



Food and Agriculture
Organization of the
United Nations



Implementing 2030 Agenda
for Food and Agriculture:

**Accelerating Impact through
Cross-Sectoral Coordination
at the Country Level**

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Foreword

The adoption of the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs) in 2015 is a milestone for sustainable development. The need to implement these ambitious, integrated goals simultaneously requires a fundamental shift in the way policies are developed and implemented. It means working in strategic partnerships and developing funding mechanisms that will support harmonization and synergies across sectors. Multistakeholder partnerships have long been recognized as a key mechanism for supporting effective policy planning, prioritization, implementation and outcomes; yet the need for coordination among sectoral ministries, institutions and actors has become more important than ever. To accelerate action towards achieving the SDGs and related targets, a transition to a more integrated approach to decision-making is critical. Policy-makers and stakeholders will need to address the interactions among sectors in terms of both synergies and trade-offs.

The Food and Agriculture Organization of the United Nations (FAO) and the World Agroforestry Centre (ICRAF) have undertaken a review of broad institutional and stakeholder experiences with a view to advancing cross-sectoral approaches in areas related to agriculture, natural resources and food and nutrition security. Bringing together insights from the literature, selected case studies and the outputs of an expert consultation, this paper identifies factors that can facilitate cross-sectoral coordination and decision-making at the country level. It is aimed at a broad audience, including workers in governmental and non-governmental bodies, international development agencies and partner organizations sharing a common desire to build synergies and accelerate impacts by addressing multiple development objectives simultaneously and working together across sectors.

Our institutions are pleased to publish this document as an initial effort towards developing a more systematic understanding of the topic. It is presented as a living document; we welcome new knowledge, experience and examples and intend that further iteration will provide valuable guidance for action.

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Acronyms

ANR	Agriculture and Natural Resources Platform in the Gambia
CATIE	Tropical Agricultural Research and Higher Education Centre
CBO	Community Based Organization
CC	Climate Change
CCAFS	Climate Change and Food Security Program of the CGIAR
CGIAR	Consultative Group on International Agricultural Research
CGRFA	Commission on Genetic Resources for Food and Agriculture
COP 21	Conference of the Parties 21
CSA	Climate Smart Agriculture
CSC	Cross-sectoral Coordination
DFID	Department for International Development (United Kingdom)
FAO	UN Food and Agriculture Organization
FFF	Forest and Farm Facility
FFS	Farmer Field Schools
FSRE	Farming Systems Research and Extension
GEF	Global Environment Fund
GWF	Global Water Forum
HPLF	High-level Political Forum
ICAR	Indian Council for Agricultural Research
ICRAF	International Centre for Research in Agroforestry, World Agroforestry Centre
ICSU	International Council for Science
IFAD	International Fund for Agricultural Development
IGOs	Intergovernmental Organizations
ILM	Integrated Landscape Management
ILO	International Labour Organization
INDCs	Intended Nationally Determined Contributions
INSTANT	Information System for Sustainable Land Development
ITPGR	International Treaty on Plant Genetic Resources for Food and Agriculture
KADLACC	Kapchorwa District Landcare Chapter
LUMENS	Land Use Planning for Multiple Environmental Services
MAP	Mesoamerican Agroenvironmental Program
M&E	Monitoring and Evaluation
MDFTs	Multi-Disciplinary Facilitation Units
MDGs	Millennium Development Goals
MEA	Multi-lateral Environmental Agreement
MSC	Multistakeholder Collaboration
MICCA	Mitigation of Climate Change in Agriculture
MSPs	Multistakeholder Platforms
NAC	National Advisory Council

NDMA	National Drought Management Authority
NGOs	Non-governmental Organizations
NRM	Natural Resources Management
PROBOSQUE	Production and Protection of Forests in Guatemala
REDD+	Reducing Emissions from Deforestation and Forest Degradation
SDGs	Sustainable Development Goals
SIDA	Swedish International Development Cooperation
SFA	Sustainable Food and Agriculture
SES	Socio-Ecological Systems
SHARED	Stakeholder Approach to Risk Informed and Evidence Based Decision-making
SIP	Strategic Investment Programme
SO	Strategic Objective
TAC	Technical Advisory Committee
UNCBD	United Nations Convention on Biological Diversity
UNCCD	United Nations Convention to Combat Desertification
UNCED	UN Conference on Environmental Development
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNICEF	United Nations Children's Fund
UNJP	United Nations Joint Project
UNTST	United Nations Technical Support Team
WFP	World Food Programme

Glossary of terms

For the purposes of this working paper, the following definitions are used:

Sector	The term sector refers to: a) policy area (e.g. economic, social, cultural, environmental sector); b) a distinct field or theme of economy (e.g. agriculture, education, health sector, etc.); or c) a specific sub-sector (e.g. fisheries, livestock, nutrition).
Cross-sectoral Coordination	Cross-sectoral coordination refers to the engagement, promotion and management, including planning and implementation, of activities conducted across different thematic sectors to deliver development outcomes (e.g. food security, nutrition, sustainable landscapes and agriculture). A cross-sectoral approach is meant to be inclusive of or work across two or more sectors (e.g. land health and human health, or agriculture, fisheries and forestry) in order to reach a common understanding and take coordinated action for problem solving.
Cross-sectoral Issues	Cross-sectoral issues refer to those issues where the actions of one sector impact upon one or more other sectors (for example, fishing and fisheries being potentially adversely affected by agriculture, tourism).
Multistakeholder Collaboration	Multistakeholder collaboration consists of a mix of representatives or stakeholders from public, civil and private domains of society.
Multistakeholder Platforms	Multistakeholder platforms refer to consultative platforms for lobbying and negotiation that are usually premised on voluntary, informal or legal arrangements that comprise different stakeholders who perceive the same resource management problem, realize their interdependence for solving it, and come together to agree on action strategies for solving the problem (Steins and Edwards, cited in Warner, 2005).
Facilitative Leader	A facilitative leader is one who is aware of group and organizational dynamics and creates system-wide involvement processes that enable actors to utilize their potential to help articulate and achieve the group's goals and actualize spoken values. Facilitative leaders often understand the inherent dynamics between facilitating and leading and frequently are supported by facilitators (Kaner <i>et al.</i> , 2014).
Boundary spanning individuals or organizations	Boundary spanners can be individuals or institutions that reach across borders, scales or sectors to create strategic alliances, joint working arrangements, networks and partnerships to manage complex problems. Boundary spanners build sustainable relationships based on interdependence, manage through influence and negotiation, and seek to understand motives, roles and responsibilities (Williams, 2002).

Executive summary

The 2030 Agenda for Sustainable Development (2030 Agenda), which lays out the principles and targets expected to guide development in the coming decade, highlights the interconnection and complexity of global challenges. Objectives related to food, nutrition, agriculture and natural resources are intrinsically interrelated. Consequently, achieving the specific targets of the Sustainable Development Goals (SDGs) requires the engagement and coordination of multiple government sectors. However, even with a growing emphasis on the value of working across sectors, the literature offers little guidance on how to integrate cross-sectoral approaches into national and sub-national planning and implementation.

This paper is an initial effort to provide indicative approaches for working across sectors in tackling complex issues related to sustainable food and nutrition, agricultural systems and natural resources. It is conceived as a resource for national and international actors who recognize the benefits of using cross-sectoral approaches to achieve common strategic development goals at the country level. It looks at how cross-sectoral coordination can be designed and carried out at the country level, and identifies factors and conditions that can advance it. In addition, the paper investigates the role of multistakeholder collaboration in facilitating and supporting coordination across sectors.

The paper builds on the available literature and on country studies from Asia, Africa and Central America to analyze how and when to work across sectors and to identify elements that may enhance cross-sectoral coordination. The analysis addresses the following dimensions: initial and enabling conditions, governance arrangements and processes.

Initial and enabling conditions

The multifaceted nature of the SDGs requires coordination among various sectors, but the 2030 Agenda for Sustainable Development also provides favourable conditions for such coordination. This requires systems thinking and a holistic perspective in decision making.

The initial step for promoting cross-sectoral coordination is to take stock of the initial cross-sectoral dynamics in the country. A clear understanding of current goals (local to national), policies, leadership, flexibility in decision-making and relationships across sectors and among stakeholders is required before planning coordination efforts.

To achieve a shared understanding of the challenges, it is important to get the most complete picture possible of the different perceptions of the problem at hand, to clarify the root causes, to agree on the need for a cross-sectoral approach to solve the problem and to review the range of strategies proposed for its solution. Collective identification of the sectors that should work together on a given target is a first step and will require managing the inherent tension between self-interest and collective interests.

A champion or catalyst is crucial – a powerful, respected, trustworthy and neutral actor from a governmental or non-governmental body who could facilitate the coordination across sectors. In practice, it is often actors and institutions from outside the government that advocate for greater cross-sectoral policy coordination and implementation.

Governance arrangements

Existing strategies should be respected during the transition to new ways of planning, budgeting and implementation. Moving towards cross-sectoral coordination does not mean starting with a blank slate; rather it is about building on existing relationships and processes that work and creating ownership of the new approach. Sectoral actors must be recognized for their work along with an appreciation of the value and accelerated impact of working together.

Although the impetus for cross-sectoral collaboration often comes from non-state actors, government support and commitment is essential for creation of the institutional arrangements for cross-sectoral planning, budgeting and decision-making. This support can come in the form of facilitation of cross-sectoral engagement by different ministries; changes in policies associated with multiple sectors; shifts in approaches and policy related to planning and financing; ensuring ownership by different government stakeholders; negotiation among government bodies; and linking and aligning administrative scales. Government can also play an important role in facilitating sustained cross-sectoral coordination through enhanced interactions with multistakeholder platforms and negotiations with donors for investments in cross-sectoral approaches.

Power imbalances or tension among different stakeholders and sectors must be addressed proactively. Power differences among players can influence their ability or willingness to participate in cross-sectoral collaboration and their influence in negotiation and decision-making. The latter is critical when cross-sectoral coordination involves non-state and marginalized stakeholders and requires inclusiveness, gender equity (SDG 5) and reduced inequalities (SDG 10).

As sectoral policies often overlap or conflict, national policies should be assessed for their capacity to integrate across sectors and scales, and adapted accordingly.

Processes

A long-term vision and desired outcome should be agreed through systems thinking and a holistic perspective. Through championing and government engagement, a shared vision should be developed that takes into account social, economic, cultural, and environmental dimensions.

It is helpful to identify strategic sectors to engage rather than aiming to have “everybody in the room”. Cross-sectoral coordination does not mean all sectors, all the time.

Bringing non-state stakeholders into the process can trigger cross-sectoral coordination and improve its effectiveness. Involving civil society and private-sector actors can help broaden the scope of discussions, open views and illuminate complex problems and the interconnectedness among sectors, facilitating problem solving.

Evidence, experience and risk assessments should be made accessible to support cross-sectoral decision-making. Bringing evidence from diverse sectors can enhance understanding of the cross-sectoral nature of a problem and ways of solving it. A key condition is transparency regarding how the data and information are gathered, reviewed for quality, made available and interpreted.

Mechanisms and incentives are required for the sustainability of cross-sectoral approaches. Coordination across sectors should be integrated into all stages, from information sharing and planning to decision-making, budgeting and implementation.

Moving forward

The collective experience of the 12 cases from 10 countries shared in this paper confirms that cross-sectoral coordination can be effective in addressing multiple objectives simultaneously and can contribute to enhanced food security and sustainable use and management of natural resources. The paper is intended to serve as a living document. It was conceived as an initial effort towards a more systematic understanding of how to work better across sectors. Further analysis is needed, and it is anticipated that the paper and its findings will be enriched over time as more knowledge, experience and examples are brought to bear to provide guidance for action.

PART I.

Prospects and principles for cross-sectoral coordination



[one] Introduction

Eradicating hunger, reducing poverty and ensuring sustainable development and use of natural resources is a complex undertaking in a world undergoing population growth, rapid urbanisation, climate change, natural resources deterioration, and economic and financial market volatility. By 2050, food production needs to increase by 70% to feed an increased population predicted to be over 9 billion people (FAO, 2009a), with potential impacts and constraints associated with the underpinning natural resource base, including extensive land degradation and desertification, low soil quality, deforestation, biodiversity loss, climate change and reduced ecosystem function. These challenges associated with the broader development objectives cannot be addressed through actions taken in isolation by a single sector, or without regard to interacting forces and competing demands. Decades of development experience have demonstrated that ignoring the complexity and interconnections between economic, social, environmental and political dimensions and actors rarely produces satisfactory results or sustained impact. The recent shift to the broader and more inclusive Sustainable Development Goals has accelerated the emphasis on the integration of and required coherence among multiple sectors including food, nutrition, agriculture and natural resources. The growing recognition of the complexity and scale of development challenges requires an understanding of how to enhance coordination across thematic sectors and institutions.

1.0. Seizing the opportunity for action: 2030 Agenda

The 2030 Agenda is shaped and informed by the 17 Sustainable Development Goals, the Paris agreement on Climate Change, the Addis Ababa Action Agenda on Financing for Development and the New Urban Agenda. The 17 SDGs secure Member States' commitment to a new universal agenda of economic, social and environmental transformation, while the Paris Agreement encourages global commitments for concerted actions to address the threat of climate change. Translating these commitments into actions at the national level entails the mainstreaming of environmental considerations into a range of development objectives that are highly relevant to agriculture and food security, such as land and water management, disaster risk management and social protection. The Addis Ababa Action Agenda seeks to foster international cooperation for the achievement of SDGs through a new set of methods and institutional arrangements, including cross-sectoral coordination and multistakeholder partnerships.

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The international agreements and the SDGs have set the stage for greater appreciation of the interaction and complexity of issues and understanding the critical importance of integrated, cross-sectoral coordination and multistakeholder collaboration to accelerate impacts associated with simultaneously achieving sustainable development goals, including for food security and agriculture.
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Together, this comprehensive framework lays out principles and targets expected to guide development in the coming decade. The 2030 Agenda recognizes that achieving global goals and targets cannot be addressed through single sectoral approaches alone. Of key importance is SDG Goal 17 aimed at strengthening the means of implementation and revitalizing the global partnership for sustainable development, which calls for mechanisms to approach and achieve multiple goals simultaneously. Goal 17 is intended to help address the social, economic and environmental dimensions in an integrated manner while building on appropriate governance arrangements, processes for multistakeholder engagement, and financing mechanisms to support synergy across the goals (UNTST, 2014). The key message is that different domains (e.g. land, water, energy and food) are interconnected and thus cannot be effectively governed or make progress towards targets unless they are addressed in an interrelated and interdependent way (ICSU, 2016). The 2030 Agenda acknowledges the interconnection and complexity of challenges and takes into account technical and institutional requirements to enable comprehensive approaches at the national level.

FIGURE 1. Example of Sectoral and Stakeholder Engagement Required in Addressing SDG 2, Target 2.2. By 2030, end all forms of malnutrition and by 2025 achieve the targets on stunting and wasting in children.

Target 2.2

By 2030 end all forms of malnutrition and by 2025 achieve the targets on stunting and wasting of children



1.1. The importance of cross-sectoral coordination for sustainable food and agriculture

From ending poverty and food and nutrition insecurity to responding to climate change and sustaining our natural resources, food and agriculture lie at the very heart of the 2030 Agenda for Sustainable Development. Sustainable agriculture, food, nutrition and natural resources management are directly reflected in the SDGs on ending hunger (SDG 2), good health and well being (SDG 3), responsible consumption and production (SDG 12), life below water (SDG 14), life on land (SDG 15), climate change action (SDG 13) and are also intimately linked to goals that focus on poverty reduction (SDG 1), gender equity (SDG 5), clean water (SDG 6), energy (SDG 7), decent work (SDG 8) and reduced inequalities (SDG 10). Commitment to the 2030 Agenda means that society can no longer look at food, livelihoods and the management of natural resources separately. A cross-cutting focus on integrated development and investment in agriculture – crops, livestock, forestry, fisheries and aquaculture – as well as in social protection, health and education, among others, are fundamental for ending poverty and food and nutrition insecurity and accelerating progress toward sustainable development.

Although agriculture, food, nutrition and natural resource management are mutually dependent, decisions around each of these topics are often taken in isolation rather than as a system of interaction factors, particularly at the national level. Food security is the result of a variety of factors such as access, affordability and availability all aligning simultaneously. In many countries, food insecurity and under-nutrition are not the result of a lack of availability of food but are often related to unequal distribution of resources and unequal access to healthy natural resources, productive inputs, credit, social protection and information. Efforts to achieve food security and nutrition thus require dealing with challenges in production, distribution, pricing and information, access to healthy land and water, and with problems of insufficient health care and education, inadequate sanitary systems, or factors such as economic decline and climate change impacts on production and distribution (FAO, WFP and IFAD, 2012).

The sustainable use and management of natural resources entails the interactions and balance with those people living on the land and making a livelihood from agriculture and the natural resource base (Cilliers *et al.*, 2013). This bears out in relation to preparing for the achievement of any given SDG target. For example, SDG 2 Target 2.2 intends that all forms of malnutrition be ended by 2030, and by 2025 all targets achieved related to the conditions of stunting and wasting in children. When addressing the related welfare of women and children to reduce malnutrition, one soon recognizes that multiple sectors must be involved (see Figure 1). In this case, interlocking sectors such as health, rural development, agriculture, forestry, fisheries, livestock, environment, food distribution, industry, transportation, education (programs) and media (awareness) would at a minimum influence and potentially support the targeted impact desired.

Another major component of the SDG 2030 vision has been moving beyond conservation to the sustainable management of natural resources: our forests, waters, land, soil and biological diversity. Goal 15, which calls to “sustainably manage forests, combat desertification, halt and reverse land degradation, halt biodiversity loss”, cannot be achieved without joint efforts by sectors in dealing with land use (agriculture, infrastructure, mining, forestry, etc.). These examples underscore the importance of cross-sectoral coordination in achieving the SDGs.

Understanding the interplay of people and their relationship to the agricultural landscape and their underpinning natural resources, provides a significant opportunity for designing institutional arrangements and cross-sectoral approaches to address the SDGs. On the ground, the majority of the world’s natural resources are managed as part of a diverse mosaic of different land uses (the landscape) and associated scales of heterogeneous livelihood strategies that depend on ecosystem processes and services (see Figure 2). It is those resource users, including farmers, pastoralists, forest dwellers and miners and their families, whose day-to-day decisions directly influence the ecosystem health. The next level refers to all of those indirect actors, institutions and entities that influence the direct land managers.

Such an understanding of the interplay of people, the agricultural landscape and natural resources therefore illuminates the numerous stakeholders who would be an essential part of planning and implementation, including farmers, pastoralists, fisherpersons, forest

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 Agriculture, food, nutrition and natural resources are inter-related elements of a complex system, and as such require the application of approaches to enhance coordination across sectors at the country level.

FIGURE 2. The role of ecosystem functions, equitable partnerships and resilient landscapes in achieving the Sustainable Development Goals and Multi-lateral Environmental Agreements (MEAs) (Chesterman and Neely, 2015a).



dwellers, teachers, researchers, extensionists, international and national non-governmental organizations, community based organizations, intergovernmental organizations and local government actors, in addition to obvious national ministries.

The recent adoption of 2030 Agenda has given a new impetus to the debate on the interconnectedness between the multiple sectors of policy making that the SDGs cover, and has illuminated the practical need for greater cross-sectoral coordination. In this sense, 2030 Agenda offers an unprecedented opportunity to re-think ways of enhancing cross-sectoral coordination to take advantage of synergies and to reduce trade-offs, while generating greater returns on investments and helping to accelerate impact toward these critical goals.

Cross-sectoral coordination is viewed as a critical strategy for advancing global goals at the national level and these can be complemented by multistakeholder collaboration inclusive of government, civil society and private sector at multiple levels. However, most governments are organized administratively within a framework of sector-based ministries and agencies with resource allocations and accountability managed accordingly. This is also the case for most technical organizations at all levels and, as such, has hampered actions that require working across sectors – such as food security, climate change or sustainable agriculture.

A network analysis of the SDGs and their targets has demonstrated that the thematic goals comprise an integrated system setting the stage for enhanced policy integration (Le Blanc, 2015). Achieving these goals will therefore require a profound shift in how governments work among their ministries, with others in the public sector and with civil society and the private sector, towards greater coordination. Coordination implies integrating activities across ministries, institutions and agencies that have fundamentally different missions,

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Achieving specific targets of the SDGs requires the engagement and coordination of multiple government sectors along with strategic stakeholder engagement.

