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**RECENT DEVELOPMENTS IN RELATIONS WITH
INTERGOVERNMENTAL AND NON-GOVERNMENTAL ORGANIZATIONS**

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INTRODUCTION

1. The purpose of this document is to provide the Conference with an overview of significant developments in FAO's cooperation with inter-governmental organizations (IGOs) and non-governmental organizations (NGOs). It is submitted to the Conference for information and discussion.
2. This year some innovations have been introduced in the content and format of the document, with a view to focussing on the institutional issues involved and avoiding duplication with other comprehensive reports submitted to the Governing Bodies on FAO's programmes and activities during the period under review. No attempt is made to be exhaustive in coverage, as work with other organizations, at the global, regional and national levels, is an integral part of those programmes and activities and as such is reported to and will be discussed by the Conference under several other items of its agenda.
3. It should be noted that while the meaning of the term "inter-governmental organization" is generally accepted, the heading "non-governmental organization" covers a wide variety of bodies of widely differing types. FAO's Basic Texts provide for the establishment of formal arrangements for consultation, cooperation and liaison both with non-UN System intergovernmental organizations (IGOs) and with international non-governmental organizations (INGOs) active in areas which fall within the Organization's mandate, and whose aims are in conformity with the principles embodied in FAO's Constitution. A great deal of cooperation also takes place, however, with non-governmental organizations (NGOs) with which formal relations have not been established, but who meet the criterion of shared aims and concerns. The scope of the document therefore is not confined to work undertaken with organizations having formal relations.
4. The NGOs with whom FAO collaborates are in several main categories (sometimes overlapping): (a) rural peoples' organizations; (b) development-oriented organizations; (c) relief and humanitarian assistance organizations; (d) advocacy NGOs, which focus on specific issues of relevance to FAO's work; (e) international producers' associations and agricultural trade unions; (f) professional and academic associations; and (g) associations representing agriculture and food-related industries. For many of these categories, where the organizations are not members of an international federation or INGO, networks exist to link local and national chapters or organizations in a regional or international mechanism.
5. The Organization's work with IGOs and NGOs covers a wide spectrum of activities, ranging from practical exchange of knowledge and ideas to training, exchange of selected documents and publications, reciprocal attendance at technical and policy meetings, workshops and round tables, implementation of joint programmes, and in field-level information and project work. Creative and fruitful work with national and regional organizations is featured in many FAO programmes, including the Plans of Action for Peoples' Participation and the Integration of Women in Development, the Tropical Forestry Action Programme, the Forests, Trees and People Programme, the Bay of Bengal Programme for sustainable fisheries management, Integrated Pest Management programmes, the promotion of participatory land management (*gestion des terroirs*), re-orienting rural cooperatives toward self-reliance and member benefits, and many more.

6. A major trend throughout the UN System at present is the search for new avenues of cooperation and mutual reinforcement between UN organizations and both regional inter-governmental organizations and non-governmental bodies of all types. FAO's extensive experience of promoting technical cooperation networks (which involve both inter-governmental and non-governmental organizations) in several regions and on various aspects of agricultural and rural development was assessed in the "Review of the Regular Programme 1990-1991" (C 91/8), considered by the Conference at its last session. This assessment has been drawn upon by the UN Joint Inspection Unit for its 1993 study on the System's work with NGOs, as has the Organization's long history of cooperation with non-governmental organizations beginning with the establishment of the Freedom from Hunger Campaign in 1960. As more and more emphasis is placed on collaborative action between international organizations, governments and non-governmental organizations, in all aspects of development cooperation, FAO's rich and varied experience, of which this document provides only a selective overview, stands to be put to even greater use in the future.

SECTION I: Overview of Cooperation by Region

1.1 This section offers a region-by-region analysis of the various forms that FAO's cooperation with IGOs and NGOs has assumed, along with a discussion of perceptible trends in cooperation and expectations for the future. In addition, note is made of some of the more important new relationships established in each region. The intent is to provide a selective and illustrative view of cooperation at the regional level. The Regional Offices are one of FAO's major vehicles of cooperation with regional IGOs and INGOs, although no distinction is made in the text between activities carried out by Headquarters and those of the Regional Offices. During the 1992-93 biennium the Regional Conferences received reports, in greater detail than is possible in the present document, on developments in FAO's cooperation with other inter-governmental and non-governmental organizations. It may be noted that there is little coverage of international/inter-regional NGOs, with which cooperation continues to exist at the global level. This type of cooperation has tended not to change in an essential way from biennium to biennium, and it has been exhaustively reported to the Conference at past sessions. The choice made in the present document has been to concentrate more on newer types of activities, primarily taking place at the regional level.

AFRICA

1.2 FAO's cooperation with Intergovernmental (IGOs) and Non-Governmental Organizations (NGOs) active in Africa in recent years has included: the democratization of development, including the empowerment of the rural poor through appropriate regional, national and rural structures; capacity building for planning and policy making and policy analysis; and the development of appropriate policies, programmes and projects. Cooperation continued or was intensified with the IGOs and NGOs in the more sector-specific fields such as: rural development; food and agricultural planning and policy analysis; agricultural statistical development; animal production and health; forestry; fisheries; information support; agro-industrial development; crop production and protection; women in development; nutrition; the conservation and rehabilitation of African soils; and land and water development.

1.3 The forms of cooperation have not changed in recent years, maintaining the traditional avenues of: programme consultations; joint activities; exchange of documentation and other forms of information; cooperation in the organization of studies, workshops and other scientific and technical development activities; and technical assistance, on request, to IGOs and NGOs on programme development and implementation, including the technical backstopping of projects and other activities.

1.4 While the forms and avenues of cooperation have, in this sense, been consistent, certain qualitative changes have been brought into the relationships. The most important of these changes is the "multilateralization" of cooperation with some IGOs and NGOs and a greater unity of purpose between FAO and these partners.

New developments in inter-organizational cooperation

1.5 With most IGOs in the region suffering programme cuts due to their regular budget constraints and extrabudgetary support diminishing due to the budgetary limitations of donors, FAO's cooperative efforts with such organizations in the past two years have been focused on the

consolidation and extension of traditional cooperative arrangements and activities. FAO and some regional NGOs managed a number of new initiatives in the reporting period. The NGOs concerned were the Council for the Development of Social and Economic Research in Africa (CODESRIA), Environnement et Développement - Tiers Monde (ENDA-Tiers Monde); and the Pan-African Federation of Agricultural and Food Workers (PFAFW).

1.6 With CODESRIA, FAO undertook a consultancy study on the Dynamics of Rural Poverty in Africa and organized a regional workshop on the subject on a cost-sharing basis. The importance of this activity is that it advanced FAO's search for concepts, tools and information for use in the planning of its technical assistance on poverty alleviation and poverty elimination while meeting its NGO partner's need for the same resources in the promotion of rural development research, education and training within a cost-effective arrangement.

1.7 ENDA-Tiers Monde cooperated with FAO in the organization of a meeting of the coordinators of networks of grassroots and popular organizations designed to strengthen the coordinators' and network organizations' capacity to plan and implement sustainable development programmes and projects.

