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Enabling poor rural people
to overcome poverty

Directions for collaboration among the Rome-based agencies

Executive Board — Ninety-seventh Session
Rome, 14-15 September 2009

For: Review

Note to Executive Board Directors

This document is submitted for review by the Executive Board.

1. In December 2007, subsequent to the presentation of the mapping study of collaboration among the Rome-based agencies, the Executive Board urged "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." Similar requests were made by the governing bodies of the Food and Agriculture Organization of the United Nations (FAO) and World Food Programme (WFP) to their respective secretariats. Following intensive collaboration among the three agencies, the attached paper has been approved by the three agency heads.
2. The paper sets out a framework for immediate and medium-term collaboration at the global, regional, national and local level, based on four pillars: (a) policy advice, knowledge and monitoring; (b) operations; (c) advocacy and communication; and (d) administrative collaboration. Joint action will be pursued in the "Delivering as One" pilot countries. Five topical areas of focus are identified: (i) analytical and policy support for governments and national development plans, including rural development strategies; (ii) the food crisis and implementation of the Comprehensive Framework for Action; (iii) climate change and its links with natural resource management; (iv) the Millennium Development Goal (MDG) Africa initiative and the MDG Africa Thematic Group on Agriculture and Food Security; and (v) transition from relief to development.
3. The document was discussed at the Joint Session of the FAO Programme and Finance Committees in July 2009. WFP plans to present the document to a future session of their executive board.

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Executive summary

1. Global challenges such as climate change and the food security crisis have provided new impetus for enhancing cooperation among the Rome-Based Agencies (RBAs). By drawing on their respective comparative advantages, FAO, IFAD and WFP can collectively work to ensure food security and sustainable agricultural development in the longer term in support of the achievement of the MDGs, especially Goal 1. Through joint action, the three agencies can assist in global efforts to eradicate chronic hunger and poverty and improve food access for poor and vulnerable people.
2. To realise these goals, the three agencies agree on the need to tackle the immediate food and hunger crisis as well as to consider the longer-term priorities for joint action. This paper sets out a four-pillar framework for collaboration and identifies five topical areas for focus in the immediate and medium term.
3. The **four pillars** of the framework for collaboration are: A) Policy advice, knowledge and monitoring; B) Operations; C) Advocacy and communication; and D) Administrative collaboration. Joint action will be pursued at the global, regional, national and local levels, including in the "Delivering as One" pilot countries.
4. The **topical areas** identified by the three agencies are: 1) Analytical and policy support for governments and national development plans including rural development strategies; 2) The food crisis and implementation of the CFA; 3) Climate change and its links to natural resource management; 4) The MDG Africa Initiative - MDG Africa Thematic Group on Agriculture and Food Security; and 5) Transition from relief to development.
5. The objectives of this approach are to:
 - collaborate with a common vision to address world food security on the basis of the "twin track approach" to alleviating hunger through food assistance nutrition support measures and social safety nets, and eliminating the root causes of hunger and poverty; through long-term support to agricultural development and smallholder farmers;
 - strengthen the capacities of the three Rome-based Agencies to achieve their goals in providing guidance and support to the international community; and
 - assist member countries in achieving the Millennium Development Goals (MDGs), especially Goal 1 to eradicate extreme poverty and hunger.
6. The **guiding principles on collaboration** agreed to by the three Rome-Based Agencies are: a) Partnerships are an integral part of the mandates of the three agencies; b) Partnership is not an end in itself; rather it is a means for greater synergy, effectiveness and efficiency; c) A proactive approach is taken in learning from experiences in partnerships; d) Collaboration is pursued in the context of United Nations System-wide coherence; and e) Collaboration is driven by country-level processes.
7. **Expected Outcomes of this joint collaboration** will include strengthened national and international policy development, implementation and access to information; more effective participation and advocacy in international fora and the creation of globally recognised frameworks and tools; improved mobilisation of resources and overall performance, increased capacity to operate in multidisciplinary contexts; and increased effectiveness and efficiency savings.

Directions for collaboration among the Rome-based agencies

I. Introduction

1. Global challenges such as climate change, the food security crisis and the financial crisis have provided new impetus for enhancing cooperation to ensure food security, increased food production and sustainable agricultural and rural development. There is also a growing and welcome recognition of the prominent role that food security, agriculture, food and nutrition assistance play in the development agenda. The Rome-Based Agencies of the United Nations - the Food and Agriculture Organization (FAO), the International Fund for Agriculture (IFAD) and the World Food Programme (WFP) - are uniquely poised at this critical juncture to scale up UN system efforts to help countries achieve the Millennium Development Goals (MDGs), especially Goal 1 to eradicate chronic hunger and poverty and improve food access for poor and vulnerable people.
2. While collaboration among FAO, IFAD and WFP is constantly increasing in many areas, when faced with these challenges and opportunities it is nonetheless important to look beyond the immediate crisis areas and consider the longer-term priorities for joint action. In this paper the potential is assessed for further collaboration at the global, regional, national and sub-national levels in support of internationally agreed development goals.
3. In developing this paper, the three agencies respond to calls from their governing bodies to increase collaboration and identify priority areas to enhance synergies and improve financial efficiency through reduced overlap and duplication in the context of the strategic frameworks that have been developed or are under preparation.¹ For this purpose, FAO, IFAD and WFP completed a joint mapping exercise to identify and report on collaboration over a two year period from January 2006 until 2007.² This analysis was undertaken at headquarters, regional and country levels around four pillars: 1) Agricultural investment, 2) Policy formulation, capacity building, knowledge management and advocacy; 3) Emergency and rehabilitation; and 4) Administration. The quantitative analysis from the mapping provided a basic foundation for further qualitative assessments and was designed as a tool to guide policy on future joint strategic initiatives.
4. Through a consultative process, the three agencies agreed on a four-pillar framework for collaboration: A) Policy advice, knowledge and monitoring; B) Operations; C) Advocacy and communication; and D) Administrative collaboration. Within the scope of this comprehensive framework, the agencies will focus on five selected topical areas in the immediate and medium term: 1) Analytical and policy support for governments and national development plans including rural development strategies; 2) The food crisis and implementation of the CFA; 3) Climate change and its links to natural resources management; 4) The MDG Africa

¹ In 2005, the IFAD evaluation indicated that IFAD need to work in partnership with the other Rome-Based Agencies. As a result, IFAD developed an action plan, a new organization-wide strategic framework and a new operating model for developing field operations. In September 2007, the Independent External Evaluation (IEE) of FAO also called for an organization-wide strategy on partnerships, including elements for the renewal of partnerships with the UN system and the Rome-Based Agencies in particular. The WFP Executive Board in October 2007 and the IFAD Executive Board of December 2007 urged the Rome-Based Agencies to "undertake a joint document on the directions that future purpose-driven operational partnerships could take at the global, regional and country levels." See Governing Bodies Decisions and IEE recommendations Annex 1. The joint meeting of the FAO Programme & Finance Committees stressed the need to complete a joint strategic document to guide future collaboration and noted the need for the strategy to reflect the core roles and mandates of each of the agencies.

² See Mapping Summary Annex 2.

Initiative - MDG Africa Thematic Group on Agriculture and Food Security; and 5) Transition from relief to development.

5. In taking the strategy forward a tripartite group composed of the representatives of FAO, WFP and IFAD will follow-up with the relevant units in the areas identified for further joint collaboration and the resulting Action Plans will be formulated within 2009.

