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Collection and analysis of *bilateral* or *tripartite* *work collaboration* in Latin America and the Caribbean

2012-2017



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In case of any discrepancies between the original and the translation, the original language will govern.

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FOREWORD

The core mission inspiring the work of the United Nations region wide is to eliminate hunger and overcome the current levels of poverty in Latin America and the Caribbean. To this end, several agencies have shared challenges and carried out similar activities to respond to the needs of countries and their people

Particularly, FAO, IFAD and WFP have been engaged – in many occasions and in various sectors – in actions driven by the common goal of eradicating hunger and malnutrition while promoting sustainable agriculture and rural transformation, as they offer their specific capacities as agricultural knowledge organization, investment fund for rural areas, and development and humanitarian assistance programmes.

Gathered in Rome by their headquarters, they have shared visions and strategies and have forged a bond of cooperation. Likewise, they have played an important role during the preparation of the 2030 Agenda for Sustainable Development, providing guidance to their Members and assistance in drafting the Sustainable Development Goals.

As these Objectives urge the United Nations system towards a close collaboration, the three Rome-based agencies have decided to enhance their synergies into a strong, extensive and lasting collaboration. Thus, the representatives for the Latin America and the Caribbean region have reinforced this commitment and doubled their efforts to maximize the results.

To optimize mutual collaboration and the joint action required, there is a need to review past experiences, extract lessons learned and recognize the obstacles found. With this objective, the study shall be the result and a new contribution of the cooperation between the three Rome-based agencies of the United Nations (RBAs) to provide a cohesive and efficient response to the whole of society.



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EXECUTIVE SUMMARY

Collection and analysis of bilateral or tripartite work collaboration established amongst the Food and Agriculture Organization of the United Nations, the International Fund for Agricultural Development, and the World Food Programme in Latin America and the Caribbean

Background. The United Nations System has three Rome-based agencies (RBAs) with clear mandates and competences in terms of: (i) promoting sustainable agriculture, natural resource management and behavior of the main food markets; (ii) investments in agriculture, rural inclusion and development to combat the root causes of rural poverty; (iii) combating hunger, achieving food and nutrition security. These three RBAs play a key role in supporting countries to achieve the Sustainable Development Goals (SDGs) expected from them and more particularly in relation to the SDG 2 and 1.

Coordinated action as a goal. A coordinated and complementary action of the three agencies in relation to these targets and objectives is not only desirable but also essential in view of the size of the challenges posed by the 2030 Agenda for Sustainable Development and the significant opportunity to use the accumulated experience, capacities, availability of complementary instruments and prestige of the three Rome-based agencies. At the Latin America and Caribbean (LAC) level, the regional representatives have embraced this challenge and increased coordinated and complementary actions; furthermore, Memoranda of Understanding were recently signed between FAO and WFP, and between FAO and IFAD to promote these actions and ensure their consistency and sustainability.

Work. Beyond reviewing the activities and experiences, the report focuses on: (a) analyzing the factors that have either streamlined, hindered or constrained inter-agency cooperation; (b) assess the coordinated and complementary execution of actions in particular to support countries as they address the ambitious goals set in the SDG 2; (c) infer, based on documents and interviews, the most suitable courses of action to make the presentation and intervention strategies sustainable in time, both by country and by sub-region. All this is geared to producing recommendations for the implementation of these actions in countries selected as pilot, so that their experiences can be replicated by identifying good practices.

Methodology. The current document is not a comprehensive evaluation, nor a systematization of experiences. Three methodological tools have been used: (i) access, reading and analysis of documents and background information; (ii) development of a set of interpretative hypotheses; (iii) interviews.

The study gathers the elements that arise from: (a) establishing a conceptual framework, with the guiding principles, guidelines and challenges defined by the Member Countries of the three agencies and their senior management at a global and regional level to undertake complementary and coordinated actions; (b) survey common documents or documents from the individual agencies on the question related to the collaboration between the RBAs in Latin America and the Caribbean; (c) compare those definitions with real life by exploring pros and cons for joint actions; (d) draw lessons from actions (programs/projects) implemented in the various countries and at the regional level and from the experience expressed by representatives and operations managers in seven countries (Plurinational State of Bolivia, Colombia, Cuba, El Salvador, Guatemala, Haiti and Dominican Republic); (e) generate a set of conclusions and proposals that lead to process guidelines for an Action Plan 2018 in the pilot countries defined by the RBAs' regional representatives in LAC (Haiti, Guatemala and Colombia).

The Collaborative Agenda - Pros and cons. Building a collaborative agenda in the daily action at global, regional and national level demands that each agency overcome inertias and stereotypes consolidated in an imaginary of its own in the countries and globally. This imaginary is expressed in the visions and roles that are automatically assigned to each agency by political leaders, government officials, social leaders, technicians, experts, and public opinion in general. Building this much more collaborative vision into the agencies' actions is a challenge that requires more than the manifest institutional commitments of the agencies' senior management; it requires

an additional planning effort and increases the workload for the representatives and their teams, in addition to demanding specific resources. Offering the various counterparts and partners in the governments of the respective countries different specialized instruments of action and interventions in a coordinated and articulated manner is not the same as offering similar instruments, products and solutions while everybody does the same thing, nor is it the same as implementing out-of-step and disjointed actions, sometimes even overlapping.

Hurdles that need to be surmounted: (a) inter-agency competition for scarce resources; (b) sectoral and fragmented view of the phenomenon of rural poverty and food and nutrition insecurity at the level of public Institutions; (c) deliberate action by government institutions, in the absence of a regulatory cooperation body with political weight that encourages isolated silo work; (d) current stereotypes in society and public opinion in the respective countries regarding the roles of each agency; (e) little reciprocal knowledge and data sharing between the agencies; (f) asymmetries among the three agencies in terms of country presence and deployment in the territories; (g) limited or flawed knowledge on the part of national and local counterparts regarding the mandates, roles and capacities of each agency; (h) technical/administrative procedures and times required for each differ among the three agencies and tend to be excessively long for the implementation needs; (i) imperfect information and the imponderable human factor in the absence of planning and assignment of responsibilities; (j) lack of systematization and diversity of data management systems and knowledge among agencies, which leads to a lack of clear mechanisms for reporting, systematizing, ensuring visibility and sharing lessons learned; (k) failure to allocate any specific resources to create the conditions for joint, coordinated and complementary actions.

Factors to be consolidated and deepened: (a) coordination at the United Nations system level; (b) governments with a clear political/strategic orientation of the role of international cooperation and which issue guidelines and assign responsibilities accordingly; (c) good interpersonal relationships between the agencies' Representatives and/or the technicians and experts at the country level; (d) coordinated and complementary actions at the Regional level, both in integration bodies, as well as in forums and platforms for policy dialogue; (e) excellent public image of the United Nations system and the three RBAs; (f) organizational and logistical capacity to carry out territorial deployment of specialized technical equipment; (g) added capabilities to reach the governments in the three levels of state organization, with systemic views and multisectoral and multidisciplinary intervention proposals; (h) technical and institutional capacity and legitimation for the transfer of capacities both in the state -especially at local government levels- and with civil society organizations; (i) ability to combine humanitarian assistance, resilience building, and agricultural and rural development; (j) combined technical/institutional capabilities to set up public/private risk management systems and mechanisms; (k) budding registration processes, systematization of joint coordination and complementation experiences.

Attributes of each of the three agencies that are highly appreciated by the interviewees and that are key to joint interventions: (a) the capacity shown by WFP to intervene in the face of humanitarian crises and environmental catastrophes by mobilizing material, human and financial resources, using a qualified know-how in logistics and organizational matters, and institutional procurement mechanisms as well as its ability to provide technical assistance to promote local and social development and its extensive presence in the field to implement resilience programs; (b) the territorial deployment of the FAO teams, with experts in agriculture, sustainable management of natural resources, rural development, organizational strengthening, creation of social and human capital, organization, conditioning and distribution of production, and access to markets by farmers to reach consumers with nutritious, quality and safe food; (c) IFAD's ability to provide specific and highly targeted -with respect to the area, rural development, and, to the targeted population, small farmers and rural poverty- financial resources from its operations; its capacity, as an international financial institution, to leverage investment resources from other sources that complement and often even surpass IFAD's own resources; and to create and strengthen public and citizen institutions for rural development, based on loans or donations.

Dissemination and advocacy. Especially remarkable are the joint dissemination and advocacy actions, as well as the technical assistance geared to improve legislation in national parliaments and the role of facilitators in critical/sensitive issues or scientifically or technically complex matters among officials and technical experts of agencies dependent on the executive power, law-makers and civil society. Topics such as food security and nutrition law, natural resource management, humanitarian crisis management and women's rights have received

support from the United Nations agencies, and especially from FAO and WFP. Similar actions are mentioned in regional spaces, such as the Community of Latin American and Caribbean States (CELAC, in Spanish), the Central American Integration System (SICA) and MERCOSUR.

Pilot Countries. At the LAC level, the three RBAs have manifested the common objective of starting collective actions in three priority countries: Haiti, Guatemala and Colombia, where the respective representatives at the country level have already begun conversations in this direction, supported by the various joint actions that have already been implemented in them. This decision is in keeping with the idea of approaching the complementation and articulation of RBAs' actions related with the 2030 Agenda as a process, which should cease to be casuistic and be guided by a strategic action plan that could: (a) be systematized (isolating non-manageable contextual factors) and defining baseline and target indicators (outcomes); (b) complete some stages of joint analysis and planning on the problems faced in each country (including their territorial distribution); (c) be arranged with the relevant government authorities based on a common offer interwoven with the national development plans; (d) allow the definition of courses of action (programs and projects), complementing action and intervention tools, human and financial resources, as well as leveraging other resources from the governments themselves and from donors.

Proposal for the guidance of actions: (a) systematize and deepen the knowledge of the experiences on joint actions carried out in the period analyzed; (b) describe tasks and responsibilities, evaluation and results; (c) assign specific and special resources in each of the agencies, consistent with the level of demands and objectives proposed; (d) calendarize meetings between the Representatives, coordinated with a previously agreed agenda; (e) define the work modality; (f) link with the United Nations country system; (g) develop a timetable for dissemination and advocacy actions on the challenges the country faces moving forward to meet the specific targets for the SDG 2; (h) strengthen the agencies' installed capacities in the countries and expand the interlocutors and stakeholders; (i) jointly plan the shared visions, proposals and strategies vis-à-vis the donors, showing synergies and complementation of capacities and resources.