1.8 FAO and PFAFW began cooperation in 1993 in the organization of a regional workshop on the present challenges facing agricultural workers in Africa. Programme and project ideas are expected to emerge from the workshop, for follow-up by FAO and PFAFW individually and jointly. FAO also organized a sub-regional seminar on Integrated Pest Management (IPM) in Accra, Ghana for representatives of PFAFW.

Emerging trends in different types of cooperation

1.9 The importance of technical backstopping did not change as an instrument of cooperation with NGOs and IGOs. Training programmes also maintained their position as a major cooperative mechanism. It is expected, however, that more of such training will, in future, be organized under technical cooperation networks resulting from, *inter alia*, networks spawned by past or current activities or facilitated by training and other activities co-sponsored by the FAO Regional Office and various IGOs and NGOs.

1.10 A more spontaneous development relates to the balance between cooperative relationships with IGOs and arrangements with NGOs. The large number of IGOs in the region and the fact that regional offices are specially mandated as regional arms of FAO to promote regional cooperation, have tended to favour IGOs over NGOs as FAO's cooperative partners in the region. This has not changed significantly during the past two years. However, the balance may shift toward greater cooperation with NGOs, for several reasons: (a) the weak financial, material and manpower base of most IGOs in the region; (b) the disengagement, under Structural Adjustment Programmes, of the state and of inter-state organizations, from various developmental activities that have hitherto been organized as state responsibilities, and the corresponding emergence of new professional or interest-based NGOs to assume developmental responsibilities which African states - and their IGOs - are increasingly unable or unwilling to shoulder; and (c) the preference of many donors for programme delivery through NGOs.

1.11 An interesting development in FAO's cooperation with African IGOs during the past two years has been the "multilateralization" of some cooperative arrangements. Cooperation with the Organization of African Unity (OAU), which is the pre-eminent pan-African political and development organization, in the preparation of a Common African Agricultural Programme (CAAP) provided framework for this. The methodology for the development of CAAP consists in the initial preparation

of a Common African Agricultural Programme Framework document (CAAPFRA), to be subsequently completed by sub-regional and other sub-programmes to be developed in cooperation with sub-regional economic community organizations and other IGOs. This has meant that CAAP preparation, which began within the framework of FAO/OAU cooperation coordinated by the Regional Office, will continue as a cooperative activity involving FAO, the sub-regional economic community organizations - Economic Community of West African States (ECOWAS), the Preferential Trade Area for Eastern and Southern African States (PTA), Economic Community of Central African States (ECCAS), Arab Maghreb Union (AMU), Southern African Development Conference (SADC), etc. - and other African IGOs. The preparation of CAAP promises other major developments, including the rationalization of IGOs active in the agricultural and support sectors and the endowment of Africa with a comprehensive and dynamic programme for regional development cooperation which can also serve to harmonize inter-IGO cooperation.

1.12 Frequent contact between FAO and a number of IGOs in the region has been crucial to the operation of ARTEMIS, the satellite environmental monitoring system for food security and desert locust control. These organizations include the Comité Permanent Inter-Etats de Lutte Contre la Sécheresse dans le Sahel (CILSS), the SADC, and the Inter-Governmental Authority on Drought and Development (IGADD). FAO has assisted the Central African Customs and Economic Union (UDEAC) and the Economic Community of Central African States (ECCAS) under UNDP-funded projects aimed at analyzing the constraints on intra-regional food trade in a broadly defined regional security scheme. Also under UNDP funding, FAO has provided assistance to prepare a technical document that analyzes the major issues facing the Economic Community of the Great Lakes Countries (CEPGL) as it tries to promote policy harmonization and cooperation for enhancing economic integration in the sub-region. A seminar was held in June 1993 on the basis of which the document will be finalized. At the request of ECOWAS, FAO has undertaken with its own funding an in-depth review and updating of the Price Policy Study for ECOWAS which FAO financed in 1985. A draft document which took stock of ongoing policy and institutional reforms in member countries was well received when submitted to ECOWAS in early 1993.

1.13 There are indications that African IGOs are recognizing an increasing role for NGOs in the development process at the national and inter-country levels. The pointers include the participation in 1993 of NGOs for the first time in the Annual Consultative Conference of SADC; the active encouragement by the Economic Community of West African States (ECOWAS) of the creation of NGOs for sub-regional integration in various sectors; and similar promotion of NGOs by PTA and other subregional economic community organizations in the region. These developments have been designed to signify recognition by the Governments and IGOs concerned that regional cooperation and integration in Africa, regarded as an indispensable development tool, will be greatly facilitated by NGO involvement and hindered by their exclusion. For FAO in general and the Regional Office in particular, they seem to indicate that cooperation with NGOs and IGOs may not be an either/or proposition in future. Confirmation of this trend may not be automatic, however: it would depend on the concerned IGOs and NGOs finding a *modus vivendi* in each case enabling them to approach their constituencies and development partners in cooperation rather than competition.

1.14 One positive development from the financial difficulties that have constrained cooperative programmes with IGOs and NGOs during the past two years has been the increasing use of Regular Programme funds as seed money to attract additional resources from extra-budgetary sources for the delivery of FAO services to IGOs and NGOs. A March 1993 TCP-funded FAO/SADC plant quarantine workshop which produced, *inter alia*, a decision to establish a SADC Plant Quarantine (PQ) Technical Cooperation Network, was a beneficiary of this development. A modest allocation in 1993 to assist the Preferential Trade Area (PTA) for Eastern and Southern Africa to develop a Common Agricultural Programme for Eastern and Southern Africa (CAPESA) attracted a follow-up

research grant from a major donor country to build on the results of the FAO support activity. Other donors have similarly supported FAO activities. It is to be emphasized that such matching funds serve to expand and strengthen assistance to beneficiary institutions and are not an indirect subsidy to FAO.

ASIA AND THE PACIFIC

1.15 The recent proliferation of non-governmental organizations (NGOs) in Asia and the Pacific has provided both mechanisms and increased opportunities for collaboration in grassroots activity. This responds to the call in the 1979 WCARRD Plan of Action for increased participation of people's organizations and groups in combating rural poverty, and the more recent (1992) FAO Plan of Action for People's Participation. Agricultural cooperatives represent a highly visible and active form of people's organization in rural Asia, and most have the political and often material support of Governments.

1.16 The passive representation of NGOs at FAO's regional meetings in Asia and the Pacific has given way, over the past decade, to a more active partnership between NGO and official representatives, and the FAO Regional Office for Asia and the Pacific (RAPA). NGOs have provided consultants, resource persons, keynote speakers and experts at both regional and national level consultations, workshops and training programmes, particularly in the fields of forestry and wood energy, plant protection and pest management, cooperatives and rural people's organizations, and gender and development. Local NGOs have become increasingly involved in the implementation of field projects, including for example two national projects in Nepal and Pakistan for Participatory Upland Conservation and Development.