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such as agriculture, health, education, environment and trade. It means addressing political trade-offs, conflicting interests and expectations, and power dynamics between sectors and actors. There are many examples of governance challenges within food and agriculture development, including: managing potential conflict between the demands of agricultural production for food and for renewable energy; matching the natural resource base to the demands of development; or balancing the demand of water for agricultural production with those of other sectors.

The 2030 Agenda promotes lateral, integrative and systems thinking and coordination across sectors and actors. Such approaches raise significant implementation changes and governance challenges at country (and global) level, and implies that a transformation in coordination is needed. It is a key challenge to apply and adapt theoretical frameworks into the operational cross-sectoral coordination at country level. In the next section, the purpose of the document and the approach taken to understanding the facilitative factors promoting cross-sectoral coordination are provided.

1.2. Purpose, audience and methodological approach

Cross-sectoral coordination was promoted in the 1970s as part of integrated rural development and farming systems approaches that emerged as innovative methods for development, providing a contrast to the more narrowly conceived interventions undertaken by a single sector or sub-sector, such as agriculture, forestry or fisheries, health or environment. Despite some criticism as to their earlier success, there has been increasing interest and support for working cross-sectorally to achieve interconnected sustainable development goals over the past decade. To date, however there has been a lack of cohesive evidence or guidance available to facilitate cross-sectoral coordination within national level planning and decision-making.

Available studies and country examples are typically more descriptive rather than analytic. This paper aims at developing the initial evidence base, answering questions about the design and operation of cross-sectoral coordination at country level, and identifying factors and conditions that can advance it. The main question is how to facilitate collaboration across interconnected sectors and what constraints will be faced. In addition, the paper also tentatively investigates whether and when multistakeholder collaboration can facilitate and support coordination across sectors.

The paper builds upon the available literature and a number of country studies. The case studies analyzed for the purpose of this paper, from Asia (Bangladesh, India, Indonesia and Nepal), Africa (Burundi, The Gambia, Kenya, South Sudan, Uganda, Zambia) and Central America, provide examples and useful indications as to how and when to work across sectors. The case study analysis illuminates a number of elements that may enhance cross-sectoral coordination with a particular emphasis on tackling complex issues around sustainable food and nutrition, agricultural systems and natural resources.

This paper is an initial effort to a more systematic understanding into the topic, to provide indicative approaches for working across sectors. It provides a resource to those national and international actors who are conscious of the benefits of cross-sectoral approaches and want to use these approaches to achieve common strategic development goals at the country level. Further analysis of experiences is needed, and it is hoped that the paper will continue as an iterative document in summarizing key new knowledge, experience and examples and in providing ongoing valuable guidance for action.

The approach used in this paper is built upon three activities: a literature review, an analysis of a selected set of diverse case studies and the outcomes of a face-to-face expert consultation. The cases were selected by experts from the UN Food and Agriculture Organization (FAO) and the World Agroforestry Centre (ICRAF) to reflect a spectrum of cross-sectoral experiences encompassing different types of actors, themes, geographies, scales (subnational to international) and different thematic sectors. The main criteria used in the case study interviews were built upon the key characteristics of the ICRAF Stakeholder Approach to Risk-informed and Evidence-based Decision-making (SHARED) Hub (Box 4; Annex 1: Interview Template). A total of 16 case studies (Part II) were reviewed for this paper, of which a subset were identified to demonstrate the main findings in the paper.

Through the insights gained from the literature and emerging from the case studies, a conceptual framework adapted from Bryson, Crosby and Stone (2006) demonstrate facilitative factors associated with initial conditions, processes and structure and how governance was used to better understand the facilitative factors that contribute to cross-sectoral coordination as well as its relationship to multistakeholder collaboration (see Chapter 2).

An expert consultation was held midway through the process to review a number of case studies with their representatives, debate the factors that contribute to effective cross-sectoral coordination and to solidify recommendations for a wider target audience to continue to promote cross-sectoral coordination.

[two]

Cross-sectoral coordination at country level

The aim of cross-sectoral coordination is to build synergies across disciplines so as to tackle complex issues for achieving inter-related development goals and targets. However, the clear sectoral divisions and associated funding allocations that most institutions and agencies are typically set up with, create entrenched boundaries that deter the coordination required to address the cross-sectoral nature of development objectives and challenges. Consequently, coordination across sectors and even sub-sectors, particularly in government agencies, has been the exception rather than the norm, so that it has often been left to external organizations to advocate for greater cross-sectoral policy and programme coordination.

While cross-sectoral coordination among government agencies and departments is lacking, there has been a progressive increase in collaboration among diverse stakeholders from government, civil society and private domains of society at multiple scales. These multistakeholder collaborations have served to ground debates and enhance societal inclusion to increase the prospects of achieving development outcomes. Multistakeholder collaboration can support and often accompany successful cross-sectoral coordination¹, and, increasingly, cross-sectoral approaches are promoted together with multistakeholder collaboration. For example, the recent review of the Terrafrica Strategic Investment Programme (SIP), funded by the Global Environment Fund (GEF) and targeting land degradation, highlighted the multi dimensions of the sustainable land management approach. The programme stressed the need for multistakeholder partnerships, interdisciplinary, multi-sectoral and multi-scale approaches (FAO and Terrafrica, 2016).

This section provides background information on cross-sectoral coordination and multistakeholder collaboration and their inter-relationship, and includes examples of international support to cross-sectoral coordination.

2.0. Working across sectors: concepts and modalities

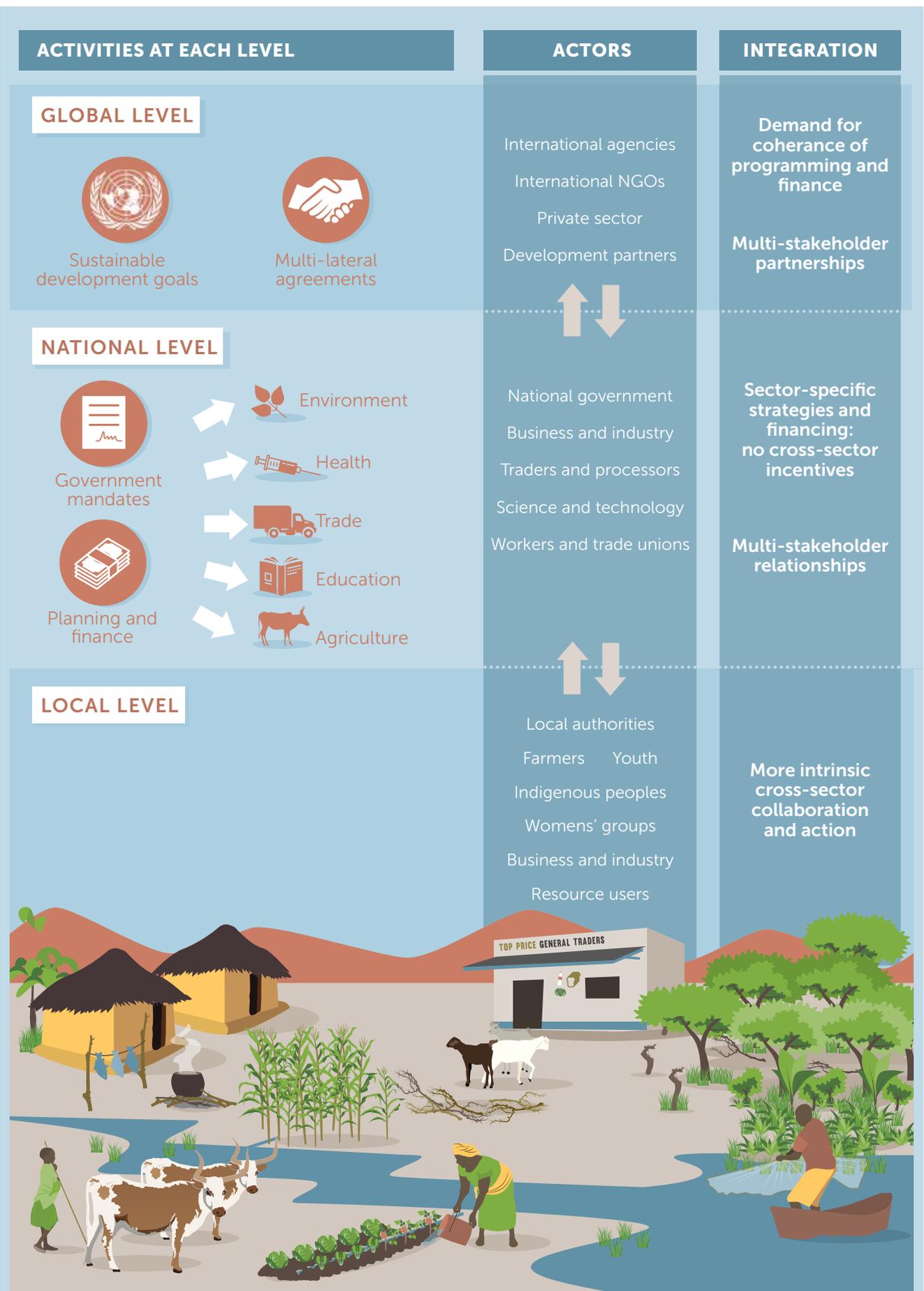
Cross-sectoral coordination refers to the engagement, promotion and management, including planning and implementation of activities conducted across thematic sectors to solve inter-related problems and deliver development outcomes (e.g. food security, nutrition, or sustainable agriculture) conducted across different thematic sectors.

While cross-sectoral coordination is a readily understood concept, its operationalization has been incongruent at different scales. Globally, the 2030 Agenda recognizes the inter-relationship among the SDGs and targets, and calls for greater cross-sectoral synergy and coordination for their achievement. At the level of managing local landscapes, cross-sectoral coordination among multiple dimensions is more intrinsic: for example, managers of forests, crops, pastures and fisheries address resources and associated livelihoods in a more systemic manner. However, at the national level (and sub-national levels in devolved governance systems), there are still strong sectoral divides in terms of both structure and planning and budgeting processes (see Figure 3) that deter functional coordination. It is at this level that the cross-sectoral coordination is most difficult and mechanisms for enhancing coordination are most urgently required.

¹ It should be noted that in some literature, the term “cross-sectoral” is used to refer to multistakeholder collaboration, however for the purpose of this paper, the differentiation as described in the definitions in the glossary will be kept throughout.

Cross-sectoral coordination is also a pre-requisite when there are overlapping jurisdictions (e.g. agriculture and forests), when there is inter-sectoral competition for human or natural

FIGURE 3. Different degrees of cross-sectoral integration at local, national and global scales



While cross-sectoral integration is inherent at the farm and local level, discrete sectoral arrangements and conventional financing mechanisms continue to hinder coordination across sectors and limit opportunities for synergistic planning, budgeting and implementation for sustainable food and agriculture at the national level.

resources (e.g. priorities over water supply to agriculture or industry; labor demands and agricultural growth) or when trying to meet complex national targets that are dependent on integration across policy objectives and goals (e.g. meeting low carbon and energy targets).

Most national governments, as well as those performing support roles such as donors, universities, intergovernmental organizations (IGOs) and international and regional agreements, have separated inter-related sectors (land, water, biodiversity, agriculture, livestock, fisheries, forestry, health, economics, nutrition, etc.) rather than taking a systems or holistic approach. National governments design sectoral strategies and planning within distinct line ministries (e.g. agriculture, health, education, etc.) that are resourced through centralized formal structures such as finance and planning ministries. This sectoral approach has been reflected in the numerous single sector national plans to address, for example agriculture, forestry, health, poverty, among others, as well as separate national action plans for addressing inter-related topics within the context of global commitments (e.g. biological diversity, combatting desertification, etc.).

This arrangement has been an obstacle for addressing issues that require actions across two or more sectors, such as food security, sustainable agriculture, nutrition and climate change. Consequently, there is little opportunity, incentive or capacity to allow for synergistic or integrated planning across sectoral divides. Issues that need to be addressed through the actions of different sectors are often prone to conflicts because of divergent interests, mandates, administrative boundaries and competition for resources. The specific expertise of various sector actors tends to lead to different views of the development challenge. In considering and defining a problem, experts generally embrace information from their own discipline as relevant to taking action in solving problems. Health and nutrition for example, do not fit neatly into the view of most agricultural experts, whereas infrastructure development and crop production rarely consider environmental priorities. Among the most pressing operational challenges in cross-sectoral coordination are: obtaining a wider, more common view of the problem and its solution; identifying which sectors should be governed together; and managing the inherent tension between self-interests and collective interests. Based on this prior difficulty, design of adequate financial mechanisms for supporting cross-sectoral coordination becomes a secondary challenge.

In practice, working across sectors as well as with diverse stakeholder representatives perhaps comes easier at the global level, when the issues at stake and the suggested solutions are more abstract, leaving the necessary concrete steps to those outside the discussion. In a way, the more strategic the questions are, with clear outcomes for “individual” gains and losses, the more difficult it is to coordinate across sectors or across stakeholders “belonging” to different sectors.

Based on the literature, cross-sectoral coordination seems most advanced in two arenas: a) mainstreaming environmental dimensions (e.g. ecosystem function and services) into conventional economic development planning, taking into account ecosystem integrity as underpinning the potential for the goals of other sectors to be achieved (Dalal-Clayton and Bass, 2009) and b) within the context of health and nutrition as the conditions that have an impact on health and nutrition status lie beyond the provision of resources and interventions from one sector (Aghren, Axelsson and Axelsson, 2009). (Further examples of global collaboration can be found in Box 1)

2.1. Multistakeholder collaboration

Multistakeholder collaboration can be viewed as a form of governance in which different parts of society attempt to work together, undertake collective decisions and apply collective actions that can have an impact at one or more scales (Brouwer et al. 2016; FAO, 2004). These collaborations typically consist of a mix of representatives from government, civil society and private sector at one scale or across multiple scales, with the intention of transcending power differentials and strengthening the voice of those more marginalized members of society to enhance inclusion, shared ownership and increase the chances of positive change. Additional key functions of multistakeholder collaboration include: integrating diverse perspectives, experiences and expertise; linking informal and formal governance and decision-making; and enhance trust, mutual benefits and shared power among partners (Hemmati, 2002).

BOX 1.

Examples from Global Multistakeholder Collaboration

Commission on Sustainable Development. The engagement of multiple stakeholders for addressing global issues was initiated during the first UN Conference on Environmental Development (UNCED) in 1992, when governments were influenced to recognize the critical importance different stakeholders to advance sustainable societies and development. These were known as the nine Major Groups of Civil Society to include women, children and youth, indigenous people, non-governmental organizations (NGOs), science and technology, local authorities, business and industry, workers and trade unions, and farmers. Along with stakeholders representing consumers and media, these groups gained intervening power at the UN Commission on Sustainable Development through Rio+20, however it was at the discretion of the government Member States². This advance led to country and local level Agenda 21 initiatives and catalyzed the elaboration of multistakeholder approaches including dialogues and platform development for problem solving around diverse natural resources issues at one or more multiple scales (Warner, 2005).

Committee on World Food Security. A more recent and widely recognized example globally has been the reform of the Committee on World Food Security (CFS) that took place in 2009 to formally include an advisory group made up of UN Agencies and Bodies, civil society and non-governmental organizations (representing smallholder family farmers, fisherfolk, herders, landless, urban poor, agricultural and food workers, women, youth, consumers and indigenous people), international agricultural research institutes, financial institutions, and private sector and philanthropic organizations (FAO, 2009b).

Networks that enable multistakeholder collaboration have been described as decision-making bodies based on voluntary, informal or legal arrangements that comprise of different stakeholders who perceive the same resource management problem, realize their interdependence for solving it, and come together to agree on action strategies for solving the problem (Steins and Edwards, 1998, cited in Warner, 2005). They have also been described as ‘a contrived situation in which a set of more or less interdependent stakeholders around a resource are identified and invited to meet and interact in a forum for conflict resolution, negotiation, social learning and collective decision-making towards concerted action’ (Roling and Woodhill, 2001). Rather than aiming to have “everybody in the room”, multistakeholder processes should strategically engage key stakeholders, to maintain the appropriate scope and to ensure the collaboration remains relevant.

Two successful examples of multistakeholder collaboration interacting with governments on topics related to agriculture, natural resources and food security and nutrition are given in Box 1, and underscore the value they were perceived to hold at the global level. These global interactions influence both country level actions and are influenced by them.

2.2. Approaches to multistakeholder collaboration and cross-sectoral coordination in a historic perspective

Over the last five decades, research and development approaches have increasingly focused on including the perspective of the more marginalized actors, those who directly manage the natural resource base and agricultural production, as well as representatives of other civil society groups and increasingly with government and the private sector. Such approaches include: farming systems research and extension, integrated rural development, watershed management, the sustainable livelihood approach, the landscape approach and integrated territorial development. These approaches, as well as a variety of participatory, inclusive processes, have all evolved and competed for policy space, both as objectives and as approaches. Indicative examples and definitions of these inter-related approaches can be found in Box 2.

BOX 2.

A historical view of approaches related to cross-sectoral coordination and multistakeholder engagement

Farming systems research and extension (FSRE) is an interdisciplinary, participatory and dynamic approach to work with and understand farmers' livelihoods taking into account real world complexity, diversity of farmer values and linking farms to other scales (e.g. markets, landscapes, etc.) (Neely and Dixon, 2006).

Integrated rural development is an approach that focuses on process and takes into account decentralization, collective action, devolution of management to communities, a territorial rather than sectoral approach and payments for environmental and social services, coordination across policies and reconstruction of rural institutions (deJanvry, 2003).

Watershed management is aimed at the sustainable distribution of its resources and the process of creating and implementing plans, programs and projects to sustain and enhance watershed functions that affect the plant, animal and human communities within a watershed boundary. Features of a watershed that agencies seek to manage include water supply, water quality, drainage, storm water runoff, water rights and the overall planning and utilization of watersheds. Landowners, land use agencies, storm water management experts, environmental specialists, water use surveyors and communities all play an integral part in watershed management (Filiberto *et al.*, 2015; Thapa, 2000).

Socio-ecological systems (SES) approach builds upon systems ecology and complexity theory, and presents the theoretical underpinning of integrating the social and the biophysical factors interacting in a resilient and sustained manner as a coupled social-ecological system. These systems are defined at several spatial, temporal and organizational scales and include a set of critical natural, socio-economic and cultural resources as a dynamic, complex system with continuous adaptation (Redman *et al.* 2004; Berkes and Folke, 1998). Similar thinking underpinned the concept landscape-lifescape interactions (Hargrove *et al.* 1994), the landscape approach, and later integrated landscape management.

Sustainable livelihood approach takes into account a holistic diagnosis and analysis, context, assets, institutional organizations, livelihood strategies and outcomes, application of people centered approaches, a focused strategy on multiple sectors, coherent information systems and reflective practices (Frankenberger, Drinkwater, and Maxwell, 2000).

Integrated landscape management (ILM) involves long-term collaboration among different groups of land managers and stakeholders to achieve their multiple objectives and expectations within the landscape for local livelihoods, health and well-being. Integrated landscape management has gained momentum and has been proposed as an approach for achieving the SDGs in a synergistic way (Thaxton *et al.*, 2015; Mbow, Neely and Dobbie, 2015). A landscape approach supports inclusive and participatory processes in decision-making; systematically considers multiple sectors and diverse stakeholder priorities to generate solutions that simultaneously achieve multiple objectives; and can coordinate strategies and encouraging synergies between national, subnational and local governments.

Territorial development has two key elements: a) a geographical space or arena where individuals/groups/communities live and organize themselves socially, and where different actors claim different types of rights (legal, economic, environmental social and cultural); and b) an arena for dialogue and negotiation which hosts continuous interactions among and between actors and their physical environment aimed at promoting men and women equitable access to land (FAO, 2015; Tarrasón, Adrian and Groppo, 2016).

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Cross-sectoral coordination builds on historical and current approaches that have aimed at bridging environmental, social and economic dimensions as well as greater involvement of diverse actors from civil society, government and private sectors. The enabling conditions and demands for working across sectors are greater than ever before.