2018 Plan of Action in the pilot countries. Distribute several technical tasks among the agencies based on their capacities and availability of resources in the country, including: (a) data collection for the analysis and systematization of the national context and especially applicable to the territories in which the operations and actions in questions would unfold, including the political, institutional, economic and social issues; (b) analysis of national strategies and current policies in relation to the SDGs and in particular to the SDG 2 in the specific operation; (c) analyze together the demands presented by the government for the territory or territories covering: (i) local institutional framework, convener institutions and those to be subsequently involved, as well as civil society and private sector organizations; (ii) physical, productive, environmental, and social characteristics related to the food and nutritional security of the territories where interventions are to take place; (iii) problems to solve; (iv) inventory of the human, technical and financial capacities and resources available to the RBAs and which would be allotted to the coordinated actions; (v) deployment in the territories; (vi) other potential partners that could be called upon by the United Nations system, based on their technical, organizational and logistics needs; (vii) donor or government resources available for the joint initiative; (viii) design of the project document detailing all the commitments related to the execution of the activities; (ix) appointment of a steering committee in the field for the project/program responsible for monitoring its implementation.



1. BACKGROUND

1.1 INTRODUCTION

In September 2015, the United Nations General Assembly approved a global framework for actions of the System in order to achieve sustainable development worldwide by 2030. The Sustainable Development Goals (SDGs), implemented under the leadership of the Governments, engage states in granting resources to achieve the specific goals established in each of the SDGs, and aligning with them their respective plans or strategies for human, economic and social development. Thus, the United Nations system shall develop a closer relationship and coordination among all its agencies.

Regarding the SDGs and especially the SDG 1 and 2, the United Nations system holds three of the major agencies specialized in agriculture (broadly defined), food security and nutrition, and investment for the development of rural territories and communities (FAO, IFAD and WFP). In turn, these agencies start from common goals but have specific mandates and to comply with them, they apply different systems in governance, administration and management, work strategies and methodologies, and hold different technical and operational capacities.

Their Strategic Frameworks guide the diversity of their actions in common themes that, simultaneously, are critical for the sustainable and balanced development of the planet, such as ending poverty, hunger and malnutrition and creating conditions for sustainable agriculture (respectful with the planet's natural resources) and capable to feed a growing population.

In addition, the RBAs have developed networks with partner institutions and organizations at global multilateral, regional and country levels, within which these networks are deployed at a governmental and civil society levels, as well as in the private and the academic sector. These networks and platforms offer various approaches to address common problems that enrich their interpretation and the set of actions for their solution.

1.2 BACKGROUND ELEMENTS - PRIORITIES IN LAC

The Latin American and Caribbean region had a positive performance in reducing poverty, extreme poverty and, in particular, rural poverty. Thus, between 2002 and 2012, poverty fell nine percentage points and extreme poverty fell eight points. In the last five years the reduction remained stable, but at lower rates. The information provided in various reports issued by multilateral organizations of the United Nations, such as the World Bank, FAO and IFAD¹ is consistent in this matter.

However, we can see persistent structural gaps affecting rural territories and causing high vulnerability in the population and a significant risk to have part of it falling again in poverty or extreme poverty. There are still high levels of inequality and 30% of the population in LAC appears exposed to conditions of poverty in rural territories.

The recent report «The State of Food Security and Nutrition in the World 2017: Building resilience for peace and food security» underlines the fact that during the last decade, countries of the region leading the reduction of poverty and hunger, as Brazil, showed a slowdown in their process and the trends have even reversed lately.

The reduction of poverty in rural areas was based on three complementary and converging phenomena: (a) the growth of national economies and the subsequent availability of budgetary and financial resources to invest in eliminating poverty and favoring rural development; (b) the expansion of international and national food demand, generating a favorable scenario for farmers' income, for public and private investment in rural areas and for the generation of employment; and (c) important public policies focused in social justice through the redistribution of national income to the most disadvantaged and vulnerable sectors.

However, the situation in the last three/four years became more complex based on the following phenomena: (a) governance crisis in major countries region wide; (b) changes in the political approach (centralization of public policies) on economic and social development in some countries; (c) changes in the direction of financial flows towards emerging countries and particularly to LAC, reducing the

availability of resources for investment; (d) lower growth rate of national economies and therefore less fiscal revenues to invest in rural territories; (e) failures in institutional leadership regarding competency in terms of addressing the elimination of poverty, food security and nutrition in rural areas; (f) the direct linkage and increase of poverty and hunger in countries and territories suffering armed conflicts, public insecurity, growing crime, violation of human rights and humanitarian crises; (g) in particular, LAC countries with a greater dependency on very specific markets such as the United States of America's have suffered the severity of the global economic crisis.

These and other factors resulted in a slowdown in poverty reduction region-wide and, even by 2017, a further increase in levels of poverty and extreme poverty in some countries.

1.3 THE 2030 AGENDA FOR SUSTAINABLE DEVELOPMENT AND SDGs 1 AND 2

The 2030 Agenda constitutes one of the broadest and most demanding global commitments engaged by humanity to comply over the next 15 years. The action plan of this Agenda holds 17 Goals and 169 Targets.

The SDG 1 states: «End poverty in all its forms everywhere». It is assumed that poverty is generated by multidimensional factors and therefore ensuring sustainable livelihoods goes beyond the lack of income and resources.

The SDG 2, “end hunger, achieve food security and improved nutrition and promote sustainable agriculture”, underlines the need to develop and complement joint strategies and actions.

1.4 ANALYTICAL THEORETICAL FRAMEWORK

Between 2012 and 2017, the three RBAs developed joint actions with different scopes and depths at different levels: (a) regional, for LAC; (b) sub-regional, considering South America, the Caribbean and Central America; (c) national, in several countries of the region where the three RBAs are present. These actions have been compiled and informed on a regular basis to each Agency's governing and steering bodies, to the FAO Council and to the Executive Boards of

IFAD and WFP².

Likewise, these activities incorporate and share experiences, tools and capacities available on each agency in thematic areas such as: (a) dissemination of SDGs 1 and 2 and their targets; (b) promotion and dialogue on public policies; (c) strengthening resilience in rural communities and in small farming production; (d) response in humanitarian crises; (e) actions to respond in climate catastrophes or in the effects generated by climate change; (f) recovery and conservation of affected fragile ecosystems; (g) technical and financial support to generate structural and institutional changes (capacity building) reducing risk levels and vulnerability of countries facing natural or humanitarian disasters; (h) technical and financial assistance to increase productivity in sustainable agriculture and to strengthen market systems fostering the insertion of small family farming in them; (i) knowledge management, exchange of experiences, South-South and Triangular Cooperation.

The Members of the three RBAs required the preparation of a joint document, to be taken as the analytical framework for this study. The document clearly details the mechanisms that would be brought by the three entities before countries to reach the targets and goals established in the Agenda. In fact, this document³ - produced and submitted to the respective governing and steering bodies -proposes common strategies and joint mechanisms that may be implemented from the various mandates, capacities, governance systems and specializations of each one to assist countries in the achievement of the stated objectives.

It is addressed therein that the collaboration among the RBAs in the SDG 2 should be based on four pillars: (i) joint work at a regional and country level; (ii) cooperation at a global level; (iii) collaboration in specific areas of knowledge, complementing and coordinating each one's capacities; (iv) the provision of common corporate services for countries.

This should be translated into agreements for the coordinated execution of functions such as: (a) analysis and interpretation of the various contexts and strategic planning processes; (b) actions and interventions; (c) communication; (d) monitoring

² See the list of revised documents.

³ “*Collaboration among the United Nations Rome-based Agencies on the 2030 Agenda*”.

systems, organization of information and reporting⁴ of actions and their results to their respective headquarters, following their procedures and mechanisms.

The above should be reflected in: **(a) planning a joint work**, maximizing synergies and building convergences on the main focus (hunger and malnutrition), avoiding unnecessary overlaps and duplications; **(b) achieve a greater coordination** of actions and maximize their effectiveness, based on their strengths and technical capacities, different governance structures and systems, business models, funding cycles, specific donor priorities, financial development tools, organizational culture, levels of decentralization, presence in countries and territorial deployment; **(c) overcome the most frequent** restrictions and the constraints in partnership building amongst agencies at different levels of action such as: (i) competition for resources; (ii) diverging priorities in countries; (iii) asymmetries in operation scales; (iv) inertia and comfort zones impairing agreements in terms of defining when, where and how to operate based on the demands received in each country; (v) at a regional level, select a set of priority countries⁵, thematic areas for joint development and follow-up and monitoring systems on progress and results.

For the purposes of this study, it is important to highlight the recommendation of the document analyzed in terms of exploring **new modalities of sectoral mainstreaming**. This involves promoting shared visions for inter-institutional operations amongst the different levels of state organization, starting from the dialogue with government counterparts. Each agency should seek and establish a political dialogue and a commitment to collaborate, beyond the government entities that have traditionally been their main counterparts, and induce governments to build more systemic visions and inter-institutional actions, fostering donors to support this type of approach in order to solve multicausal problems such as food insecurity and poverty.

4 Reporting: administrative systems and tools to inform actions, applied resources and results obtained, focused and designed specifically in common actions of the RBAs.

5 In LAC, in early 2018 Haiti, Guatemala and Colombia have been defined to begin the joint activities, starting from information exchanges, the elaboration of common visions in country contexts, ongoing actions mapping and available capacities and the dialogue with counterparts, already started in those countries by the respective country offices and among them.

At the global level, issues related to the 2030 Agenda - in particular SDG1 and SDG2 - are addressed in multiple international intergovernmental⁶ forums and multi-party⁷ networks or platforms where the three agencies have a presence, an active participation and a hierarchical voice. In those scenarios, they play a highly relevant leadership role, serve as hosts and grant technical, administrative and logistical support in their performance.

In LAC, the three organizations have the opportunity to broaden and deepen a joint presence by collaborating in the construction of common agendas of several regional and subregional multilateral organizations. The Community of Latin American and Caribbean States (CELAC), the Union of South American Nations (UNASUR), the Central American Integration System/ Central American Agricultural Council (SICA/CAC), the Caribbean Community (CARICOM), the Specialized Meeting on Family Farming of MERCOSUR (REAF), the Andean Community (CAN), the Latin American Integration Association (ALADI), the Forum of the Americas for Agricultural Technological Research and Development (FORAGRO) and the Regional Fund for Agricultural Technology (FONTAGRO) are examples of a regional integration process of variable geometry, where various initiatives and regional institutions are linked in terms of their objectives and their actions, forums for political debate, and spaces of South-South and Triangular Cooperation. Within the framework of the OAS, there is also the Inter-American Institute for Cooperation on Agriculture (IICA) as a specialized institute in agriculture and rural development, which develops multiple technical cooperation regional projects and programs in countries of the region in areas related to the SDG 2.