1.17 Intergovernmental organizations (IGOs) have not increased so much at the regional level in recent times, but traditional liaison and cooperation have been maintained, particularly with the Association of Southeast Asian Nations (ASEAN), the South Asian Association for Regional Cooperation (SAARC), the Asia Pacific Association of Agricultural Research Institutions (APAARI), and the South Pacific Commission (SPC), as well as the Economic and Social Commission for Asia and the Pacific (ESCAP), the Centre on Integrated Rural Development for Asia and the Pacific (CIRDAP) and the Asian and Pacific Coconut Community (APCC). A number of technical bodies such as the Asian Productivity Organization (APO), the International Centre for Integrated Mountain Development (ICIMOD) and the Intergovernmental Organization for Marketing Information and Technical Advisory Services for Fishery Products in the Asia and Pacific Region (INFOFISH) maintain liaison with the Regional Office, collaborate on research, participate in meetings and make possible a mutual source of expertise.

1.18 Most notable from both IGOs and NGOs, but especially the latter, is their increasing concern with and competence to address issues concerning social and economic equity between individuals and within and between countries; the rural environment and issues of sustainability; and productivity.

New developments in inter-organizational cooperation

1.19 Apart from the United Nations Economic and Social Commission for Asia and the Pacific (ESCAP), the most important intergovernmental bodies in the region include ASEAN, SAARC and SPC, all of which are in regular touch with the Regional Office, attending one another's meetings, and providing information exchanges and expertise.

1.20 The ASEAN Standing Committee (ASC) has recently shown interest in FAO assistance in strengthening the ASEAN Secretariat's capability for policy analysis. Accordingly, the Secretariat has initiated actions to seek formal relations with FAO. Technical collaboration is envisaged in the

near future for the establishment of an agricultural data base and installation of agricultural policy simulation models for ASEAN countries.

1.21 Collaboration with ESCAP has increased significantly with the 1992 restructuring of the Commission in Bangkok, leading to a more active, two-way collaboration through inter-agency task forces and committees on Integrated Rural Development, Population, Women in Development, Disability Concerns, Social Development, Youth Development and selected technical areas such as the development of shrimp-based industries, and Regional Fertilizer Information and Advisory Programmes.

1.22 Inter-governmental regional commissions housed in the FAO Regional Office, such as the Association of Food Marketing Agencies (AFMA) and the Asia Pacific Rural and Agricultural Credit Association (APRACA), which have always collaborated with NGOs, find many of these provide a cost-effective mechanism for the delivery of services, and are increasing their cooperation, particularly in the fields of training and information exchange. These also offer FAO a mechanism for providing support to specific activities with NGOs through the Regional Commissions concerned. The Regional Committee for Southeast Asia (RECSEA) on Plant Genetic Resources has recently requested that the FAO Regional Office in Bangkok provide the Secretariat for RECSEA.

1.23 The growth of agricultural cooperatives in the region has not been uniform, but in most Asian countries they offer a mechanism for information exchange and technical cooperation between developing countries (TCDC). In 1991, a regional Network for the Development of Agricultural Cooperatives in Asia and the Pacific (NEDAC) was established with a Secretariat at the FAO Regional Office and 15 agricultural cooperative members from 10 countries. Meetings of NEDAC are held annually at the Regional Office.

1.24 Coordination of IGO/NGO activities in the Asia and the Pacific Region is facilitated by regional NGOs such as the Asian Non-Governmental Coalition for Agrarian Reform and Rural Development (ANGOC) in Manila, and by the inter-governmental Centre on Integrated Rural Development in Asia and the Pacific (CIRDAP) in Dhaka. FAO has provided support to these organizations in the form of small funding for specific research and training activities, and has drawn on their expertise for the preparation of technical papers, and as resource persons at FAO meetings. Recently, NGOs have been involved in implementation of regional projects on people's participation under the umbrella FAO/UNDP Programme on Farmer-Centred Agricultural Resource Management (FARM), launched in 1993. In this programme, farmers and their own organizations are the subjects of development rather than passive objects. A sub-programme on "people centered sustainable development" mobilizes the creativity of non-governmental and people's own organizations, while technical expertise beyond the reach of most NGOs is made available by FAO.

1.25 In the forestry sector, FAO organized a second meeting with NGOs in June 1991 in Bangkok, in close collaboration with the World Resources Institute (WRI) and many national or country-level NGOs. The main focus was on how to collaborate with and stimulate a dialogue between the government sector and NGOs in community forestry programmes being implemented in the Region. In a specific attempt to enlist the collaboration of NGOs for sustainable agriculture, a Regional Consultation of NGOs on Sustainable Agriculture and Rural Development was planned for September 1993 in Bangkok. This was co-financed by FAO and an NGO donor, and was expected to include some 20 representatives from leading NGOs in the region, together with about the same number of government officials, in order to promote more active collaboration. As part of the implementation of the Plan of Action for People's Participation, FAO has been promoting income- and employment-generating activities based on agro-forestry, among grassroots-level small farmer organizations affiliated with the International Federation of Agricultural and Allied Workers (IFPAAW).

1.26 The fisheries sector is also active in the pursuit of IGO and NGO collaboration. The ASEAN-EEC Aquaculture Development and Coordination Programme (AADCP) has sought FAO's collaboration in preparations for the ASEAN Conference on Fisheries Strategies for the Year 2000, while in livestock FAO assisted with the Sixth Asian-Australasian Animal Science Congress held in Bangkok in November 1992.

Emerging trends in different types of cooperation

1.27 Cooperation with IGOs and NGOs in the region will continue to increase in the foreseeable future, facilitated by increased mutual understanding of the role, potential and limitations of each organization concerned. As active collaboration develops, IGOs and NGOs will need more information on how to work with FAO in order to capitalize on its resources, expertise and experience, without duplicating effort or creating conflict or misunderstanding. Conversely FAO will need to learn more about emerging IGOs and NGOs in order to identify and pursue relevant points of mutual interest, and areas of collaboration.

1.28 While most member governments welcome the trend, this does not mean Government-NGO rivalry and distrust have been eliminated. It will require continuing interaction at meetings and in field activities to break down barriers built up over decades and to enlist the potential from both sides to work together. FAO is poised to play a facilitating role in this process, and has already joined UNDP and ESCAP in meetings in 1992 and 1993 to bring government, NGO and donor partners together to discuss rural development strategies and collaboration in anti-poverty rural development.

1.29 This is best done by documenting issues and trends, and maintaining sound technical dialogue between parties in order to build linkages between players. The gaps and points of disagreement need to be articulated in order to plan and implement more cooperative programmes. The experience of the FAO Small Farmer Development Programme in several Asian countries has pointed the way for optimizing output by each side when suitable mechanisms allow the tapping of competence from all partners.