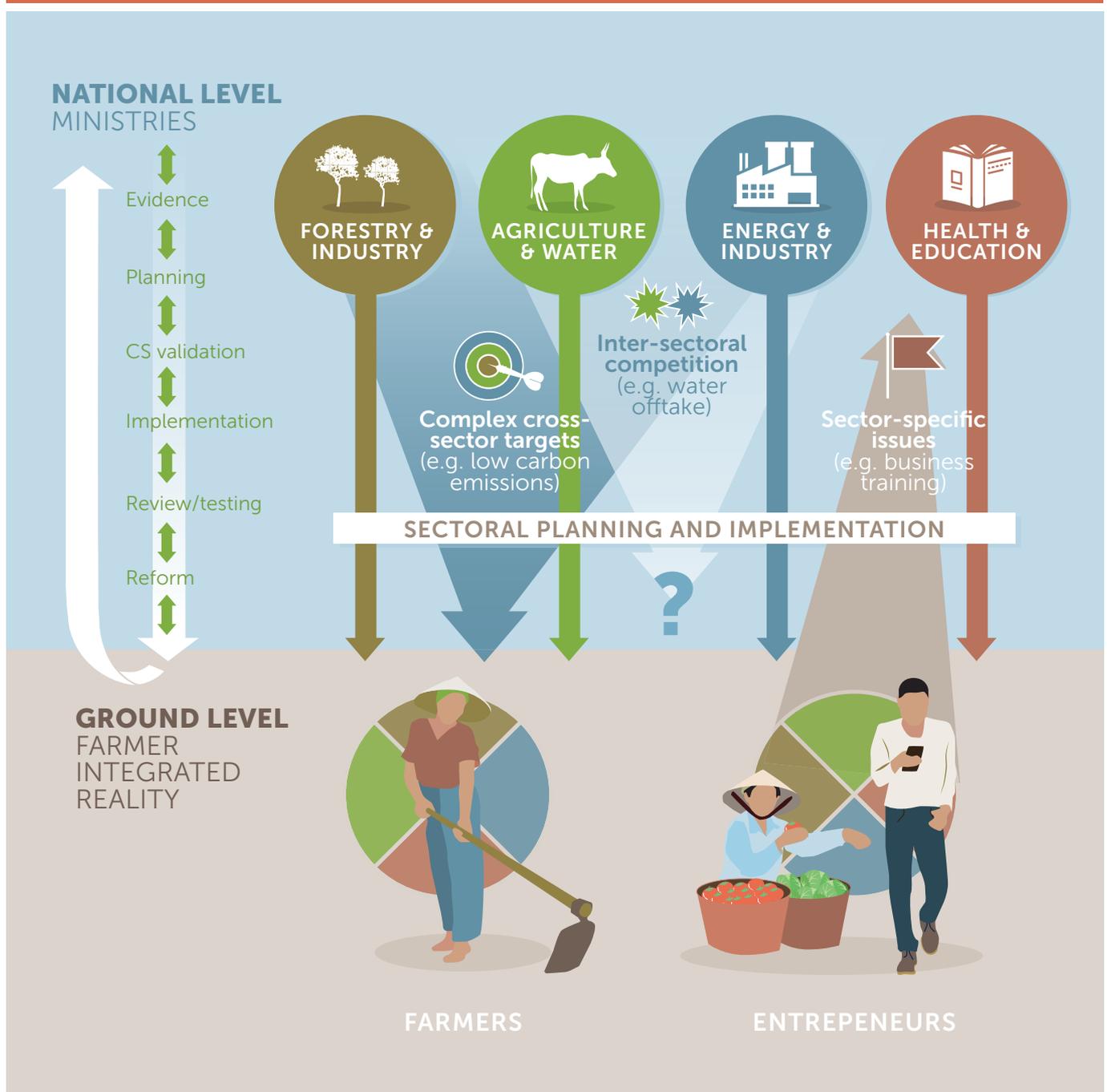
Despite the differences among the approaches, common themes include a strong focus on systems perspective, cross-sectoral coordination and greater participation of different actors, especially targeting processes that are more inclusive of general civil society actors, with attention to women, youth and indigenous people. Since the initiation of the sustainable development discourse in the 1990s, attention has focused on the complexities of rural livelihoods and participation expanded from a more specific local community level to encompass the normative, policy and institutional aspects of development. However, despite the theoretical attractiveness, operational complexities can make implementation of these approaches rather difficult. Constrained resources and limited empowerment in some settings still limits the capacity that women, youth and indigenous people have to influence decision-making in many contexts. Furthermore, inclusive and participatory forms of governance are limited by their greater time and financial requirements.

More recently, however, the operational environment at country level has become more supportive of cross-sectoral coordination as governments, development organizations and donors place more emphasis on stakeholder engagement and the interconnectedness of issues. Policy makers take a more explicit results-based approach and studies on food, nutrition and the state of the natural resources are more systematic and frequent. Both government and non-state actors are more aware of the political landscape, they select more appropriate tools for social, political and institutional analysis and thus, are more supportive of, and familiar with, cross-sectoral development approaches.

2.3. Multistakeholder collaboration in support of cross-sectoral coordination

It is important to clarify the inter-relationship between multistakeholder collaboration and cross-sectoral coordination (Figure 4). Within the context of national ministries, individual sectors are responsible for their own sectoral planning and implementation however they can and often do so in consultation and collaboration with civil society and private sector stakeholders within the context of that single sector (e.g. the forestry sector planning in consultation with non-timber forest products harvest groups). In other cases, a single sector interacting with a stakeholder group can be very specific, such as agriculture industry training for entrepreneurs in developing markets for their products.

FIGURE 4. Multistakeholder collaboration support to cross-sectoral collaboration



.....
 Multistakeholder collaboration can contribute greatly to cross-sectoral coordination by bringing diverse actors from civil society, private sector and government (including multiple ministries in some cases) to enhance information exchange, increase possibilities for negotiation and advocacy and inclusive decision-making across sectors, all of which can enhance governance.

.....
 In the international arena, there is a growing interest of developing approaches that consolidate historical lessons and support effective cross sectoral coordination at the country level.

In cases where there are complex cross-sectoral targets such as reducing carbon emissions, multiple sectors including agriculture, industry, energy, and forestry may be engaged in consultation with relevant user groups, private sector actors, and NGOs to come with solutions that reduce emissions. In a number of cases, multistakeholder collaboration triggered the process of coordination across sectors. There are also cases where demand on a common resource creates tensions among several sectors as well as between user groups. An example of such a case would be water off-take affecting or being affected by agriculture, livestock, and industry that would also implicate interaction with different user groups (e.g. water users associations, consumer groups, livestock producers associations, etc.).

Multistakeholder platforms are often used for consultation among government, non-government and private sector actors, while cross-sectoral approaches and coordination is typically associated with governmental bodies. In some cases, one is more appropriate than the other, however the two are compatible and complementary, and in most cases do coincide for more effective progress.

2.4. Growing support for cross-sectoral coordination in the international arena

Cross-sectoral approaches are increasingly being taken up in international research and development organizations. For example, the FAO is focusing on increasing its effectiveness in supporting countries to work across sectors to accelerate the achievement of the 2030 Agenda goals in particular those associated with poverty reduction, food and nutrition security and the natural resources base. As part of this, FAO is promoting more cross-sectoral coordination in its own operations as well as a variety of approaches that fit the different contexts of the member governments (see Figure 5).

An example of institutional change to promote cross-sectoral coordination is FAO's cross-departmental approach to making agriculture, forestry and fisheries more productive. FAO is taking an approach to agriculture, forestry and fisheries that increasingly addresses the different dimensions of sustainability: economic, environment and social and allows work across sectors, objectives and interests (see Box 3, page 16).

In the research for development community, SHARED (developed by ICRAF) provides an operational approach to cross-sectoral decision support that brings evidence into decision-making. SHARED is a demand driven, stakeholder engagement structure that supports decision-making through inclusivity, embracing complexity, informing risk, identifying priorities through evidence and effectively tracking and providing feed back to the effort. SHARED focuses on convening and facilitating the integration of sectors, diverse knowledge systems and institutions with an emphasis on interaction with scientific and experience-based evidence to better integrate research, practice and policy (see Box 4, page 17) .

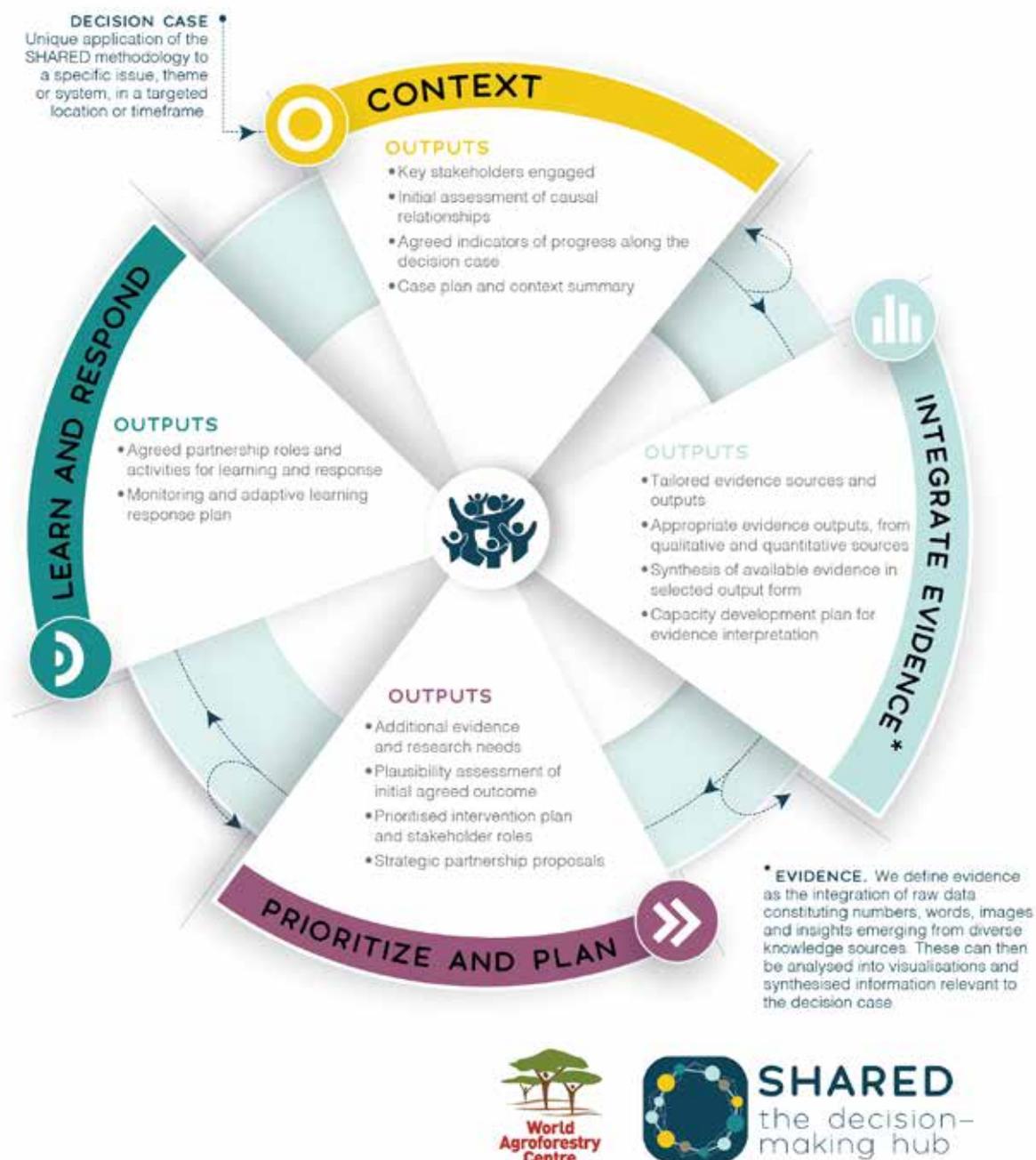
FIGURE 5. Some examples of approaches in support to cross-sectoral coordination at country level at the FAO.



BOX 4.

The Stakeholder Approach to Risk Informed and Evidence Based Decision-making (SHARED)

FIGURE 7. The Stakeholder Approach to Risk Informed and Evidence Based Decision-making (SHARED) phases can enhance cross-sectoral decision-making and integrate actions across toward related sustainable development outcomes



The overall goal of SHARED is a shift in decision-making culture to prioritize investment strategies for accelerating sustainable development goals. Key factors, steps and principles in the SHARED framework include: a) advancing a holistic or systems view to raise awareness on the integrated nature of the environmental, social, cultural and economic dimensions and causal relationships; b) establishing a clear understanding of the influencing factors of human and group decision-making; c) facilitating different government sectors and multistakeholder platforms of diverse societal sectors; d) collectively articulating mutually agreed, desired sustainable development outcomes and indicators building upon fundamental ecosystem services and nested within national and global goals; e) generating evidence and experience, and tailoring tools in a readily consumable way; f) testing options based on collectively defined criteria, including risks and potential synergies; and g) designing option implementation with monitoring, evaluation and co-learning feedback. (See Figure 7.) There have been a number of learning outcomes from application of SHARED related to resilience, climate smart agriculture and sustainable agriculture intensification among others.

Box 4 continued.

For example, the Climate Change Unit of the Ministry of Agriculture, Livestock and Fisheries of Kenya, with FAO Mitigation of Climate Change in Agriculture (MICCA) Project, ICRAF and CCAFS hosted a process and face-to-face workshop to understand the state of play in climate smart agriculture in the non-ASAL regions of Kenya (Chesterman and Neely, 2015b; Neely, 2015). This entailed taking stock of 40 projects related to integrated crop-livestock-tree-fish projects to understand the lessons learned and how to support outscaling of CSA in Kenya. The process engaged the government sectors that make up the climate change unit (agriculture, fisheries, livestock) and the climate change secretariat based in Ministry of Environment and Natural Resources as well as stakeholders from research, practice and policy to interactively share and analyze scientific evidence and field experience from the projects. A current state of knowledge on how CSA can serve to simultaneously achieve Kenya's development goals, climate change targets and relevant policy linkages was presented. Some of the overarching recommendations related to cross-sectoral coordination consider: the requirement of integration at all levels; knowledge generation and sharing are critical for evidence-based decision-making; inclusiveness and contextualization promote ownership and uptake; and the importance of building synergy and addressing potential inconsistencies between policies, regulations, investments and implementation. An evidence-based and jointly agreed upon messaging regarding CSA was developed as a cross-sectoral contribution to the policy dialogues of the UNFCCC (COP 20, December, Peru), Paris 2015 and other international efforts and fora, including the Alliance for CSA in Africa.

[three]

A conceptual framework for understanding facilitative factors for cross-sectoral coordination

3.0. Elements of the Conceptual Framework

FIGURE 3. Conceptual Framework for understanding components and facilitative factors for multistakeholder collaboration and cross-sectoral coordination (adapted from Bryson, Crosby and Stone, 2006)



Bryson, Crosby and Stone (2006) advance a framework for understanding multistakeholder collaboration among actors including government, civil society, community, business, media, philanthropy and others. Their framework takes into account the set of initial conditions affecting collaboration, leading to or combined with informal and formal processes, governance arrangements, and contributing outcomes and accountabilities while taking into account contingencies and constraints. In their original framework, the Initial Conditions component refers to the general environment in which the collaborations are imbedded; the Process Component refers to processes within collaboration; and the Governance Arrangements Component refers to the collaborative organizational and governance structure. Each of these components is inter-related and there is a continuous iteration among the components. For the purpose of this paper, the conceptual framework proposed by Bryson, Crosby and Stone (2006) was adapted to examine the facilitative factors associated with effective multistakeholder collaboration and those contribute more prominently to enhanced cross-sectoral coordination (see Figure 8).

Although this paper focuses on cross-sectoral coordination, the lessons and a more extensive literature on collaboration, partnerships and networks provide useful insights for working cross-sectorally. The facilitative factors that lead to effective multistakeholder collaboration can readily be applied to cross-sectoral coordination. However, emerging from the case studies, several unique factors tended to be in place to advance cross-sectoral coordination. These include: a) systems thinking or a holistic perspective, b) forging cross-sectoral relationships, c) integrating knowledge across relevant sectors, d) a formal or informal structural configuration including two or more sectors, and e) governance approach that advances government engagement and government sectoral integration.

Based on the findings from literature, this paper reviewed selected case studies related to food security and natural resources management from four aspects: a) Initial Aim, Purpose, and Enabling Conditions, b) Governance Arrangements and c) Process and d) Outcomes. Advancing cross-sectoral planning and budgeting will take a shift in paradigm both in process and structure as well as how resources are secured and allocated. In some cases, the factors within a given component of the framework are not restricted to only that component. For example, the process mechanisms that are put in place to sustain cross-sectoral coordination may also be an outcome of the effort or a facilitative leader may be a part of the enabling condition as well as the process component.

The section below elaborates those facilitative factors that tend to foster cross-sectoral coordination based on the framework and indicative examples from the case studies (Table 1) are highlighted. All cases demonstrated multiple facilitative factors, however for the purpose of illustration, the cases are presented adjacent to one factor below. The full case study descriptions in light of factors in the adapted conceptual framework are provided in the Part II of the report.

While most factors seen as enhancing multistakeholder collaboration are readily applicable to cross-sectoral coordination, several specific factors are more prominent or unique to cross-sectoral coordination.

TABLE 1. Case Studies used for In-Depth Review

REGION/COUNTRY	CASE NAME
Asia	Coordinating Food and Nutrition Security (FNS) Policy, Bangladesh
	Agroforestry Policy, India
	Land-Use Planning for Multiple Environmental Services (LUMENS) in Jayapura regency, Papua, Indonesia
	Agro-Forest based Enterprises in Nepal
Africa	An Integrated Approach to Production and Conservation, Burundi
	The Agriculture and Natural Resources (ANR) Platform, The Gambia
	Imarisha Naivasha Management Board, Kenya
	Stakeholder Approach to Risk Informed and Evidence Based Decision-making for Resilience (SHARED), Kenya
	Tackling Multistakeholder Land Conflicts through an Iterative Multistakeholder Negotiation and Dialogue Process, South Sudan
	Kapchorwa District Landcare Chapter (KADLACC), Uganda
	Linking Social Protection with Agriculture, Zambia
Central & Latin America	Mesoamerican Agroenvironmental Programme (MAP), Central America
	Probosque Forest Incentive Law initiative in Guatemala

Outcomes

The paper argues that cross-sectoral coordination contributes to both achieving greater impact on food and agriculture, as well as to the effectiveness of planning, decision-making, budgeting and implementation to achieve those impacts. Thus, within the analytical framework, the kinds of outcomes include both those that represent the establishment of more effective processes (e.g. inclusive cross-sectoral and evidence based decision-making or incentives in place to support and sustain processes to support effective decision-making) as well as impacts on society and the ecosystem that supports it (e.g. land tenure arrangements that benefit traditionally marginalized women or land restoration that benefits environment and livelihoods).

Initial and Enabling Conditions

The initial conditions represent the existing environment within which either multistakeholder collaboration or cross-sectoral coordination or both are imbedded. Conditions present at the outset of cross-sectoral coordination can either facilitate or discourage coordination between different agencies. These conditions include existing institutional relationships (e.g. conflicting or facilitative relationships among different stakeholder or sectoral representatives); the degree of ownership by different parties; the level of agreement on the guiding purpose (e.g. enhancing food and nutrition security), problem to be solved (access of food during drought), a desired outcome (sustainable production of forest, fisheries and agricultural) or a proposed value proposition (e.g. working in a multistakeholder or cross-sectoral way will increase returns on investment); and existing conveners and leaders (e.g. government, civil society or external actors) willing to take the process forward.

BOX 5.

The forest and farm facility: agro-forest based enterprises in Nepal and Probosque Forest Incentive Law in Guatemala

Agro-forest based enterprises in Nepal, Forest and Farm Facility

In Nepal, the need for successful mobilization of resources for the promotion of forest and farm based enterprises was the main objective for setting cross-sectoral coordination across the agricultural and forestry sectors. A cross-sectoral platform was formed to encourage integration and coordination in discussing issues and challenges, to build synergies and complementarities and to mobilize resources. The platform aimed to enhance entrepreneurship in forestry and agribusiness. Producers organizations were able to express opinions and expectations and contribute to planning (Macqueen *et al.*, 2014).

Probosque Forest Incentive Law initiative in Guatemala, Forest and Farm Facility

In Guatemala, a consultative process with different interest groups in the forestry sector highlighted the need for a new law on forestry incentives that was more inclusive of previously overlooked beneficiaries. A process to design this law, which was named the Promotion of a Law for the Establishment, Recovery, Restoration, Management, Production and Protection of Forests in Guatemala (PROBOSQUE) was presented to interest groups.

An initial condition that is more uniquely relevant to enhancing cross-sectoral coordination is systems thinking or a holistic world-view. The Sustainable Development Goals are inter-related and the means of implementation identified to approach them has emphasized that systems approaches, taking into account the fundamental inter-relationship between social, economic and ecological dimensions, will be necessary. A holistic world-view is based on the premise that there is an intimate inter-connection among the parts of the “whole” – the sum is greater than the parts. For cross-sectoral coordination, it is critical to have an understanding of the inter-relationship among different sectors and the benefits of planning and implementation that takes these relationships into account.