6 Information System on Agricultural Markets (SIMA), Committee on World Food Security (CFS), United Nations Framework Convention on Climate Change (UNFCCC), Conference of Parties 21 and 22, Global Food Security Cluster, Globally Important Agricultural Heritage Systems (GIAHS), G20, Habitat III, the State of Food Insecurity in the World (SOFI); CGIAR - Third Global Conference on Agricultural Research for Development and CGIAR Partner's; Zero Hunger Challenge.

7 WFP: Food Security Information Network; Scaling Up Nutrition Movement (SUN), Global Food Security Cluster. IFAD: International Land Coalition; Indigenous Peoples' Forum of; Farmers Forum; Platform for Agricultural Risk Management; Financing Facility for Remittances. FAO: Global Forum on Agricultural Research; Agricultural Market Information System; Global Agenda for Sustainable Livestock; Global Partnership for Climate, Fisheries and Aquaculture; United Nations System Standing Committee on Nutrition.

1.5. MEMORANDA OF UNDERSTANDING SIGNED AT REGIONAL LEVEL

At a regional level, the Representatives of the three agencies have signed major memoranda of understanding between FAO and WFP, FAO and IFAD, and WFP and IFAD respectively. Those agreements strengthen the work and joint cooperation amongst them, deepening the impact of their actions in support of the Sustainable Development Goals for Latin America and the Caribbean.

Likewise, FAO signed a Memorandum of Understanding with IICA in order to strengthen the technical cooperation granted by both entities to their Members through joint action. This agreement is focused in: (a) improving inter-institutional effectiveness; (b) designing and implementing joint projects to complement capacities (particularly in the Central American Dry Corridor, the Colombia Peace Agreement and the agricultural and rural development of the Caribbean); (c) investigating and elaborating analytical documents related to the targets of the SDGs of the 2030 Agenda; (d) delivering coordinated responses to the demands of countries.

2. STUDY DEVELOPMENT

Objective: Collect and analyze bilateral or tripartite work collaboration established amongst FAO, IFAD and WFP in Latin America and the Caribbean (2012-2017).

The work consisted in: (a) clearly establish the conceptual framework, directions, guidelines and challenges defined by the Members of the three organizations and the senior management at global and regional level in order to establish complementary and coordinated actions related to the targets of the SDG 2 for countries' support; (b) draw up documents -of common or individual nature- on collaboration amongst the RBAs in Latin America and the Caribbean; (c) compare those definitions with reality, exploring pros and cons for joint actions; (d) draw conclusions from reviewed actions (programs or projects) developed in various countries at regional level and from the experience expressed by representatives and operation managers in seven countries; (e) propose a set of initiatives for action to overcome the operational challenges defined.

3. METHODOLOGY APPLIED

3.1. STAGES

The work stages were: (i) an adjustment of objectives, expected results and leveling of expectations with the focal points in the three entities; (ii) analyzing documents and secondary information holding background on coordination and organization initiatives amongst the strategies and actions; (iii) reviewing documents on joint activities region-wide and in the mentioned countries (strategic framework documents) during 2012-2017; (iv) designing a hypothesis system to understand - in the current regional context - the existing pros and cons for a coordinated and organized action; (v) preliminary interpretive report for the reception of comments or adjustment proposals from focal points; (vi) designing a questionnaire containing organized questions and remote interviews with FAO and WFP representatives, and with IFAD operations managers in each of the countries defined; (vii) processing the interviews' results, analyze them and prepare a preliminary final report with conclusions based on the evidence collected; (viii) submit the report to the opinion of the focal points of the three agencies; receive comments, suggestions for adjustments and clarifications; (ix) proceed with the drafting of the final report.

3.2. INTERPRETIVE HYPOTHESES

Previous to the design of hypotheses, the documents analyzed rendered some assumptions as of: (a) clear mandates at the highest political-institutional level of the three agencies and of the entire United Nations system; (b) commitment of the three Regional Representatives and the hierarchical staff in the regional offices (FAO and WFP) and in the LAC Division in the case of IFAD; (c) increasingly complex and urgent demands from governments regarding compliance with the SDGs and especially with the SDG 2; (d) ongoing coordination processes, both at a country, subregional and regional levels, and memoranda of understanding signed or in process of signature by agencies engaged in the coordination of activities; (e) scarce resources granted by donors and demands for effectiveness and efficiency in the implementation of programs and projects.

Each hypothesis was elaborated linking the dependent variable with a set of 5 to 7 independent variables.

A) HYPOTHESIS 1:

From an analytical point of view, the evidence emerging especially from the interviews confirms that «*the collaboration amongst the RBAs will be effective as long as the following factors are **confirmed***»:

- **Improvement in the quality of information.** There must be deliberate and planned mechanisms and actions amongst agencies and between them and the various government related stakeholders regarding information management that clarify and clearly expose a crucial aspect for the complementation that implies starting from knowing and valuing differences in: (i) governance mandates and systems; (ii) capacities and instruments available for action; (iii) technical-administrative systems for the implementation of programs and projects; (vi) resource availability and access.
- **Increase knowledge and assessment.** Knowing, recognizing and assessing the diversity of work methodologies and instruments for the execution of technical services and the application of resources, territorial deployment, alliances, and platforms with local parties and relative transaction costs in the implementation of actions amongst agencies and between them and the various government-related stakeholders.
- **Anchorage.** Coordination and organization actions are more effective when they are aligned and reflected in goals, targets, expected results, territorial and beneficiary coverage, thematic areas and specific actions, to general documents such as the UNDAF, the Country Strategic Frameworks of each Agency and the National Development Plans or Programs guiding each government actions linked to the SDG's targets.
- **Project cycles.** The foregoing should result in a harmonization of the «project cycle» applied/ deployed by each agency with the respective government. For this to be effective, to maximize timeframes and reduce transaction costs of coordinated and complementary actions, technical teams of the three agencies shall hold periodic and systematic meetings (not random) to analyze, define, design the implementation, allocate technical and financial resources, and perform negotiations and adjustments with government entities on the interventions organized.
- **Visibility.** lessons learned and reporting. The visibility of the coordinated and organized actions amongst the three agencies, their evaluation and

systematization and - what is more important - the lessons learned, will depend on their agreement in compatible and simple systems (that do not consume too many resources) in terms of information and knowledge management, monitoring and evaluation, and systematization of experiences. For this purpose, it is essential to harmonize the various reporting systems.

- **Financial resources access.** Faced with increasingly scarce resources from donors (vision on middle-income countries) and governments (fiscal constraints), competition deteriorates the image of cooperation, generates overlaps and differences in inter-agency relations and with governments as well. The inclusion of coordinated or complementary actions organized in national plans, investment strategies and project cycles, as well as formally agreed mechanisms among agencies for administration, management and accountability of resources, facilitates management and enhances the potential of cooperation and complementation.
- **Interpersonal relations.** Although it is obvious, the good interpersonal relations between the national teams of the different agencies facilitate and make more effective the coordination and organization of actions. It has been noted that this factor should not be randomized but stimulated from specific, scheduled and organized meetings among teams. For this purpose, it is crucial to include the objective and its results in the Terms of Reference and human resources evaluation systems of national offices and to allocate specific budgetary resources for this.

B) HYPOTHESIS 2:

From an analytical point of view, the evidence emerging especially from the interviews verifies that *«the collaboration amongst the RBAs will be effective provided that the following restrictions are addressed»:*

- **Overcome the sectoral vision.** To reach the targets defined in the SDG 1 and 2, there are certainties regarding deepening the systemic and interdisciplinary approaches, since it deals with addressing complex problems generated by multiple causes and, therefore, from agencies and governments, sectoral approaches are «necessary, but notoriously insufficient». Interviews and

documents underline that in order to move from this certainty to concrete actions, the agencies (alone and together) must look for new partners and interested parties, overcome inertia and leave the technical-professional comfort zone. Specifically, they shall coordinate the development of new cooperation partnerships, expanding the technical/professional intervention areas and generating new spaces for dialogue on public policies where all agencies, public institutions and civil society may participate. For this to be effective, it is necessary to plan and include it as a concrete activity in plans and programs.

- **Asymmetries.** Overcoming the vision of asymmetries in terms of the amount of human, economic, technical and logistical resources as well as territorial deployment held by agencies in the country as a limiting factor; seeing it and using it as an opportunity to complement actions. Thus, it is crucial to reach institutional and technical agreements.
- **Leadership and support.** Closely related with the previous point, clearly define the roles of the leading agency and those supporting each project (technical-administrative, operational and logistic) in planning processes and design of coordinated or organized operations, as well as establishing formal mechanisms for joint guidance of the implementation.
- **Costs and procedures.** If one of the results sought in interagency support and organization is the efficient and effective use of scarce resources and the reduction of transaction costs, it is necessary to generate political-institutional and technical-administrative instances aiming at aligning or at least agreeing cost levels for the implementation of programs or projects and the use of resources and, at the same time, the administrative systems to be used, preventing the duplication of costs and procedures. This subject is critical in the dialogue with government institutions, and also in the dialogue within each agency.
- **Overcoming stereotypes, traditions and routines.** This issue requires agreements amongst agencies that shall be disseminated amongst all parties, maximizing the advantages of flexible interpretation of mandates, strategic definitions and the complementarity of intervention methodologies and specific instruments.

- **Changing the competition for resources' image.** In this point, it is necessary to start from analysis, joint planning and shared designs. The frequent and systematic mechanisms for dialogue on policies, planning and design generate conditions to show governments and donors a strong image and concrete strategies of coordination and organization.

3.3. INTERVIEWS

Interviews to 18 staff members have been undertaken, including FAO and WFP representatives and IFAD operations managers, of 21 originally planned. In several interviews, technical staff accompanied the representative from the corresponding office to provide relevant details and information for the interpretation of the experiences mentioned.

During the conference held with the three focal points it was agreed that countries to be covered would be: the Plurinational State of Bolivia, Colombia, Cuba, El Salvador, Guatemala, Haiti and the Dominican Republic. Likewise, the importance of looking carefully at Mesoamerica and the Caribbean subregions as such has been noted.

