Strategic Framework 2007-2010.

Furthermore, the Board urges the IFAD Secretariat to consult with the Rome-based agencies on undertaking a joint document on the directions that future purpose-driven operational partnerships could take at the global, regional and country level.”

The Board is invited to consider and approve this decision.

Abbreviations and acronyms

FAO	Food and Agriculture Organization of the United Nations
FFW	food-for-work
FPPP	Field Presence Pilot Programme
FSTG	food security theme group
NEPAD	New Partnership for Africa's Development
SARD	Sustainable Agriculture and Rural Development
WFP	World Food Programme

Collaboration among the three Rome-based United Nations agencies – IFAD collaboration with FAO and WFP

I. Introduction

1. The three main Rome-based United Nations agencies agreed in February 2007 to undertake a joint mapping exercise to identify and report on their collaboration at various levels. It was recognized that this would provide a foundation for analysing the collaboration and a useful tool to guide policy on future collaboration.
2. The mapping exercise took 1 January 2006 as its starting point; therefore, most of the activities included started after that date. The resulting matrix should be considered an ongoing compilation – a “living document” – to be continually updated.
3. The information collected from the global, regional and country levels has been organized around four pillars:
 - Pillar 1: agricultural investment – increased investments in agricultural and rural development;
 - Pillar 2: policy formulation, capacity-building, knowledge management and advocacy;
 - Pillar 3: emergency and rehabilitation, including disaster risk management; and
 - Pillar 4: administration.
4. Findings in relation to Pillar 4 were reported in the paper “Collaboration on administrative and processing work between FAO, WFP and IFAD”, submitted to the ninety-first session of the Executive Board in September 2007.¹
5. The present paper draws on information reported in the mapping study. The examples cited are illustrative only of the most important areas of collaboration. The mapping study, when completed, will provide a more comprehensive picture.

II. Global-level collaboration

A. FAO/IFAD global-level collaboration

6. The Food and Agriculture Organization of the United Nations (FAO) and IFAD are active members of the Global Donor Platform for Rural Development, which advocates directing a greater share of donor funds and commitment to agriculture and rural development. The Platform provides a basis for knowledge management and shared learning of agriculture and rural development issues, and supports donor coordination at country level in these areas.
7. FAO and IFAD jointly participated in the International Conference on Agrarian Reform and Rural Development in March 2006 in Porto Alegre, Brazil, and in related follow-up activities. IFAD contributed US\$0.2 million towards the costs of the conference. Both agencies are founding members of the International Land Coalition and have developed common positions on its reform while working together during its Assembly of Members in April 2007 and on the Coalition Council.
8. IFAD is a member of the United Nations System Network on Rural Development and Food Security hosted by FAO. As members of the United Nations Permanent Forum

¹ EB 2007/91/R.43. This paper was originally submitted to the Hundred-and-eighteenth Session of the FAO Finance Committee in May 2007 and was also distributed as an information note under the title “Cooperation among United Nations Rome-based Agencies” to WFP’s Executive Board at its 2007 Annual Session.

on Indigenous Issues and the related Inter-Agency Support Group, FAO and IFAD also collaborate in developing related common policy positions and strategies.