BOX 6.

Kapchorwa District Landcare Chapter (KADLACC) in Uganda

Extensive land degradation, including landslides were impacting Kapchorwa and surrounding Districts in Uganda. As a response to these challenges, the Kapchorwa District Landcare Chapter (KADLACC) was formed to improve community livelihoods through sustainable land management. As part of developing KADLACC, a common vision was established. KADLACC has been bringing together farmer Landcare groups working on integrated natural resource management at a landscape scale since 2003. Visioning is an integral component of the Landcare process in Kapchorwa, whereby the community draws a visual image of how they want their landscape to look in the future. By discussing the desired future, an agreed vision is established and the community can set clear steps towards achieving that future with greater cohesion and agreement, which is positive for the platform.

Governance Arrangements

Cross-sectoral coordination is not self-administering processes. It needs some kind of structure – formal or informal – that allows integration of resources and the exchange of information across different organizations and possibly, actors. Arrangement also includes configuration of multiple sectors and elements such as membership of sectors, roles and responsibilities, rules and procedures.

There are different understandings of governance. For the most part, governance refers to all formal and informal, public and private regulatory structures, i.e. institutions consisting of rules, norms, principles, decision procedures, concerning specific and strategic decisions and their implementation; it also refers to the interactions between actors in those decision-making and implementing processes, as well as the impacts and effects of those decisions. It includes the underlying dynamics that influence the way cross-sectoral

BOX 7.

Defining governance

- Governance refers to rules, institutions and processes, formal and informal, through which public and private actors articulate their interests; frame and prioritize issues; and make, implement, monitor and enforce decisions (FAO).
- Governance refers to the manner in which public officials and institutions acquire and exercise the authority to shape public policy and provide public goods and services (World Bank).
- Governance is the exercise of political, economic and administrative authority to manage nation's affairs. It is the complex mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights and obligations and mediate their differences (UNDP).
- Governance is the manner in which power is exercised in the management of a country's social and economic resources for development. Governance means the way those with power use that power (Asian Development Bank).

Sources: FAO (2016), Castrén and Pillai (2011), McCawley (2005), World Bank (2007)

coordination (and multistakeholder collaboration) processes function, and thus also their outcomes.

This understanding of governance is in line with the shift in conceptual thinking of governance among governments, international institutions and the international development community. Over the past decade, thinking about governance moved from the once predominant commitment to 'good governance' (based on a number of principles

or criteria) toward a more pragmatic agenda, defined by a commitment to iterative, bottom-up, problem-solving approach. This approach uses political economy analyses to identify and evaluate the roles and responsibilities, interests and power dynamics among key stakeholders and sectors and how they interact in the planning and decision-making process. It puts emphasis on the relevance of values, culture and experiences of organizations and of individuals who represent them; and on power imbalances among participating actors.

Rules, roles and responsibilities. While having a common goal is important, each organization and individual should understand their specific roles and responsibilities and be ready to account for their actions. In the case of cross-sectoral coordination, clarity, agreement and ownership of specified rules of engagement among the active sectors are necessary to prevent or minimize sectoral competition for power and resources. Thindwa

BOX 8.

The Agriculture and Natural Resources (ANR) Platform in The Gambia

The ANR Platform in The Gambia was set in 2013 to advance inclusive and cross-sectoral decision-making and outcomes that ensure sustainable agriculture and natural resource production systems contribute to the well-being of the Gambian people while maintaining and enhancing forest landscape management. It brings together a range of government representatives from the agriculture and natural resource (ANR) sectors as well as from private, civil society and intergovernmental organizations. It is now an established coordination mechanism. ANR Platform is anchored in the ANR Policy of The Gambia, which came in place to coordinate better the two sectors. The ANR Policy had only foreseen an ANR working group of government officials discussing when there were conflicts. With Forest and Farm Facility (FFF) support, the ANR platform was established which includes now also civil society representatives.

(2015), reporting from World Bank discussions on collective governance, identified that successful (public) collective governance is anchored in facilitating transparency, accountability and stakeholder participation in all country settings.

Configuration of multiple sectors. By definition cross-sectoral coordination involves two or more different sectors and thus the structure must be inclusive of multiple sectors. This

BOX 9.

Coordinating Food and Nutrition Security (FNS) Policy in Bangladesh

The process of developing a plan of action for food and nutrition security implied the setting of joint task force (The Food Policy Working Group) and three inter-ministerial subcommittees. Each working group dealt with a different aspect of food security and it is composed of ministerial staff from a wide range of ministries from Agriculture, through to Finance, Local Government, Women and Children Affairs, Planning, etc. The process lasted more than a year and involved over 100 consultative meetings, workshops and technical consultations with stakeholders from public and civil society and included research centers and universities as well as development partners and NGOs. Together they identified challenges in FNS policy definition and implementation and came up with a plan of action.

structural configuration can be around deliberative, formal arrangements at one scale (e.g. the Climate Change Unit of Kenya at the national level) or in nested or multi-scale cross-sectoral arrangements (e.g. local and national appropriate mitigation actions in Indonesia) (Neely *et al.*, 2014; Kozar *et al.*, 2014).

Government commitment and engagement. Government commitment is essential for the institutional arrangements to be put in place for cross-sectoral planning, budgeting and decision-making. It can come in the form of: a) facilitation of cross-sectoral engagement by different ministries; b) changes in policies associated with multiple sectors; c) shifts in approaches and policy related to planning and financing; d) ensuring ownership by different government stakeholders; e) negotiation within government bodies; and f) linking

BOX 10.

Imarisha Naivasha Management Board in Kenya

The drop in water levels and quality in the Lake Naivasha basin resulted in discussions between private sector and government. These discussions led to the formation of the Imarisha Naivasha Management Board, whose purpose is to enhance sustainable development and integrated NRM for Lake Naivasha Basin and improve water quality and quantity. The National Government (Permanent Secretary for the Environment) was the facilitative leader at the start of this process. The Imarisha Board is public-private partnership operating at a sub-national level in Kenya, involving multiple sectors and including major stakeholders in the catchment from private business, community and public at national and county levels.

and aligning administrative scales. As such, national policies need to be analyzed for their capacity to guide work across sectors and scales. Beyond this, government can also play an important role in facilitating sustained cross-sectoral coordination through enhanced interactions with multistakeholder platforms and negotiations with donors for investments in cross-sectoral approaches.

Power imbalances. Power imbalances (e.g. equitable or inequitable power relationships among stakeholders or sectors; changes in power due to government decentralization, a change in policy, etc.) among partners in coordination are often seen as critical to its effectiveness. Power difference among players influence their willingness to participate

BOX 11.

Tackling multistakeholder land conflicts through multistakeholder negotiation and dialogue process in South Sudan

The environmental and negotiated territorial development (GreeNTD) developed by FAO aims to address the multidimensional problem and multistakeholder land conflicts: a socio-ecological approach to territorial development centered on the actors, which is characterized by openness and inclusion. The approach supports a wide stakeholder's engagement in seeking progressive territorial consensus through a holistic, bottom-up and negotiated vision. The approach promotes a parallel, complementary process of strengthening for addressing power imbalances and guaranteeing rights for active participation in the multi-objective decision-making processes toward an agreed, socially legitimate and sustainable use and management of natural resources. Applied to the Abyei area in South Sudan, the effort promotes informed dialogue and negotiation process over access, use and management of natural resources, using animal health interventions (vaccinations) as one of the initial trust building components to improve trust and cooperation among the Mysseryia pastoralist community and the Dinka Ngok community (Gaetano and Groppo, 2016).

BOX 12.

An integrated approach to production and conservation in Burundi

FAO is promoting an integrated approach to agriculture in Africa. The purpose of the project is to adopt a multi-disciplinary and catalytic approach to address the degradation of natural resources; loss of agricultural productivity and income; malnutrition and poverty in rural areas of Burundi. Key entry points for action are: the watershed, community and, farmer field schools. A range of activities are promoted by the project, including sustainable land management (terraces, contour ridges, fodder production, small scale irrigation); crop intensification; diversification (vegetables, fish ponds, piggery); better integration of crop and livestock production, etc. Central to the success of the programme are: 1) the participatory approach from the planning phase to implementation; 2) the capacity development at all levels, from farmers to communities, advisory services and planning capacities at watershed level; 3) the focus on improved livelihood and, income; 4) social cohesion and the development of a common vision; and 5) access to credit, research, innovation and partnership (Ndabirorere, 2016).

in cross-sectoral coordination, or their capacity to influence the process of negotiation and decision-making. The latter is critical when cross-sectoral coordination involves non-governmental stakeholders. In this regard, the respect of gender equality and inclusiveness is also important. The facilitative leaders and champions within different sectors engaged in coordination need to carefully manage contradicting interests and differences in power among sectors and actors, in order to find incentives to achieve system-wide goals

Process

The process component addresses underpinning principles and factors that enhance collaboration and coordination. These include: a) facilitative processes for forging agreement and ownership on the vision or problem statement; b) mechanisms for dialogue and power sharing, building trust and legitimacy, and conflict management; c) facilitative leadership; d) capacity development and learning in an interactive way; and e) putting in place mechanisms for sustaining the collaboration or coordination. These factors are applicable to both multistakeholder collaboration and cross-sectoral coordination.

Additional process factors that feature more prominently/differently for enhancing cross-sectoral coordination include creating an understanding of the cross-sectoral nature of the problem or vision statement; forging cross-sectoral relationships and structured cross-sectoral facilitation; trust in a facilitative leader or convenor by different sectors; a transparent method making integrated cross-sectoral knowledge available; and mechanisms for sustainability of cross-sectoral coordination. These are described in more detail below.

Understanding the cross-sectoral nature of the problem, purpose or vision statement.

One of the key motivations for supporting cross-sectoral coordination is the possibility of achieving greater and more accelerated impact and sustainable development return on investment. However, to put cross-sectoral coordination into practice, there must be an appreciation of the cross-sectoral nature of the problem to be solved as well as the importance of the vision or desired outcome that is to be achieved. To understand the cross-sectoral nature of the problem, it is insightful to understand its root cause. For example, a problem such as land degradation may be allocated to the environment sector (e.g. achieving land degradation neutrality through the CCD), but in reality reversing land degradation becomes the domain of agriculture, livestock, forestry, peace and security, tenure, education, health, energy, migration, culture and others in order to address the root cause(s) of the issue. Furthermore, the long-term vision cannot be relegated to a single sectoral outcome or one SDG target such as reducing hunger. It must be framed in the accompanying social, economic and environmental context or dimensions of the vision.

BOX 13.

Land-Use Planning for Multiple Environmental Services (LUMENS) in Jayapura regency in Papua, Indonesia

Papua province has a high potential to contribute to low-emission development in Indonesia. However, with the rapid population growth and the existing development plans, projected emissions are high. This challenge led to the use of a negotiation support framework of Land Use Planning for Multiple Environmental Services (LUMENS), which aimed to bring an integrated action plan across multiple sectors. The effort focuses on land-based sectors including timber, horticulture, forest, mining, agriculture, settlements and estate plantations with a strong consideration of the underpinning biodiversity and watershed function. Beyond the government sectoral actors, civil society groups, academia, NGO and local community members including religious leaders were fully engaged. The World Agroforestry Centre (ICRAF) served as the facilitative leader. Given needed capacities, lack of access and availability of data and a low understanding of emissions and climate change, working groups were developed to interact with data software and tools and build the capacity of non-state actors. Government technical people helped to interpret the data to bring all sectors together to promote cross-sectoral understanding.

Forging cross-sectoral relationships and structured cross-sectoral facilitation. The cross-sectoral relationships necessary for joint planning, budgeting and implementation do not come automatically. They require a change in both perspective and behavior. Sectoral inter-relationships may not be apparent, may invoke competition for resources or a fear of

loss of power, or may be considered too complex or challenging. Structured facilitation processes are necessary to support cross-sectoral coordination for deepening the interconnected nature of different sectors, enhancing trust and transparency and reinforcing the long term gains of short-term changes in the working culture. The processes used to promote cross-sectoral coordination can vary but must be tailored to the situation and participants, must take into account the importance of co-learning and co-negotiation, and must develop capacity in integrated decision-making. Cross-sectoral budget allocations are often instrumental in determining the likelihood for shared decision-making across sectors (Thindwa, 2015).

BOX 14.

Mesoamerican Agroenvironmental Programme (MAP) in Central America

In order to tackle the complex and interconnected issues in Central America, the Mesoamerican Agroenvironmental Programme (MAP) works to strengthen the capacity of six territorial platforms to understand and coordinate actions targeted to counteract the problems created by climate change, reduce forest degradation and deforestation and achieve water, energy, nutritional and food security. The platforms work across multiple sectors with MAP facilitating strengthening primarily related to socio-political dimension of the landscape and in adaptation/mitigation to climate change. The platforms that MAP supports are primarily composed of public stakeholders from various countries but engage experts for technical inputs.

Trust in a facilitative leader or convener. In principle, trust and neutrality are important ingredients for a relationship and partnership, but often harder to implement in reality. If participating sectors and actors trust in the reliability and capacity of their partners, the transparency of processes and the potential benefit cross-sectoral approach in itself, the coordination will more likely lead to actually achieving the intended goal. Most advances in cross-sectoral coordination are made because of the insight and energy of a facilitative leader, champion, charismatic person, or convening entity who can motivate and guide the processes necessary to ensure an authentic relationship among different sectors, maintain the bigger picture, and assist in advancing deliberations and negotiation among diverse

BOX 15.

Agroforestry policy in India

Agroforestry adoption in India faced many obstacles and an Agroforestry Policy was seen as necessary to overcome these challenges and to bring the different ministries working on Agroforestry together. Building on the opportunities created by a joint policy analysis initiative by ICRAF and the National Research Institute (ICAR), India's Secretary of the National Advisory Council (NAC) helped in bringing multiple stakeholders together in a platform for consultation and to express their views on the issue so that their concerns could be taken into consideration while formulating the policy. Subsequently, the Department of Agriculture, Cooperation and Farmers Welfare (DACFW), working with inter-ministerial representative as well as expert in this field, gave final shape to the agroforestry policy that was later approved by Government of India. Neutral facilitation was provided throughout by NAC and the DACFW. These few individuals, also called champions, kept the process moving and engage a large number of stakeholders including senior officials, policy makers and policy influencers.

actors. Within the context of cross-sectoral coordination, the facilitative leader must be familiar with the content, nuances in human behavior, and have strong process skills. Most sectoral plans are negotiated bilaterally with ministries of planning and finance and subsequently, having that ministry support and enable cross-sectoral coordination by serving as the facilitative leader or convener tends to accelerate buy in and progress.

Available cross-sectoral knowledge. More often than not, decisions are made based on inherent world views, current perspectives, biases, personal and institutional agendas and available resources. Decisions are often made rapidly, in an ad-hoc fashion, and have a tendency toward rationalizing rather than being rational. For cross-sectoral approaches to work, they must be based in quality evidence, experience, and risk assessment. The evidence and information must be shared in a way that is readily consumable by the

BOX 16.

Stakeholder Approach to Risk Informed and Evidence Based Decision-making for Resilience (SHARED) in Kenya

Devolution to County Governments in Kenya resulted in the need for sub-national integrated, consultative and inclusive decision-making. The key purpose of introducing SHARED in Turkana County was based on a demand by the County Economic Planning and Finance Ministry to be able to bring sectors together and use evidence for more informed and synergistic decisions to get greater returns on their investments. The process involved all sectors operating in the County and initially focused on government actors but has since expanded out to NGOs in and will continue to the community. The facilitative lead institutions from the start were the County Government, the World Agroforestry Centre (ICRAF), UNICEF and the National Drought Management Authority (NDMA). The Resilience Diagnostic and Decision Support Tool was developed to bring evidence across sectors into a readily accessible format.

BOX 17.

Linking Social Protection with Agriculture in Zambia

Both agricultural and social protection sectors in Zambia have similar objectives but different strategic approaches and target groups, with limited coordination between the two. FAO acted as the facilitating institution in strengthening coherence between agriculture and social cohesion ministries. FAO worked with UNICEF and the American Institutes for Research to share evidence on the positive impact of social protection programmes such as Social Cash Transfer can have on agricultural production outcomes.

sectoral actors (Neely *et al.*, 2015) and clarifies the benefits and trade-offs of potential interventions or plans as weighed against the desired outcome. This integrated knowledge sharing requires that there is a transparency in how the data and information is gathered, interpreted and the processes for authentically interacting with the data that are in place.

Mechanisms for sustainability. Integrated and cross-sectoral processes are not a once-off effort, and mechanisms must be in place to sustain coordination. Such mechanisms include: incentives based on coordination results; succession planning for the next generation of decision makers; formalizing decision-making processes for transcending political shifts; maintaining strong relationships across sectors; and ensuring transparency (agreed process) in decision-making. A further important sustainability dimension is the monitoring, evaluation and feedback of indicators to a) ensure efforts are moving in the direction of the longer term outcome and b) rapidly revise the implementation of a decision whose outcome is not going according to plan. Other means for ensuring the sustainability of a cross-sectoral coordination include: creating incentives to motivate sectors, increasing capacity within sectors, establishing local funds, or having an annual budget from government to ensure commitment from government of cross-sectoral teams.

3.1. Summary of learning: facilitating factors and constraints arising from the cases

This section provides a summary of approaches and factors that support cross-sectoral as they emerged from the case study analysis and insights shared during the expert meeting. The section also highlights key challenges that may hinder cross-sectoral coordination. While the majority of the cases reviewed in this analysis relate to agriculture and natural resources management, the key factors identified can readily be adapted to other cross-sectoral initiatives aimed at solving complex problems.

Initial and Enabling conditions

Existing institutional relationships and structures can either facilitate or undermine cross-sectoral work. Two main factors emerged in the cases: the presence or early surfacing of a facilitative leader or catalyst and the importance of having a more holistic or systems view to put the issues into perspective.

The presence of a facilitator or catalyst. Cross-sectoral coordination requires champions to initiate efforts and motivate people to change their approach and work more collaboratively. Even where institutional structures or culture are in place such as in The Gambia, Bangladesh, Nepal, Guatemala, or Kenya, it is often an outside catalyst (FAO, ICRAF, UNICEF, or the Imarishu network) that supports the awakening and strengthening of the cross-sectoral coordination. In all cases, the outside catalyst also worked to bring non-state stakeholders into the process. Often, personal relations between key players were crucial as well as allowing sufficient time for the process.

Systems thinking or holistic view. Within all the cases presented, this factor was evident to lesser and greater degrees. Developing a vision and shared understanding of the problem within the context of its social-economic and environmental dimensions is crucial for cooperation and commitment of participants. It was, however, clear that a systems view was not necessarily shared by all actors at the initiation of the process and that often a facilitative leader guided those engaged to appreciate the interconnectedness of different topics and to understand why a given issue needed to be addressed with these in mind.

Governance Arrangements

All cases point to the importance of collective action and its potential for increasing impact. Cross-sectoral coordination stemmed from formal and informal alliances of sectors, institutions and stakeholders that together served a role in solving a problem and achieving a shared goal. Where these alliances and linkages were encouraged, there was greater information exchange and coordination among sectors and actors permitting joint planning for action. Informal coordination structures appeared to function better at local level as in Uganda. The analysis showed that it is not so much the formality or informality of the arrangements established for cross-sectoral coordination, but rather the authority that is vested in that arrangement and the factors related to governance and process.

In addressing multi-dimensional development issues and priorities, all cases indicated that bringing other stakeholders into cross-sectoral coordination processes enabled the development of shared visions to address problems and find solutions, improved transparency in governance arrangements, and made for more responsive decisions to the real needs of the concerned population (in particular cases from Guatemala, Gambia, Uganda and the Central America). In all cases, more than two sectors were engaged in a configuration of multiple sectors. In some cases, such as the forestry incentives law in Guatemala, the collaboration focused on one sector but brought in related sectors, while in other cases, such as the case on food security in Bangladesh, multiple sectors were engaged fully and in Indonesia, all sectors related to land were fully engaged. In Turkana in Kenya, the Economic Planning and Finance Ministry brought together all ministries to initiate cross-sectoral dialogue and planning.

Power imbalances were indicated among key challenges for coordination in most cases. Leaders and champions involved in the platforms took time to work out issues with diverse actors and perspectives and enhance a sense of ownership. Working together to develop a concrete visions, policies, strategies or plans (Bangladesh, India, Uganda, The Gambia and Indonesia) helped bring partners together, create a sense of importance or even urgency and focus. It also resulted in concrete products so that people can see tangible outcomes of their efforts. In most cases the role of facilitative leader or institution was critical to addressing the power imbalances.