1.30 One of the most successful experiences in this regard is illustrated in a project in Thailand. Initiated as "Small Farmers Development Project" with FAO support under the People's Participation Programme in 1984, the Ministry of Agriculture enlisted the cooperation of an academic institution (Khon Kaen University) to carry out initial socio-economic surveys and participatory action research (PAR). A local NGO known and trusted by farmers in the area was co-opted to help with the PAR, providing data of a quality seldom extracted by academics. With Government agreement, this NGO continued its collaboration with the project, while a second bilaterally supported Small Farmer Participatory Project (SFPP) also opted to work alongside and in concert with the FAO-supported activities. The SFPP focused on human resource development in the same local area. By providing or creating mechanisms to facilitate the flow of information, ideas and experience between all parties including farmers, resource inputs and impacts were optimized. Key elements in this process were undoubtedly strong Government support, the selection of academic researchers accustomed to grassroots field research, the collaboration of a reputable, local NGO already trusted by the people, national project implementation, and active technical backstopping from the FAO Regional Office in Bangkok. However, to ensure this kind of collaboration on a wider scale, a clear definition of the role of each party is a prerequisite, and active coordinating responsibility must be assigned appropriately. In response to a joint request from ANGOC and the Philippines Government, FAO has also supported the development of an innovative framework providing an institutional mechanism for participatory planning, formulation and implementation of agricultural and rural development projects jointly by Government agencies, NGOs and rural people's organizations.

1.31 Gender issues, given much prominence in multilateral agencies over the recent past, have not been so prominent in IGOs, nor in most NGOs in the region. While this is changing, the worrying trend for rural women to lag behind men in socio-economic development must be reversed if family members of the most disadvantaged are not to plunge from poverty into destitution. In this regard, a distinction is necessary between NGOs primarily concerned with "welfare", and developmental NGOs. A strong preference has always been for FAO to work with the latter, but collaboration with welfare-oriented charity NGOs can also encourage them to take a longer-term view of human welfare, becoming partners in rural development. When gender analysis was introduced through an FAO workshop into an on-going monitoring and evaluation process in one NGO collaborating in small farmer development in Sri Lanka, for example, a distinct shift in allocation of resources resulted in women taking a much more active role as self-help development partners and shedding their passive role as mere beneficiaries.

1.32 A number of initiatives in the region involved rural workers' organizations or trade unions. In collaboration with the International Federation of Plantation, Agricultural and Allied Workers (IFPAAW) and the Indian Institute of Management in Ahmedabad, India, FAO organized a National Seminar on Rural Workers' Participation in Wastelands Development and Agro-forestry Programmes. In Quezon, Philippines, FAO and the World Federation of Agricultural and Food Workers (WFAFW) organized a training seminar for village groups of tenant coconut farmers.

1.33 A region-wide trend towards more human capital investment, more participatory approaches, more attempts to address problems of inequity, all suggest the efficacy of more work with NGOs. Sometimes this is facilitated through IGOs, especially regional IGOs, and these are showing an increasing readiness to cooperate. Many have the mechanisms, the infrastructure and the facilities to take a very active role with NGOs. It will be to everyone's benefit for FAO to work more closely with such bodies, in the search for more cost-effective delivery, longer-lasting impact, and more attention to the poorest and most vulnerable rural populations.

EUROPE

1.34 This region has a particularly wide range of international and non-governmental organizations which cover all major issues relevant to food, agriculture, rural development, forestry and fisheries. In determining the Organization's programmes and priorities in the region FAO's Governing Bodies have taken into account institutional mandates, technical capabilities and the role of other regional organizations. In general, a complementarity of programmes and a cooperative approach in their implementation have contributed greatly to improved utilization of available financial and human resources, and to the attainment of results relevant to common policy objectives.

1.35 Cooperation between FAO and inter-governmental and non-governmental organizations in the region has been further developed in the past two years. The exchange of information and experience in agricultural research and the promotion of joint research programmes, traditionally the most important and best established fields of cooperation, were extended to include newly emerging priorities, such as the development of sustainable production technologies and an analysis of agricultural policy in the region. A gradual involvement of research institutions financed by the private sector in the cooperative research networks represented a new element in research cooperation in the region.

1.36 The monitoring and analysis of agricultural policy developments in economies in transition were also new fields of cooperation with a number of international organizations. Joint activities, including participation in meetings, workshops, seminars and the preparation of studies and technical papers contributed to a better understanding of the major issues involved in the process of agricultural restructuring as well as to a more realistic assessment of the external technical assistance requirements

of these countries. Non-governmental organizations participated in the preparation of sectorial and sub-sectorial analyses.

1.37 Cooperation with women's organizations and cooperative unions at the country level included support to rural development projects and the organization of training of project leaders. Particular attention was given to the participation of women in national and international training courses on development of entrepreneurial and managerial skills. The content of these training courses was determined in close cooperation with women's organizations, in accordance with specific needs and interests.

New developments in inter-organizational cooperation

1.38 Meetings of the FAO Inter-regional Research Network on Nuts were organized jointly with the International Society of Horticultural Science (ISHS). The International Cotton Advisory Committee (ICAC) was represented at the Second Consultation of the FAO Inter-regional Research Network on Cotton in 1992. The Network and the Committee agreed upon future joint programmes.

1.39 The International Service for National Agricultural Research (ISNAR) participated in the Workshop on "Research Strategy for Animal Production in Europe in the 21st Century". Implementation of the recommendations of the workshop will be monitored by FAO, ISNAR, and EEC. Particular attention will be given to developments in central and eastern European countries, and to the preparation of proposals for external technical assistance in the process of adjustment of agricultural research in economies in transition. The impact on rural workers of the transformation in agriculture in Eastern Europe was also discussed by participants from Bulgaria, Moldova and Romania at a sub-regional seminar held in Romania in 1992, organized in cooperation with WFAFW.

1.40 EUROTHER - Tourisme en Europe Rurale - was represented at the Workshop on Rural/Agri-tourism Development in Europe (Rinn, Austria, 1992). Future cooperation will include exchange of information and documentation, joint organization of training courses for rural women in agri-tourism development, and promotion of networking among national NGO's involved in agri-tourism development.

Emerging trends in different types of cooperation

1.41 The type of cooperation varies in accordance with the programmes and specific characteristics of the individual intergovernmental and non-governmental organization. The most important fields of cooperation with intergovernmental and non-governmental organizations were the promotion of research cooperation in agriculture, policy analysis and development of technically sound policy options at regional, subregional and national levels, assistance to national rural development projects and schemes.

1.42 In recent years, the exchange of information and attendance at meetings were major forms of FAO cooperation with international and non-governmental organizations in the Region. This type of cooperation provided for a certain level of coordination in the programming process, thus avoiding overlapping and/or duplication.

1.43 Other forms of cooperation developed in the region include: the exchange and provision of specific technical information and inputs to meetings, organized either by FAO or by a cooperating organization; organization of joint meetings; development of joint publications; joint programmes; establishment of joint task forces.

1.44 It could be expected that the exchange of information and attendance at meetings would continue to be almost an exclusive type of cooperation with some intergovernmental organizations, particularly those covering issues beyond and above FAO's mandate (e.g. Council of Europe) or newly emerging intergovernmental groupings which are still in the process of defining their own profile (e.g. Central European Initiative), as well as with most of the other non-governmental organizations.

1.45 The growing importance of NGOs in Western Europe, often related to changes in mechanisms of agricultural policy implementation (e.g. the role of producer associations in EEC countries, privatization of extension services), would impose the need for a more balanced and selective approach in defining the scope of FAO's involvement from both the sectorial and geographic point of view. Cooperation with NGOs should also include assistance in establishing NGOs in Central and Eastern Europe - particularly farmers' organizations representing family farmers and agricultural cooperative societies - as an integral part of the process of democratization. In this respect, the positive experience gained in the implementation of some multilateral programmes involving FAO and several intergovernmental and non-governmental regional organizations should be fully utilized. FAO has organized two workshops to support the transformation from state-controlled cooperatives to voluntary, self-administered organizations: Reorientation of Cooperative Structures in Central and Eastern Europe (Gödöllő, Hungary, June 1992) and Strengthening and Developing Voluntary Farmers' Organizations in Central and Eastern Europe (Sofia, Bulgaria, September 1993).