II. Different mandates, common goals

6. Since the International Conference on Financing for Development held in 2002 in Monterrey Mexico, the Rome-based Agencies have increased their collaboration with a common vision to address world food security on the basis of the "twin track approach". This approach - now embedded in the Comprehensive Framework for Action (CFA) - recognises that direct action is needed to alleviate hunger for the most vulnerable while longer-term food security in the form of food and nutrition assistance and rural development programmes and appropriate policies are also required to eliminate the root causes of hunger and poverty.
7. The objective of this strategy is to strengthen the capacity of the three Rome-based Agencies to achieve their goals in providing guidance and support to the international community. The strategy also aims to assist member countries in achieving the MDGs, especially Goal 1 to eradicate extreme poverty and hunger. In pursuing these global objectives, the following guiding principles have been agreed by the three agencies:

A. Partnerships are an integral part of the mandates of the three Agencies

8. Collaboration is rooted in different but complementary mandates. The objectives of the collaborative activities are aligned with the strategic objectives of each agency in support of agricultural and rural development, nutrition and food security. Collaboration enables possibilities to increase agricultural productivity, particularly for smallholder farmers and to meet the urgent and long-term needs of the most vulnerable populations, through various partnerships in particular with CSOs and the private sector.

B. Partnership is not an end in itself; rather it is a means for greater synergy, effectiveness and efficiency

9. The focus of collaboration will be on areas where impact can be maximised by working together. Collaboration may not be possible in all areas. Flexibility must be built into the process, as some collaborative initiatives may be more effectively pursued on a bilateral, rather than on a trilateral basis or in other partnerships. Cost savings, efficiency gains and heightened impact are key factors to consider in prioritizing areas for further collaboration.

C. A proactive approach is taken in learning from experiences in partnerships

10. Joint planning at an early stage helps identify practical joint initiatives. The mapping has indicated that there is already a significant amount of collaboration, but the Agencies cannot optimize collaboration without the leadership of management and the governing bodies. An ongoing stocktaking by the Rome-based Agencies of their joint initiatives and activities would facilitate monitoring to ensure that results are maximised.

D. Collaboration is pursued in the context of UN system-wide coherence

11. The Rome-based Agencies will pursue their partnership while continuing to collaborate closely in partnerships with the UN system agencies. Each of the

agencies has partners in the broader UN context, under cooperative programmes or agreements with international financing institutions, under the Triennial Comprehensive Policy Review (TCPR) and the Delivering as One initiative, the United Nations Development Assistance Frameworks (UNDAFs), UN Humanitarian Assistance frameworks, such as the cluster system and Consolidated Appeals Process, and also in accordance with the 2005 Paris Declaration on Aid Effectiveness. The results of collaboration should be achieved in terms of ensuring greater UN system-wide coherence.

E. Collaboration is driven by country-level processes

12. The Rome-based Agencies' partnership work needs to be aligned with national development priorities and plans and be accountable to the world's poor and hungry. Demand-driven approaches should be given priority under existing partnership instruments that have been developed at the country level. This will involve strengthening strategic partnerships with civil society and the private sector, particularly in the field.

III. Expected outcomes of the joint strategy

13. Through collaboration and partnerships, the three agencies aim to obtain the following mutual benefits:
 - effective and efficient operations on the ground;
 - strengthened national and international policy development and implementation and access to information;
 - more effective participation and advocacy in international fora and the creation of globally recognised frameworks and tools;
 - improved mobilisation of resources as well as overall performance;
 - increased capacity to operate in multidisciplinary contexts; and
 - increased effectiveness and efficiency savings.

Analysis of needs and comparative advantages

14. Collaboration between the three Agencies builds upon an analysis of different needs and comparative advantages. By working together in areas complementary to their mandates, FAO, IFAD and WFP give member countries the benefit of their combined strengths in reducing hunger, food insecurity and rural poverty.
15. The comparative advantage of FAO lies in its role as the world's agricultural knowledge agency for policy development, integrated capacity building, technical cooperation, response to agricultural emergencies, support to rural/agricultural investment, collection and dissemination of global information, and for the development and implementation of major international treaties and agreements. FAO focuses special attention on providing policy and technical assistance to developing countries and countries in transition to improve agriculture, forestry and fisheries practices to promote food security, nutrition and sustainable agricultural production and environmental security, particularly in rural areas.
16. The comparative advantage of IFAD is its knowledge of rural poverty, its exclusive focus on poor rural people and their livelihoods and its experience in financing projects and programmes that are aligned with countries' own development strategies and enable poor rural people to increase agricultural production and overcome poverty. IFAD works closely with national partners to design and implement innovative programmes and projects that support poor rural people in accessing the assets, services and opportunities they need to overcome poverty. IFAD tests new and innovative approaches to achieving these aims and shares knowledge widely, working with member countries and other partners to replicate and scale up successful approaches.

17. The comparative advantage of WFP is its extensive field presence, combined with strong logistics in delivery and distribution of food including: 1) community/based approach in assessments, vulnerability analysis and mapping, emergency needs assessment capacity targeting, and early warning; 2) implementation of direct food assistance programmes and social safety nets such as school feeding, food for work, mother and child health and nutrition; and 3) strength in procurement, especially local procurement of food commodities, such as P4P. WFP's largest portfolio is in relief and recovery operations which need to be complemented with longer term approaches in the transition from recovery to development.
18. WFP will work closely with IFAD and FAO, for policy advocacy, analysis, and operational activities to address chronic hunger and food security while strengthening local and regional food markets. FAO and IFAD will deepen their work to support shared goals in addressing rural poverty and support for agricultural investment, by broadening the range of technical and capacity building resources and increasing the opportunities for policy influence to improve the lives of the rural poor. FAO and IFAD will work closely with WFP to benefit from their strong field presence and logistic systems as well as their delivery of food aid to facilitate access to specific communities and groups that require both immediate and long term support.

IV. Scope for further collaboration

19. The scope for further collaboration is measured both in terms of geographic scale and in terms of the type of collaboration to be pursued. The scope involves collaboration at the global, regional, national and local levels, including in the "*Delivering as One*" pilot countries and new coherence countries. For example, in terms of geographic scale, the mapping indicated that 24% of collaboration took place at the global level, 6% at the regional level and almost 70% at the country level. Approximately 20% of the collaboration reported involved all three Rome-based Agencies working together, whilst 60% involved FAO and WFP, and 18% involved IFAD and WFP. The objective is to increase collaboration at all levels both at headquarters and in the field.
20. Collaboration is classified under the following four-pillar framework:
 - (a) Policy advice, knowledge and monitoring**
 21. The three Agencies will strengthen their collaboration in policy development and advice to governments as well as in needs mapping and monitoring systems. WFP and FAO already have a long experience of extensive collaboration in vulnerability assessment (VAM), early warning systems and information systems. The ongoing application of the livelihoods approach to vulnerability assessment and monitoring, as well as in strategies and programmes, is a solid opportunity for collaboration as the livelihoods approach has already been used extensively by the Rome-based Agencies and is an excellent platform for continuing to integrate actions.
 22. The RBAs will continue identifying key areas for future collaboration in this regard, and prioritise areas where joint strategic programming is possible, through information sharing, reporting mechanisms and by encouraging regular consultations with management and the governing bodies of all three agencies. For example, joint policy briefs could be prepared for the governing bodies of each agency. In addition to areas already identified in the mapping at all levels, the focus of collaboration in analysis will be on cross-cutting thematic areas.
 - (b) Operations**
 23. The three Agencies will continuously strive to improve their effectiveness and efficiency on the ground. The Rome-based Agencies are already involved in many joint operational activities at the regional, country and local level. For example, numerous joint country missions to address the crisis of rising food prices and

boost agricultural production have been organised over the past year. Focal points from the three Agencies met regularly to follow up on progress under the Initiative on Soaring Food Prices launched by FAO in December 2007. In April 2008, the Chief Executives Board (CEB) decided to assemble a High-level Task force on the Global Food Security Crisis to be chaired by the Secretary-General. All three RBAs participated in the Task Force (with FAO's Director-General as the Vice-chair), and played active roles in the development of the Comprehensive Framework for Action (CFA) published in July 2008.