Government commitment and engagement. Obtaining the recognition and support from a high-level authority will facilitate coordination, as seen in Bangladesh (the National Food Planning and Monitoring Committee under the Prime Minister Cabinet), Turkana, Kenya (the Ministry of Economic Planning and Finance), Imarisha in Kenya (the Minister of Environment) and the Agroforestry Policy in India. These cases demonstrated government leadership and facilitation of cross-sectoral coordination, while in other cases government engaged through participation initially and gradually took greater control of the process over time. In the case of KADLACC in Uganda, the process was community led and owned so while government was engaged and important in the process their role was more supportive. In the Forest and Farm Facility cases, the local and national government were integrally linked in support of the support of cross-sectoral coordination.

The majority of facilitative factors were process oriented. Many of these factors are strongly interlinked to outcome and governance arrangements. Six factors are discussed in the context of the cases below:

- If a holistic view or systems thinking was integral to the case study, often an understanding of the cross-sectoral nature of the problem, purpose or vision statement was also present. Some cases highlighted a guiding vision statement (e.g. KADLACC and Nepal) while most of the cases showed that there was an understanding of the cross-sectoral nature of the problem or purpose by the actors involved. Significant effort was made in a number of cases to ensure all sectors understood their role in the solving the complex problem.
- Relationships and structured facilitation were present in all the cases. What was less evident was the often subtle ways in which forging cross-sectoral relationships and structured cross-sectoral facilitation was achieved. Many of the cases highlight the role of a facilitator to achieve this but do not discuss the extent of process. Ensuring collaboration amongst ministerial sectoral offices was discussed in a number of cases and the SHARED Turkana case highlights the formalized structured facilitation process that was used to enhance cross-sectoral coordination. In the Bangladesh case, technical staff within working groups led efforts to develop a common understanding, bring evidence of the complexity of the problem and the need for a cross-sectoral work. In Indonesia, facilitating the diverse actors sub-sectors and stakeholders around a land use plan required specific facilitation of the articulation of a common vision and served as significant contributor to cross-sectoral coordination and implementation. More exploration on the facilitation processes is needed to enhance cross-sectoral relationships.
- The importance of trust in a facilitative leader or convenor was evident in each of the cases, demonstrating their role in guiding and motivating the process of coordination. The leaders are often external but could readily be individuals or units within the government. Often leaders from different organizations worked together to achieve a common aim. For trust to develop, the leader or convenor must be perceived as a neutral party or holding a perspective of a commitment to the good of all above the individual. Several cases (Bangladesh, India, Guatemala) indicate that cross-sectoral coordination can start through the actions of a small well-connected group of individuals who are interested in coordination and then progressively reach out to include other sectors and organizations over time.
- Available cross-sectoral knowledge is a factor that was present in a number of cases. Local knowledge, scientific studies and reports and lessons from other cases were used in many of the cases to focus discussion, refine perceptions, and enhance decision-making (Treakle and Krell, 2014). Some of the cases described how the information was integrated into the process, such as using it as a basis for dialogue or presenting it to groups within the cross-sectoral coordination process. To facilitate common understanding among participants of a problem, leaders used evidence and information about the nature of the problem and potential solutions (as in Bangladesh, India, Guatemala, the Gambia, Zambia, Kenya and Indonesia). A few of the cases described how the information was provided in a form that was easily accessible to different groups within the process. SHARED Turkana was one case that described a process and tool for this. Maps to demonstrate relationships among sectors were found to be a good starting point for initiating cross-sectoral dialogue (e.g. Indonesia, Turkana in Kenya). Regular feedback meetings and the use of information media such as leaflets helped maintain transparency in Uganda.

- Mechanisms for sustainability were discussed in a number of cases but largely in terms of resources, ownership and strengthened platforms. Coordination between sectors will be more likely maintained when all participants are involved from planning to evaluation stage, and where budget allocations are made explicitly for that purpose. A number of cases mentioned a monitoring and evaluation process to bring learning back into the process. There were few examples of financial incentives outlined in the cases.
- Many of the cases describe a process to enhance inclusivity of the collaboration and enhance voice of more marginalized groups, including women. Ensuring the respect for gender equality and inclusiveness is however, often part of governance challenges of cross-sectoral coordination in practice, especially where non-state stakeholders are also involved.

Within the cases there were four main areas that proved challenging:

- Building cross-ministerial cooperation was one of the greatest challenges. Divergent views and mandates, vested interests and power imbalances, competition for resources and varying perceptions on the importance of the issue, and the nature of the problem and its potential solutions were among the issues outlined. Amongst the divergent views, creating agreement was a challenge at times. In some cases, leaders used facilitation skills to discuss with each sector separately as an approach to addressing this challenge. Understanding the interplay of power interests and influence was recognized as key for designing and managing cross-sectoral coordination processes. In all cases analysed, bringing non-state stakeholders into the process contributed to broadening the scope of discussions, widening the perspectives and creating a better understanding the complexity of the problems and the interconnectedness between sectors and accelerated activities for achieving food security and sustainable rural development.
- Representation for participation in platforms and in government departments can change often, which impacts consistency, leading to reduced efficiency and effectiveness. A number of approaches to overcome this have been proposed and include nomination of representatives or focal points from each group represented.
- Resources to maintain the platform can be a challenge, particularly if commitments and actual allocations do not match. In one case, the lack of resources was also considered a positive as the voluntary nature of the platform enhances commitment and reduces conflict. Some processes collapse because the time needed for building trust has lapsed or the value addition of working together is not articulated clearly enough to ensure participation. Processes and people must be accountable and must show that whatever money is available is used in an effective way.
- The availability of data and the reluctance of institutions to share data can be defined a challenge and maybe partly overcome by the government leading all requests for data. Variable levels of understanding of concepts and language among participants are among key challenges when cross-sectoral coordination is combined with multistakeholder participation.

Participants in the expert consultation highlighted another important challenge that relates more to values and culture of coordination: in many countries, there persists a view that identifying interconnectedness between different sectors related to food and agriculture, and working in a cross-sectoral way is simply too difficult to carry out. In an exercise by case study and experienced representatives, the participants suggested some concrete steps how to implement inclusive cross-sectoral coordination at the sub-national level (outlined in Box 18).

The experience from many of the cases shared in this paper provides initial evidence that challenges to cross-sectoral coordination can be overcome. Further exploration and analysis of existing evidence and country experiences would provide useful insights and guidance for policy makers, practitioners and advocates of working cross-sectorally in support of the SDGs in general and food and agriculture specifically.

BOX 18.

Indicative scenario: options for enhancing cross-sectoral coordination at the subnational level

Scenarios can assist in offering simplified descriptions of hypothetical futures. During the expert consultation, colleagues with experience in promoting cross-sectoral coordination at the national and subnational level met to discuss key considerations related to an indicative scenario at sub-national level. In this case, the colleagues from different regions of the world provided suggestions as to how to transition local government to be more cross-sectorally effective, enhance stakeholder collaboration, and bring evidence and tools into planning and decision-making processes. The following recommended steps could be proposed:

- **Build a business case for change.** Key to advancing the approaches will be a business case as to why it is needed, the value proposition, what it will improve and a plan to communicate and raise awareness for enhancing commitment and changing behavior.
- **Employ a facilitative leader and structured facilitation approach.** Facilitate district level sectoral dialogue to encourage systems thinking and revisit decision-making approach. Ensure facilitation skills are available to the district and key trusted actors are employed. Clarify roles and responsibilities.
- **Understand and engage public participation.** Carry out stakeholder analyses and develop public participation forums and a platform for actors to work with government taking into account principles of engagement to balance top-down and bottom up inputs and processes. Indicative tools include: stakeholder mapping, Venn power diagrams, social network analysis (UCINET), Social Intelligence Reporting and use of mobile technologies for community inputs.
- **Clarify problems, desired Outcomes and alignment.** Nest the desired outcomes from the local to the district level and indicate the relationship to national level goals and targets and the SDGs. Indicative approaches for problem analysis include problem and objective tree and root cause analysis.
- **Gather evidence and build systems for sharing across sectors and actors.** Put in place knowledge management systems in which to place evidence from across sectors and consider mandating the input of data from internal and external sources. Clarify knowledge gaps and assess risks and uncertainties. Indicative approaches and tools include: development of a local data management system to access and interpret data emerging from projects and programs, spatially based dashboards (Diagnostic and Decision Support Tool, www.landscapeportal.org/SHARED/turkana) and decision analysis for understanding risk and uncertainty.
- **Tie strategic planning to priorities based upon evidence, experience and desired outcomes.** An indicative approach is SHARED.
- **Link coordination to budget processes.** Consider creating cross-sectoral clusters, working groups and external forums. Consider giving cross-sectoral and multistakeholder team awards as an incentive through performance contracts and evaluations that demonstrate public accountability.
- **Ensure implementation is cross-sectoral.** Take advantage of implementation strategies that promote systems approaches such as Farmer Field Schools for agriculture, food, nutrition and natural resources.

[four] Key considerations and way forward for enhancing cross-sectoral coordination in food and agriculture

The lessons drawn from the literature, case studies and the expert meeting have provided initial evidence that cross-sectoral coordination can be effective in contributing to food and nutritional security and the sustainable use and management of natural resources as part of advancing the achievement of the SDGs. The key factors for facilitating cross-sectoral coordination have been articulated and summarized in the Chapter Three. This concluding chapter, reinforces the main considerations to take into account when initiating or implementing cross-sectoral coordination in the context of food, nutrition, agriculture and natural resources at the country level. These considerations are aimed at a broad audience of national and non-state actors, international development actors and partners that intend to promote cross-sectoral coordination with a view to building synergies and accelerating impacts by addressing multiple development objectives simultaneously. The considerations are presented according to the dimensions of the conceptual framework including: Initial Aim, Purpose and Conditions; Governance Arrangements; and Process with a reminder that these dimensions are inter-related. The Way Forward provides some summary remarks and suggestions for using this publication and future actions in support of cross-sectoral coordination to achieve the SDGs.

4.0. Key considerations

Initial and enabling conditions

- **Capitalize upon the 2030 Agenda opportunity.** The opportunities brought by 2030 Agenda provide an important basis for promoting cross-sectoral coordination. The international agreements and the SDGs have set the stage for greater understanding of the complexity of issues and the critical importance of integrated, cross-sectoral coordination and multistakeholder collaboration. Achieving specific targets of the SDGs requires the engagement and coordination of multiple government sectors along with strategic stakeholder engagement. Understanding the interplay of people and their relationship to agricultural landscapes and the underpinning natural resources provides a significant avenue for advancing institutional arrangements and cross-sectoral approaches to address the SDGs.
- **Take stock of the initial cross-sectoral dynamics in a country.** Initiating cross-sectoral coordination requires a clear understanding of the current situation to assist in planning coordination efforts. This includes existing local to national goals, policies, commitment to new ways of decision-making, relationships across sectors and with stakeholders, and the presence of political and facilitative leadership.
- **Identify or serve as the champion, facilitator or catalyst.** For varying reasons, government ministries and agencies rarely focus on coordinating action with those from other sectors. In practice, it is often actors and institutions from outside the government that advocate for greater cross-sectoral policy coordination and implementation. Identifying a powerful, respected, trustworthy and most neutral actor from government or non-government bodies who could champion the coordination across sectors is crucial.
- **Expand on the challenge, perceptions and associated sectors.** To achieve a shared understanding of the challenges, it is important to get the most complete picture of the

mosaic of different perceptions of this problem, clarify the root cause of the challenge, agree on the need for a cross-sectoral approach to solving the problem and review the heterogeneity of strategies proposed for its solution. Collectively identifying which sectors should be working together on a given target is a first step and will require managing the inherent tension between self-interests and collective interests.

Governance Arrangements

- **Honor the existing strategies while transitioning to new ways of planning, budgeting and implementation.** Moving toward cross-sectoral coordination does not mean starting with a blank slate, rather it is about building on what is working, existing relationships and creating ownership in the new approach. Sectoral actors must be recognized for their work while understanding the value and accelerated impact from working together.
- **Secure government support and commitment.** Government support and commitment are essential for the institutional arrangements to be put in place and maintained for cross-sectoral planning, budgeting and decision-making. The government support can come in the form of a) facilitation of cross-sectoral engagement by different ministries, b) changes in policies associated with multiple sectors, c) shifts in approaches and policy related to planning and financing, d) ensuring ownership by different government stakeholders; e) negotiation among government bodies and f) linking and aligning administrative scales. Government can also play an important role in facilitating sustained cross-sectoral coordination through enhanced interactions with multistakeholder platforms and negotiations with donors for investments in cross-sectoral approaches.
- **Ensure that structure supports coordination.** For coordination to become integrated into the planning and decision-making, there is a need for the institutional structure to facilitate coordination. This structural configuration can be around deliberative, formal arrangements at one scale (e.g. a committee at the national level) or in nested or multi-scale cross-sectoral arrangements (e.g. local and national appropriate actions).
- **Establish formal and informal structures to support cross-sectoral coordination.** Linked structures that promote shared understanding, are inclusive and participatory, value the contributions of all partners and make the roles and responsibilities of all participating actors clear can build greater commitment to continued cross-sectoral coordination. It is not the formality or informality of the structure established for cross-sectoral coordination that counts, but the authority that is vested in that structure, and the factors related to governance and process.
- **Proactively address power imbalances.** To be aware of the power imbalances among different stakeholders and sectors is critical to effective coordination. Power differences among players influence their ability or willingness to participate in cross-sectoral coordination and as importantly, their capacity to influence the process of negotiation and decision-making. The latter is critical when cross-sectoral coordination involves non-state as well as marginalized stakeholders and requires inclusiveness, integrating the dimensions of gender equity (SDG 5) and reduced inequalities (SDG 10).
- **Analyze problems for root causes and related sectors.** Moving toward the simultaneous achievement of diverse but inter-related goals requires that the related sectors understand the root cause of the problems being addressed and how their sectors working together can address the problem together.
- **Assess national policies for their capacity to integrate across sectors and scales and adapt accordingly.** Policies are often made sectorally and overlap or conflict with other policies. To enhance cross-sectoral coordination for the long term requires assessing national policies for their capacity to integrate across sectors and scales and adapt these policies.
- **Institutionalize and strengthen governance.** Governance elements such as transparency, cross-sectoral and multi-level coordination, stakeholder involvement and accountability are key dimensions used to forge cross-sectoral relationships for the long term as well as ensuring that the responsibility is placed on all actors and subsequently coordination is not just dependent on a facilitative leader.

Process

- **Understand and agree upon the long-term vision and desired outcome through systems thinking and holistic perspective.** Government engagement and champions are needed to raise awareness of the inter-relationship between social, economic, cultural, and environmental dimensions, develop a shared vision that takes into account these dimensions and work within structures to support action. Often, personal interests and passion tend to be the initial forces that bring people together but a multi-dimensional view of the future, can help sectors see both their individual as well as the combined contributions to be made. The challenge faced is more often than not multi-dimensional and as such, it is important that all the concerned agree on a compromised common or joint vision of the problem and the necessity to solve it via cross-sectoral coordination.
- **Incorporate structured facilitation along with leadership.** Transitioning to more cross-sectoral coordination requires structured facilitation and leadership. The fallback position for planning, budgeting and implementation is a sectoral approach in which the sectoral actors protect their domain, resources, and control. It takes a structured process to move beyond sectoral business as usual and bring about a shift in decision making and working culture. Facilitation, negotiation and advocacy allow for continued learning among the sectors in the transition.
- **Identify strategic sectors to engage rather than aiming to have “everybody in the room”.** It is important to bring out the comprehensiveness of the agenda to support cross-sectoral coordination but that does not mean all sectors, all the time. Taking advantage of strategic situations where cross-sectoral coordination among a few sectors can immediately benefit is an important entry. Examples include sectors where there are overlapping jurisdictions (e.g. agriculture and forests), when there is inter-sectoral competition for human or natural resources (e.g. water supply to agriculture or industry); the interaction between labor demands, human health and agricultural growth) or when trying to meet complex national targets that are dependent on integration (e.g. meeting low carbon and energy targets).
- **Bring non-state stakeholders into the process to trigger and improve the effectiveness of cross-sectoral coordination.** Involving civil society and private sector actors into the process contributes to broadening the scope of discussions, opening the views and better understanding the complexity of the problems and the interconnectedness between sectors for problem solving to achieve food security and sustainable rural development
- **Make evidence and experience available in a clearly accessible way to facilitate cross-sectoral interaction and support decision-making.** Bringing the evidence from diverse sectors can enhance the understanding of the cross-sectoral nature of problem solving, help identify priorities and form a basis for dialogue. Mechanisms must be in place for updating, managing, sharing and interpreting data to support cross-sectoral decision-making. For cross-sectoral approaches to work, they must be based in quality evidence, experience, and risk assessment. The evidence and information must be shared in a way that is readily accessible by the sectoral actors and clarifies the benefits and trade-offs of potential interventions or plans as weighed against the desired outcome. This integrated knowledge sharing requires that there is a transparency in how the data and information are gathered, reviewed for quality, made available and interpreted.
- **Build in mechanisms and incentives for sustainability of cross-sectoral approaches. Integrated and cross-sectoral processes are not a one-off effort.** It is important to ensure that coordination across sectors is integrated into all stages from information sharing and planning, decision-making, budgeting and implementation. Mechanisms must be in place to sustain coordination. Cross-sectoral coordination requires a change in behavior and can be facilitated through the use of appropriate incentives – the availability of human or financial resources – or rewards for cross-sectoral achievements. While budgeting is most often confined to sectoral plans, there is an opportunity to incentivize cross-sectoral coordination by budgeting around tackling integrated issues. Advancing cross-sectoral planning and budgeting will take a shift in paradigm both in process and structure as well as how resources are secured and allocated.
- **Identify, understand and work with the interplay of power and interests, and varying perspectives that motivate sectors and actors involved.** Process, governance arrangements are strongly inter-related and changes in one can effect positive or negative change in the others. The act of coordination requires a continued process for dealing with interplay of power, interests and motivations while bolstering the formal and informal structures and ways of working to sustain it.

4.1. Way forward

This document has outlined the importance of cross-sectoral coordination along with multistakeholder collaboration for advancing sustainable food, agriculture and natural resources within the context of the 2030 Agenda for Sustainable Development. It has emphasized the critical value of an integrated and inclusive approach to achieve the SDGs.

While 2030 Agenda is a global imperative, the success of implementation of inter-connected goals set out remains highly dependent upon the dynamics between diverse sectors at the local and national level as well as strategies, actions and budget allocations that enhance cross-sectoral coordination and multistakeholder collaboration.

Building on insights from the literature, an expert consultation and evidence from several case studies from different regions, the paper has identified a set of factors that can facilitate cross-sectoral coordination and decision-making at the national and local level. The document has provided a number of key considerations to take into account when supporting countries in enhancing cross-sectoral coordination in the context of food, nutrition, agriculture and natural resources.

To expand upon the insights presented in this paper and advance the development of contextualized, strategic recommendations, the following future actions are suggested:

- Carry out in-depth country evaluations of the effectiveness of cross-sectoral and multistakeholder arrangements in designing and implementing solutions to solve complex problems such as food and nutrition insecurity, insecure forest and land tenure or climate change;
- Undertake research and analysis on the foundations of integrated approaches to better understand mechanisms for successful multi-objective and cross-sectoral approaches and attending to related trade-offs;
- Invest in capacity development for government representatives and partners to implement cross-sectoral collaboration and decision making, including an appreciation of the principles of governance, systems, and the political economy as well as the facilitation of functional relationship dynamics, conflict management and negotiated agreements;
- Support the incorporation of evidence and the dissemination of knowledge across sectors to underpin decision making, political action, integrated approaches and initiatives; and
- Create stronger linkages between on-going processes and mechanisms at the international and country level for accelerating impact towards the SDGs and climate change agenda.

The high-level political forum (HLPF), which serves as the central platform for the UN in the follow and review of 2030 Agenda and the SDGs will continue to undertake thematic reviews in which multiple SDGs will be reviewed together as their inter-relationships are increasingly gaining prominence. These reviews bring together government ministries and registered stakeholders including civil society and private sector along with information from voluntary national reviews (some 43 in 2017) to take stock of progress and challenges in achieving the SDGs.

With 2030 in the not-too-distant future, it is hoped that the experiences and considerations provided in the initial effort along with other enriching works will provide practical knowledge on processes and tools to support national and local cross-sectoral endeavours for eradicating hunger, and achieving food security and nutrition, and sustainable agriculture and natural resources management.