The interviews were driven after the interviewees received a working document⁸ with an introduction to the research, conceptual aspects, a methodological guideline and open questions.

It is worth highlighting the willingness and collaboration of all the interviewees, as well as the quality of the information shared and the clear interest in finding concrete mechanisms and instruments that, beyond difficulties, allow to advance and specify this type of subsidized and complementary actions.

3.4. REVISED EXPERIENCES

Several experiences of joint, coordinated or complementary work found in the documents revised or indicated by focal points and by the interviewees were reviewed. Experiences are diverse. Many of them focus on dissemination and promotion actions in each country with government institutions, civil society, the

private sector and public opinion in general regarding the SDGs, their targets and commitments and their relationship with the country's conditions in food security and nutrition. It also identifies technical assistance actions, channeling of South-South Cooperation, institutional strengthening and capacity-building in the state, improvements in the quality of legislation and in regulations related to food security and nutrition, building resilience and development for territories and vulnerable rural communities. Other actions are of operational nature, coordinating efforts at the level of territories and acting on rural communities, small family farming, municipalities and mayoralties to increase food supply and variety, food access for vulnerable population, producers' access to the market, logistical aspects for the management of agricultural production and distribution, the strengthening of civil society organizations (producers and consumers), and government procurement systems. In these cases, usually the coordination and complementation amongst entities occur at a territorial or local level and each agency puts at the service of the executing units their best skills and instruments. It is true that in many cases and particularly in some countries recent history also marks experiences of disagreements and overlaps.

The elements identified at first as relevant to illustrate approaches, strategies, attitudes, mechanisms, instruments and operational practices that both facilitate/promote (pros) or hinder (cons) joint actions among the RBAs are defined therein. It is worth mentioning examples such as Guatemala, Colombia, El Salvador and the Central American Dry Corridor.

A. GUATEMALA

The experiences of cooperation and complementation amongst the three RBAs in this Central American country are valuable as they contain several factors considered in the hypotheses as positive to generate greater complementarity and organization of actions.

Clear demand and precise focus on actions executed by the Government towards agencies. The Government directs its public investment strategy and its policies to reduce food insecurity and malnutrition in the country from the increase and diversification of food supply, strengthening agriculture and family farming to render productive systems sustainable and to facilitate the insertion of producers in the various markets.

⁸ See Annex II – Guidelines and questions for interviews.

Complementation of capacities and leadership among agencies on a key problem. At the same time, collaborating in the construction of resilience factors in the rural population and in rural family farming in phenomena generated by climate change, especially the long periods of drought and the environmental deterioration of ecosystems.

Spaces for inter-agency and inter-institutional dialogue. Actions are discussed and programmed in a common interagency and inter-institutional scenario as an ad hoc mechanism where, quite frequently and continuously, agencies analyze, discuss and prepare proposals regarding the national context and the definitions of public policies by the Government.

Government that stimulates inter-agency coordination and articulation. The Government encourages, from the Ministry of Foreign Affairs, the Secretariat of Planning and Programming of the Presidency (SEGEPLAN) and the Secretariat of Food and Nutrition Security (SESAN), the actions coordinated and articulated among the agencies of the United Nations system, not only among the RBAs, through arrangements and work agreements.

Anchoring within and with the United Nations system. Joint and coordinated or complementary actions are aligned in the United Nations Development Assistance Framework (UNDAF) and in National Programs such as the K'atun National Development Plan.

Wide institutional and territorial coverage. The joint and coordinated actions take place at 4 levels: (i) a macro level in-country through the SEGEPLAN, the National Council for Food and Nutritional Security (CONASAN), the Secretariat of Food and Nutrition Security of the Presidency of the Republic (SESAN), the Ministry of Social Development (MIDES), the Ministry of Agriculture, Livestock and Food (MAGA), and the Ministry of Public Health and Social Assistance (MSPyAS), for the design of public policies related to the «Hunger Zero» goals in Guatemala, improving national law, capacity building in public sector and dissemination of the SDG 2; (ii) a national level of state organization through the sectoral ministries involved; (iii) a local level with municipalities and mayoralties working through rural communities and rural family farming; (iv) a Central American regional level based on actions coordinated in the framework of the Regional Program for the Central American Dry Corridor and the SICA.

Successful experience in joint projects. The three

agencies work together in the implementation of several projects at national and local level. Some of them are led by one specific agency and supported by the others, and vice versa. One example is the diversification of food supply and the increase in the production and productivity of basic grains. In this case, the WFP channels food aid, assists in the organization and logistics and develops new market opportunities; FAO provides technical assistance in production systems, the organization of production and the strengthening of rural family farming organizations; and IFAD funded investments for on-farm production and for the conservation and marketing of grains.

Policies and instruments in emergency, resilience and development. The agencies work together on the systematization of transition among emergency response, resilience and development to achieve structural changes in the supply and distribution of food to achieve the «zero hunger» goal.

B. COLOMBIA

Complex context in several dimensions. The case of Colombia shall be highlighted as it is very illustrative for several reasons: (a) political-institutional; (b) serious inequalities in economic, social, human development, food access and poverty scopes; (c) the impact of climate change in certain departments or municipalities; (d) the challenges of implementing the restitution of rights to indigenous communities, the peasantry and the vulnerable population in rural territories based on peace agreements.

Implementation of peace agreements and the role of the United Nations: prestige and presence. In Colombia, the experiences of organization and support among agencies emerged under the backdrop of the prominent role that the FARC and the Government of Colombia gave to the United Nations system in the framework of the negotiations (first) and implementation (after) of the peace agreements. The restitution of rights to the victims of violence - especially in rural territories - is the cornerstone of peace and stability in Colombia. Within the United Nations system and regarding rural areas, both the FARC and the Colombian government assigned to the Office of the Resident Coordinator, to FAO and to the United Nations Development Program (UNDP) relevant and leading roles in matters related to technical cooperation and resource channeling. Especially the WFP, but also the World Health

Organization (WHO), UNICEF and UN Women have very important roles in dealing with humanitarian and emergency issues. Clearly, the WFP acts in building institutional capacities and in civil society to design and implement transition systems between resilience and development actions. FAO has a key role in the implementation of decisions arising from the «Chapter 1 of Havana» and the restitution of rights in rural territories (especially land tenure), the right to food security and nutrition, rural development and the institutional changes necessary for this, for which it coordinates actions and projects with the WFP. At the national or global level, both the System as a whole and the RBAs develop dissemination/information and promotion actions linking the SDGs in general and in particular SDGs 1 and 2 with the process and challenges faced by Colombia in the post-conflict era.

State and Government, priorities. The Government priorities are expressed in the National Development Plan: (a) Peace; (b) Equality; (c) Education and (d) Rural Transformation that, in turn, drives international cooperation to work in several «Strategic Axes». One of them is the **construction of capacities in local governments** through technical assistance, training of technical staff and officials, South-South and Triangular Cooperation. This axis is especially critical in rural territories where for decades (of conflict) the state has shown a serious weakness to exercise its authority and, in many regions, in fact, it has been absent. Another axis is food access and the rights of the excluded population, victims of violence. At this point, actions of WFP, FAO and IFAD converge, since in order to assist the poorest population of several municipalities and departments, it is crucial to build systems evolving from the humanitarian and environmental emergency to resilience in certain territories, a greater food supply in quantity and nutritional quality, and systems to benefit from seeds, storage, transportation and distribution. **Ending malnutrition** is other strategic axis where FAO and WFP are involved with the vulnerable population (indigenous and ethnic communities) through actions and programs of technical assistance, social protection, resilience, and organizational strengthening. Finally, the three RBAs work on several local projects, in a coordinated manner, in the **«Construction of Sustainable Food Systems»** and environmental recovery.

Institutional reforms. To carry out this program, achieve results in each of its Strategic Axes and provide a quick and effective response in terms of restitution of rights to the victims of violence, the Government of

Colombia has developed a series of deep institutional reforms in agricultural and rural governance, creating new agencies and specialized government funds (land, rural development, rural finance, land renewal) in close coordination with international cooperation.

Funds, access and competition. All the above mentioned has motivated the agencies to work together or in coordination - especially in the territories - complementing capacities and instruments and channeling financial resources from various sources: special funds of the United Nations (multi-donor), countries or blocks such as the European Union and donor institutions, multilateral banks and government resources (Colombia in Peace Fund). In this sense, there are contradictory testimonies in complementation and organization, as in competition amongst agencies to reach them. In many cases, the action of the Government and of funds and donors themselves establishes the need to create consortiums to access them, which generates a positive praxis for planning and joint design of the interventions.

Asymmetries and territorial deployments. Even though this factor might be considered a disadvantage, in Colombia it can be transformed and in fact it is for many successful interagency experiences in rural territories, as an opportunity to complement capacities and instruments amongst FAO, IFAD and the WFP. We can find some organized or coordinated experiences in the Departments of Guajira, Chocó and Cauca.

Experience of successful joint projects. As an example of territorial programs, FAO and WFP are implementing a pilot program called **«Opening markets for small farmers»**. Under this framework, FAO, WFP and government partners developed a project to increase small farmers' access to markets, increase their productivity and support the Government to enlarge farmers' purchases for their institutional programs. The initiative was implemented in two departments of Colombia, with around 300 participants from small producer's associations. The success of this initiative was the result of the complementarity between both organizations and the coordination of South-South Cooperation, especially with Brazil. The Government of Colombia hopes to scale and replicate the instruments applied in this program.

C. EL SALVADOR - SANHOS PROGRAM

Even though in El Salvador it cannot be said that cooperation and complementation of actions among the RBAs has been fluid in recent years, both the relationship between agencies and with the different institutions of the Government can be highlighted as an example to look at and consider the SANHOS Program (Food and Nutritional Security for Children and the Salvadoran Home). This program is aligned with the SDGs 1, 2, 5 and 6 and is financed with resources from the Sustainable Development Goals Fund (SDGF) and other sources. It brings together the actions of FAO, which leads the program, UNICEF, WHO and WFP.

The Program holds various Government entities as counterparts, both from the Executive and Legislative powers, specialized commissions, government agencies, local governments and the private sector. Its main actions include: (a) dissemination and promotion of food security and nutrition and, specifically, malnutrition in childhood; (b) promotion of improvements in current legislation; (c) development of state institutional capacities; (d) training and technical assistance in terms of appropriate feeding and health care practices in vulnerable communities; (e) food access and a nutritious and balanced diet, especially in pregnant women, infants and children in early childhood. The best summary to define this Program -linked to interagency actions- is that each agency uses their best tools and skills to do their best.