9. The two agencies are working together on a number of initiatives aimed at strengthening the capacity of farmers' organizations to influence policy in agriculture and trade, including in the context of the IFAD-supported Farmers' Forum and meetings that complement FAO's official governing body meetings.
10. There are also a host of activities in which the two agencies pool technical expertise for knowledge dissemination – for instance, in the preparation of the second edition of the United Nations World Water Development Report (IFAD grant of US\$0.14 million); in the global cassava development strategy; in the development of a desert locust control methodology (IFAD grant of US\$1.5 million to support the workplan and a specific grant of US\$0.18 million for field-testing of an insect pathogen).
11. In creating awareness of poverty issues, with a particular focus on poverty reduction strategy (PRS) processes, IFAD and FAO, together with the World Bank, held a seminar in November 2006 entitled "Poverty and Social Analysis and Agriculture Sector Policy in a PRS context".
12. As a follow-up to the World Summit on the Information Society – Phase II, FAO and the International Telecommunication Union were designated as focal points to lead the development of an e-agriculture information and communications technology application. In collaboration with IFAD and other United Nations agencies, FAO is setting up a collaborative website, drawing on content available on IFAD's website and the Rural Poverty Portal.
13. FAO and IFAD have been working together on innovative ways of putting information technology to the service of development. In September 2007, FAO, IFAD and other multilateral and bilateral organizations sponsored and organized the Web2forDev 2007 Conference. This was the first conference examining how development actors, and especially those from the South, gain access to and use new web technology to communicate and apply knowledge to tackle development problems, eradicate poverty and improve livelihoods. IFAD and FAO were members of the conference steering committee and actively participated not only in the preparatory phase but also during the conference by moderating and chairing plenary and working sessions.
14. The International Conference on Rural Finance Research: Moving Results into Policy and Practice; jointly organized by FAO, IFAD and the Ford Foundation, took place in March 2007 to develop strategies for strengthening linkages between researchers and policymakers. IFAD also contributed funds (US\$0.2 million) to the Rural Finance Learning Centre – a website hosted and managed by FAO, as part of a project entitled "Improving Capacity Building in Rural Finance". The two agencies jointly organized the Global Forum on Agriculture: Agricultural Development and Poverty Reduction in Africa, hosted by the Italian Ministry of Economics and Finance in November 2007 at FAO. The forum gathered together about 100 senior-level researchers and policymakers to discuss the future of agriculture in Africa, based on recent findings and publications, including findings of the World Bank's World Development Report 2008.
15. Finally, in joint policy development, IFAD has been an active participant in the Sustainable Agriculture and Rural Development (SARD) Policy Briefs process led by FAO, addressing issues such as agricultural workers; child labour; organic agriculture; the role of agriculture in poverty eradication; agricultural trade; rural enterprises; and – more recently – climate change and biofuels.

B. Global-level collaboration among the three agencies

16. Of the activities in which FAO, the World Food Programme (WFP) and IFAD have collaborated at the global level, 64 per cent were in administration, 24 per cent in advocacy and 12 per cent in emergency and recovery.
17. In administration, major areas of back-office service delivery that are already undertaken jointly by the Rome-based agencies are procurement, human resources, finance, information technology, conference, protocol and knowledge-sharing services.
18. In policy and advocacy, since joint participation in the International Conference on Financing for Development held in 2002 in Monterrey, Mexico, the three agencies have worked together on events for and statements to United Nations intergovernmental meetings, such as the United Nations Economic and Social Council (ECOSOC) and General Assembly, to raise awareness and political support for reducing hunger and rural poverty. They collaborated on the 2006 International Forum on the Eradication of Poverty, held in New York, and the summer 2007 ECOSOC session, in Geneva.
19. Joint advocacy messages are based on a "twin track" strategy to reduce hunger and rural poverty, recognizing that it requires (i) direct action to alleviate hunger immediately for the most vulnerable and (ii) longer-term agricultural, food security, nutrition and rural development programmes to eliminate the root causes of hunger. While IFAD's mandate focuses on the latter, the two tracks frequently need to be addressed together; partnership with FAO and WFP make that feasible.
20. A joint policy brief on climate change has been brought out by FAO and IFAD, and the two agencies are already engaged at the working level in discussing climate change issues in the context of the implementation plan adopted by the United Nations Climate Change Conference held in Nairobi, Kenya, in 2006.
21. The three agencies, as co-founders of the International Alliance against Hunger (IAAH), signed a letter in October 2005 inviting all field staff to support the IAAH and national alliances in their countries. To date, there are 19 active national alliances and 25 more in various stages of development, providing a forum for mobilizing a range of government, United Nations and civil society actors to advocate that actions be taken to fight hunger at the national level. Following interventions by Member States during the Committee on World Food Security at FAO in 2006, a working group comprising the co-founders was established to strengthen the IAAH.
22. The Rome-based agencies have also developed common positions in the United Nations System Standing Committee on Nutrition and in the Organisation for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC) Network on Gender.
23. In capacity-building, the three agencies are members of the Inter-Agency Network on Women and Gender Equality and have contributed to the development of a gender and rural livelihoods sourcebook.
24. Finally, a very recent initiative has been the creation of a tripartite working group on knowledge management to explore ideas and build synergies in activities and approaches.

III. Regional-level collaboration

A. FAO/IFAD regional-level collaboration

25. In Asia, the two agencies worked together to develop and support the organic production of underutilized medicinal, aromatic and natural dye plants under a programme for sustainable rural livelihoods in southern Asia (IFAD grant of US\$1.4 million). FAO and IFAD, together with the Government of Thailand,

organized a workshop on Pro-poor Policy Formulation, Dialogue and Implementation at the Country Level in Bangkok in April 2005, which led to the formulation of a related regional project for Cambodia, China, India, Indonesia, Nepal, Pakistan, Sri Lanka and Viet Nam (supported by an IFAD grant of US\$1.5 million) now under implementation. IFAD expects to finalize shortly a grant of US\$0.60 million for a programme for enhancing the agricultural competitiveness of rural households in the Greater Mekong Subregion, developed jointly with FAO.