PART II.

Selected examples of case studies on enhancing cross-sectoral coordination for food and agriculture from around the world

This Part looks at the selected case studies based on the components outlined in the analytical framework in Part 1. The cases are arranged in scale order at national, subnational and regional levels.



Background

Part II of this document provides more detailed descriptions of the cases highlighting the facilitative factors for cross-sectoral coordination within the adapted framework associated with cross-sectoral coordination as presented in Chapter 3, including:

- Overview of the case
- Initial aim, purpose and enabling conditions
- Outcomes
- Process
- Governance Arrangements and
- Challenges.

The information in these cases result from the experiences and insights provided by case study resource persons during interviews, in filling case study template, and during the expert consultation held in Rome in 2016.

In support of the case studies featured in Part I, the cases that can be found in the following pages are:

- The Gambia: bringing non-governmental stakeholders into agriculture-natural resources coordination through the Agriculture and Natural Resources (ANR) Platform
- Nepal: Promoting coordination between agriculture and forestry for agro-and forest-based enterprises
- Guatemala: Forestry Incentive Programme Law Initiative
- Bangladesh: Promoting cross-sectoral coordination for food security and nutrition
- India: Developing an agroforestry policy
- Zambia: Linking social protection with agriculture
- Indonesia: Land-Use Planning for Multiple Environmental Services (LUMENS) in Jayapura regency, Papua
- Kenya: Imarisha Naivasha Management Board
- Uganda: Kapchorwa District Landcare Chapter (KADLACC)
- Turkana County, Kenya: A stakeholder approach to risk-informed and evidence-based 63 decision-making for resilience
- Central America: Mesoamerican Agroenvironmental Programme (MAP)



The Gambia

Bringing non-governmental stakeholders into agriculture-natural resources coordination through the Agriculture and Natural Resources (ANR) Platform

Overview of the case

Representation on the Working Group to implement the Gambian Agriculture and Natural Resources (ANR) Policy was not inclusive. This was considered problematic as multiple actors and sectors are needed to address ANR issues. The Working Group was enhanced into a more inclusive platform that now comprises a range of government representatives from agriculture and natural resources sectors, as well as private, civil society and intergovernmental organization actors. The purpose of the platform is to advance inclusive and cross-sectoral decision-making and outcomes that ensure sustainable agriculture and natural resource production systems that contribute to the well-being of the Gambian people. The Forest and Farm Facility (FFF), FAO is the facilitative leader in this case while the platform is convened by the National Environment Agency.

Initial and enabling conditions

Under the Gambian Agriculture and Natural Resources Policy (2009-2015), a cross-sectoral Working Group was established for implementation of the policy. However, the Working Group had not included representatives from civil society - in particular, from farmers' organizations. This absence of concerned actors was considered problematic as actors from multiple levels and across the sectors were needed to address the ANR issues.

The need to integrate Forest and Farm Producer Organizations highlights the understanding that the resource users and managers at the local level work with systems thinking and therefore the platform also needed to look across sectors. FAO, through its Forest and Farm Facility (FFF) and in collaboration with key national and local producers' organizations, worked to establish an all-inclusive ANR Platform under the ANR Working Group. The presence of the FFF in the country provided facilitation of the process.

Outcome

The Agriculture and Natural Resources Platform of Gambia brings together a range of government representatives from the agriculture and natural resource (ANR) sectors as well as representatives from private, civil society and intergovernmental organizations. It contributes to advancing inclusive and cross-sectoral decision-making leading to more sustainable agriculture and natural resource production systems thus contributing to the well-being of the Gambian people while maintaining and enhancing forest landscape management.

The platform was able to reach the following objectives: advance cross-sectoral decision-making and outcomes related to ANR; ensure the inputs and perspective from diverse actors in problem solving and decision-making related to ANR; shift ways of working and decision-making on ANR issues, and enhance the sustainability of cross-sectoral collaboration and decision-making through the diversification of funding. The work initiated in 2013 and is still ongoing.

Process

FAO provided support to strengthen negotiation capacities of the representatives of the Forest and Farm Producer Organizations to enable their full participation in the Platform and enhanced ownership. This enhanced non-governmental actors' comfort in engaging in policy dialogue. Debates and participatory tools, reference to local knowledge and communication in local language encouraged active participation of all actors. These process tools also enhanced the governance and power sharing within the platform.

The FFF National Facilitator acting as a facilitative leader and drawing on the cultural practice of working together were key factors for the success of the Platform. Sustainability of the Platform will be ensured through Government funding. This is planned through each of the sector government ministries allocating funds for the platform.

Governance arrangements

The Lead institution and convener of ANR is the National Environment Agency. It leads the Platform and hosts the ANR Working Group. The Chairperson of the Platform's meetings is the President of National Farmers' Platform of the Gambia. The ANR Platform includes representatives from multiple ANR related government agencies, ministries and departments, research institutes, forest and farm based organizations, NGOs and the private sector. It operates at national level while at Regional and District levels the platform operates through the Technical Advisory Committees (TACs) and the Multi-Disciplinary Facilitation Units (MDFTs) respectively. Due to their limited knowledge and capacities, and thus power imbalance in respect to other participants, most representatives from producer organizations participating in the Platform initially felt uncomfortable. Over time, regular smaller discussion sessions between the platform and the FFF Facilitator took place, which contributed to building trust among different actors and thus better coordination.

Challenges

The ANR Platform initially faced challenges in consistent representation from institutions and organizations. To address this, stakeholder groups on the platform were asked to identify focal points to ensure consistent representation. This influenced the structure of the Platform and was managed through the facilitation process. An additional challenge for the Platform is the participation of women, which they have not successfully addressed to date.

Resources:

<http://www.fao.org/partnerships/forest-farm-facility/en/>

Key Resource Person for Case Write up:

Omar Ceesay, Secretary ANR Working Group & Platform, National Environment Agency



Nepal

Promoting coordination between agriculture and forestry for agro- and forest-based enterprises

Overview of the case

A lack of coordination among different government line-officers and agencies, in agriculture and forestry, which often resulted in duplication of service delivery to farmers and entrepreneurs was the problem addressed by this case. A cross-sectoral platform was formed to encourage integration and coordination in discussing issues and challenges, to build synergies and complementarities and to mobilize resources. The platform aimed to enhance entrepreneurship in forestry and agribusiness. The FAO Forest and Farm Facility (FFF) is the facilitative lead in the process and both agriculture and forestry sectors are engaged. Public, private and civil society actors are involved in the platform.

Initial and enabling conditions

During the launch of the FAO Forest and Farm Facility (FFF) Programme in Nepal, it was realized that there was a lack of coordination among different government line-officers and agencies, which often resulted in the duplication of service delivery to farmers and entrepreneurs. Two committees were identified, one for Agriculture and one for Forestry, and met separately but discussed the same topic: agro- and forest-based business and enterprises. To solve this lack of coordination, a cross-sectoral platform was established and facilitated by the FFF. The purpose of the Platform was also to mobilize necessary resources for promotion of forest and farm based enterprises and enhance cross-sectoral coordination.

Outcomes

The cross-sectoral Platform at national and district level ensures strategic planning and coordination between the two sectors for the promotion of the agro and forest based business and enterprises. It encourages integration and coordination in discussing issues and challenges, and building of synergies and complementarities by avoiding duplication of work between forestry and agriculture.

The Platform has contributed towards improved capacities of producer organization, in expressing their opinions and forwarding their concerns to the policy actors. The policy actors have benefited from receiving feedback through the Platform and believe that their planning will be more effective as a result. The district Platform was instrumental in building partnerships and leveraging resources.

Process

The Platform provides an opportunity for each actor, from different sectors to present their own agenda and points of interest which enhances ownership and participation. A challenge was initially faced in ensuring equal participation of producer groups, this was overcome by strengthening their capacities. The Platform has developed a vision which provides a shared purpose for the Platform. The FFF played the role of facilitating and networking actors so that policy actors and producer group organizations could communicate effectively and comfortably, these were considered important capacities in implementing the cross-sectoral Platform. While the FFF has been supporting these efforts it is intended that the government will take over these efforts going forwards.

Governance arrangements

The Platform started as a dialogue and discussion forum between the government ministries for forest and agriculture, which also included local development, women development and others. Private sector, civil society including the federation of Community Forest User Group and media were also engaged.

The national Platform is led by the Ministry of Forests and Soil Conservation and chaired by the chief of staff of the president to ensure neutrality, while the district level Platform is chaired by the local government. There are clear rules for information exchange and communication of the agenda and relevant documents; the decisions should be made by consensus as far as possible.

Challenges

A key challenge was how to integrate cross-sectoral issues into the government's annual program and budget, including those of the sectoral departments and ministries. To address this documentation and dissemination of outcomes and best practices for further replication, upscaling and sustainability was undertaken.

A second challenge was the frequent changes in leadership of departments and ministries, and in individuals participating as representatives of their organizations in the work of the Platform creating problems in developing common understanding of the issues, and affecting the continuity and efficiency of platforms

Resources:

<http://www.fao.org/partnerships/forest-farm-facility/en/>

Key Resource Person for Case Write up:

Sophie Grouwels, Forest Farm Facility



Guatemala

Forestry Incentive Programme Law Initiative

Overview of the case

A consultative process in the forestry sector highlighted the need for a new law on forestry incentives that was more inclusive of previously overlooked beneficiaries. The aim of the initiative was to support the drafting of the Forestry Incentive Programme Law in Guatemala. FAO, FFF was the facilitative leader in this process, which included public, private, civil society and international government organization stakeholders. The case's focus is primarily on the forestry sector, but multiple sectors were engaged including agriculture, livestock, environment and natural resources.

Initial and enabling conditions

The intended purpose of the initiative was to support the drafting of the Forestry Incentive Programme Law in Guatemala. A consultative process with different interest groups in the forestry sector highlighted the need for a new law on forestry incentives that was more inclusive of previously overlooked beneficiaries. A process to design this law, which was named the Promotion of a Law for the Establishment, Recovery, Restoration, Management, Production and Protection of Forests in Guatemala (PROBOSQUE) was presented to interest groups and accepted. The process took place within the existing Inter-Institutional Coordination Group (GIC).

Outcomes

Representatives of forest and farm producer groups were integrated in the National Inter-Institutional Coordination Group (GCI) that was working on the Forestry Incentive Programme Law (PROBOSQUE). The Law was approved by the Congress as Law Number 02-2015. This financial public instrument will support the forest agenda for the next 30 years in Guatemala. The objective of the PROBOSQUE program is to contribute to integrate rural development in the country through investments that stimulate economic growth, encourage the involvement and the rural social income, protect and restore the natural base of the country and strengthen the institutional and local governance.

Thanks to the active participation of representatives from the forest and farm producers groups in discussions on the PROBOSQUE Law, the beneficiaries of the program also include owners, tenants in reserves of the nation, cooperatives, indigenous communities and communal tenure (land of special administration). The Programme promotes compensation for ecosystem and environmental services associated with the management and protection of forests. In addition, it defines a mechanism for uptake and administration of funds.

Currently, with the support of FAO, the program is gearing towards the operationalization of the law PROBOSQUE. The process was initiated in 2014 and is still ongoing.

Process

The FFF facilitated the proceedings of the Technical Secretariat through the FFF Programme, while NGOs and Donors provided technical and logistical support. Technical support was provided through consultative workshops, special studies, facilitating consultation activities, technical and legal consultants. Special studies were used along with discussion meetings and negotiation sessions to build a single voice for advocacy. In

this case the availability of information about the performance of earlier programs and of sectoral studies on the topic were important to give credibility to the process.

It was found that being able to make evidence-based claims is key to the success of such an exercise. Champions and leaders from the political organizations, both from the private sector and community associations and government were also important for the cases success.

The process was multi-scalar so as to gain inputs from all stakeholders and also cross-sectoral, although focused on intra-sector consultation.

Governance arrangements

At the time of the initiative, membership of the GIC included high level government representatives. Forest and farm producer groups did not have direct representation on the GIC Platform, but rather an ad-hoc representation depending on the themes being discussed by the formal representative members of the Platform. Thanks to FAO FFF support, forest and farm producer groups gained stronger representation in the GIC. A Board and Technical Secretariat were created to be composed by representatives of interest groups and executive bodies and to lead the process through technical workshops and consultations. Farm and forest producers were also actively involved in the drafting of the PROBOSQUE Law together with NGOs, international organizations, businesses, municipalities and regional coordination mechanisms, and indigenous authorities. Multiple sectors were engaged with the Ministry of Agriculture, Livestock and Food, National Forestry Institute, National Council of Protected Areas and the Ministry of Environment and Natural Resources key actors in the platform.

Challenges

Building consensus on the need to incorporate all landowners' opinions and building a coherent voice for advocacy were two significant challenges to the Program. These challenges have been overcome through: a) special studies (technical and legal); b) meetings; c) consultation workshops; and d) negotiations between the Board and representatives of interest groups.

Resources:

<http://www.fao.org/partnerships/forest-farm-facility/en/>

Key Resource Person for Case Write up:

Jhony Andia Zapata, Ogden Rodas and Jeff Campbell, Forest and Farm Facility, Rome



Bangladesh

Promoting cross-sectoral coordination for food security and nutrition

Overview of the case

The Government of Bangladesh identified the need for a holistic strategy for food security and nutrition in the country. The aim of the process was to develop and adopt a National Food Policy and associated plan of action and investment plan. FAO was the lead facilitative institution in the process, working with a number of external actors and the Government of Bangladesh. Cross-sectoral coordination was used and worked with multiple government ministries, was supported technically and involved extensive consultation with many actors.

Initial and enabling conditions

Due to high risks of political and social instability arising from food shortages and volatile high prices, food security in Bangladesh was historically framed in terms of food availability. Following the World Food Summit in 1999, the Government of Bangladesh requested FAO to support their efforts in the process of adopting a holistic strategy for food security and nutrition, with an emphasis on improving availability, access and nutrition outcomes in the country.

Outcomes

Adoption of a National Food Policy, complemented by a Plan of Action and the Country Investment Plan for Agriculture, Food Security and Nutrition. The three instruments embody the move from the country's traditional focus on food availability to a more holistic vision of food security and nutrition. The initiative ultimately led to improved arrangements for institutional coordination, including a larger role and increased participation by non-governmental actors. The work took place in 2006-2013, continuing in 2015 until now.

Process

The extensive consultation process in developing the action plan nurtured government ownership across different sectors, while ensuring consistency with other development frameworks and policies in the country. A number of external actors have assisted the Government of Bangladesh in enhancing human and institutional capacities needed to formulate the action plan, monitor its implementation and inform food security decisions. Additionally, the technical assistance role has been necessary to facilitate the sometimes-challenging cross-sectoral collaboration.

Facilitation skills and technical capabilities of FAO personnel were useful in mediating between different parties and gave credibility to the process. Mediation and facilitation skills were also required to navigate the different drivers for FAO and the Government where one was more influenced by politics and the other focused primarily on the results.

Information was important in improving decision-making but development of a consensus among different stakeholders was also important. In this case information-based decision-making was incorporated into the dialogue amongst stakeholders. An example is scientific research on food security followed by regular seminars and workshops during which Government and other stakeholders discuss findings and their implications on policy reform. Efforts to build a strong platform are paying off as mechanisms are in place for continual improvement in dialogue between ministries and inclusion of more sectors.

Governance arrangements

The responsibility for food security is divided between the Ministry of Agriculture and the Ministry of Food and Disaster Management. Nutrition is traditionally perceived as a health issue, within the mandate of the Ministry of Health and Welfare. However, the Ministries of Finance and the Ministry of Law, Justice and Parliamentary Affairs play important roles in the formulation and approval of public policies. FAO invested strong efforts in supporting enlarging the membership of the existing National Food Planning and Monitoring Committees. A joint task force (The Food Policy Monitoring Unit) and three inter-ministerial subcommittees have been introduced to identify challenges in FNS policy definition and implementation and come up with a Plan of Action. Each Working Group deals with a different aspect of food security and it is composed of ministerial staff from a wide range of ministries from Agriculture, through to Finance, Local Government, Women and Children Affairs, Planning, etc. A Monitoring Committee organized consultations around the thematic areas covered by the working groups.

A technical assistance project supported the process by providing technical advice, facilitating consultations and providing financial support. FAO facilitated the functioning of the High Level National Food Planning and Monitoring Committee and its sub-agencies, and facilitated the establishment of formal consultation and coordination platforms between government and non-governmental actors.

The process to develop the action plan lasted more than one year and involved over 100 consultative meetings, workshops and technical consultations with stakeholders from public and civil society and included research centers and universities as well as development partners and NGOs.

Challenges

The main challenge was getting the different ministries to collaborate. This was due to their different agendas and competition for resources and funding as well as some ministries not feeling they had a strong role in FNS. Another difficulty were differences in understanding the problem (serious food insecurity and extremely high malnutrition) and ensuing approaches and solutions for resolving it by the key actors. FAO addressed this situation by promoting dialogue and negotiations among key stakeholders, provision of policy advice, resources and expertise necessary to produce data and information created an evidence base for engaging the relevant ministries.

Resources:

<http://www.fao.org/3/a-i3868e.pdf>

Key Resource Person for Case Write up:

Marco Knowles, FAO



India

Developing an agroforestry policy

Overview of the case

Agroforestry adoption in India faced many obstacles and an Agroforestry Policy was seen as necessary to overcome these challenges and to bring the different ministries working on Agroforestry together. The World Agroforestry Centre (ICRAF) worked with the Government of India to support the development of an Agroforestry Policy. Actors from many sectors, including environment, agriculture and rural development, were engaged in the process and consultations included public, private and civil society.

Initial and enabling conditions

In 2008, the World Agroforestry Centre (ICRAF) and the National Research Institute (ICAR) collected the existing policies related to forests, water, agriculture, farmers and other relevant topics within and outside the country (for comparison with other policies that were working) and analyzed those side by side with the benefits of an Agroforestry Policy. The development of an inter-sectoral Agroforestry Policy was seen as necessary for overcoming many of the obstacles to the adoption of agroforestry in the country, including adverse policies, weak markets and a dearth of institutional finance.

Process

The effort was initiated in 2008 when ICRAF and the National Research Institute (ICAR) collected the existing policies related to forests, water, agriculture, farmers and other relevant topics within and outside the country (for comparison with other policies that were working) and analyzed those side by side with the benefits of an Agroforestry policy.

India's Secretary of the National Advisory Council (NAC) helped in bringing multiple stakeholders together in a platform for consultation and to express their views on the issue so that their concerns could be taken into consideration while formulating the policy. Subsequently, the Department of Agriculture, Cooperation & Farmers Welfare (DACFW), working with inter-ministerial representative as well as expert in this field, gave final shape to policy, which was approved by Government of India. Neutral facilitation was provided throughout by NAC and the DACFW. The process included national consultations, a working group with a wide range of actors, meetings and round table discussions, facilitated meetings with interest categories and finally, policy drafting through committees. The draft was sent out widely for feedback.

The development of the Agroforestry Policy in India was achieved in part by strong leadership amongst a few, well-connected individuals. Through the different levels of engagement and participation of multiple actors across sectors and scales, the role of those few individuals also called champions, to keep the process moving was key. Also important was the large number of participants that included senior officials, policy makers and policy influencers. Research, extension and capacity building were also key areas of focus so as to have greater industry involvement.

The consultative process was documented and a multi-departmental committee was used to ensure transparency among government offices in the last stages of the process.

Outcomes

The development and adoption of the Agroforestry Policy for India makes India the first nation in the world to adopt an inter-sectoral policy on agroforestry. The policy provides

incentives for the complete value chain of the agroforestry system so that it becomes a self-propelling machine. The policy is not only seen as crucial to India's ambitious goal of achieving 33 per cent tree cover but also to providing many of the other benefits such as increasing food and nutrition, supplying fodder, fuelwood and timber for India's growing population. The policy provides a platform for converging the various tree planting programmes outside of forest areas, which are currently being implemented by different ministries such as agriculture, rural development and environment. The policy development process initiated in 2008 and is now being implemented, monitored by a high level Inter-Ministerial Committee.

Governance arrangements

The policy was developed by the National Government and brings together agriculture, environment and rural development sectors, amongst others, and includes stakeholders such as farmers, NGOs, private sector, research institutes and the public sector. The involvement of many stakeholders throughout the process, and consideration given to their opinions and concerns as well as the articulation of the recommendations in a relevant format, enhanced ownership by all stakeholders. Facilitating negotiations among different interest groups was an important part of managing diverse opinions and arriving at an agreed draft Policy. The consultative process was documented and a multi-departmental committee was used to ensure transparency among government offices in the last stages of the process

Challenges

Agroforestry is not housed in any specific ministry, which draws little attention to its importance. This was also reflected in finance allocations. Additionally, there is a rather strict regulation regime that affects the expansion of agroforestry because of rules around tree felling and transport.