The design and implementation of SANHOS offers a virtuous combination of the most positive factors contributing to complementary and organized actions among agencies: (a) commitment, priorities and clear political definitions by the Government; (b) inter-institutional collaboration of various executing units in the departmental and municipal national state; (c) clear and shared goals, targets and expected results; (d) a design with specific roles and commitments for each agency, and the instruments to be applied according to each one capabilities. IFAD does not participate directly in it and its territorial scope is limited, focusing on three municipalities of the Department of Chalatenango in the north of the country.

D. CENTRAL AMERICAN DRY CORRIDOR

As a subregional program, careful observation and systematization of the same is recommended. Likewise, the program coordinates the efforts of several agencies of the United Nations system and the three RBAs in various countries involved. Perhaps the most interesting feature is that it is a regional program applied in certain areas and territories of five countries, suffering a great environmental, productive and social vulnerability, and greater sequelae and negative impacts due to the extensive drought affecting agricultural ecosystems of a region going from southern Mexico to Panama.

Action strategies fit into the definitions of public policy of countries involved and, at the same time, of the institutions created to promote subregional integration (SICA and CAC). Its design and implementation are shared among several agencies of the United Nations system, under the leadership of FAO and allows the integration of multi-donor and government contributions to a set of specific actions focused on territories, vulnerable population and development objectives (Projects). Its execution coordinates multiple public institutions in each country. The Program contains multiple specific territorial projects, tending to address the climatic, environmental and sanitary emergency (drought, new pests and agricultural diseases, loss of production, food insecurity) and working, at the same time, with authorities, farmers and communities to build resilience and adapt to the changes generated by the new environmental circumstances, creating conditions for transition towards new development processes. The Program is working on new productive systems and technologies, increasing productivity, productive diversification, organization of production and markets, and investments in infrastructure and services. Each agency makes its own contribution, from a general drive and differentiated actions according to the cases and territories.

4. MAIN FINDINGS

4.1. REFERRED TO JOINT EXPERIENCES

A) ALIGNMENT AND CONVERGENCE WITH STRATEGIC FRAMEWORKS AT A NATIONAL LEVEL AND IN THE UNITED NATIONS SYSTEM

Conceptual and targets-based alignment with the most general strategic frameworks at national and Agency levels. In general, the experiences of joint collaboration among the RBAs in countries analyzed are aligned in objectives, contents, actions and intervention methodologies, selected territories or levels of assistance, with the official documents of the respective governments that establish the goals and targets for national development, priorities, strategic axes on which public investments for development will be focused and the concomitant actions.

Alignment with the SDGs. In some cases these documents have been elaborated and, in others, they have been adapted to the SDGs of the 2030 Agenda for Sustainable Development. This convergent approach of the national policies for economic and social development with the SDGs and their targets has been mostly promoted by the agencies of the United Nations system by the dialogue with the relevant authorities, through the Resident Coordinator, and from the emerging proposals of the respective national teams.

Regarding the United Nations system and the UNDAF. Coordination and complementation actions amongst RBAs are referred in the statements and their strategic focus to the UNDAF and involve, in many cases, other agencies of the System, particularly WHO, UNICEF, UN Women and UNDP, for example. It is therefore consistent to confirm that the most relevant initiatives identified have a conceptual and strategic framework - shared among the agencies, the United Nations system and the governments - driving them towards the achievement of the SDGs.

B) CLEAR INTERPRETATION OF THE MANDATE

Commitment to the mandate. Absolutely none of the persons interviewed doubts about the strong commitment of the senior management level of the three agencies both in Rome and in the region, to the emerging will of the governing bodies and the Member Countries, regarding the coordination and complementation of actions among the RBAs.

Benefits of complementation. There is no doubt about the benefits and the relevance of broadening and deepening the coordination and complementation of actions among the three RBAs, and even with other agencies of the United Nations system with which convergences and complements are found (UNDP, UN Women, UNICEF, WHO, for example). This stems from the multicausality and complexity of problems faced: hunger, malnutrition, food insecurity, poverty, social and urban exclusion (especially of the most vulnerable groups), lack of rights, resulting discrimination, and migration. All this in rural areas where there is also a historical debt in human and social capital, and where the consequences of natural disasters generated by climate change and by the deterioration of ecosystems are increasingly crossed.

Regular coordination processes. In all countries and for all the cases reviewed between 2012 and 2017, regular processes of teamwork among the Representatives of the three RBAs have been initiated and maintained. This is promoted through the global documents at headquarters level in Rome and the regional Memoranda of Understanding. Among countries, the frequency and depth of the agreements reached and the resulting actions are not similar. In terms of organization and coordination, permanent mechanisms and institutionalized bodies could not be identified. Mechanisms found are ad hoc and are adapted to the dynamics of the country and to the existing interrelation among the three RBAs, among them and the rest of the United Nations system, and among all this «sub-universe» and the national institutional framework. On the other hand, if this fact is linked to the work overload of those responsible for the agencies at country level and their own duties and demands of their respective headquarters, it is understandable and even positive that the mechanisms do not force (at least not yet) rigid institutional structures for coordination, since conditions for this would not be given yet.

Coordination among agencies and with government authorities. This teamwork -although at different depths and frequencies- appears at reunions and work meetings among the Representatives and their technical teams for a regional and country context common analysis, and to program the liaising and the coordination of actions with the government authorities in response to their demands.

Relative advances. The progress in each case depended on the history and background of each of the three agencies in the country, their visibility and their technical and political-institutional insertion

in the relevant government bodies. It also depended on priority issues and territories and the previous territorial deployment of each agency linked to the programs and projects under execution, as well as the existing asymmetries in terms of size and technical capacities of the national offices in each case.

C) PARTICULAR FEATURES OF AGENCIES

Consultations carried out at the LAC senior management level, the operation managers and the documents reviewed⁹, confirm that there are more experiences of coordination or complementation between WFP and FAO, than between IFAD and the other two agencies and between the three of them.

IFAD is the agency having - beyond its mandates - different institutional framework, governance, available instruments and intervention methodologies. IFAD negotiates and grants loans to governments for investments in the rural poor, and to confront and overcome causes generating rural poverty.

IFAD grants loans or donations to different countries, under different conditions according to indicators of their relative socio-economic development. Once the government of the country and the President of IFAD - on behalf of its Executive Board - sign the corresponding Loan Agreement and it is approved by the respective parliament, its execution is totally a sovereign responsibility of the country and the designated implementing institution. The funds become national public funds either as a source of IFAD international loan or a source of national counterpart committed in the respective budgets. The Implementing Units are generally the ministries of agriculture, although in LAC they frequently work as well with other government institutions, such as the planning secretariats or divisions, the ministries of social development, or autocratic rural development entities in its broad sense.

As per its own governance, business model and presence in countries, IFAD is the agency with less participation in Representatives' meetings or joint processes, periods of analysis, planning and preparation of proposals for action. This does not mean that IFAD will not join later from its competence area and with its own instruments to several actions agreed. IFAD's operations managers

have responsibilities on the financial portfolio of more than one country simultaneously and are often on duty travel overseas, working on different stages of the IFAD project cycle which - besides the operations design phases - involves the support provided to the implementation and supervision missions, all with field travels involved. Missions must also consider address the relationship, the bond and the political dialogue with the implementing unit and with different government bodies. Therefore, the IFAD operations manager has less time to be present in the country. In all cases, IFAD country offices, where they exist, are small and hold two or three people.

All the above confirms that the way of intervention, the presence in countries and the instruments available for action of IFAD are of a very different nature from those of the other two agencies. This makes complementation and articulation potentially more compatible. In the different stages of the project cycle, IFAD operations could benefit from the installed technical capacity of FAO and the WFP in country, their territorial deployment and the early knowledge of situations in the field, thus improving quality and faithfulness of the diagnosis. Then, the resources of the IFAD loan could be applied to enhance necessary investments (previously identified by actions of the other agencies), both to increase quantity and quality of food supply and to organize production for the access to markets, as well as to create or improve logistics, distribution and consumers access systems, the construction of resilience factors in rural communities, the creation of early warning systems for potential natural disasters, the organizational strengthening and the capacity building in farmers and rural community-based organizations and at the third level of government (municipalities, mayoralties). However, IFAD's presence in inter-agency forums, as well as inter-agency cooperation and collaboration efforts have increased progressively and remarkably in the last two years. This progression will probably benefit from the current decentralization process in the IFAD operations department.

For this purpose, IFAD has the potential to: (a) apply its own resources in the investment of technical, productive and logistic solutions; (b) leverage resources from other international financial institutions and the private sector to be applied in joint programs and projects; (c) use the FAO and WFP capacities in the countries for the implementation of projects (loans or donations).

⁹ *"Collaboration of the United Nations Rome-based Agencies. IFAD Perspective"*. Position Paper for the Executive Board, September 2015.

D) EMERGING FACTORS THAT FACILITATE OR DIFFICULT COORDINATED AND COMPLEMENTARY ACTIONS

Key factors: (a) *the initiative of one of the three organizations* through its Representative, by means of a call to analyze factors of the national or regional context affecting them in one of the three major principles of the SDG 2 and the identification of potential joint actions; (b) *the call by a permanent government body* or ad hoc group created to address the themes of the 2030 Agenda, especially those referring to the SDGs 1 and 2 and also to the SDG 17 «Strengthen the means of implementation and revitalize the global partnership for sustainable development»; (c) *the concrete and complex demands* emerging from government institutions in food crises and natural or humanitarian emergencies in certain territories; (d) *local authorities* (endorsed by national authorities) calling for intervention in specific territories to increase food production, its variety and quality, insert farmers' families in markets, set up public procurement and food distribution systems, improve the quality of the diet and the income of rural families, strengthen their organizations, etc.; (e) *the opportunities emerging in available resources* from governments or donors to jointly address specific problems; (f) *overcoming the sectoral approach* and working with a systemic and multi-institutional perspective, especially in processes such as the building of resilience in vulnerable rural communities and territories affected by natural disasters or by climate change.

When comparing these factors arising from the study of the available documents about the various joint experiences analyzed (although in a non-exhaustive way) with those detailed in Table III of Annex I, which are extracted from the most frequent responses of the 17 persons interviewed, coincidences found are quite obvious and are expected to occur, since the sources are practically the same.

Where does the synergy impacting LAC and countries occur among agencies?