1.46 FAO has provided specific technical information and inputs to meetings organized by cooperating organizations (e.g. reports by FAO representatives at the Parliamentary Hearing of the Council of Europe) and has also utilized the expertise and information available in other organizations in its own activities (e.g. a report by an OECD representative to the FAO European Commission on Agriculture on policy changes in OECD countries). It could be expected that this type of cooperation would continue.

1.47 Soon after their establishment the FAO European Cooperative Research Networks in Agriculture (ESCORENA) started holding workshops and consultations immediately before or after meetings of regional professional associations (e.g. the FAO Network on Pasture and Fodder Crop Production held its meeting a day after the congress of an NGO - the European Grassland Federation). The experience in organizing these "back-to-back" meetings led to a partial merger of activities: professional and research subjects were discussed at joint sessions, while organizational and programming issues were dealt with at separate meetings. The proceedings of technical meetings were usually published jointly.

1.48 Cooperation between FAO and the International Centre for Advanced Mediterranean Studies (ICAMAS) - an intergovernmental organization with institutes located in Greece, France, Italy and Spain - is perhaps the best example of the gradual development of cooperation from attendance at meetings to joint programmes and activities. FAO is regularly represented at sessions of the Governing Council of ICAMAS and representatives of ICAMAS attend all regional meetings relevant to the programmes of the Centre. An FAO staff member is a chairman of the Scientific Advisory Committee of ICAMAS, while researchers from ICAMAS institutes chair two cooperative research groups and coordinate one research network. During the 1992-93 biennium, FAO and ICAMAS jointly organized several technical meetings, such as the 7th meeting of the ESCORENA Sub-network on Mediterranean Pastures, and jointly published a book on management of Mediterranean shrublands and related forage resources. The ESCORENA Network on Sheep and Goat Production has been transformed into a joint FAO/ICAMAS Network, encompassing researchers from northern and southern Mediterranean countries. In addition, a symposium on buffalo production, organized jointly by FAO, ICAMAS and the European Association for Animal Production, resulted in the establishment

of the Inter-regional Research Network on Buffalo with institutions from European and Near East countries participating.

1.49 The establishment of a joint task force to carry out a number of activities in support of restructuring the animal production sector in central and eastern Europe with an NGO and three intergovernmental organizations and NGOs from several countries represents an innovative approach and the most complex form of cooperation. A brief description of activities illustrates how the positive experience from other less demanding forms of cooperation could be efficiently utilized in support of implementation of FAO priorities in the region.

1.50 A Roundtable on Animal Production in Central and Eastern Europe was organized in Hungary by the European Association for Animal Production (EAAP), FAO, the World Bank (WB), the EC and the International Office of Epizootics (OIE) in 1991. The meeting made a number of recommendations to help governments and international organizations facilitate the transition of the animal production sector from centrally planned to market economy conditions. A second meeting (Berlin, January 1992) dealt with specific issues involved in restructuring the animal production sector in the former German Democratic Republic and in developing a modern marketing system for animal products. A third meeting (Warsaw, February 1993) focused on Polish experiences in agricultural restructuring, including privatization of state farms, and on problems connected with research, education and the role of state and producers' organizations in market economy conditions. Several workshops dealt with research strategies for the next century, quality control, standardization of products, organization and extension. It is expected that the series of round table meetings will be completed within the next two years and that the issues discussed and problems identified will represent a basis for regular activities of participating organizations. Meetings were attended by government representatives, producers, researchers and experts from both East and West. The proceedings of the meetings and workshops have been published jointly by FAO and EAAP.

1.51 In the area of technology transfer, FAO has had regular contact with the European Space Agency (ESA) and with the Institute for Remote Sensing Applications of the Commission of the European Communities (CEC). Telespazio of Italy, an NGO, has actively supported and participated in remote sensing workshops for decision-makers in Eastern European countries.

LATIN AMERICA AND THE CARIBBEAN

1.52 For several years now, FAO has been developing various activities with NGOs and IGOs in the region, in the technical areas that are within its competence. In general terms and depending on the role assigned, these activities can be divided into two main groups: a) those in which FAO has limited its participation to presence at certain events held by these organizations, and b) those which are the result of joint preparation and work, between the Regional Office and organizations classified as NGOs or IGOs.

1.53 FAO has been represented over the past two years at meetings and events convened by the Organization of American States (OAS), Inter-American Institute for Cooperation on Agriculture (IICA), Latin American Economic System (SELA), Tropical Agricultural Research and Training Centre (CATIE), Caribbean Community (CARICOM), Caribbean Development Bank (CDB), Action Committee in Support of the Economic and Social Development of Central America (CADESCA), Southern Market (MERCOSUR), Commission of the Cartagena Agreement (JUNAC) and others. The most important event was perhaps the Global Forum convened by NGOs in a parallel meeting to the UN Conference on Environment and Development (UNCED).

1.54 Joint activities resulting from accords and agreements of cooperation can be divided into three groups: a) technical support by FAO staff or by other professionals recruited by the

Organization for consultancy or training; b) economic cooperation for the organization of group technical events and travel for national experts; and c) joint publication of documents and studies.

New developments in inter-organizational cooperation

1.55 Among recent activities resulting from accords and agreements, a number deserve to be highlighted. Technical and economic support for the carrying out of group technical events has resulted in: the IV Congress of the Latin American Association of Agricultural Economists, held in Chile in 1993 and organized jointly with ALACEA; the Panamerican Congress of Veterinary Science, held in Chile in 1992 and organized together with APCV; a project on agro-forestry demonstration and training for the Amazonian region, in Ecuador 1993, with the Treaty for Amazonian Cooperation (TCA); a workshop on genetic improvement, in Uruguay in 1992, organized jointly with IICA and the International Potato Center (CIP) and a workshop on bio-climatology in citrus, held in Cuba in 1992 and organized with the Higher Institute of Agricultural Sciences of Ciego de Avila (ISACA) and the Institute for Research on Citrus and Other Fruits (IICF), both in Cuba. FAO organized a training seminar on agricultural policy formulation and planning for leaders of small farmers' organizations affiliated with the Confederation of Agricultural Trade Unions in Brazil. In a joint initiative with IICA, CATIE and the International Board for Plant Genetic Resources (IBPGR), FAO organized a sub-regional meeting and subsequently agreed to set up the Central America Network on Plant Genetic Resources (REMARFI).

1.56 Studies and publications prepared in collaboration with NGOs have included: "Development of Bovine Meat Export", Argentina, 1992, with Sociedad Rural Argentina; "Analysis of Export of Perishable Products", Argentina, 1993, with Fundación Mediterranea; "Agro-industry and Productive Transformation", Costa Rica, 1993, with the Foundation for Science and Culture; and an "Animal Health Directory", 1992, with the Inter-american Group on Cooperation in Animal Health (GICSA).