24. As another example, at IFAD the newly established quality enhancement process and the trend towards direct supervision of projects have accelerated IFAD's already growing investment planning and implementation collaboration with FAO's Investment Centre. In order to streamline processes, ensure cost savings, achieve synergies and reduce overlap in field operations, more joint field missions, consolidated mission reports and joint project supervisory roles will be developed where possible.

(c) Advocacy and communication

25. This joint strategy provides a framework for collaboration on communication and advocacy for the Rome-based Agencies. In addition, communication and advocacy collaboration is covered in a separate document, which identifies areas where the messages and resources of the three organizations may be aligned, and from which the three Agencies can develop joint messages on priority thematic areas in international fora. Shared access to media and joint communications work will be pursued where they can have the greatest impact at headquarters and in the field.

(d) Administrative collaboration

26. The Rome-based Agencies work together when there are opportunities for cost-efficiency in administrative services. The three Agencies are looking into expanding areas of shared administration and management services where they are practical and make financial sense and have established an Inter-Institution Coordination Committee to review, approve and prioritise the overall programme of joint back-office activities. An external Root and Branch Review of FAO's administrative services will serve as a basis for the identification of opportunities for more cost-effective and efficient delivery of services with the other Rome-based Agencies at headquarters and in the field and will provide an initial presentation of a range of costs, savings and implementation time period options.

V. Selected focus areas for collaboration

27. Whilst the four-pillar framework encompasses the full range of activities undertaken by FAO-IFAD-WFP, the three Agencies have selected five key focus areas for future collaboration in the medium-term notably: 1) Analytical and policy support for governments and national development plans including rural development strategies; 2) The food crisis and implementation of the CFA; 3) Climate change and its links to natural resources management; 4) The MDG Africa Initiative - MDG Africa Thematic Group on Agriculture and Food Security; and 5) Transition from relief to development.

A. Analytical and policy support for governments and national development plans including rural development

28. The three Agencies will work together where possible to provide stronger analytical and policy support to governments, especially in integration of food security in national development and poverty reduction plans. This involves close collaboration at the country level in the processes that lead to the formulation and implementation of the plans, including in awareness raising, advocacy and analytical and policy-oriented work.

29. A recent WFP review of poverty reduction strategies (PRS) carried out in 60 countries around the world found that less than 30 percent of the PRS mention the issue of hunger.³ It was found that in general, cutting hunger is accorded the lowest ranking among priority areas. This is problematic because poverty reduction is not synonymous with cutting hunger and malnutrition. In many developing countries where incomes have increased substantially, malnutrition has not declined correspondingly. Moreover, several recent studies highlight the serious implications of hunger and malnutrition for growth and development. Working together, the RBAs can help countries seeking assistance with direct and indirect interventions to improve nutrition levels and ensure food security for the most vulnerable populations under their national development plans.
30. There has also been a growing recognition among governments that they need to address their own agricultural production priorities. FAO, IFAD and WFP have an important role to play in assisting governments to obtain sustainable increases in agricultural production, while ensuring that the process is demand-driven at the country level. Collaboration in support of developing United Nations Development Assistance Frameworks (UNDAFs) will also be key.

B. The food crisis and the implementation of the CFA

31. The UN system has rapidly taken note of the seriousness of the challenges to world food security by the recent dramatic escalation of the food price crisis worldwide and recognised the need for a Comprehensive Framework for Action (CFA) to address the crisis and its root causes.
32. The CFA identifies two groups of actions to address the food crisis, to urgently meet immediate needs of vulnerable populations and to simultaneously build longer-term resilience and contribute to global food and nutrition security. The first group sets out how to help vulnerable people now, as both consumers and producers of food; while the second addresses more structural issues to build resilience and contribute to sustainable improvements in global food security within the context of the Millennium Development Goals. The CFA also aims at strengthening global information and management systems.
33. In the context of the CFA, FAO, IFAD and WFP aim to strengthen their collaboration to:
 - (a) improve the understanding and analysis of food markets, food supply chains and the transmission of international to domestic prices and of various policies and their impact on food markets;
 - (b) understand and analyse the impact of higher food prices on food security and nutrition at the household level;
 - (c) harness collaboration to support governments in the design and implementation of effective safety net systems. This includes assistance to governments in order to strengthen safety nets in both rural and urban areas, strengthening vulnerability analysis and early warning systems, support to small farmers, development of insurance and other risk management tools, building implementation capacities and policy advocacy. There is a need to ensure that efforts are well coordinated and that they respond to the needs of the governments. There cannot be a one-size fits all approach;
 - (d) deliver effective support to ensure that smallholder farmers can obtain access to inputs, technologies, finance and markets in order that they can increase production and their own incomes, thus contributing solutions to the crisis. In this context WFP's new Purchase for Progress (P4P) initiative could provide an

³ "Involvement of WFP Priorities in CCA, UNDAF and PRSP - Conclusions Extended Radar 2006." Unpublished Manuscript, WFP Policy, Strategy and Programme Support Division. 2006. Rome: UN World Food Programme.

excellent framework for RBAs collaboration, bringing together the objectives of food aid/food security with increased smallholder agricultural production and improving stability in local food markets; and

- (e) utilise a common approach in addressing world food security drawing on the "twin track approach". Based on that, develop joint advocacy tools for use at global high-level fora and summits, e.g. financing for development, climate change conferences, etc.
34. At the field level, the food security theme groups could play a coordinating role in the context of broader collaboration between the United Nations and Bretton Woods Institutions.

C. Climate change and related natural resource management measures

35. The Rome-based Agencies will contribute to the critical negotiations on long-term cooperative action and post-2012 arrangements to address climate change under the auspices of the United Nations Framework Convention on Climate Change (UNFCCC). In particular the Rome-based Agencies have a role to play with regard to adaptation and mitigation measures in the agriculture, fisheries and forestry sectors, and spill-over effects relating to food security, poverty reduction and agricultural production (including forestry management aimed at rural development), bioenergy and enabling means of financing, technology and capacity building that will need to reach and benefit small-scale land users. Contributions will draw on the comparative and collective advantages of the Rome-based Agencies.
36. At the country level, the Rome-based Agencies will support developing countries in building their own capacities to address climate change and in accessing international financing/incentive mechanisms for climate change adaptation and mitigation, including for the transfer of technologies. At the international level, they will work with all countries to build effective international mechanisms and governance for addressing climate change. Cooperation among the Rome-based Agencies in this area will build on previous and continuing cooperation on climate change with a wide range of partners, including other UN system entities such as UNFCCC, the Intergovernmental Panel on Climate Change (IPCC), the United Nations Environment Programme (UNEP), the United Nations Development Programme (UNDP) and the World Meteorological Organization (WMO), as well as civil society and private sector entities.
37. The RBAs collaboration on climate change mitigation/adaptation and relationship to land and natural resources is already quite well advanced. Recent experiences are contributions to the land International Conference on Agrarian Reform and Rural Development (ICAARD) through joint involvement in the International Land Coalition, and IFAD's participation in the FAO initiative to produce "Voluntary Guidelines on Access to Land". FAO's work for the forthcoming IFAD publication on Rural Poverty has also strengthened collaboration and respective units will continue to network, share knowledge and analysis on evolving challenges facing agriculture and rural producers. The June 2008 High-Level Conference on World Food Security: the Challenges of Climate Change and Bioenergy also provided added impetus for collaboration between the three Agencies on certain aspects of climate change and this cooperation will continue in the context of the negotiating meetings leading up to Copenhagen in 2009.
38. Furthermore, the Rome-based Agencies have an important comparative advantage in the area of vulnerability analysis, global monitoring and data collection to ensure follow-up on key areas of research and policy advice to address climate change and natural resource management. Statistical and data analysis will be given greater

attention and coordination between the three Agencies will be increased to maximise impact.