26. In Latin America, FAO and IFAD work together to support the Regional Unit for Technical Assistance, in particular, on regional capacity-building to underpin community-driven investment strategies. Both agencies are active members of the Inter-agency Group for Rural Development in Latin America and the Caribbean.
27. In Africa, FAO and IFAD actively support the New Partnership for Africa's Development (NEPAD) Secretariat and farmers' organizations to contribute more effectively to the NEPAD Comprehensive Africa Agriculture Development Programme. Under the umbrella of the United Nations SARD initiative, FAO and IFAD collaborate to provide support to the regional African Conservation Tillage Network. IFAD has provided small grants for 10 countries under the FAO-led desert locust emergency programme (IFAD grant of US\$1.2 million) and contributed to the FAO-supported Expansion of Farmer Field Schools in Eastern and Southern Africa (IFAD grant of US\$1.1 million). Both agencies are involved in the Rural Knowledge Network Pilot Project for East Africa, which focuses on promoting networking and partnership-building among farmers, participants of IFAD projects and national institutions in Kenya, Uganda and the United Republic of Tanzania (IFAD grant of about US\$1.1 million). IFAD has contributed with funding (IFAD grant of US\$0.09 million) and participated with FAO in the campaign against African trypanosomiasis.
28. Together with the Arab Fund for Economic and Social Development, the Islamic Development Bank and the OPEC Fund for International Development, FAO and IFAD are participating in the development of the Marine Resources Management Programme in the Red Sea involving Djibouti, Egypt, Eritrea, Jordan, Saudi Arabia, the Sudan and Yemen.

B. Regional-level collaboration among the three agencies

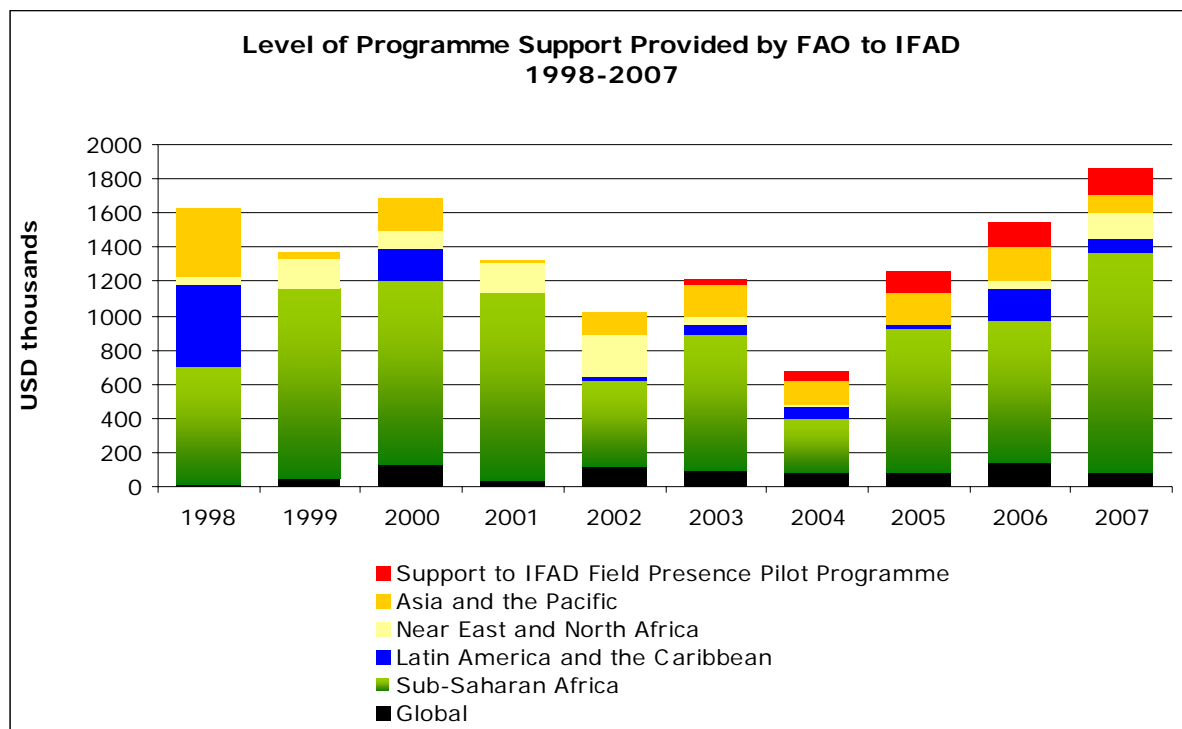
29. Of regional-level collaboration among WFP, FAO and IFAD, 22 per cent was in agricultural investment/rural development, 22 per cent in advocacy and capacity-building, and 56 per cent in emergency and recovery.
30. This collaboration included several initiatives in Africa. During the Summit on Food Security in Africa, held in December 2006 in Nigeria, the African Union Commission (AUC) was requested to establish an ad hoc follow-up committee to strengthen its capacity. Committee members are representatives of AUC, the Economic Commission for Africa, NEPAD, regional economic communities, FAO, WFP and IFAD.
31. In West Africa, the Permanent Inter-State Committee on Drought Control joined forces with the three agencies following the 2005 Sahelian food and nutrition crises. In March 2007, the Sahel Agricultural and Rural Development Initiative (SARDI) was launched to address the structural causes of food insecurity in Burkina Faso, Chad, Mali, Mauritania and the Niger. SARDI will work with all stakeholders, especially governments and regional organizations, on actions that are in harmony with national governments' priorities and the United Nations Development Assistance Framework. It is pursuing a two-pronged strategy: in the short-term, it responds to specific situations by mapping vulnerable areas and populations, reinforcing food security analysis and early warning mechanisms, and providing relief food assistance to the most needy; in the medium-to-long-term, it aims to reduce rural poverty and household food insecurity by intensifying and diversifying