- At a global level at the headquarters in Rome, generating a conceptual and institutional/political framework that clearly indicates a path of collaboration and complementarity and starts generating systematized information on experiences and cases that, at a global level in the different regions of the world, should be consulted and considered as good practices¹⁰.

¹⁰ International cases that are referred to as good practices of joint actions: Ethiopia; Guatemala; the Congo.

- At the regional level, among the regional offices of LAC and concerning the regional integration institutional areas, mechanisms, platforms and forums. The memoranda of understanding recently signed between FAO and WFP and between FAO and IFAD have already been mentioned, and the presence in regional forums as CELAC, UNASUR, SICA, MERCOSUR, as well as the collaboration with other organizations as IICA or ALADI have also been promoted through FAO and WFP regional initiatives.
- At the subregional level, it is worth to deepen into the agreements made to put the experience of the Central American Dry Corridor in practice due to the complexity of the situations covered and addressed and to the institutional framework implied, not only with the participation of the RBAs and other agencies of the system, but also with the governments involved.
- In each country, which in turn implies three other levels and which is linked to the ways of organizing the state: (i) the national level; (ii) the state, provincial or departmental; (iii) the municipal, mayoralities or communes.

The most important factors in the analysis, either because they facilitate (positive factors) or because they prevent (negative factors) joint actions and the coordination and organization are those detailed in the table. The order established on the table has no hierarchical or weighting consideration whatsoever.

In the current status report of coordinated and complementary actions, there is still a gap at country level between the decisions and the political mandate on the one hand and the effective implementation of these actions on the other.

The above leads to confirm the very relative validity - at present - of the extrapolations of experiences in different contexts, since the unforeseeable/standardizable factors allowing to extrapolate experiences shall be highly considered, such as the context factors in indicators like: (a) attitudes, positions and strategies of the different governments in the relationship with the agencies (do they promote cooperation or competition? do they set clear guidelines and objectives for action or - on the contrary - their demands are disarticulated and operate based on the circumstances?); (b) idiosyncratic and cultural issues of power and government management, which go beyond definitions and ideological behaviors.

The non-standardizable factors have a lot of weight in institutional behaviors and it is quite difficult to predict their behavior in other political, social, cultural and economic contexts. The results of an extrapolation attempt without a prior systematization of experiences can be deceiving and frustrating.

E) SPECIFIC ISSUES

This section underlines some specific issues that - due to their incidence or not in the facilitation of coordination and articulation processes - should be addressed frankly and transparently in a shared way among the technical-administrative teams of agencies at country level, at least in times of a joint analysis of the context and in the stages of programming and planning actions to be performed by each agency in order to find synergy areas and strategies for dealing with the issues developed below. It has already been said that timeframes, forms and mechanisms to do so are not similar in the different cases analyzed, since they respond to the particular context of each country.

The interested parties (associated organizations or institutions, partners or clients of agencies' services and support) are usually state institutions, but also civil society, private sector and academics. In order to advance in the joint actions with the parties, it would be necessary to start from shared approaches and promote systemic and inter-disciplinary common visions, which is not easy in national states organized to hold a sectoral intervention. Experience confirms that it is easier to build this vision in territories with local authorities, but at the same time they are generally much weaker in terms of human, physical, technical and financial resources and their operational capacity is reduced. In general, these local state institutions expect cooperation to address the demands of their population and even the roles assigned to them by the national state.

The sectoral versus the systemic (holistic) has implications in the need of agencies' technical teams to leave their comfort zones and, in many cases, transfer the leadership in certain issues or actions. Likewise, in public state institutions, when programming articulated interventions they must transfer their authority to another institution and appear at least as equal before communities and recipients of actions.

The relationship with direct recipients of actions and its organizations involves the development of actions to stimulate participation, citizenship construction and opening institutionally recognized spaces for participation and advocacy, not only in the identification

of needs and demands (and in its transformation into proposals) but also in the selection of solutions and courses of action for their implementation.

Donors' issue is critical, especially in middle-income countries. Resources are scarce and coordination actions required are increasingly aligned with national strategies and more focused as well.

Civil society and private sector in new alliances and partners and representatives are key for a systemic approach from territories. The generation of a climate for development and for investments shall be built from transparency in objectives, goals, procedures and from the participation of territorial actors in planning and in action. The coordinated and complementary actions are a tool to articulate as well the private sector and the civil society in platforms and forums and to foster investment and public-private partnerships. For the public sector, due to their prestige, agencies are a guarantee of transparency and good practices.

Systematization and lessons learned from successful or promising experiences and from its implementation imply to objectify and standardize the context factors and the results of the application of its instruments, as well as the effectiveness and efficiency in the use of resources. This appears as a need to consolidate coordination and articulation processes among the RBAs. There are actions in this sense, but they are very recent and incipient.

POSITIVE FACTORS (PROS)	NEGATIVE FACTORS (CONS)
<p>Coordination at the United Nations system level, based on the actions deployed by the Resident Coordinator and the coordination actions established with the relevant government bodies on the subject, such as the planning and budget chancelleries, ministries or secretariats.</p>	<p>Competition among agencies for increasingly scarce funding resources from donors, especially for middle-income countries.</p>
<p>Governments with a clear political-strategic approach of the international cooperation role and a public institutional framework for a coordinated management, issuing guidelines and assigning responsibilities accordingly.</p>	<p>Competition for government funds especially in the execution of programs and projects related to: (i) FNS; (ii) resilience of vulnerable population in rural territories and in rural communities; (iii) incentives for the association, organization and systems related to marketing and distribution towards consumers and various markets such as public purchases by small family farmers; (iv) technical assistance to increase productivity and production competitiveness.</p>
<p>Interpersonal relationships among the representatives of agencies or the specialists and experts at the country level, on the basis of prior personal and professional knowledge, which facilitates the relationship and conceptualization of roles, functions and actions based on opportunities and political/institutional decisions.</p>	<p>Sectoral and fragmented view of the phenomenon of rural poverty and food and nutrition insecurity at the level of public institutions in different governments. Political conflicts in the institutional leadership within governments, concerning these areas, which threatens the joint work of agencies.</p>
<p>Definitions and coordinated and complementary actions at regional level, both in regional integration organizations, as well as in forums and policy dialogue platforms.</p>	<p>Deliberate action of government institutions, when there is no governing and cooperation organizing body, with political and technical weight, stimulating isolated and compartmentalized work based on extremely sectoral visions and with the urgency of executing available resources and low execution capacity.</p>
<p>Excellent public image of the United Nations system as a whole and of the three RBAs in particular, which allows playing three very important roles highly valued by Governments, Civil Society, and Private and Academic Sectors: i) dissemination and promotion of the Agenda 2030 and the SDGs; ii) facilitating political dialogue on the targets of the SDG 2; iii) facilitating the dialogue among government institutions at different levels and between the legislative and executive powers of government, providing the required technical assistance to positively impact on legislation processes.</p>	<p>Current stereotypes in society and public opinion in the respective countries regarding the roles of each of the agencies and what would be expected from them in terms of assistance and cooperation.</p>

POSITIVE FACTORS (PROS)	NEGATIVE FACTORS (CONS)
Capacity to carry out territorial deployment of specialized technical teams.	Lack of reciprocal knowledge and information among agencies.
Combined capacities to reach the governments in the three levels of state organization, with systemic views and multisectoral and multidisciplinary intervention proposals. Convening capacity at the multi-party level.	Asymmetries among the three agencies regarding their presence in country. Strength of national offices, in number of persons, whether specialists or experts, field technical personnel, or administrative staff (accounting / finances) and ability to respond to specific demands.
Transfer of capabilities in the state, especially at local administration levels, and with civil society organizations.	Deployment in the territories of each agency's technical teams, different from each other and particular links with institutional actors (local state) or rural communities, which does not facilitate teamwork.
Ability to combine: humanitarian assistance, resilience building; agricultural and rural development; markets access and logistics systems for production and food; capacity building with an impact on human and social capital; and development investments.	Limited or imperfect knowledge of local counterparts regarding the mandates, roles and capacities of each agency and of the national counterparts, which leads to further confirm stereotypes, generating barriers, although artificial, for coordinated or joint actions.
Combined technical/institutional capacities to set up public/private systems and mechanisms for risk management, early warning, monitoring systems and analysis, keys to break the cycles of poverty reproduction in rural areas.	Different technical/administrative procedures among the three agencies. Time needed to process implementation decisions is too long and not compatible with operational needs. Different costs for administrative or financial resources, which strengthens the image of competition.
Incipient processes of registration, systematization of coordination and complementation joint experiences that can be used as "lessons learned" to be repeated in other countries or in other contexts.	Very imperfect information circuits among agencies and in one sole country and among countries, regarding joint actions, depending too much on the human factor and unplanned random events.
	Lack of systematization and different information and knowledge management systems among agencies, whereby there are still no clear reporting mechanisms allowing the collection of information and experience in an easy -access and fast-inquiring platform.
	There is no allocation of specific resources to generate conditions for joint, coordinated and complementary actions, nor to carry them out, to evaluate or monitor them.

5. CONCLUSIONS AND PROPOSALS

A) FINAL COMMENTS FROM FINDINGS

Building a collaborative agenda in the daily action, at a global, regional and national level, supporting the United Nations member countries, their governments and societies to achieve the goals of the 2030 Agenda implies for each agency to overcome inertias and stereotypes consolidated in an own imaginary in countries and globally, expressed in the visions and roles that are automatically assigned to each agency by political leaders, governors, social leaders, technicians and experts, and public opinion in general. Building a most collaborative vision in actions is a challenge that requires, besides the explicit institutional commitments of the organizations' management, an additional planning effort, an increase in the workload for the Representatives and their teams, and specific resources for it.

It is remarkable that the three RBAs have a great potential of coordination and articulation linked to the three scopes of the SDG 2, since each of them is able to offer a different set of specialized and complementary instruments.

To do this, it is necessary to support and consolidate the strong commitment at the highest political-institutional level in the agencies' senior management (which actually exists) and then align the incentives towards and within the technical-administrative teams in charge of the implementation decisions.

From the evidence collected and analyzed, it appears that to increase (broaden and deepen) the actions and strategies of joint action among the three RBAs, both at the regional and country level, the starting point should be considered as very good and auspicious. Both the political commitment of governments region-wide with the 2030 Agenda and the SDGs, and the corporate image that the United Nations system has in general at these levels, are very positive. Likewise, the RBAs have a corporate image in their domain areas highly valued by governments, parties and public opinion. The cooperation and experience shown by agencies, their technical capacities to deal with serious and conflictive issues and their role as facilitators of political dialogue and mobilizers of human and financial resources, are highly valued.