39. FAO, IFAD and WFP aim to move ahead under four policy areas:
- mobilising resources for environmental investments to promote good land and water management practices and market development;
 - research to promote comprehensive climate resilience through innovative techniques and management approaches in agriculture and natural resource management, including development of improved crop varieties, biofuels, alternative tillage methods and water management practices. The role of fuel wood in rural areas should also be considered in relation to food security;
 - promoting adaptation and implementing climate change adaptation action on the ground, through institutional strengthening and adoption of appropriate technologies developed together with farmer groups, forest-dependent people, fisherfolk, communities and women to enable them to better plan their natural resource management and become more resilient to climate change related impacts and risks. This includes work to develop small scale carbon finance mechanisms for smallholder farmers and to access climate funding opportunities within the Global Environment Facility (GEF); and
 - preparedness: exploring sustainable processes to promote disaster risk management (DRM) systems consisting of: i) risk assessment and reduction in the food and agricultural sectors for vulnerable people in high-risk, low-capacity countries prone to disaster; ii) preparedness and early warning; and iii) response and rehabilitation. One of the key opportunities lies in the new direction of DRM linking public and private actors (e.g. insurance and re-insurance industry) to mainstream disaster risk reduction in policies, collaborative programmes and response options and facilitate weather index agriculture.

D. MDG Africa Initiative - MDG Africa Thematic Group on Agriculture and Food Security

40. The MDG Africa Thematic Group on Agriculture and Food Security is coordinated by FAO and the African Union (AU)⁴ and its membership includes representatives from both within and outside the UN system. FAO and IFAD made substantive contributions to the agriculture development aspects of the Thematic Group's business plan while WFP's contributions focused on the direct assistance "track" of the business plan dealing with safety nets, nutrition programmes, school feeding, early warning and vulnerability assessment.
41. The business plan has been developed recognising that different types of support are needed for different situations. Smallholder agriculture can reap benefits from the consumption and income perspective, while larger farmers will also benefit on the production side from enhanced economic growth in the region.
42. The outcome of the work of the MDG Africa Thematic Group on Agriculture and Food Security is an excellent example of strong RBAs cooperation for five main reasons:
- (a) Cooperation is based on national ownership and responsiveness to national government needs. The business plan of the Thematic Group acknowledges the African-owned Comprehensive Africa Agriculture Development Programme

⁴ The *MDG Africa Thematic Group on Agriculture and Food Security's* membership includes representatives from the World Bank, IFAD, WFP, African Development Bank, UNDP, UN Secretary General's Special Adviser, Alliance for a Green Revolution in Africa (AGRA), Forum for Agricultural Research in Africa (FARA), International Food Policy Research Institute (IFPRI), Global Donor Platform for Rural Development (GDPRD), International Federation of Producers' Association (IFAP) and NEPAD.

(CAADP) as the framework for the implementation of the recommendations of the MDG Africa Initiative, on improving agricultural productivity and achieving food security.

- (b) It is rooted in the twin-track strategy that reflects a common approach of the three Rome-Based Agencies to reducing hunger and rural poverty. This approach combines medium to long term investments and policy changes to support agriculture and rural development with direct assistance to address the victims of hunger today. The business plan identifies practical measures for achieving sustainable increases in agricultural productivity. It also calls for food security and nutrition issues to be addressed urgently, with a focus on food and cash based safety nets, targeted on the most food insecure people.
- (c) It builds on the comparative advantages of each organization. FAO's policy and technical expertise is reflected in the business plan analysis, policy framework and recommendations on agricultural productivity. IFAD's expertise in supporting smallholder rural agriculture and financing is incorporated into the business plan recommendations on those subjects. WFP's experience and knowledge in field based food and nutritional assistance programmes have formed the basis of the safety net and direct assistance portion of the business plan.
- (d) The Agriculture and Food Security Thematic Group is a broader partnership than just the Rome-based Agencies, to include African regional institutions, the World Bank, and some agriculture/civil society representatives. This outstanding cooperation and results-oriented approach has contributed to establishing a partnership between the RBAs and the Alliance for a Green Revolution in Africa (AGRA). It also creates the basis for future country-level missions and workshops to assist African countries in developing specific projects and programmes to address their hunger reduction needs.
- (e) Strong RBAs collaboration has significantly contributed to the recommendations of the MDG Africa Steering Group. The Steering Group chaired by the UN Secretary-General, stresses the critical need to invest in raising agricultural productivity, promoting school feeding as well as nutrition programmes, and investing in social safety nets including insurance systems.

E. Transition from relief to development

- 43. The notion of "continuum" from relief to development emerged in the early 1990s in the midst of growing concern and recognition among donors and other actors that emergency and humanitarian assistance programmes often lacked both continuity and coherence. In order to bridge the gap, post-emergency assistance must be provided within a coherent framework and on the basis of adequate coordination among the various actors so as to ensure complementarities. There is also a need to address rehabilitation and recovery. The Rome-based Agencies are ideally placed to work together in these transition areas i.e. to 'build back better'.
- 44. The twin-track approach continues to be a strategic priority in planning and designing programmes especially in the transition from relief/ recovery towards development. This requires that partners be present over a significant amount of time (often not the case in emergency and transition settings), and that the partners commit with predictable investments over a medium-term (at least a few years). Agriculture and rural development investments from FAO and/or IFAD to which WFP could "handover" its target populations make sense.
- 45. The Rome-based Agencies will collaborate in linking emergency response to a longer-term strategic framework for food security, finding ways for development partners to transition more quickly, and encouraging other partners, including private sector partners, to join forces. WFP's role in food distribution, for example, plays a clear lifesaving role at the outset of crises (and sometimes for much longer)

but also facilitates the resumption of livelihoods in the recovery phase. Other emergency-type activities such as school feeding and food-for-work may play an important role in preserving human assets – preventing malnutrition, discouraging destructive coping mechanisms, and providing an income transfer that allows families to send children to school. Hence, it builds a platform on which people can take advantage of more productive developmental opportunities, such as those offered by IFAD and FAO interventions.

Governing Bodies Decisions and IEE Recommendations

WFP Executive Board Decision

2007/EB.2/33 Collaboration among the United Nations Rome-Based Agencies

The Board took note of the information provided in "Collaboration among the United Nations Rome-Based Agencies" (WFP/EB.2/2007/12-C) and encouraged WFP to continue to enhance its cooperation with FAO and IFAD in areas that contribute to the achievement of strategic and management objectives approved by the WFP Executive Board.

The Board requested the WFP Secretariat to integrate into the strategic planning process a thorough analysis of the strengths and weaknesses of WFP and the gaps in the international system to address hunger.

The Board urged the WFP Secretariat, subsequent to the strategic planning process, 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 levels.

24 October 2007

IFAD Executive Board Ninety Second Session Decision

2007 EB 2007/92/C.R.P.1.

The Board took note of the information provided in "Collaboration among the United Nations Rome-Based Agencies" (EB2007/92/R.52) and encourages IFAD to enhance its cooperation with FAO and WFP, as appropriate, in shared areas that contribute to the achievement of the 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.

13 December 2007

FAO Report of the Joint Meeting of the Programme and Finance Committees

CL 135/2

Item 2 : Collaboration on Administrative and Processing Work between FAO, WFP and IFAD- Progress Report

The Committees welcomed the information provided in the Progress Report document JM 08.1/2 on the extensive collaboration between FAO, WFP and IFAD as well as that emerging from the discussions at the joint informal seminar for Permanent Representatives on cooperation between the Rome-Based Agencies held at FAO on 26 May 2008. They welcomed the broader scope of the report including consideration of FAO's response to the UN General Assembly Resolution on the TCPR, its role in the UN system reform process and in the *Delivering as One* pilot countries.