agricultural production, stabilizing local and regional markets, and reducing the prevalence of malnutrition among children and vulnerable groups.

IV. Country-level collaboration

A. FAO/IFAD country-level collaboration

32. FAO, mainly through its Investment Centre, has supported IFAD in the design of 14 projects in 13 countries since the start of 2006. The majority were in Africa (Burkina Faso, Burundi, the Democratic Republic of the Congo, the Niger, Nigeria, Sierra Leone and Zambia), followed by Asia (China, Maldives, Pakistan and Sri Lanka), Haiti and Turkey. The chart below illustrates the level and regional distribution of programme support provided by the FAO Investment Centre to IFAD project operations during 1998-2007.



33. The working relationship between the FAO Investment Centre and IFAD goes back many years and includes not only project design but also participation in mid-term reviews, project completion reviews, and, more recently, quality effectiveness reviews. FAO staff are also part of a working group, set up as part of IFAD's Action Plan for Improving its Development Effectiveness, which aims to improve the way IFAD does business in-country and help it participate effectively in "One UN" countries. This is one of the basic and expanding fields of partnership between the two agencies. Currently there is much emphasis in IFAD on using other FAO headquarters staff and field staff through internal financing arrangements with the FAO Investment Centre.
34. In addition, FAO and IFAD have jointly engaged in capacity-building for the creation of a platform of farmers' organizations in Cameroon and for national capacity to deal with the desert locust emergency in Guinea. The two agencies provided advocacy support to strengthen manioc production in the Democratic Republic of the Congo (IFAD grant of US\$0.19 million) and, jointly with the United Nations Development Programme, the United Nations Human Settlements Programme, and the United Nations Economic Commission for Africa, are exploring the possibility of multi-agency collaboration in supporting pro-poor land policy implementation in Madagascar. FAO also provided capacity-building support to the state governments of Jammu and Kashmir as part of a larger IFAD-funded investment project in

Pakistan (IFAD financed FAO services through a grant of US\$3.12 million). The project was operational until the earthquake in October 2005 and started activities again during 2006.

35. Finally, IFAD's field office in the United Republic of Tanzania is hosted by FAO as part of IFAD's Field Presence Pilot Programme (FPPP). A similar arrangement is currently being concluded for IFAD's Viet Nam office and envisaged for the proposed office in Colombia. In addition to logistic support, the FPPP has greatly benefited from FAO's experience and support in establishing and managing field offices.