A particular challenge encountered was turf war, where some entities did not fully agree with the joint policy per se. Because a policy needs full agreement, it was challenging to work across diverse ministries with diverse, contradictory and sometimes opposing views and mandates. For this reason, it was crucial to have the widest possible buy in and the supporters worked to engage the widest possible audience and to actually "choreograph" how that would be done. To enhance transparency and avoid agendas, the team was made up of actors from across sectors.

Resources

<http://www.indiaenvironmentportal.org.in/files/file/Agroforestry%20policy%202014.pdf> <http://www.worldagroforestry.org/news/india-leads-way-agroforestry-policy>

Key Resource Person for Case Write up:

Rakesh Bhushan Sinha, Joint Secretary, Ministry of Agriculture, India.



Zambia

Linking social protection with agriculture

Overview of case

Both agricultural and social protection sectors in Zambia have similar objectives but different strategic approaches and target groups with limited coordination between the two. FAO acted as the facilitating institution in strengthening coherence between agriculture and social cohesion ministries. FAO worked with UNICEF and the American Institutes for Research to build evidence on the positive impact of social protection programmes such as Social Cash Transfer can have on agricultural production outcomes.

Initial and enabling conditions

Coordinated agricultural and social protection policies and programmes can support poor small family farmers in breaking out of the cycle of disadvantage and preventing the transmission of poverty across generations. Social cash transfers can provide liquidity and certainty for poor small family farmers, allowing them to invest in agriculture and human capital development, to better manage risks and to engage in more profitable livelihood and agricultural activities. On the other hand, agricultural interventions can also promote growth in the productivity of poor small family farmers, by addressing structural constraints that limit access to land and water resources, inputs, financial services, advisory services and markets.

An FAO case study of Zambia's experience in strengthening coherence between agriculture and social protection found that the ministries responsible for agriculture (Ministry of Agricultural (MoA) and Ministry of Fisheries and Livestock (MoFL)) and social protection (Ministry of Community Development and Social Welfare (MoCDSW)) have similar objectives with respect to food and nutrition security, employment and income generation and strengthening livelihoods. However, in practice, they have different strategic approaches, target different groups and there is limited coordination between the two. There is therefore scope for strengthening coherence between the interventions of the ministries, as also foreseen by the National Social Protection Policy, which includes specific reference to collaboration between the MoCDSW and the MoA and MoFL.

Outcomes

FAO has formally requested to join the United Nations Joint Programme on Social Protection. UN agencies agreed to this and the proposal has now been submitted to financial partners of the programme (DFID, Finnish Cooperation, Irish Aid, SIDA). A Technical Cooperation Project (TCP) – that will complement the United Nations Joint Project (UNJP) has been developed (pending final approval) following a request from the Government through the Ministry of Agriculture for capacity development to strengthen coherence between agriculture and social protection.

The initiative linking social protection with agriculture in Zambia is quite recent, but despite this has already achieved some intermediate results:

Policy engagement

- Mobilising support for coherence between agriculture and social protection: Two social protection focal points have been appointed in the each ministry (MoFL and MoA) in the Agriculture sector to mainstream the social protection work and an agricultural focal point will be established in the MoCDSW.

- Expanding coverage of social insurance to informal agricultural workers. The technical, financial and institutional feasibility of different options for expanding social insurance to informal agricultural workers is being assessed (FAO, supporting the International Labour Organisation (ILO) and the National Pension Scheme Authority (NAPSA))

Capacity development

- Developing institutional capacities for improved coordination: FAO brings the agricultural perspective and the social protection perspective for agriculture in development partner coordination mechanisms either for social protection or for agriculture. The social protection and agriculture focal points (see policy engagement) ensure synergies.
- Developing operational capacities for improved coordination: A profiling of livelihoods of farming households is ongoing to inform the design and targeting of complementary packages of social protection and agricultural interventions (FAO, and national research institution). The FAO “Conservation Agriculture Scaling-Up” (CASU) project support the development of the registry of beneficiaries of social protection programs.
- Developing human capacities for improved coordination: Training of social protection focal points from the MoA and MoFL in a 2-week training course on social protection.

Analytical work and evidence generation:

- Informing budget allocation decisions: An agricultural module is under development to simulate the impacts of different designs and mixes of agricultural and social protection policy options on poverty, food security and agricultural production. This is done within the macro-simulation model that the Ministry of Finance uses for informing its resource allocation decision. (FAO, Ministry of Finance, the International Monetary Fund, UNICEF and the International Labour Organisation (ILO)).
- Informing the design and upscaling of coherent agricultural and social protection interventions. An impact evaluation of the Home-Grown School Feeding Programme is designed (FAO, World Food Programme (WFP)). In addition, in consultation with the Ministry of Agriculture, FAO is identifying other combinations of agricultural and social protection interventions (e.g. conservation agriculture + social cash transfer) to be piloted and evaluated.
- Resilience/ Informing shock-responsive social protection: FAO estimated the required top-up of the Social Cash Transfer size in order to enable vulnerable households to maintain their cereal consumption in the context of rising food prices, vis-à-vis the prolonged dry spell induced by El Niño.

Process

FAO has worked in Zambia since 2012, to generate evidence on the impacts of social protection programmes on stimulating economic activity and agricultural production. Evidence generated by FAO, together with UNICEF and the American Institutes for Research, showed that the Social Cash Transfer (SCT) Programme produced positive impacts across the Country. It increased food security, agricultural production and ownership of productive assets among small family farmers while also improving living conditions, including child wellbeing. This evidence was used for proving that social protection is not only a welfare measure but also an economic investment. Zambia’s Ministry of Community Development – which manages the social cash transfer programme - cited the programme as an “engine” for the Government’s agenda on inclusive growth. Building on these results, FAO has expanded its support to the Government of the Republic of Zambia (GRZ) in strengthening coherence between agriculture and social protection. Since January 2016, FAO has technically supported the National Social Protection Policy (NSPP), through the UN Joint Programme for Social Protection, with a specific focus on strengthen the contribution and recognition of the agricultural sector within this. Within the United Nations Joint Programme on Social Protection UNJP-SP, FAO supports activities under the social assistance, social security and coordination pillars, largely using three implementation modalities: policy and programme design; knowledge generation and communications and advocacy. In doing so, FAO works closely with relevant Ministries (MCD, MoFL, MoA, Ministry of Finance, Ministry of Labour and Social Security) and UN agencies (UNICEF, ILO and WFP).

FAO’s work in strengthening coherence between agriculture and social protection also

foresees supporting the National Agriculture Policy and the agricultural ministries in strengthening their engagement with the extreme poor. Mobilizing support for coherence between agriculture and social protection from the agricultural actors is crucial to create long-lasting synergies. In Zambia, the government is using its recently adopted National Social Protection Policy as a platform to guide discussions around more explicit integration of agriculture into social protection strategies in order to strengthen the livelihoods of poor rural populations. This includes policy discussions about potential coherence between the national SCT Programme and farm input subsidies. In that framework, FAO facilitates a space for dialogue and discussion and increasing knowledge and visibility on the role that small family farmers, supported by social protection, can play in agricultural development.

Governance arrangements

Separate Ministerial structures exist for agriculture and social protection and until recently, dialogue at the national level between the MoA and MoFL and the MCD has been limited. FAO works through coordination mechanisms for agriculture social protection: the Co-operating Partners Group: Social Protection and the equivalent group for agriculture (for matters concerning coordination among development partners), as well as the Sector Advisory Group on Social Protection and the equivalent group for agriculture (for matters concerning coordination between development partners and the Government). As a member of these groups, FAO can effectively contribute to facilitating dialogue between the two sectors.

Challenges

The major challenge experienced thus far is the prioritization of social protection work by the MoA and the MoFL. FAO is working to overcome this challenge by developing human capacities in the two ministries, to increase the understanding of the relevance of strengthening coherence between agriculture and social protection and of how to do so. The two focal points participated in September 2016 in the Social Security Academy organized by the International Training Centre of the ILO, where they participated to the FAO course “Linking social protection with agriculture and food security”. An FAO Technical Cooperation Project will start in 2017 focusing on building capacities in the two ministries, at both national and sub-national level, but also in other relevant ministries, including the Ministry of Finance and the Ministry of Community Development and Social Welfare. Through this human capacity development support, staff in the targeted ministries will be better able to contribute to influencing policy, programming and institutional change to strengthen coherence between social protection, agriculture and food security. In addition, in recognition of the political economy issues that contribute to determining the low prioritization of social protection within the agricultural sector, FAO will develop a policy engagement plan so as to be better able to influence the political economy.

Resource Materials

- State of Food and Agriculture <http://www.fao.org/publications/sofa/2015/en/>
- Strengthening Coherence between Agriculture and Social Protection to Combat Poverty and Hunger in Africa: Framework for Analysis and Action <http://www.fao.org/3/a-i5386e.pdf>
- Strengthening coherence between agriculture and social protection - Synthesis of seven country case studies. <http://www.fao.org/documents/card/en/c/c8ba47a5-d89f-44d4-80db-340ab4886463/>
- Infographic - Combatting Poverty and Hunger by Bringing together Agriculture and Social Protection. <http://www.fao.org/documents/card/en/c/42393d49-d9ef-4ec3-9e86-1e845252a55c/>

Key Resource Persons for Case Write up:

Mtonga Christine, FAO-Zambia. Case presented in a technical regional workshop by Goerge Okech (FAO-Zambia Representative).



Indonesia

Land-Use Planning for Multiple Environmental Services (LUMENS) in Jayapura regency, Papua

Overview of the case

Papua province has a high potential to contribute to low-emission development in Indonesia. However, with the rapid population growth and the existing development plans, projected emissions are high. This challenge led to the use of a negotiation support framework of Land Use Planning for Multiple Environmental Services (LUMENS). The effort focuses on land-based sectors including timber, horticulture, forest, mining, agriculture, settlements and estate plantations with a strong consideration of the underpinning biodiversity and watershed function. Actors include government, civil society groups, academia, NGO and local community including religious leader. The World Agroforestry Centre (ICRAF) is the facilitative leader in this case.

Initial and enabling conditions

The Indonesian Government has shown high commitment to the climate-change mitigation agenda and has taken leadership in climate-change mitigation strategies. The unilateral effort has been led by Bappenas (State Minister of National Development Planning). The follow-up process toward the implementation of the national policy is sub-national mitigation action plans, taking into account local circumstances. The process should include multiple stakeholders in negotiating emissions reduction scenarios, integrate them into development plans and be informed by necessary data, information and analysis.

Land-based sectors climate-change mitigation actions are to a large extent centred around spatial land-use planning and implementation that are specially targeted at low-emissions development. The current practices in Indonesia, where spatial land-use planning is mostly sub-contracted to consulting firms, leaves the local government with no or low capacity to conduct such planning, no means to integrate the development plan with the land-use plan, and therefore the implementation stage is often problematic.

Papua province has the richest forests in Indonesia. A significant part of the natural forest cover is in pristine condition, which does not only store significant amounts of carbon and therefore contribute to climate regulation, but also serves as habitat for extremely rich biodiversity. Culturally, Papua is very rich in ethnic diversity and local dialects, despite the low population and extremely low population density (9.7 person/km²). In five decades, the demography has changed drastically, from mostly indigenous Papuans to equal proportions of indigenous people and migrants.

Papua province has a very high potential to contribute to low-emission development in Indonesia. However, with the rapid growth of population, both by natural births and by migration, and the existing development plans, including large-scale investment in land-based economic activities, projected emissions are high, especially since a large amount of existing forests are designated for conversion and also production (Land Designation Map of the Ministry of Forestry). At present, the process of changing Provincial Land-Use Allocation continues. There is however a need for economic development as the poverty rates are high and Gross Domestic Product is below the national average. This creates a huge challenge in terms of achieving green economic growth and equity, especially with the low governance capacity at societal level.

With the rough topography, lack of infrastructure and connectivity, strong customary laws of land tenure, and isolated populations, the achievement of the low-emissions development target must rely on a bottom-up, local process that is inclusive and participatory in the truest sense. However, most of the target groups at the local levels are constrained by lack of capacity and understanding of the issues of climate change,

emissions reduction strategies and the consequences and relevance to them. A handful of people and organizations that are relevant and have the capacity are mostly overstretched and overly committed due to donor interests in the area, which tap into this extremely shallow pool of human resources. The danger of competition rather than creating synergy is enormous.

This case study shares the experiences in Jayapura regency, one of 28 regencies in Papua, which is closest to the capital of the province. Recently, forest conversion, including wetlands of sago and nypa, to oil palm has been the main driver of land-use change in the regency. Local migrants from highland areas has also been active in the regency and often create land pressure. Awareness and technical capacity in climate change mitigation and land use planning were very low or non-existent.

The aims of this process were to:

- Develop a database, tools, and monitoring and evaluation systems for land-use planning for low-emission development in Jayapura district;
- Support key civil society groups in Jayapura district to have the capacity to participate and monitor the planning cycle of low-emissions development in the land-based sector in an inclusive, informed and integrated manner;
- Facilitate land-based mitigation action plan of Jayapura developed and negotiated, supported and reviewed; compilation and negotiation at the provincial level and links to the national level.

Outcomes

- Jayapura stakeholders in low-emission development have shown a high level of awareness on low-emission development issue;
- Jayapura working group (WG) has been established, well supported by the Regency Head, and is very active. The WG has shown impressive and marked increases in their planning and M&E capacities in land use planning for low emission development;
- The Jayapura WG has been able to develop eight mitigation action plans to reduce emissions from land-based sector, including sago rehabilitation. The planning process was conducted in an informed and inclusive manner, through the use of up to date data and information, and through the process of public consultation and revisions.
- Regency Office of Development Planning of Jayapura has been showing its leadership and political will on low emission development. Once finalized, the action plans have been internalized into the medium term development plan, to be implemented by the regency. To a great extent, the leadership and buy-in of the top level decision makers determines the success in adopting the results of the technical steps into the policies;
- The success story of the increased technical and institutional capacities in low emission development has been shared with the international communities through a Side Event forum in Indonesia Pavilion in COP 21 in Paris by the Head of Regency Office of Development Planning of Jayapura;
- Information System for Sustainable Land Development (INSTANT) is developed with the WG to ensure sustainability of the database and the use of it, particularly by addressing the hardware and software issue of data storage and management, the institutional and technical capacities in managing and using the database that have been collected, compiled and created so far.
- The working groups of relevant multiple stakeholders were established and the capacity strengthening of the WG were conducted to ensure that the impacts sustain beyond the project life time. Approaching the end of the project, the commitment to have the WG formalized is strong and supported by the government. The formation of the expert network group which is membered by lecturers in local universities and researchers is another vehicle towards sustainability of knowledge and skills in the areas.

Process

A negotiation support framework of Land Use Planning for Multiple Environmental Services (LUMENS) was developed and applied, with LUMENS software companion, with the following steps:

- Raise awareness, establish working group (WG) of relevant multiples stakeholders, build common visions and understandings among WG;
- Collect and compile best available relevant dataset: land admin, plans, land use/cover maps, biophysical (C-stock at plot level, biodiversity and hydrology), demographic, socio-economics (tenure, land-use profitability, regional economics);
- Strengthen technical LUMENS capacities in quantifying ecosystem functions, analyzing tradeoffs between conservation-development, developing options, negotiated best scenarios over ex-ante impact analysis, implementation, monitoring and evaluation within the existing policy framework;
- Facilitate and negotiate public consultations and high level discussions to mainstream plans into programs of local government and identify other potential financing mechanisms;
- Align and engage with policy processes at the local and national levels.

IPRE working group led the processes to incorporate mitigation actions within low emission development strategy produced using LUMENS into a mid-term development plan of Jayapura. The processes consist of several steps:

- Public consultation of mitigation actions
- Consultation processes with government leaders
- Presentation in Regency's Planning and Development Forum
- Engagement with key government institution for budgeting
- Provision of data and communication materials.

The WG works closely together on the same data, discuss and negotiate scenarios of mitigations. The public consultation of the results and the iterative process to refine and revise the plan also ensures transparencies. The engagement with government development planning process is crucial to mainstream the results into the policies.

Governance arrangements

A working group (WG) for low emission development was formed in Jayapura in mid-2014. The working group consist of 38 people (15 of which are women) representing key civil society groups in Jayapura: government officials, academician, NGO and local community including religious leader. The working group was called IPRE (Inisiatif Pembangunan Rendah Emisi/ Low Emission Development Initiative Working Group) and is hosted by the Regional Development Planning Agency (BAPPEDA) of Jayapura which are very supportive of the low emission development initiative. IPRE structure were divided into two sub-groups: the planning groups and monitoring-evaluation groups. Each groups conducted a different set of activities within the LUMENS framework to develop a low emission development strategy for Jayapura. IPRE also actively engaged in mainstreaming the strategy into the formal development plan.

Challenges

- A major problem was the low availability and accessibility to data. Often, data are scattered across many offices in different formats and of varying sources and quality. Database management is a crucially important part of the process and including members of the group from various government and non-governmental offices would make it easier to compile data.
- The mitigation action plans cannot be financed solely by the regency government budget. Intergovernmental cooperation between regency and province are necessary to support the implementation of mitigation action plans. International support in the form of financial and technology transfer are also necessary to ensure sustainability of the actions plan.

- Although most activities within the LUMENS framework were implemented successfully in Jayapura Regency, the regular rotation system of public servants in Indonesia creates some challenges in preserving the structure of working group and in ensuring equal technical competency among working group.
- Established working groups currently exist as an ad-hoc structure within the regency. Discussions with the high level regency government is still on going to sustain the existence through a long term structure within each regency.
- Monitoring and evaluation system produced as part of LUMENS framework needs to be adopted within formal government system. This is important to ensure that mitigation action plans are implemented properly and adaptive implementation processes can take place.
- A new law in Indonesia currently states that the authority of ecosystem-based management of natural resources is no longer mandated to regency government, but rather divided between the central government and the provinces.
- Increased threats of land use and land use changes due to some policies and practices. Despite of the political will, the push for land-based development for generating growth is strong. Until green growth can be materialized, the threats will continue to grow.

Resources

www.etfrn.org/file.php/290/3.2dewi-ekadinata-indiarto-nugraha-noordwijk.pdf

Key Resource Person for Case Write up:

Sonya Dewi (PhD), ICRAF Indonesia



Kenya

Imarisha Naivasha Management Board

Overview of the case

The drop in water levels and quality in the Lake Naivasha basin resulted in discussions between private sector and Government. These discussions led to the formation of the Imarisha Naivasha Management Board, whose purpose is to enhance sustainable development and integrated NRM for Lake Naivasha Basin and improve water quality and quantity. The Imarisha Board is public-private partnership operating at a sub-national level in Kenya, involving multiple sectors and including major stakeholders in the catchment from private business, community and public at national and county levels. The National Government (Permanent Secretary for the Environment) was the facilitative leader at the start of this process.

Initial and enabling conditions

The Board was born out of an initiative to coordinate activities and channel resources to tackle degradation of the Lake Naivasha catchment, ensure sustainable environmental management, and secure investments and community livelihoods. Lake Naivasha basin is important both socio-economically and in terms of conservation benefit, which combined support over half a million people. The Board resulted from discussion in the private sector and wider community after water levels of the lake dropped and reduced water quality in 2009. Consultations with private sector and then Government and the Prince of Wales Sustainability Initiative Unit brought stakeholders together into a platform, which was spearheaded by the government, with the Permanent Secretary for Environment heavily involved in its creation and chairing initial meetings. The Board's purpose is sustainable development and integrated NRM for Lake Naivasha Basin and improved water quality and quantity.

Outcomes

- Establishment of the Imarisha Naivasha Management Board as a public-private partnership operating at a sub-national level in Kenya, involving multiple sectors focused on catchment management for improved water quality and quantity.
- Imarisha has successfully provided a platform for discussion, agreement (cross-sectoral and involving multiple stakeholders which did not happen previously) and fundraising to implement agreed actions.
- Established in 2011, the Board has been successful as a coordinating body and for conflict resolution, and is still active.

Process

Board members go through an induction process from which they understand what is expected of them and how they should engage with other members of the board, public and secretariat. This helps build respect and understanding. The national government played a strong mentoring role in establishing the Board and mediating early discussions and meetings. This was especially important when the Board was new and did not have well established systems.