The Committees noted with satisfaction that the mapping exercise had clearly revealed the wide range of jointly undertaken activities. They commended the three Rome-Based Agencies for seeking greater synergies and complementarities in service delivery to member countries. They emphasized the continued need for convergence in order to maximize results and avoid duplication at field level and between headquarters of the three Rome-Based Agencies.

The Committees noted that while progress had been possible in administrative areas, joint programming issues would have to take due account of the need not to infringe on the respective institutional mandates. It was emphasized that partnership needed to be based on shared objectives and comparative advantages. Additional information was requested on the potential for collaboration between FAO, WFP and IFAD on normative activities and on harmonizing data collection and vulnerability mapping methodologies. More collaborative work at the country level should be developed, including as regards country programming instruments with a view to improving consistency and compatibility with national development priorities and ensuring greater national ownership in line with the principles of the Paris Declaration. Some Members called for greater attention to be paid to the linkages between food security and fuelwood as well as to capacity building. The sequence of interventions by the three agencies in emergency and crisis situations was also queried.

The Committees stressed the need to complete a joint strategic document by the end of July to guide future collaboration and noted the need for the strategy to reflect the core roles and mandates of each of the agencies.

The Joint Meeting looked forward to receiving a further progress report covering collaboration between the Rome-Based Agencies as well as UN cooperation. It also expected the report to include more quantitative data and analysis on savings, efficiency gains and further effectiveness and impact resulting from increased collaboration between the Rome-based agencies, and concrete examples and specific proposals for future collaboration. It was informed that the external Root and Branch review of FAO's administrative services, which had just commenced, foresaw the identification of opportunities for a more cost effective and efficient delivery of services with the other Rome-Based Agencies and an initial presentation of a range of costs, savings and implementation time period.

There was also general support for intensified collaboration and harmonization on joint communication and advocacy strategies (joint messages) as well as on food security information and early warning systems, with an emphasis on greater clarity on the division of labour and strategic coherence in the work of the Rome-based organizations in these areas.

28 May 2008

FAO Independent External Evaluation Recommendation

IEE Recommendation 5.4 on the Rome-Based Agencies outlines the following key areas for further collaboration:

- a) the three agencies should continue working together on merging common services in Rome, including, as soon as possible, IT and communications applications that could be operated under common ownership, such as library management system platform, and eventually, enterprise resource planning;

- b) they should also undertake- and the Governing Bodies should encourage- more ambitious efforts in strategic and programmatic partnerships, including:
 - i) joint representation in field offices with IFAD and in Latin America, with IICA, food and nutrition assessments, and policy issues in safety nets and food aid; and
 - ii) ensuring synergies with WFP at the technical level which would include early warning, food and nutrition assessments, and policy issues in safety nets and food aid; and
 - iii) ensuring synergies with IFAD in a broad range of technical interfaces from rural finance to agribusiness and gender, and including project development, supervision, and national policy dialogue (PRSP); and
- c) build a joint communications and advocacy strategy with WFP and IFAD.

21 September 2007

Mapping Summary

COLLABORATION UPDATE #2 – JANUARY 2008

Collaboration Between Rome-based Agencies

Progress Report

Jan 2006 – Dec 2007

3x3x3 Group: FAO / IFAD / WFP

Key Data: Jan 2006 – December 2007

➤ Total reported collaborations:	392
➤ Total no. of countries with collaboration:	78
➤ Global-level collaborations:	(24%) 96
➤ Regional-level collaborations:	(6%) 25
➤ Country-level collaborations:	(69%) 271
➤ Pillar 1 – Agricultural investment:	(19%) 76
➤ Pillar 2 – Policy/Cap. Bldg/Advocacy:	(33%) 131
➤ Pillar 3 – Emergency/Rehabilitation:	(34%) 133
➤ Administrative:	(13%) 52
➤ FAO/IFAD/WFP collaboration:	(19%) 76
➤ FAO/IFAD collaboration:	(18%) 70
➤ FAO/WFP collaboration:	(59%) 231
➤ IFAD/WFP collaboration:	(4%) 16

Summary

Collaboration – Overall

A total of 392 examples of collaboration between FAO, IFAD and WFP were identified in 2006 and 2007. They took place at global/HQ, regional and country levels. Almost 70% of the total occurred at the country level, involving 78 countries.

- Question: what are the benefits/results of this collaboration?
- Question: is their need/scope to increase level of collaboration?

Collaboration – By Organization

Approximately 20% of the collaboration reported involved all three Rome-based agencies (FAO/IFAD/WFP) working together, whilst 60% of collaboration involved FAO and WFP, 18% involved FAO and IFAD and approximately 5% involved collaboration between IFAD and WFP.

- Question: is their scope to increase collaboration involving all three agencies?
- Question: is their need/scope to increase IFAD/WFP collaboration?

Collaboration – By Geographic Scale and Region

24% of collaboration took place at the global level, 6% at the regional level and 70% at the country level.

48% of collaboration took place in Sub-Saharan Africa, 14% in Asia, 9% in Latin America and the Caribbean, 4% in the Middle East and North Africa, and finally, 1% of the total, took place in Europe and the CIS.

- Question: is their scope to increase collaboration at regional level?
- Question: is their need/scope to increase collaboration in regions outside Sub-Saharan Africa?

Collaboration – By Type

Collaboration was grouped into four categories. Pillar 1 “Agricultural Investment – Increased investments in agricultural and rural development” accounted for 19% of total collaboration, Pillar 2 “Policy formulation, capacity building, knowledge management and advocacy” accounted for 33%, Pillar 3 “Emergency and rehabilitation, including disaster risk management” covered 34% of all collaboration and finally, 13% of collaboration was related to administrative activities.

- Question: what are the most common types of Pillar 1, Pillar 2 and Pillar 3 collaboration?
- Question: is their need/scope to increase some types of collaboration?

Collaboration – Highpoints

The average number of collaborative activities reported in the 78 countries in which collaboration took place was 3.5.

10 countries reported 7 or more collaborative events: Pakistan (14); Tanzania (13); Mozambique (12); Burundi (11); Somalia (9); Cameroon (8); Liberia (7); Niger (7); Sierra Leone (7); and Zambia (7).

- Question: what factors contribute to high levels of contribution in certain countries?
- Question: are there countries where higher collaboration would be expected?

Further Information

Annex 1 – Country scores (ranked alphabetically and according to score)

Collaboration Between Rome-Based Agencies Statistical Update

(1 Jan 2006 – 30 June 2007)

1) Collaboration Categories

Collaboration was classified according to four categories:

- **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
- **Administration**

Note: Whenever possible, collaboration was classified against a single category. In 37 cases however, collaboration was classified against two categories. For example, FAO and WFP co-leadership of the IASC country team Food Security Cluster is clearly a Pillar 3 (emergency operations) collaboration, but at the same time, constitutes a broader advocacy function (Pillar 2). In this type of case, the collaboration is classified under both categories. Further information on the methodology is provided in *Annex 2*.