B. WFP/IFAD country-level collaboration

36. In 2006, WFP and IFAD cooperated on ten projects in eight countries. Major areas of collaboration included promotion of agricultural and crop production, land and water development, and road construction. WFP provided food assistance to communities benefiting from IFAD microcredit schemes to improve infrastructure or acquire skills to launch income-generating activities. The two agencies also collaborate in disaster recovery, providing communities with opportunities for sustainable development and help to resist future shocks.
37. IFAD and WFP collaborate extensively in Asia. In India, their close work together has led to more integrated programming among United Nations agencies. Collaboration in the IFAD-funded Orissa Tribal Empowerment and Livelihoods Programme combines WFP's food and IFAD's financial resources to develop sustainable livelihoods for 600,000 of the most food-insecure tribal people. Both agencies also collaborate in the Lao People's Democratic Republic and in Pakistan. In the Syrian Arab Republic, WFP provides food to poor farmers and rural women involved in the IFAD-supported activities of land reclamation, plantations and literacy courses. In addition, WFP hosts IFAD's field presence offices in China and India as part of the FPPP.
38. Collaboration in Africa is growing. Examples include Mali, where WFP and the Government recently signed a memorandum of understanding for monitoring and evaluation of IFAD-funded projects in rural asset creation. In Burundi, IFAD-funded field projects provide technical assistance to WFP-supported food-for-work (FFW) projects. In the United Republic of Tanzania, the agencies work together to support the Government's participatory irrigation development programme. WFP linked FFW activities to water users' associations for irrigation system rehabilitation within the IFAD/WFP-funded Participatory Irrigation Development Programme.

C. Country-level collaboration among the three agencies

39. Of country-level collaboration among WFP, FAO and IFAD, 63 per cent was in emergency and recovery, 26 per cent in agricultural investment/rural development, 10 per cent in advocacy and capacity-building, and 1 per cent in administration.
40. The agencies worked together in Bhutan, Burkina Faso and Burundi on food security analyses, and on agriculture and environmental projects where IFAD-funded field projects provided technical assistance to WFP-supported FFW projects. The heads of the three agencies visited Ghana in December 2006, reaffirming their determination to enhance joint efforts to reduce hunger and poverty in Ghana's food-insecure northern regions.
41. In Haiti, FAO provided technical support to the IFAD-funded Small-scale Irrigation Development Project, which links to WFP's ongoing school feeding programme and community FFW projects.
42. In Pakistan, the three agencies signed a memorandum of understanding to support a WFP-assisted community development project in Azad Jammu and Kashmir, using IFAD's social infrastructure for FFW activities.

43. Food security theme groups (FSTGs) are a recent area of cooperation. In response to United Nations reform and the challenges posed by the Millennium Development Goals – especially the goal of halving the proportion of people living in extreme poverty and suffering from hunger by 2015 – FAO, WFP and IFAD are jointly establishing FSTGs at the country level. The main purpose of these groups is to enhance interagency coordination to support countries' own development efforts in the areas of food security, agriculture and rural development. The heads of the three agencies sent a joint letter earlier this year to their country representatives encouraging them to form FSTGs where similar mechanisms do not already exist. One of the most active of the newly established groups is in Mozambique, which is also a United Nations "Delivering as One" pilot country for increasing the coherence of United Nations development activities.
44. A review carried out between June and August 2007 on the status of the FSTGs shows that these groups are present in 55 countries, including two regional mechanisms for small island states in the Caribbean and the Pacific. Seven other countries are in the process of establishing a FSTG. The FSTGs are providing a platform for food security programming, information-sharing and interagency coordination.

V. The future

45. Given their different, but highly complementary mandates, close collaboration between the three agencies is essential. IFAD will continue to build on existing collaboration and to explore with FAO and WFP opportunities for deepening collaboration where it already exists and for identifying new areas.
46. In further developing collaboration, IFAD will remain mindful that:
- (a) The purpose of collaboration is to have greater impact on IFAD's target groups: collaboration is a means to that end, rather than an end in itself.
 - (b) Such collaboration is fully in line with IFAD's commitment to implementing the Paris Declaration on Aid Effectiveness and to being a proactive actor in United Nations reform.
47. Given the extensive collaboration already under way in Pillars 1, 3 and 4, the greatest scope for further collaboration lies in Pillar 2. IFAD is actively exploring this area with FAO and WFP, and several recent initiatives are already under way (including some listed above).
48. One major area identified is climate change. Collaboration between FAO and IFAD has started (see paragraph 20) and further action is envisaged during the United Nations Climate Change Conference in Bali, Indonesia, in December 2007 and beyond. IFAD sees great scope for strengthening collaboration with regard to the policy, advocacy and operational dimensions of climate change (in four key areas: adaptation, mitigation, technology and financing) and related issues. These include biofuels, commodity prices, water resource management, land and trade.