1.57 In addition, the Regional Office for Latin America and the Caribbean came to an agreement in 1992 with the Asociación Brasileña de Jugos Cítricos for support to a Citrus Network; and worked with the Joint ECLA/FAO Agriculture Division and the Consorcio Latinoamericano sobre Agroecología y Desarrollo (CLADES) on a postgraduate course in Agro-ecology and Sustainable Rural Development, in Chile in 1992.

Emerging trends in different types of cooperation

1.58 FAO has been in the forefront in Latin America in establishing, over the years, close relations with all the major intergovernmental and professional/specialized non-governmental organizations that today constitute a system of 23 technical cooperation networks, covering specific areas of agricultural development. These include, *inter alia*, food crops production, plant biotechnology, fruits and vegetable processing, agricultural marketing and food supply, artisanal fisheries and aquaculture. An important feature of technical cooperation networks is that they act as a coordination and information mechanism at the regional, sub-regional and national levels among a variety of institutions that would probably remain unconnected without the existence of a linking mechanism and the close monitoring performed by technical experts at FAO's Regional Office, each in his or her specific area of competence.

1.59 Most of these networks were established as a result of activities promoted by FAO. The Technical Cooperation Network on Plant Biotechnology, for instance, owes its origin to the recommendation of participants in a round table organized by FAO in November 1990 in Chile, on the theme "Establishment of a Technical Cooperation Network among Plant Biotechnology Laboratories". The round table was attended by specialists from 12 Latin American countries,

international research institutions, IGOs and INGOs. It has been estimated that this network currently covers 75 percent of all institutions in the region with expertise in plant biotechnology, including 221 laboratories in 20 countries.

1.60 Although no significant change in the types of cooperation has been observed, the volume of activities undertaken has increased, as a consequence of the greater number of both IGOs and NGOs in the region. At the same time, the orientation of FAO has been to assume a more active role in joint activities with NGOs and IGOs.

1.61 A policy which has turned out very positive has been the contracting of non-governmental organizations instead of individual consultants for the carrying out of specific studies, when technical requirements permit. This means that the work is done by a team of professionals instead of by one person. A similar procedure is being adopted for the organizing and holding of group technical events, establishing an inter-institutional agreement which, in general, includes technical and financial aspects. In this, the NGO assumes the responsibility for organizing and administering the event, contributing in addition to resources and professionals, its own infrastructure. This is the case with a seminar planned for 1993 in Bolivia, as a joint activity of JLAC/ILDIS on "Itemized Production and Agro-industry".

1.62 The experience with cooperation between FAO and IGOs/NGOs in this region indicates that, while the results are not uniform, in general they have been satisfactory, and some activities have been very successful. For this reason, this modality of cooperation, which permits technical, financial and infrastructural resources to be mobilized as a complement to contributions by FAO and other sources, should continue to be stimulated. Furthermore, links with these other organizations permit access to a broader spectrum of human and specialized resources than would be possible through individual contracts. Finally, there exists a cooperative and infrastructural capacity among NGOs and IGOs that can be effectively used through cooperative activities.

NEAR EAST

1.63 The biennium 1992/93 witnessed a dynamic revival and strengthening of FAO's cooperation with the IGOs and NGOs in the Near East Region, in various fields of mutual interest for the development of the agricultural sector, food production, rural development and socio-economic development in general.

1.64 Particular emphasis was placed on rural poor participation and human resources development, support of technical services to increase food production and productivity, and creation of awareness at the policy level and public level, about environment preservation and protection, natural resources conservation and management, in relation to sustainable agricultural development.

New developments in inter-organizational cooperation

1.65 Since its relocation to Cairo in September 1991, the FAO Regional Office for the Near East has taken the initiative to reactivate its cooperation and working relations with existing IGOs and NGOs operating in the fields of FAO's mandate and competence, and to open new cooperative channels with IGOs and NGOs having activities relevant to FAO's programme in the region. The objectives are to seek mutual cooperation, increase complementarity of action to optimize the use of available resources, and provide the technical assistance and advisory services these organizations need, within the limits of existing human and financial resources.

1.66 The most important action-oriented cooperative programmes with IGOs/NGOs in the Near East could be highlighted as follows:

- Technical cooperative programmes to organize expert consultations and training to support specific activities on the improvement of crop production: (a) consultation on the establishment of West Asia and North Africa Plant Genetic Resources Network (WANANET), together with the International Centre for Agricultural Research in Dry Areas (ICARDA), International Board for Plant Genetic Resources (IBPGR), and the Arab Centre for Studies of Arid Zones and Dry Lands (ACSAD); (b) organization of regional Workshop on the Status of Seed Technology and on Barley Adapted Varieties in the Near East, together with ICARDA and Arab Organization for Agricultural Development (AOAD); and (c) participation in technical training in specific fields of agricultural production, such as the nine-month diploma course on production and protection of Mediterranean fruit trees, together with the International Center for Advanced Mediterranean Agronomic Studies (ICAMAS) in Bari, Italy.
- Technical support to the activities of IGOs/NGOs operating in the Region for the development of specialized networks (e.g. for nut trees), together with ICAMAS and the Group of Mediterranean Research and Studies on Pistacchio and Almond (GMRSPA), and provision of technical assistance and financial support for the publication of scientific and technical documents on plant production protection, such as the Biannual Arab and Near East Plant Protection Newsletter, with the Arab Society for Plant Protection (ASPP). FAO continues to support the Association of Agricultural Research Institutions in the Near East and North Africa (AARINENA) which fosters agricultural research and technology development.
- Holding of joint technical meetings/workshops and conferences to provide the necessary technical advisory services to various IGOs/NGOs operating in the various field of agriculture and rural development: (a) agricultural marketing and promotion of inter-country, regional and inter-regional trade of food products, with Agriculture and Food Marketing Association in the Near East and North Africa (AFMANENA); (b) promotion of agricultural credit and rural finance with Near East and North Africa Regional Association on Agricultural Credit (NENARACA); (c) strengthening regional agricultural research development and cooperation, through provision of technical and advisory support to Association of Agricultural Research Institutions in the Near East and North Africa (AARINENA); and (d) provision of technical and managerial support to strengthen the Regional Centre on Agrarian Reform and Rural Development in the Near East (CARDNE).
- Establishment of new IGOs/NGOs by the provision of technical assistance and legal advisory services: (a) NEPPO (Near East Plant Protection Organisation, (b) INFOSAMAK (Regional Project on Fish Marketing Information System in the Arab Region), which was initially supported by UNDP during the period 1986-92 (phase I), then by the Arab Fund for Economic and Social Development (AFESD) for phase II until the end of 1993, and which is being converted into autonomous IGOs, to be established under the laws of the State of Bahrain (Constituent Assembly in June 1993); and (c) technical assistance for the establishment of JCEDAR (Joint Committee on Environment and Development in the Arab Region), as an advisory technical body for the Secretariat of the Arab Ministers for Environment, League of Arab States (LAS), for the coordination of matters related to environment and development. The JCEDAR was established under the sponsorship of LAS, in

collaboration with FAO, ESCWA and Centre for Environment and Development in the Arab Region and Europe (CEDARE).