Imarisha uses studies from around the lake for awareness creation, for the Board and the communities. This information is shared in a range of forms including: reports, magazines, newsletters, banners and flyers so that a wide audience can access and understand the

information. The knowledge gained from the information is used as a basis of discussions so that any decision-making can be based on knowledge. Annual meeting and other small events are held so that the wider community has access to the Board and to information on Lake Naivasha, which enhances trust in the process.

The secretariat, located in the Naivasha Basin, plays a key role in facilitating the Board meetings and the technical team is actively engaged in awareness creation. Mechanisms for sustainability exist through funding from both private and public stakeholders.

Governance arrangements

The Board is comprised of multiple government ministries and departments from national and county levels (public), private sector and the community (civil society) representatives and provides a platform to discuss divergent views and positions, assess the situation and collectively agree on priorities and plan activities. The Board meets at least every three months, and the current Chair was appointed by Cabinet Secretary of Environment to ensure an impartial and appropriate personality. A secretariat supports technical aspects, organizes the induction for all Board members, and directs training on the rules of engagement.

The Board functions as a PPT platform so that all three pillars (public, private and community) are strongly represented in order to create balance. This is achieved through the election of members from large sections of the community or from organized institutions, ensuring that the most active representatives are nominated. Government must also be very transparent, to maintain trust in their role on the Board.

Challenges

Finances are a key challenge. Although funding comes from both the private and public sectors, there is often a discrepancy between promised allocations and actual amounts.

Resources

<http://www.imarishanaivasha.or.ke/>

Key Resource Person for Case Write up:

Kamau Mbogo, CEO, Imarisha Naivasha, Kenya



Uganda

Kapchorwa District Landcare Chapter (KADLACC)

13.0. Overview of the case

Extensive land degradation, including landslides, were impacting Kapchorwa and the surrounding districts in Uganda. As a response to these challenges, the Kapchorwa District Landcare Chapter (KADLACC) was formed to improve community livelihoods through Sustainable Land Management. The Platform is primarily composed of farmer groups but civil society is represented on the platform's secretariat and local government provides in-kind support, private sector actors are also engaged. The Platform works across multiple sectors including agriculture, natural resources and production. The World Agroforestry Centre (ICRAF), along with a number of NGOs, provided facilitative support to the process but KADLACC is community-led.

Initial and enabling conditions

KADLACC was formed by the community as a landscape-scale response to land degradation including landslides, resulting from human activities such as poor agronomic practices (including continuous cultivation and indiscriminate vegetative removal). The aim was to improve community livelihoods through Sustainable Land Management, increased access, control and productive use of common natural resources among the vulnerable, poor and disadvantaged people in the community.

A facilitator of a grassroots innovation program introduced the term Landcare to the district in 2003 and the platform was formed that same year. The facilitator consulted with the district and community leaders and shared the principles and approaches of Landcare. As Landcare works at a landscape scale this was a suitable model for the issues the community was addressing. Landcare is about voluntary community land conservation groups taking action to secure benefits from caring for land for today and future generations, often through the prevention and control of land degradation.

Outcomes

KADLACC is a Landcare platform operating in Kapchorwa District in Uganda and brings together farmer Landcare groups working on integrated natural resource management at a landscape scale. KADLACC was established in 2003 and is ongoing. Civil society is represented on the platform's secretariat and local government provides in-kind support, private sector actors are also engaged.

The Landcare chapter has been responsible for bringing community voices to policymaking at the district level, and has been instrumental in the development of by-laws at the local level (Benet Community Landcare bylaws 2009, which address free grazing; loss of tree cover; conflicts with protected forests; excessive runoff; poor farming practices; use and ownership of forests) and introducing policy at the district level (stronger legal instruments to protect the land, particularly, ordinances and to build community capacity for understanding the benefits of their resources and the need for sustainable management).

Process

KADLACC was formed through a process of: a) village level consultations on Natural Resource Management (NRM) problems experienced; b) formation of a coalition of champion farmers; c) seeking government and donor support for landscape restoration; d) planning meeting held by community and facilitated by Action Aid, African Highlands Initiative (ICRAF) and local government who were ready to assist farmer groups who had identified a

common problem and were ready to solve it themselves; e) creation of awareness amongst CBOs, NGOs, local government; and f) establishment of the organization structure.

As part of developing KADLACC, a common vision was established. Visioning is an integral component of the Landcare process in Kapchorwa, whereby the community draws a visual image of how they want their landscape to look in the future. By discussing the desired future an agreed vision is established and the community can set clear steps towards achieving that future with greater cohesion and agreement, which is positive for the platform.

Within KADLACC, there are a number of champions. These are individuals that are driven and are able to move the process forward, guided by the common shared vision. To maintain transparency, regular feedback meetings and other media such as leaflets are used to ensure community are aware of any decisions and can comment on progress. For example, when the platform develops local by-laws and ordinances, extensive consultation, transparency through reporting back and engaging local leaders from an early stage has been beneficial processes.

Local knowledge or issue identification is used as a basis of decision-making. In this case, local communities were consulted to identify the key challenges and these formed the bases of local by-laws. By using local knowledge as the basis for these decisions, policies and by-laws developed by KADLACC have addressed felt needs in the community and these needs are inherently cross-sectoral as they are based at the landscape level. Donors have funded KADLACC at different times but the platform has primarily run as a voluntary organization which enhances its sustainability.

Governance arrangements

There are 35 farmer groups under KADLACC and more groups want to join, but before they become a member they must be well established and organized with a common vision of land management. KADLACC has a secretariat, a steering committee and a general assembly. The KADLACC steering committee is made up of group representatives and one from civil society organizations. The district local government is involved automatically due to the natural resource and production department that is part of KADLACC and the district government often provides in-kind support such as office space.

The secretariat is a policy making and administrative body that reaches the farmers through the representatives in the secretariat. The general assembly is the supreme body of the chapter. It is charged with responsibilities such as making financial decisions on any matter pertaining to the chapter and electing the steering committee. The general assembly consists of representatives of paid up member organizations of the chapter.

The platform is community owned and because land management at a landscape scale is inherently multi-sectoral, multiple sectors including agriculture, natural resources and production are engaged.

Challenges

The platform secretariat has always worked on voluntary basis, which may pose as a challenge for sustainability (e.g. if the chair did not have support from his position as a district officer where some of the office resources are used, it would be difficult). Resources are at times limiting, for example an Annual General Meeting may not be held some years due to limited funds. However, the limited funds increase the degree of voluntary contributions and reduce conflict over resource use and allocation.

Resources

- Catacutan, C., Muller, C., Johnson, M. & Garrity, D. 2015. Landcare - a landscape approach at scale. In: Minang, P.V.N., Freeman, M., Mbow, O., De leeuw, J and Catacutan, D. (ed.) Climate-Smart Landscapes: Multifunctionality in practice. Nairobi, Kenya: World Agroforestry Centre (ICRAF).
- <http://blog.worldagroforestry.org/index.php/2015/09/11/community-bylaws-improve-landscape-management/>

Key Resource Person for Case Write up:

Awahd Chemangei, Chair, KADLACC



Turkana County, Kenya

A Stakeholder Approach to Risk-informed and Evidence-based Decision-making for Resilience

Overview of the case

Devolution to County Governments in Kenya resulted in the need for sub-national integrated, consultative and inclusive decision-making. The key purpose of introducing the SHARED in Turkana County was based on a demand by the County Economic Planning and Finance Ministry to be able to use bring sectors together and use evidence for more informed and synergistic decisions to get greater returns on their investments. The process involved all the sectors operating in the County and focused on government actors but has expanded out to NGO's in the later stages and will continue to the community. The facilitative lead institutions from the start were the County Government, ICRAF, UNICEF and the National Drought Management Authority (NDMA) with pilot resources from USAID.

Initial and enabling conditions

With the new constitution in Kenya mandating devolved governance to the county level, each county was tasked with rapidly creating a County Integrated Development Plan (CIDP) to span 2013-2014 as well as mandated to be more consultative and inclusive in decision-making. In Turkana County, as with other counties in the arid and semi-arid lands, there is a strong motivation to advance the resilience agenda and to take responsibility for accelerating impact in meeting both county and national goals. Because the CIDPs were put together with tight deadlines, there was little opportunity to look beyond a set of sectoral plans so integration was not featured.

Outcomes

Working with ICRAF, UNICEF and the NDMA, the County Executive Committee of the County Government are using SHARED for prioritizing, planning and implementing investments. Their refined decision-making and budget allocation process for annual plans and investments include: a) cross-sectoral synergies; b) data, evidence and trends using the Resilience Diagnostic and Decision Support Tool developed by the ICRAF GeoScience Lab, with inputs from the SHARED partnership to determine priority landscape and livelihoods investments; c) collectively established criteria for testing allocations to maximize advances toward the county's articulated resilience and development outcomes; d) identified mechanisms for greater community engagement in identifying bottlenecks and barriers on social services in hard to reach areas and use in local decision-making; and e) have laid the groundwork for integral linkages with NDMA, the UN Delivering as One effort, and enhanced collaboration among different investments by donors, NGOs and private sector. Further, a joint plan was developed for ensuring the sustainability of the approach both in terms of local process and a knowledge management centre and SHARED will be incorporated for the CIDP review and re-write. The process will be shared with the wider Council of Governors. The County is now inviting bilateral donors to support cross-sectoral plans.

Process

The first step in the process was to clarify the purpose and aim with all county ministries as well as the National Drought Management Authority, who have a mandate in all of the ASAL counties in Kenya. Over the initial time frame, a structured facilitation was implemented to: a) articulate long term desired resilience outcomes; b) enhance awareness of the integrated nature of ecological and socio-economic dimensions in managing for impact;

c) gather evidence across sectors and present it in a way to readily be support discussions across sectors; d) develop capacity from cross-sectoral dialogue and planning and root cause analysis; e) support capacity building on evidence based and risk informed decision-making through use of tailored tools; and f) redesign county planning and budgeting process for inclusion of evidence and community engagement. There were key facilitative leadership also came from the ICRAF and UNICEF based in the county, while facilitative leadership also came from the ICRAF and UNICEF based outside of Turkana. Within the context of mechanisms for sustainability, the county government launched the SHARED Turkana outcomes and ensured that the process would be used for decision-making going forward.

Governance arrangements

Because the County Integrated Development Plans, each of the sectoral plans with visions and activities were imbedded in one document along with the types of key stakeholders (public, private, civil society) engaged in the sectoral plans. The missing dimension was the integrated nature of these sectors. The Ministry of Economic Planning and Finance was able to bring together eight sectors to work together. Through the process, the sectors created the mechanisms for planning, investment and accountability in a cross-sectoral way.

Challenges

A key challenges centred on the lack of willingness for data holders from various types of institutions to share data in a common knowledge base for the RDDST to be used by the county government. The county can now mandate that data taken in the county is deposited in the County Knowledge Centre. Another challenge was not working with all levels of the county government from the beginning. This is being overcome in the next phase and in the 2018-2023 County Integrated Development Plan Review using SHARED.

Resource Materials

- www.worldagroforestry.org/shared
- <http://landscapeportal.org/turkanaSHARED>
- Little Sustainable Landscapes Book.2015 http://globalcanopy.org/sites/default/files/documents/resources/GCP_LSLB_English.pdf, p.84

Key Resource Person for Case Write up:

Emathe Namuar, Chief Officer, Finance and Economic Planning, Turkana County, Kenya



Central America

Mesoamerican Agroenvironmental Programme (MAP)

Overview of the case

In order to tackle the complex and interconnected issues in Central America, the Mesoamerican Agroenvironmental Programme (MAP) works to strengthen the capacity of six territorial platforms to understand and coordinate actions targeted to counteract the problems created by climate change, reduce forest degradation and deforestation, and achieve water, energy, nutritional and food security. The platforms work across multiple sectors with MAP facilitating strengthening primarily related to socio-political dimension of the landscape and in adaptation/mitigation to climate change. The platforms that MAP supports are primarily composed of public stakeholders from various countries but engage experts for technical inputs.

Initial and enabling conditions

In order to tackle the complex and interconnected issues in Central America (including high poverty levels, inequality and social exclusion, food and nutrition insecurity and degradation of ecosystems), MAP proposed to work at the landscape/territorial level with the Climate-Smart Territory (CST) methodology, in order to promote a multi-sectoral, bottom-up approach to sustainable development and adaptation planning, ensuring that local needs are taken into account, and providing local actors with the required skills and tools to implement sustainable development frameworks.

Two territorial platforms exist in the areas where MAP operates, Trifinio and NicaCentral. These platforms were not sustainable and need to further strengthen of their technical capacities, their governance mechanisms and their ties to a wide range of actors in order to deliver the Sustainable Development Goals. This was where MAP contributed to the platforms.

Outcomes

The Mesoamerican Agroenvironmental Programme (MAP) works to strengthen the capacity of six territorial platforms to understand and coordinate actions targeted to counteract the problems created by climate change, reduce forest degradation and deforestation, and achieve water, energy, nutritional and food security.

The achievement of the five intended outcomes of MAP is progressing with progress in most of the outcome indicators. For example, six cross-sectoral platforms in the region (El Salvador, Guatemala, Nicaragua and Honduras) have strengthened their capacity to better understand and coordinate actions targeted to address issues related to the SDGs, including climate change adaptation and mitigation, food security and nutrition, gender equity, and degradation of land, water and forests. Those platforms have incorporated specific actions to address these issues into their planning and policy frameworks.

Today, MAP is a regional center that champions the Climate-Smart Territory (CST) model, a type of Integrated landscape management that puts special emphasis on the socio-political dimension of the landscape/territory and in adaptation/mitigation to climate change. MAP supports a number of cross-sectoral platforms in the region and works with multiple sectors focused on livelihoods, food security and agriculture. MAP started in 2010 and is currently ending its second phase. MAP is implemented by the Tropical Agriculture Research and Higher Education Center (CATIE).

Process

At the territorial scale, MAP provided technical assistance regarding the implementation of climate-smart territories in the Trifinio region via the two major trinational platforms. In both cases, MAP has supported the governance processes by participating in and collaborating with these territorial platforms to develop concepts and innovative methodologies and practices to promote sustainable development. This approach influenced the decision-making processes of both platforms in terms of designing cross-border institutional strategies and public policies. MAP does this through participation in technical committee and therefore informs the decision-making processes and the policymakers: by providing data and research findings so they can make informed decisions. CATIE-MAP is perceived as neutral actor in the territory, who lacks political agenda and is well recognized for its long-standing and high level technical assistance and scientific research.

MAP also provides capacity assessment at the territorial level through: identifying strengths, weaknesses and knowledge gaps in the platforms, stakeholder mapping and network analysis. One of the key issues addressed by MAP when working with the Trifinio platforms has been the need to strengthen the coordination capacity both within the platforms and between them. Capacity building was supported through MAP at multiple scales through Business Training Schools, Gender Schools and Farmer Field Schools.

Governance arrangements

In each of the two Central American Territories where MAP operates, there is a dedicated multidisciplinary sub-team with deep knowledge of the local conditions and expertise in the specific fields addressed by the program. These teams, in coordination with the leading team based at CATIE's headquarters, work with a large number of stakeholders and institutions representative of diverse sectors that operate at different scales within the landscape/territory, including the multi-sectoral platforms.

The two key platforms are:

- **Comisión Trinacional del Plan Trifinio (Trinational Commission of the Trifinio Plan).** One of the key platforms where cross-sectoral coordination takes place in Trifinio is the Trinational Commission of the Trifinio Plan, a platform that coordinates activities of the three countries in multiple sectors, including agriculture, livestock, economy, environment and climate change. See <http://www.sica.int/trifinio/> for more information.
- **Mancomunidad Trinacional Fronteriza Río Lempa (Trinational Border Association of Municipalities of the Lempa River).** The Trinational Border Association of Municipalities of the Lempa River (MTFRL, due to its Spanish language acronym) is another transnational, territorial platform of the public sector operating in the Trifinio region. Whereas the CTPT acts as a representative of national governments, the MTFRL represents the local governments of 22 out of the 45 Trifinio municipalities of the three countries.

Challenges

In Trifinio, the process of strengthening inter-sectoral coordination presented several challenges that were addressed in the following ways:

1. Lack of articulation between municipal and national planning for the territory, and lack of strategic plans for sustainable development: these challenges were overcome through the formulation of a territorial trinational strategic development plan
2. Lack of information about development indicators: this challenge was addressed by designing a trinational territorial information system
3. Lack of cross-border regulatory frameworks for development: this challenge was partially addressed by elaborating cross-border public policies in relation with water, forests, food and nutritional security, and territory. Implementation is pending.
4. Weak links established between trinational local platforms and the national governments: this challenge was addressed by strengthening an advisory committee in relation with Plan Trifinio and the creation of a working group on rural sustainable development.

Resources

- <http://map.catie.ac.cr>
- http://peoplefoodandnature.org/wp-content/uploads/2015/12/LPFN_WhitePaper_112415c_lowres.pdf

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Annex

Annex 1. Case Study Template

A template was developed to clarify the information priorities for the cases in order to be able to compare them. The information areas within the template were selected based on literature and expert knowledge. Key information included: outcomes (intended and achieved), sectors engaged, entry point, resources being managed, scale, institutional arrangements and processes, actors and roles, support to decision-making, mechanisms for enhancing transparency, challenges, capacities, success factors, and presences of power differentials.

What were the intended and actual outcomes?

What was the starting or entry point? (e.g. An issue, devolution of power, multi-lateral agreement). What problem was to be solved? Who initiated the process?

What resources or issue were being managed/addressed by the case? e.g. A single resource (lake, forest) or multiple resources (agricultural, pastoral, forested)? An issue (e.g. food security, nutrition) common or various holdings? Watershed, landscape or administrative unit?

Institutional arrangements and processes. Was a specific methodology or approach applied? What institutional arrangements (e.g. multi-level platforms) were involved, how did they operate and were they built or already existing or both?

Who were the actors and their roles? For each actor share:

- The actors sector e.g. environment/agriculture/education
 - If they are representatives from public (government), private or civil society
 - What is the capacity of the actor to participate meaningfully (level of knowledge, ability, etc)?
 - Are they a legitimate representative of their sector?
 - What is their role (within case and beyond) and level of engagement?
 - What are the resources/influence/power of actors (ie. who are those more able to influence the process and the decision?)
 - Which actor(s) initiated the process?
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How was decision-making supported? What inputs (e.g. evidence, local knowledge) and processes (tools, facilitation methods, dialogue) were used? How was information shared (presentation style, understandable, timeliness etc)?

Was there any mechanism for enhancing transparency and avoiding political, institutional and/or personal agendas? (e.g. Was the process documented to show how inputs from various actors were used?)

What were the main challenges and how were they addressed?

What types of capacities were most useful, lacking or needed to sustain the effort?

Sustainability. Did the case introduce any change in terms of effectively functioning cross-sectoral coordination? Was the cross-sectoral approach built in for the longer term or only used for a single purpose/time? Does it still exist and operate?

What factors allowed this case to be defined as effective or results oriented? (Consider both output achievement and process – such as development of transparency, honesty, trust etc)

The 2030 Agenda for Sustainable Development (2030 Agenda), which lays out the principles and targets expected to guide development in the coming decade, highlights the interconnection and complexity of global challenges. Achieving the specific targets of the Sustainable Development Goals (SDGs) requires the engagement and coordination of multiple government sectors. However, even with a growing emphasis on the value of working across sectors, the literature offers little guidance on how to integrate cross-sectoral approaches into national and sub-national planning and implementation.

The Food and Agriculture Organization of the United Nations (FAO) and the World Agroforestry Centre (ICRAF) have undertaken a review of broad institutional and stakeholder experiences with a view to advancing cross-sectoral approaches in areas related to agriculture, natural resources and food and nutrition security.

Bringing together insights from the literature, selected case studies and the outputs of an expert consultation, this paper identifies factors that can facilitate cross-sectoral coordination and decision-making at the country level. It is aimed at a broad audience, including governmental and non-governmental bodies, international development agencies and partner organizations who are conscious of the benefits of cross-sectoral approaches and want to use these approaches to achieve common strategic development goals at the country level. The paper builds on the available literature and on country studies from Asia, Africa and Central America. It looks at how cross-sectoral coordination can be designed and carried out at the country level and identifies factors and conditions that can advance it. The analysis addresses the following dimensions: initial and enabling conditions, governance arrangements and processes.

This paper is an initial effort to a more systematic understanding into the topic, to provide indicative approaches for working across sectors. Further analysis of experiences is needed, and it is hoped that the paper will continue as an iterative document in summarizing key new knowledge, experience and examples and in providing ongoing valuable guidance for action.

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