As an example, three highly valued attributes of each agency also considered as key for joint interventions

by the interviewees are: (i) the capacity shown by the WFP to intervene in humanitarian crises and environmental catastrophes, mobilizing material, human and financial resources, using qualified knowledge in logistics and organizational matters and institutional procurement mechanisms specialized in these situations, as well as implementing resilience programs aimed at the development and increase of the quantity and quality of food; (ii) the territorial deployment of FAO teams, with experts in agriculture, sustainable management of natural resources, rural development, organizational strengthening, creation of social and human capital, organization and preparation of production, distribution and access to markets by agricultural producers to reach consumers with nutritious, quality and safe food, and to set up records and statistical systems; (iii) IFAD's ability to provide specific and highly targeted financial resources from its operations (avoiding dilution in the bureaucracy of states), its capacity as an international financial institution to leverage investment resources from other sources (public and private) that complement and often exceed IFAD's own resources, and also its actions to create and strengthen public and citizens institutions for rural development, based on loans or donations and their capacities in terms of monitoring and evaluation systems for programs and projects, through objective indicators of performance and results.

Another not so favorable issue of this image is the perception that agencies often offer assistance and implementation processes of programs and projects that are slow and cumbersome or excessively bureaucratic and sometimes with high costs. The delay in answering simple requests such as hiring technicians or experts, paying travel expenses to field staff, fees to national consultants, and professional contracts or their expansion is indicated as a stumbling block for implementation since it does not fit the operation times and needs in the field. Situation is worse when it comes to buying agricultural inputs tied to incentive programs for production related to biological and seasonal cycles.

However, agencies are perceived as qualified instruments to support governments in the implementation of programs and projects, especially in isolated and complex or conflictive geographic areas and territories.

Such are the cases of Colombia in the implementation of the peace and restitution of rights process, especially the land tenure right, with the other

services and technical and social assistance, which is involved in a process of this nature. Likewise, the case of the Central American Dry Corridor holds the need to manage at the same time a set of specific and complex issues related to public investments, mitigation of climatic variation consequences, pests and diseases control in agricultural production, management of biomass and natural resources, food programs, social capital building in rural communities to respond to changes in the environment, and implementation of resilience programs. In actions related to food and nutrition security carried out in rural areas dominated by Maras' violence and criminality as in El Salvador, Honduras and Guatemala, besides stimulating production of basic grains to feed the population, developing school feeding programs and generating income for rural families, it is necessary to strengthen local government institutions, build citizenship, enforce the law, empower rural women and create a better climate for investment.

Building or replacing a state is a question under debate (not in conceptual but in factual basis) in many countries region-wide and in many areas in conflict or under violence due to the lack of presence of state, either by weakness or really by absence. Other power groups – K and illegal- replace the state and destroy the social fabric, eroding the social and human capital of rural communities. Agencies are called to perform actions in these territories that clearly exceed the capabilities of each one separately and which require coordinated operations with interdisciplinary technical teams, instruments and complementary and organized resources over the territory in a timely manner. The three RBAs have this potential as together they can offer: (i) a highly specialized institution in humanitarian relief and resilience building operations; (ii) an agency specialized in agricultural technical issues, in organizing production and management of natural resources, collection, analysis and use of statistical information, organizational and institutional strengthening, facilitation and encouragement of dialogue on public policies for agricultural and rural development; (iii) an international financial institution. What is expected of these actions is to be always focused in creating a state where needed, and to build modern and innovative capacities, where they are diminished or obsolete. Substituting the state is a bad practice and a shortcut that should not be taken, not even for tactical reasons.

It is important to underline the dissemination and promotion of joint actions, the technical assistance

to improve legislation in national parliaments and the role of facilitators in critical, sensitive or complex matters from a scientific/technical point of view among the officials and technicians of the institutions of executive power, legislators and civil society. Issues such as the laws for food and nutrition security, natural resource management, humanitarian crisis management and women's rights have been supported by the United Nations agencies and especially by FAO and WFP.

Similar actions are mentioned in regional venues, such as CELAC, SICA and MERCOSUR. For example, the contribution of FAO (leading the process) and WFP with its technical guidelines, in public policy, food security and nutrition strategies in the construction of the Food and Nutrition Security Plan for LAC (SANCELAC Plan), with ALADI's participation, has been highlighted.

B) PROPOSALS

In LAC, the three RBAs - beyond their respective signed memoranda of understanding - have expressed the common objective of starting collective actions in three priority countries: Haiti, Guatemala and Colombia, where the respective Representatives at the country level have already started conversations to move forward in this sense, with the support of the various joint actions implemented.

This is a political-institutional decision taken by the Regional Representatives of the three agencies aiming to address the complementation and organization of actions linked to the 2030 Agenda as a process. It should stop being casuistic to be guided by a strategic action plan ensuring, beyond successful actions, the implementation of a set of activities related to each other in the framework of a process that, in turn, can: (a) be systematized (isolating the unmanageable context factors), defining starting and finishing indicators (results); (b) reach stages of joint analysis and planning of problems to be faced in each country (territorial distribution within themselves); (c) agree with the relevant government authorities from a common offer that is embedded in the national development plans; (d) define actions (programs and projects), complementing action and intervention tools, human and financial resources, as well as leveraging other resources from the governments themselves and from donors.

The design of an ad hoc methodology for joint actions to clarify roles, align instruments and wills and make administrative and decision-making mechanisms

compatible for the implementation and for monitoring and evaluation systems, and the information and knowledge management for effective reporting should be part of a routine in programming coordinated and complementary actions.

A series of points that could guide the actions in these three countries (others as well), to make a joint strategic planning clearly drawn by the three agencies and the government, not only adding strategies and particular instruments is presented hereinafter.

Systematize and deepen the knowledge of experiences on joint actions carried out during the analyzed period. The systematization of experiences carried out jointly should be continued and deepened with the aim to extract, in the most objective way, the lessons that could serve to generalize instruments, mechanisms and procedures. This knowledge, in turn, should be highlighted, shared, and disseminated simultaneously and homogeneously among the staff of the three agencies in order to avoid going unnoticed.

Description of tasks and responsibilities, evaluation and results. Incorporate targets, goals and activities that must be performed to ensure results in terms of joint or coordinated and complementary actions in the description of tasks and terms of reference for the senior management of agencies (Representatives and operations managers) at regional and country level, and establish performance indicators incorporating these objectives in the evaluation systems.

Resources. Assign specific and special resources in each agency, consistent with the level of demand and with the objectives raised about this issue and its results. Without resources and without incentives for the staff, it will be very difficult to achieve concrete results.

Meetings calendar among representatives. Frequent meetings among representatives of the three agencies during the year, previously coordinated with a pre-agreed agenda, in order to: (a) analyze contextual situations, whether temporary or not; (b) analyze demands and needs of the government and other partners in the country; (c) discuss coordinated proposals, complementing ongoing interventions, programming new ones in a coordinated manner, complementing instruments and actions and adopting a proactive attitude towards government institutions; (d) monitor the abovementioned joint actions or those where agencies are working on similar and complementary issues in the same territory, regardless of whether they are independent actions or not.

Work method. Formalize working agreements among the three agencies either under: (a) joint operations with a single implementation modality where one of the agencies is the leader and is in charge of the administrative technical issues to guarantee the flow of resources, in addition to the general drive in the implementation, or (b) coordinated and complementary operations, where each agency carries out an aspect of a program agreed upon jointly under its own responsibility, but implemented in a coordinated and complementary manner. Explain in both cases the contributions in terms of instruments, resources, implementation method of actions and the execution of services. In both modalities, a steering committee for each project should be responsible for monitoring actions among the three agencies (through the diversity of approaches, instruments and capacities).

Relationship with the United Nations system in the country. Inform the Resident Coordinator and the national team of the United Nations system if relevant and expand the participation to other agencies of the system in their specialties.

Dissemination, promotion and public opinion. Schedule a series of dissemination and promotion actions about the challenges in the country to move forward to the specific targets of the SDG 2, both in the parliamentary and government administration institutions (executive power), as well as in the civil society, academics and the private sector organizations.

Strengthen capacities and expand associates. Strengthen the installed capacities of the agencies in the countries through the incorporation of international experts, the search and expansion of institutional counterparts in the public sector, in the civil society and the private sector, and encourage and facilitate the quadripartite political dialogue involving the public sector, the civil society, the academic community and the private sector. This implies expanding the traditional counterparts for each agency, leaving its traditional sectoral associates and involving other institutional actors to ensure a systemic vision and coordinated and organized actions on the side of the government and public investment.

Donors. Prepare a joint planning of shared visions, proposals and strategies defined for donors, showing synergies and complementation of capacities and resources.

Action Plan 2018. Thinking of an Action Plan 2018 for priority countries (Haiti, Guatemala and Colombia) and taking into account the experiences reviewed and the evidence gathered in the interviews, it would be advisable to comply the stages of an organized process that could be systematized and evaluated in terms of results:

(a) Implement a dialogue with government representatives at the level of different institutional associates and stakeholders to identify and design territories for action, from specific demands for support and cooperation, clearly defining targets, goals and results.

(b) For this purpose -once the respective governments have agreed on the pertinence of carrying out coordinated and complementary operations in the selected territories-an ad hoc group for the driving and direction of the process should be created at the highest management level of agencies and government institutions involved.

(c) According to their capacities and resources in the country, distribute among agencies the technical tasks of: **(i) Gathering information** for the analysis and systematization of the national context and especially in the territories in which the operation and the relative actions would be developed, at the political-institutional, economic and social levels; **(ii) Analyzing national strategies** and the current policies related to the SDGs and in particular to the SDG 2 in the specific operation; **(iii) Analyzing together the demands submitted** by the government for the territory or territories, covering: the local institutional framework (convening institutions and those that will be involved, as well as civil society and private sector organizations); the physical, productive, environmental, and food and nutritional security related features of the territories to be intervened; and the problem or problems to solve; **(iv) Inventory of human resources and technical and financial capacities** available among the RBAs that would be assigned to the coordinated actions; **(v) Deployment** in the territories; **(vi) Other potential partners** to be convened among the agencies of the United Nations system, according to the technical, organizational and logistical needs; **(vii) Mobilization of donors or government resources** for the joint initiative; **(viii) Designing a project document** that precisely establishes all the commitments related to the execution of the activities; **(ix) Designate a steering committee** in the field for the project or program, in charge of monitoring its implementation and reporting directly to the Operations Management Committee.

d) From the regional offices, encourage the design of regional and subregional programs, coordinating technical capacities, instruments and resources in the design and implementation and generating consistent strategic frameworks for national and local projects of any of the three agencies.