- Involvement of local NGOs in the operation and implementation of technical assistance activities related to FAO's programme in the region: (a) cooperation with the NGO "Environment Association - Chapter on Women", in the preparation of a policy framework and regional programme of action for women in the Near East; and (b) participation of the NGO "Population Council - Regional Office for West Asia and North Africa", in the preparation of a study/survey on gender-disaggregated data and statistics in eight countries of the Near East Region.

Emerging trends in different types of cooperation

1.67 The style of cooperation between FAO and IGOs/NGOs in the Near East Region has consisted in reciprocal participation in activities of mutual concern, in various fields of agriculture and rural development: attendance of meetings/workshops, technical support and advisory services, consultancies, joint implementation of activities and training programmes. There is need for a more dynamic approach and for new mechanisms to develop further this cooperation, to be more action oriented, within a well defined framework from the planning through execution, to monitoring and evaluation of cooperative activities. An appropriate and functional framework could be the creation of steering, coordination, or task force committees, with IGOs/NGOs, either individually or in group, that could meet on a regular basis, preferably once a year, to set up cooperative exercises and agree on modalities of cooperation and type of participation.

1.68 FAO has taken an original initiative since 1992 to strengthen cooperation, at the programme and activities levels, with other multilateral and regional organizations by the establishment of specialized Inter-Agency Task Forces (IATFs), in collaboration with the League of Arab States and its Specialized Agencies (ACSAD, AOAD, and the Council of Arab Economic Unity (CAEU), WHO/EMRO, UNICEF, ICARDA, UNFPA, UNESCO/ROSTAS. The IATFs' main role is coordination, identification of joint activities from within the regular programmes and/or projects, and enhancement of complementarity among these agencies.

1.69 Some IGOs/NGOs operating in the region are already members of the seven IATFs that are currently operational: Plant Production and Protection, Animal Production and Health, Environment and Rural Development (within the framework of the newly established JCEDAR), Food and Nutrition, Land and Water Resources, Biotechnology Application in Agriculture and Human Resources Development and Gender.

1.70 Such operational IATFs could be developed further to address the cooperation trends and directions with specific IGOs/NGOs, as it is now the case with ICARDA, AOAD, ASPP, etc., or with a group of these organizations that have the same interest in one particular field of intervention: rural people and active participation in the development process, women in development, food security production/consumption/requirements and nutrition, protection of community forestry, public awareness about the conservation and protection of natural resources, environment and sustainable agricultural development.

1.71 In the area of remote sensing, a regional workshop in Tunis was organized by FAO in conjunction with the European Space Agency (ESA), the Institute for Remote Sensing Applications of the Commission for the European Communities (CEC) and Telespazio Italy.

SECTION II: Traditional and New Forms of Cooperation with NGOs - Some Examples

INTERNATIONAL CONFERENCE ON NUTRITION

2.1 The major event of this biennium in terms of global-level cooperation between FAO and NGOs was the International Conference on Nutrition (ICN). NGOs had a high level of participation in the ICN, beginning early in the preparatory process at the country and regional level and continuing through the August 1992 Geneva Preparatory Committee Meeting (PrepCom) and the December 1992 Conference in Rome. Forms of participation included disseminating information and producing material on ICN themes to stimulate discussion locally; organizing round tables and seminars; making inputs to country papers and regional meetings; taking part in activities linked to the 1992 World Food Day, which focused on nutrition.

2.2 ICN NGO Working Groups (WGs) were established in Geneva and Rome in December 1991 to encourage and facilitate effective NGO participation in the ICN. Their active collaboration led to the organization of the NGO Preparatory Meeting in August in Geneva, with 150 participants, and three days of specialized meetings in Rome prior to the ICN. At the PrepCom national delegations took the unprecedented step of inviting NGO delegates to participate fully in the Working Groups rather than attend as observers, and their contribution was reflected in the revised version of the World Declaration and Plan of Action for Nutrition. A total of 246 participants from 156 NGOs attended the ICN itself. These included 65 NGOs from developing countries, with financial support from several donors. NGOs will play a significant role in national-level implementation of the Plan of Action, and a NGO follow-up meeting to the ICN is being planned in collaboration with WHO for December 1993.

RELATIONS WITH INTERNATIONAL NGOS

2.3 The *Ad Hoc* Group of Representatives of INGOs Residing in Rome organized a special meeting in conjunction with the FAO Conference in 1991, to prepare for NGO participation in the ICN. In addition, members of the *Ad Hoc* Group had periodic meetings at FAO Headquarters, as a means of interacting with those FAO staff who are dealing with subjects of concern to the INGOs. People's participation, environment and sustainable development, women in development, International Year of the Family (1994) and agricultural training and extension were among the topics discussed. Through its coordinator, the *Ad Hoc* Group made two statements at the April 1993 session of the Committee on Agriculture - reporting on the activities and interest of the Group's member organizations, specifically in relation to the ICN and to agricultural training and extension.

2.4 The Organization has a long-standing and close relationship with the International Federation of Agricultural Producers (IFAP). FAO was represented at the December 1992 and April 1993 meetings of the IFAP Environment Committee, delivering on the earlier occasion a keynote address, "SARD: A Message from Rio - From Concepts to Action". A representative of FAO delivered a message from the Director-General to IFAP's World Farmers' Congress in May/June 1992. IFAP regularly circulates to its member organizations information on FAO's policies and programmes. A December 1992 regional consultation of the IFAP African Regional Committee on agricultural research recommended that IFAP formally request FAO to lead the inter-agency coordination of

efforts in the establishment and strengthening of farmers' organizations, under the FAO Plan of Action for People's Participation.

2.5 International trade unions (ITUs) participate actively in consultations with FAO, which have been held since 1972, with the next scheduled in 1994. The participant ITUs are the International Confederation of Free Trade Unions (ICFTU), the World Federation of Labour (WCL), the World Federation of Trade Unions (WFTU), the International Federation of Plantation Agricultural and Allied Workers (IFPAAW) and the World Federation of Agricultural and Food Workers (WFAFW). FAO has established a technical cooperation programme with IFPAAW and WFAFW to support, on a pilot project basis, country-level activities by affiliated rural workers' organizations in the area of small farmer leadership training, cooperative development and agro-forestry employment-generating activities. The main beneficiaries are groups of small farmers and rural women in Ghana, Honduras, India and the Philippines.

COOPERATION ON EMERGENCIES AND HUMANITARIAN ASSISTANCE

2.6 The Global Information and Early Warning System (GIEWS) has made substantial progress in strengthening its cooperation both with IGOs and with NGOs over the past few years. FAO has a long-established partnership with CILSS in carrying out crop assessment work in the Sahelian countries of West Africa, and has cooperated closely with SADC on similar work in the southern Africa region, particularly during the recent drought emergency. Some 60 NGOs now are cooperating and sharing information with the GIEWS. Reports received from these sources are often valuable in the monitoring of socio-economic indicators and the identification and evaluation of localized food supply difficulties. GIEWS has circulated to all cooperating NGOs copies of its field report forms as a guide to the type of information needed, but reporting by NGOs is based on a flexible and *ad hoc* approach designed to ensure that cooperating NGOs do not incur additional expenses as a result of sharing information with the GIEWS.