2) Collaboration – Amount, Geographical Scale and Region

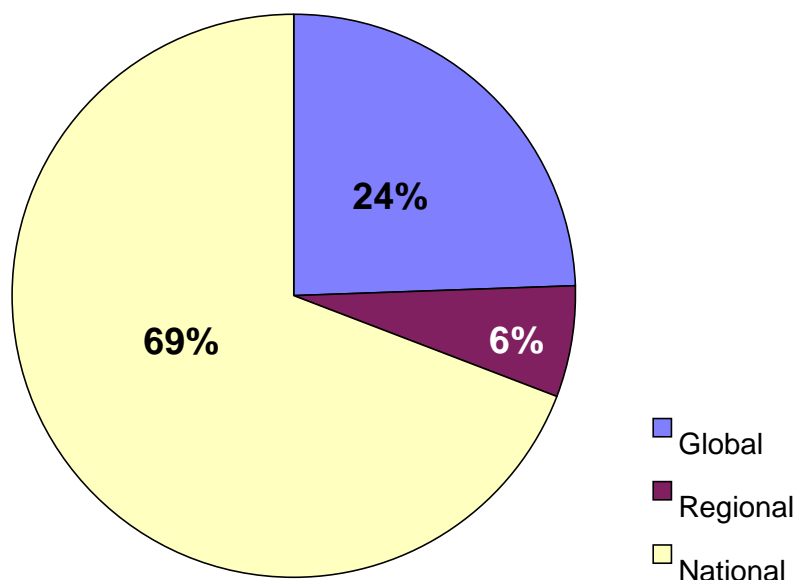
A total of 392 examples of collaboration were identified from 1 January 2006 to 31 December 2007.

Collaborative processes were identified in 78 countries (see *Annex 1*). 24% of collaboration took place at the global level, 6% at the regional level and 70% at the country level.

Table 1: Collaboration by geographical scale

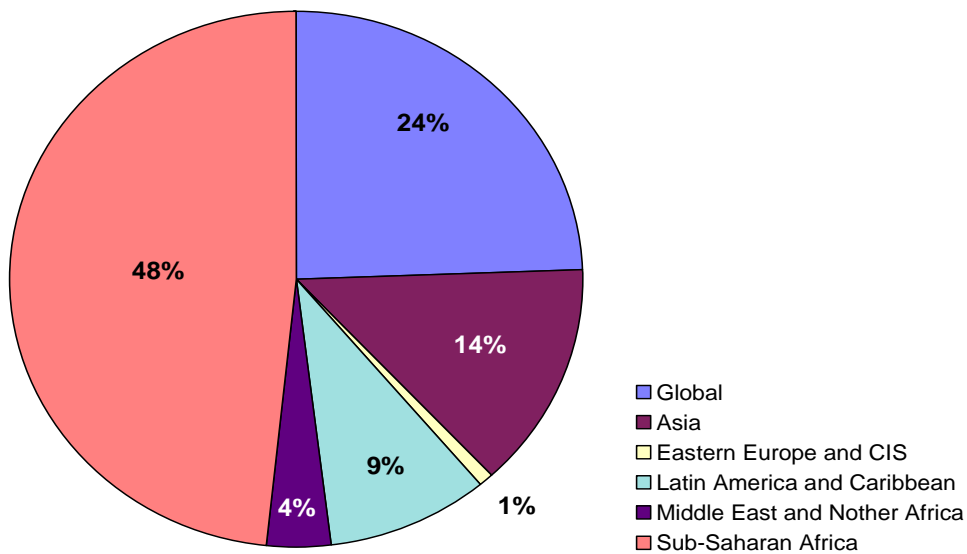
	Number	Percentage
Global	96	24%
Regional	25	6%
National	271	69%
Total	392	

Figure 1: Geographical Scale of Collaboration



A quarter of all collaboration occurs at the global and/or HQ level. Almost 50% occurs in sub-Saharan Africa, reflecting the level of operations of the three respective agencies in this region. 15% of all collaboration occurs in Asia whilst 9% occurs in Latin America and the Caribbean total of 392 examples of collaboration were identified from 1 January 2006 to 31 December 2007. Four percent of total collaboration was reported in the Middle East and North Africa whilst 1% was in Europe and the CIS.

Figure 2: Collaboration - by Region



Question: is their scope to increase collaboration at the regional level?

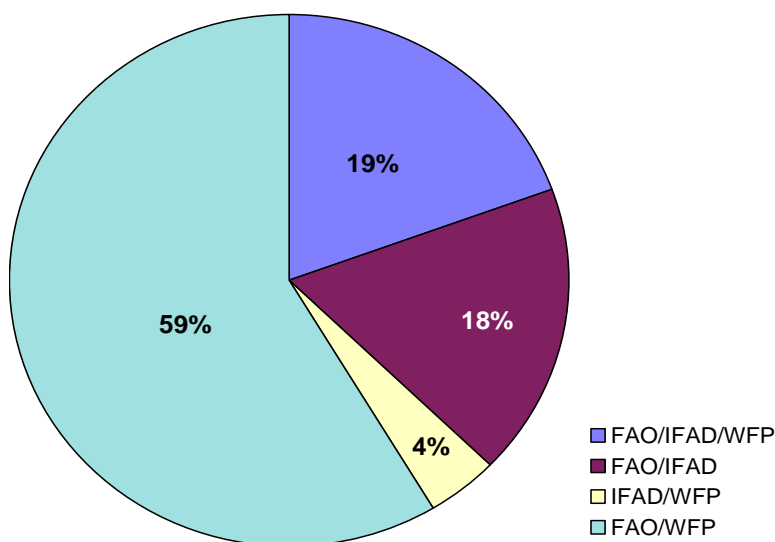
Question: why is collaboration concentrated in Sub-Saharan Africa

Question: is their need/scope to increase collaboration in regions outside Sub-Saharan Africa?

3) Collaboration – by Organization

Approximately 20% of the collaboration reported involves all three Rome-based agencies working together. By far the largest proportion – almost 60% - involves collaboration between FAO and WFP, reflecting the high levels of complementarity between their respective programmes and the opportunities for synergy that exist between FAO’s emergency-related activities and WFP’s humanitarian operations and programmes. 18% of collaboration involved FAO and IFAD working together, most commonly through the FAO Investment Centre’s support to IFAD programme development and implementation, undertaken through the Cooperation Programme. Approximately 5% of the collaboration involved WFP and IFAD, commonly involving efforts to link IFAD-funded projects with WFP protracted relief and recovery operations (e.g. Syria), but also covering administrative collaboration, for example, in instances when WFP country offices hosting IFAD staff members as part of the latter’s Field Presence Pilot Programme (e.g. China).

Figure 3: Collaboration - by Organization



Question: is their scope to increase collaboration involving all three agencies (i.e. should all three agencies collaborate in instances where only two are presently collaborating?)

Question: is their need/scope to increase IFAD/WFP collaboration?

4) Collaboration – by Category

Pillar 2 (policy, capacity-building and advocacy) and Pillar 3 (emergency operations) both account for approximately a third of all collaboration. Pillar 1 (investment) accounts for almost 20% of collaboration whilst administration accounts for 13%.