ANNEXES

ANNEX I

MEMORANDA OF UNDERSTANDING SIGNED BY THE THREE RBAs AT A REGIONAL LEVEL

The two analytical tables below identify the main elements contained in the Memoranda of Understanding signed between FAO and IFAD and between FAO and WFP at the Latin America and the Caribbean level.

TABLE I MEMORANDUM OF UNDERSTANDING SIGNED BETWEEN FAO AND PMA ON 23/10/17		
TARGETS	THEMATIC AREAS	IMPLEMENTATION
Establish the foundations for a strategic partnership	Implementation of the 2030 Agenda and its SDGs	Support to countries and regional mechanisms in the implementation of the SDGs
Strengthen regional and national coordination and collaboration mechanisms in LAC countries		Support for the elaboration of policies and programs, exchange of experiences, monitoring results and statistical information
Develop a Joint Working Program containing common interest issues related to the SDGs	School feeding and nutritional well-being	Regional and local actions, seminars, workshops, forums, spaces for dialogue in policies, systematization and exchange of experiences
	Intraregional supply and food trade systems	Strengthen mechanisms promoting food access at regional level
	Hazard and risk management	Prevention of and support in food emergency situations Strengthen rural communities livelihood and resilience, especially in vulnerable populations and countries to the effects of climate change
	Joint or coordinated evaluation and monitoring in Food Security and markets	
	Joint promotion of relevant topics such as the Latin America and the Caribbean without Hunger Initiative	National governments, parliaments, regional organizations
	South-South Cooperation	Exchanges Joint Regional Platform
	Gender cross-sectional approach	In all the activities

TABLE II
MEMORANDUM OF UNDERSTANDING SIGNED BETWEEN FAO AND IFAD ON 09/10/17

TARGETS	THEMATIC AREAS	IMPLEMENTATION
<p>According to their respective Objectives and Mandates, cooperate with each other to increase their capacities to support the LAC countries in the implementation of the SDGs</p>	<p>Improve the strategies for the eradication of rural poverty</p> <p>Support countries experiencing migration situations</p> <p>Strengthen governance and institutional capacities in agriculture and rural development</p>	<p>Strengthen and facilitate dialogue and commitment on public policies to eradicate poverty.</p> <p>Drive actions towards specific and vulnerable groups such as rural women, indigenous communities and rural youth.</p> <p>Provide technical assistance to the governments and participate together in the operations design.</p> <p>Implement actions with the governments of Central America in the Central American Dry Corridor for the design of a medium-term strategy among countries, with a comprehensive vision to face the multiple causes of vulnerability, poverty and migration in this area.</p> <p>Support the harmonization of views among all parties and coordinate actions with the WFP and other agencies of the United Nations system involved in this area.</p> <p>Actions to improve the institutional performance of the governance and policy implementation structures, as well as the technical capacities of the agriculture and rural development ministries of countries in LAC to generate a broad vision of problems related to poverty, food insecurity and malnutrition in rural territories and population and improve service quality.</p> <p>Develop areas of cooperation and partnership with other institutions of the public sector related to rural territories (agro-rural), for the design of new operations, as is the case of the ministries of social development and environment, among others.</p>
	<p>For all thematic areas</p>	<ul style="list-style-type: none"> • Promote complementation and cooperation agreements with the WFP • Seek broader partnerships with new parties and with donors for the mobilization of new resources • Promote all the identified joint activities at the regional and national level and, if necessary, sign complementary agreements • Involve in them the participation of the highest authorities of the agencies.

ANNEX II

GUIDELINES AND QUESTIONS FOR INTERVIEWS

I. Guidelines to arrange the interview

- Methodology

The work in progress is not an evaluation, but a compilation of information and subsequent analysis that will serve to define factors that: (1) based on the experience and the coordination and complementation actions, have already occurred or are in progress or planned, and (2) according to the interviewees' experience, facilitate or hinder the achievement of collaboration, complementation and articulation of actions of the three agencies, with clear mandates regarding the SDG 2.

The interview will be driven remotely, based on a series of similar questions for all the interviewees.

- Guiding criteria

Elements creating favorable conditions for the joint, coordinated and complementary action of the RBAs: (a) clear mandates at the highest political institutional level of the three RBAs and of the entire United Nations system; (b) commitment of the three Regional Directors for LAC and the senior staff in the regional offices (FAO and WFP) and in the LAC Division, in the case of IFAD; (c) increasingly complex and urgent demands from governments regarding compliance with the SDGs and especially with the SDG 2; (d) ongoing coordination processes, both at country, subregional and regional levels, and memoranda of understanding linked to the coordination of activities already signed, or in process of signature, by the agencies; (e) scarce resources from donors and demands for effectiveness and efficiency in their use, starting with the implementation of programs and projects.

The SDG 2 calls: (a) to eradicate hunger; (b) to achieve food security and nutrition improvement; and (c) to promote sustainable agriculture. The three principles of this goal are closely linked to the mandates of the three RBAs.

Collaborative work can be achieved at various levels in activity: (a) coordinated actions for political dialogue and promotion at global, regional and country levels (G20, G77, OAS, CELAC, UNASUR, SICA, CARICOM, MERCOSUR and others); (b) joint operation/work in countries; (c) joint work in forums and with regional entities; (d) capacity building at the institutional level. All these stages and eventually others bring different challenges and opportunities for joint work.

There is space and potential for work in the RBAs, the challenge is how to combine strengths and capacities of each agency given their identity, mandates, governance systems and operational mechanisms.

- Questions

The following set contains open questions, trying to make the interviewee answer them before or during the interview, based on his functional and professional experience, his role, and providing the most useful information to support the analysis.

- (1) Based on the mandates of your organization and in terms of political dialogue and negotiations with the government of the country in which you are assigned:
 - Which are the activities/actions that your agency performs in order to obtain results in the SDG 2?
 - Which is the working area that applies most to this objective?
 - In this regard, have you received clear guidance from management?
 - What is the attitude of the government regarding the SDG 2 and how is this reflected in your joint work plans with the government and eventually with the other two agencies?
 - From other actors?
- (2) According to the commitment of the highest levels at the political-institutional management of the RBAs at a global level, and of the three LAC regional Representatives of the three agencies in collaborative, coordinated and complementary work:
 - Is the above reflected in regional, subregional or country-specific activities supporting documents, such as: (a) regional or subregional instruments or initiatives of your agency supporting actions in the different countries?; (b) Is it possible to find joint or coordinated tasks, for example in the National Development and Investment Plans at the governmental level?; (c) the UNDAF at the level of the United Nations system in the country?; (d) ¿programmatic and strategic framework documents that each agency negotiates and agrees with the respective governments?; (e) others?
- (3) Please indicate, if there are, the activities of any kind and at the appropriate level, which are already being implemented jointly or in coordination among the RBAs at country or subregional level:
 - Which are these?
 - What documents can be reviewed for more details of the experiences?
 - Do the activities reporting systems used provide information about them, the origin or initiative, implementation methodology, applied technical capabilities, resources, administrative procedures, and results, as inter-agency actions, so that they not only have visibility as such, but also that lessons can be learned from them?
- (4) In order to achieve a greater and more effective collaboration among the RBAs at the country level and in response to the increasingly complex and urgent demands for cooperation and assistance from their governments, public institutions and civil society organizations:
 - How is the collaboration or the identification of opportunities expressed in practice?
 - periodic, frequent or *ad hoc* meetings among the national teams of the agencies involved?
 - clear understanding of processes and capacities offered by each agency in terms of governance mechanisms, administrative and implementation (execution) systems, technical and methodological capabilities, deployment in the territories and relative costs, to facilitate coordinated work?

(5) According to your experience, which of the following factors is more relevant to facilitate or to hinder coordinated, complementary or joint actions?

- clear identification of the technical and administrative areas of potential complementarity and synergy by governments towards agencies and among themselves (what each one does and how);
- difficulty to find in government counterparts (especially), civil society and private sector, an open approach or flexibility regarding the traditional role (technical competence) assigned to each agency, beyond their mandates, based in stereotypes, tradition, and routines;
- periodic meetings of RBAs' national teams during the process of programs/projects identification, operations design, implementation, monitoring and evaluation;
- differential (asymmetrical) strengths and capacities of offices in each country (budget, organization, logistics and field coverage) and of national teams in particular, in terms of having interdisciplinary teams, capacity of the three agencies to work together in deepening the dialogue with a variety of counterparts, from government to civil society and the private sector.
- competition for scarce financial resources based on budgetary needs or committed operational capacities, different procedures and administrative costs, which generates (without seeking it) competition among agencies, before government counterparts or donors to collect funds for the resources execution and administration through programs and projects.

(6) According to your experience, what is the importance of the following factors related to human resources, interpersonal relationships and executive and management mechanisms and routines in reaching specific mechanisms or routines for collaboration, coordination, complementation, among the three agencies (or between them) and in the identification of joint actions before governments and public institutions?

- concern, importance and relative weight of good interpersonal relationships of the senior, technical and administrative staff for the performance of joint actions;
- indifference or inertial attitude of the senior staff in national offices and usually in national teams linked to sectoral issues, which provide a vision that might be very successful and suitable from a technical point of view, but which is clearly insufficient for a comprehensive approach of common matters of the three agencies that have complex origins or whose problems are multicausal, as in poverty, food and nutrition insecurity, and the viability of sustainable agriculture;
- real willingness of national teams and management officials to leave their professional and technical comfort zone to find new partners, new alliances and to seek complementation of capabilities and innovative initiatives.

(7) Any other comment, practical example you know about initiatives or activities carried out by the three agencies together or in pairs, or secondary information that can be reviewed about the subject under study, is welcome.

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The Food and Agriculture Organization of the United Nations (FAO), the International Fund for Agricultural Development (IFAD) and the World Food Programme (WFP) have developed joint actions in the Latin American and Caribbean region with the common goal of eradicating hunger and malnutrition and promoting sustainable agriculture and rural development.

The three Rome-based agencies have faced many challenges in combining synergies amongst them to consolidate - from their respective potentialities - a solid and coordinated work to support the whole society.

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