Figure 4: Collaboration - by Category

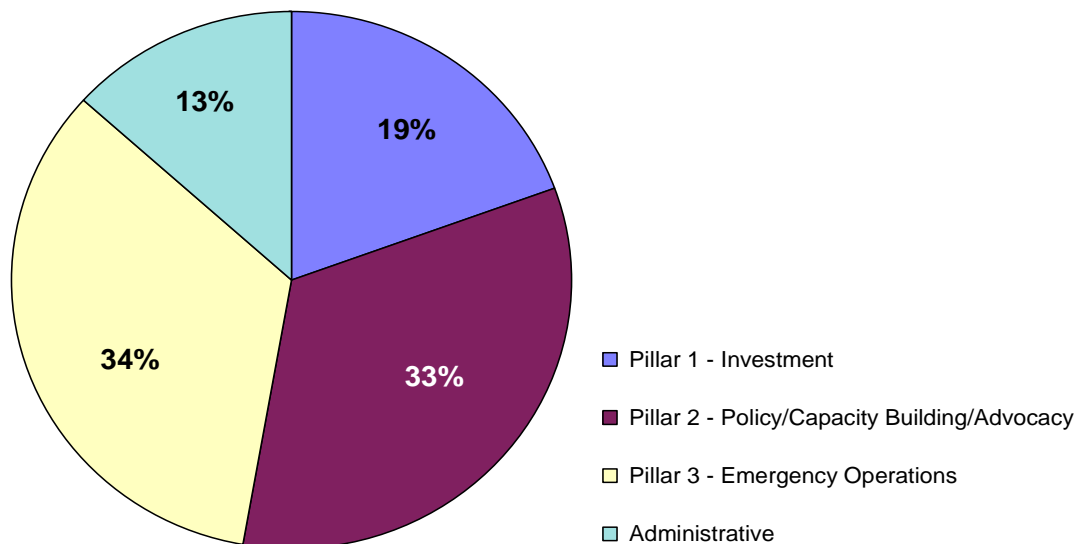


Table 2 shows organizational collaboration organized according to category and scale. It indicates that IFAD/WFP collaboration takes place exclusively at the country level whilst FAO/IFAD and FAO/WFP collaboration takes place at all levels, as does collaboration between all three Rome-based agencies.

Question: what are the most common types of Pillar 1, Pillar 2 and Pillar 3 collaboration?

Question: is their need/scope to increase some types of collaboration?

Question: is there scope to broaden range under different categories (e.g. increase joint operations under Pillar 3?)

Table 2 also shows that Pillar 1 (investment) collaboration takes place mainly at the country level and that Pillar 2 collaboration (policy, capacity building and advocacy) takes place at all three levels. Pillar 3 collaboration is likewise concentrated primarily at the country level. Finally, administrative collaboration is primarily focussed at the global/HQ level. Figures 5-7 provide a more detailed breakdown of this information in chart format.

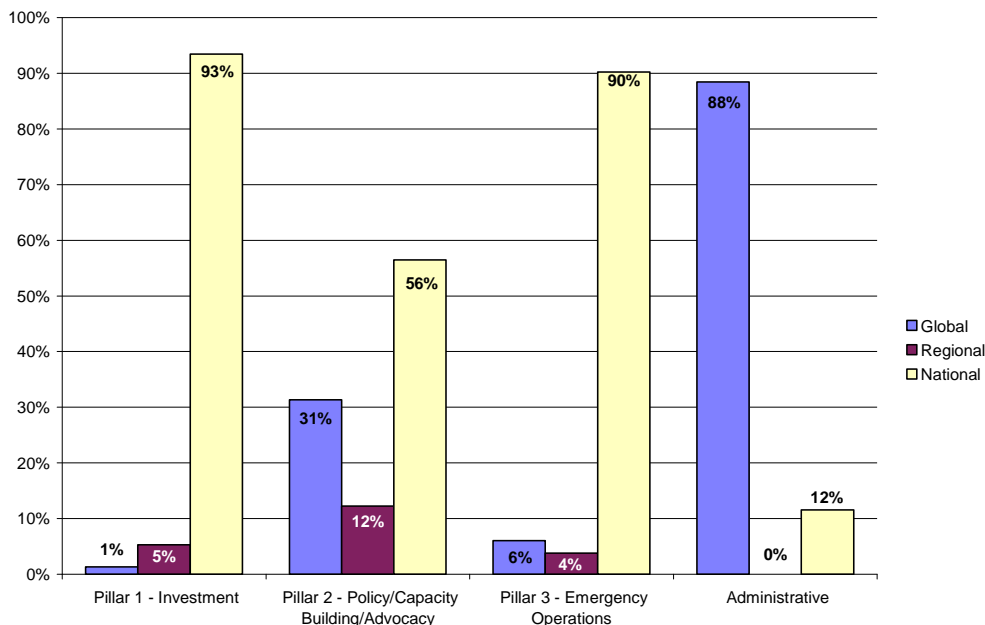
Table 2: Collaboration by agency, geographical scale and category

	FAO/IFAD/ WFP	FAO/ IFAD	IFAD/ WFP	FAO/ WFP	Total
Global					
Pillar 1 - Investment		1			1
Pillar 2 - Policy/Capacity Building/Advocacy	15	19		7	41
Pillar 3 - Emergency Operations				8	8
Administrative	26	4		16	46
Sub-total					96
National					
Pillar 1 - Investment	8	17	10	36	71
Pillar 2 - Policy/Capacity Building/Advocacy	15	8	1	50	74
Pillar 3 - Emergency Operations	8	1	3	108	120
Administrative		4	2		6
Sub-total					271
Regional					
Pillar 1 - Investment	1	2		1	4
Pillar 2 - Policy/Capacity Building/Advocacy	3	12		1	16
Pillar 3 - Emergency Operations		2		3	5
Administrative					
Sub-total					21
Total	76	70	16	230	392
% of Total	19%	18%	4%	59%	

Question: is there scope to broaden collaboration between agencies under some categories – for example, broaden FAO/WFP collaboration to include more Pillar 2 collaboration?to what are the most common types of Pillar 1, Pillar 2 and Pillar 3 collaboration?

Figure 5 shows the share of different types of collaboration that take place at each geographic scale. For example, it shows that 5% of all Pillar 1 (investment) collaboration takes place at the regional level whilst 93% takes place at the national level. It shows

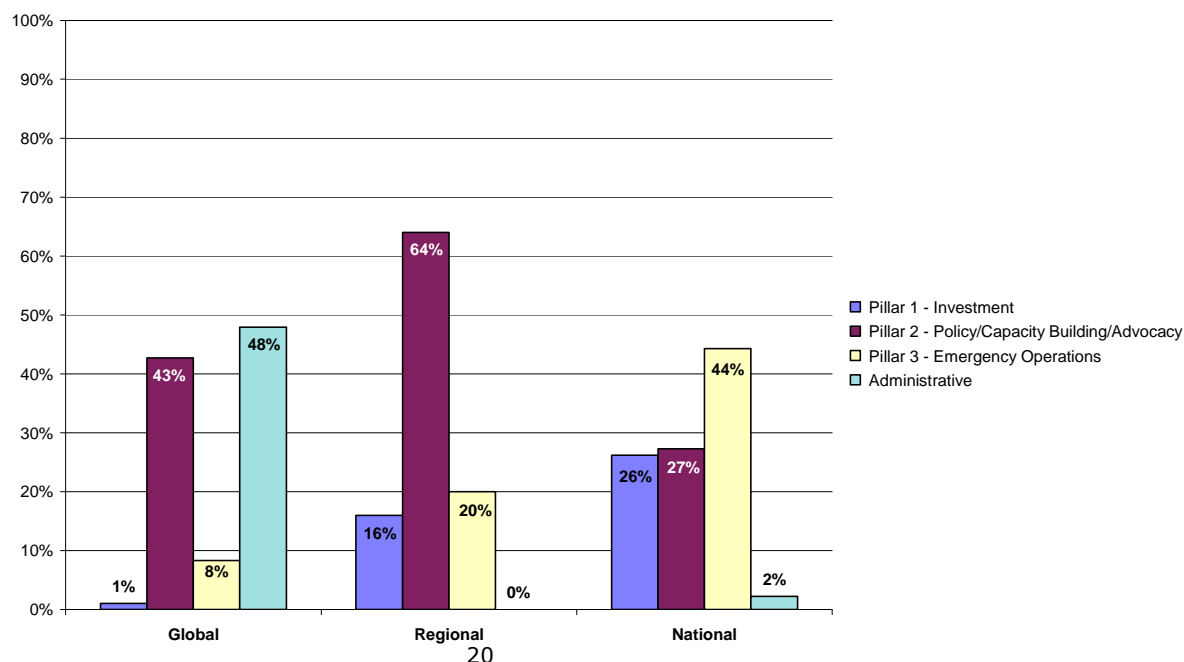
Figure 5: Collaboration - by Category According to Scale



that Pillar 2 collaboration occurs at all levels. Pillar 3 collaboration is strongly concentrated at the national level, whereas in almost complete contrast, administrative collaboration occurs largely at the global/HQ level, with a small amount taking place at the national level.

Figure 6 presents the same information differently. It shows the contribution of each category to the total level of collaboration occurring at each geographical scale (global/regional/national). For example, it shows that 44% of all collaboration at the national level involves Pillar 3 (emergency) activities and that the majority of collaboration at the regional level – 64% - relates to Pillar 2 (policy, capacity building and

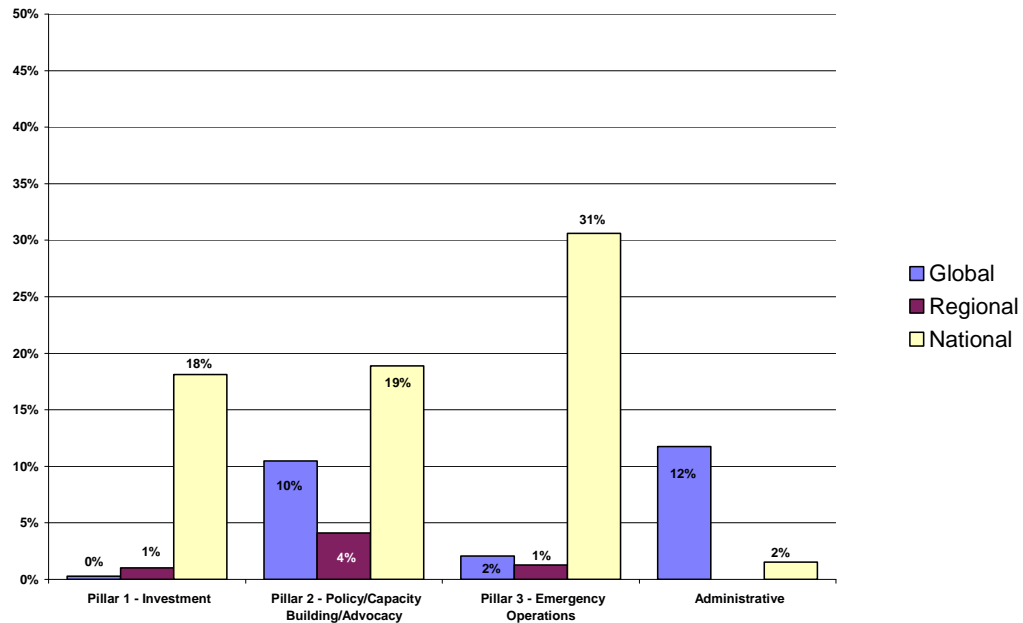
Figure 6: Collaboration - by Scale According to Category



advocacy). It shows clearly that at the global level, the majority of collaboration is related to either Pillar 2 activities or administration.

Figure 7 illustrates each category of collaboration at different scales as a percentage of total collaboration. For example, it shows that 10% of all collaboration involves Pillar 2 (policy/capacity building/advocacy) at the global level and that 31% of all collaboration involves Pillar 3 activities at the national level.

Figure 7: Total Collaboration According to Both Category and Geographic Scale



Question: could Pillar 2 collaboration (policy/capacity building/advocacy) be increased at the national level or global levels?

Question: what are the factors that encourage collaboration on different categories at different geographical scales?

Levels of Collaboration at the Global, Regional and National Levels

	Count	
Global	96	
Asia	3	
Latin America & Carib	5	
Sub-Saharan Africa	17	
TOTAL	121	

1 - ALPHABETICAL								
	Count			Count			Count	
1	Afghanistan	1	27	Gambia	1	53	Nepal	2
2	Algeria	1	28	Gaza Strip and West Bank	2	54	Nicaragua	2
3	Angola	3	29	Ghana	3	55	Niger	7
4	Bangladesh	1	30	Guatemala	3	56	Nigeria	2
5	Benin	1	31	Guinea	5	57	Pakistan	14
6	Bhutan	3	32	Guinea-Bissau	5	58	Peru	5
7	Bolivia	3	33	Haiti	6	59	Philippines	4
8	Burkina Faso	6	34	Honduras	2	60	Russia	1
9	Burundi	11	35	India	5	61	Rwanda	1
10	Cambodia	2	36	Indonesia	2	62	Sao Tome & Principe	1
11	Cameroon	8	37	Iran	1	63	Senegal	2
12	Central African Republic	4	38	Iraq	1	64	Sierra Leone	7
13	Chad	2	39	Jordan	3	65	Somalia	9
14	China	2	40	Kenya	3	66	South Africa	5
15	Colombia	3	41	Laos	2	67	Sri Lanka	4
16	Congo	2	42	Lebanon	3	68	Sudan	4
17	Congo, DRC	6	43	Lesotho	3	69	Swaziland	3
18	Cote d'Ivoire	6	44	Liberia	7	70	Syria	1
19	Cuba	2	45	Madagascar	2	71	Tanzania	13
20	Djibouti	1	46	Malawi	4	72	Timor Leste	3
21	Dominican Republic	1	47	Maldives	2	73	Togo	1
22	Ecuador	1	48	Mali	3	74	Turkey	1
23	Egypt	1	49	Mauritania	3	75	Uganda	3
24	El Salvador	3	50	Mozambique	12	76	Vietnam	1
25	Ethiopia	4	51	Myanmar	1	77	Yemen	3
26	France	1	52	Namibia	2	78	Zambia	7
TOTAL							271	

2 – BY COUNTRY COUNT								
		Count			Count		Count	
1	Pakistan	14	27	Bhutan	3	53	Maldives	2
2	Tanzania	13	28	Bolivia	3	54	Namibia	2
3	Mozambique	12	29	Colombia	3	55	Nepal	2
4	Burundi	11	30	El Salvador	3	56	Nicaragua	2
5	Somalia	9	31	Ghana	3	57	Nigeria	2
6	Cameroon	8	32	Guatemala	3	58	Senegal	2
7	Liberia	7	33	Jordan	3	59	Afghanistan	1
8	Niger	7	34	Kenya	3	60	Algeria	1
9	Sierra Leone	7	35	Lebanon	3	61	Bangladesh	1
10	Zambia	7	36	Lesotho	3	62	Benin	1
11	Burkina Faso	6	37	Mali	3	63	Djibouti	1
12	Congo, DRC	6	38	Mauritania	3	64	Dominican Republic	1
13	Cote d'Ivoire	6	39	Swaziland	3	65	Ecuador	1
14	Haiti	6	40	Timor Leste	3	66	Egypt	1
15	Guinea	5	41	Uganda	3	67	France	1
16	Guinea-Bissau	5	42	Yemen	3	68	Gambia	1
17	India	5	43	Cambodia	2	69	Iran	1
18	Peru	5	44	Chad	2	70	Iraq	1
19	South Africa	5	45	China	2	71	Myanmar	1
20	Central African Republic	4	46	Congo	2	72	Russia	1
21	Ethiopia	4	47	Cuba	2	73	Rwanda	1
22	Malawi	4	48	Gaza Strip and West Bank	2	74	Sao Tome & Principe	1
23	Philippines	4	49	Honduras	2	75	Syria	1
24	Sri Lanka	4	50	Indonesia	2	76	Togo	1
25	Sudan	4	51	Laos	2	77	Turkey	1
26	Angola	3	52	Madagascar	2	78	Vietnam	1
TOTAL							271	