2.7 The measures taken by several of these cooperating NGOs to strengthen their collaboration with the GIEWS are noteworthy. Caritas Internationalis has provided its 120 affiliated societies, operating in 150 countries, with special guidelines for their support to the GIEWS. The guidelines have been issued in three languages as a supplement to the Caritas Emergency Manual. Oxfam provides reports prepared by its field staff in affected countries in Africa, notably in Ethiopia and Sudan. In addition, Oxfam Headquarters staff regularly provide the System with information for these and other countries. The League of Red Cross and Red Crescent Societies (LORCS) provides useful country reports on emergency situations, which detail the requirements of populations targeted for special assistance. For regions affected by civil strife, the reports from the International Committee of the Red Cross are valuable and may include detailed crop assessments in vulnerable areas. The World Council of Churches (WCC) has an extensive network in Africa, Asia and Latin America from which situation reports are frequently received. Save the Children Fund and FAO are partners in an EEC-funded project for the risk mapping of vulnerable areas.

SOME EXPERIENCES FROM THE FREEDOM FROM HUNGER CAMPAIGN

2.8 The principles of people's participation in their own development, and of partnerships between Northern and Southern NGOs, by now have become integral to mainstream development thought; but they have been the cornerstone of FAO's working relationships with NGOs since the Freedom from Hunger Campaign was launched by the late B.R. Sen early in his tenure as Director-General of FAO, in the late 1950s. In recent years, most development agencies and organizations have also come to recognize the importance of what is now called South-South dialogue and cooperation among organizations from the developing regions, which have also been central to FAO's

work with NGOs since the mid 1960s. Basing itself on the solid relationships established over the years with people's organizations, development NGOs, governments and others, FAO now looks to a continued process of capacity-building of grassroots, national and regional NGOs working toward sustainable agricultural and rural development, and to facilitating their interface with the work of governments and of international organizations.

2.9 The section below summarizes three initiatives which illustrate particularly promising avenues for strengthened collaboration with non-governmental organizations in the future. The first describes an instance in which FAO provided technical support to a federation of farmers' organizations in Senegal to organize a national forum in which member associations could discuss, with representatives of the government and major donors, the impact of structural adjustment on peasant agriculture and make proposals to actively contribute to the search for sustainable solutions to rural problems. This is followed by a brief resume of a more long-standing cooperative relationship, between FAO and a region-wide network of NGOs in Latin America, with an emphasis on developing strategies for sustainable agriculture and food security. The third and final example is FAO's work in development education and network-building among NGOs in South Asia, carried out over a period of nearly 20 years. The lessons from these different experiences, which represent initiatives of the Freedom from Hunger Campaign/Action for Development (FFHC/AD) in cooperation with technical units of the Organization, are being applied in developing a more comprehensive programme of cooperation between the Organization and NGOs in the three regions.

Federation of NGOs of Senegal

2.10 The Forum entitled "What Future for the Peasants of Senegal", organized in Dakar from 18 to 21 January 1993 by the Federation of NGOs of Senegal (FONGS), constituted a precedent-setting occasion for rural people's organizations to publicly address development issues going far beyond the village horizon and to discuss policy decisions which condition their lives. It also represented a demonstration of the role which FAO can play in promoting new types of collaboration between non-governmental organizations in different countries and regions, as well as between NGOs, government and the donor community.

- Background

2.11 In 1983 the Government of Senegal signed an adjustment credit agreement with the International Monetary Fund. The introduction of a "New Agricultural Policy" followed in 1984, calling for a restriction of the State's role, including the dismantling of the parastatal regional development societies and reduction of extension and other services; liberalization of prices and reduction or elimination of subsidies for input purchase; reduction and reorganization of credit; and *responsabilisation* of peasants, whose organizations - along with the private sector - were expected to take over the functions and services which the State was discontinuing.

2.12 In 1988 the Government, concerned that the policy was hitting small-scale farmers particularly hard by reducing producer prices and increasing the cost of inputs, resulting in declining production and productivity, requested FAO to undertake an in-depth assessment of the impact of structural adjustment on the agricultural sector. This assessment, carried out between 1988 and 1989, culminated in a major seminar held in Dakar on 21-22 May 1990, one of the major conclusions of which was that the solution to small producers' problems lay in establishing new relations between peasants' organizations and the structures intended to support them.

2.13 While traditional forms of village-based associations had always existed in Senegal, a new type of organization had begun to develop during the 1970s, stimulated by the drought and the food

crisis and, in many cases, by young people who had left their villages to seek fortune in the cities and who now returned with new ideas and initiatives. From the outset, women's associations played a key role in this movement. Initially organized around collective food production, peasant groups progressively took on input procurement, processing and marketing. Groups began to federate at district and regional level until, in 1976, nine regional associations created the FONGS. By 1992 the FONGS had expanded to include 24 regional associations, with 2,031 village groups, an active membership of about 400,000, and an estimated 1.5 million people reached by grassroots-level activities. FONGS is funded by members' contributions and by a consortium of NGO and government donors. From the outset, the FONGS accorded top priority to a strong training programme for leaders and members and to forging links among peasant organizations throughout the country.

2.14 The withdrawal of the State from many services in the rural sector stimulated the FONGS to intensify work on behalf of its membership. More ambitious national activities were undertaken, such as a programme of cereal banks and "triangular" exchanges between village associations in areas of surplus and deficit production. Faced with the interruption of government-sponsored rural credit, the FONGS studied ways of helping its members to procure inputs and equipment through the establishment of a savings and credit programme. In 1988, with support from Northern partners and a solid base of members' savings, the FONGS bought into the Caisse Nationale du Crédit Agricole du Sénégal (CNCAS), becoming a share-holder with a credit line of 200 million FCFA. The intensification of structural adjustment measures, and accompanying calls for *responsibilisation* of the rural population, stimulated the FONGS to seek the establishment of a mechanism to allow representative farmers' organizations to engage in discussions with government services, major donors, and multilateral organizations like FAO.

2.15 Over a number of years FAO, through FFHC/AD, had built up a programme of support to African NGOs at national and regional levels, starting from the development of participatory approaches to project formulation with village communities in the late 1970s and moving on to meet evolving needs through training programmes, exchange of experience, facilitating access to FAO technical resources and helping to mobilize material support from NGO donors. As part of this programme, FAO had built up a cooperative relationship with the FONGS that involved joint action and reflection in areas such as developing methodologies for participatory project formulation and evaluation, analyzing and reinforcing rural people's survival strategies in drought-stricken areas, and promoting effective village-based management of natural resources. This long association laid the groundwork for the FONGS' request to FAO in 1991 for assistance in organizing a series of consultations culminating in a national forum of the country's peasant movement.

- Preparations

2.16 The first step was the preparation by two national consultants of a paper documenting the impact of structural adjustment on small-scale agriculture and presenting an initial survey of peasant reactions to the New Agricultural Policy. This paper was submitted by the FONGS to the Government of Senegal in July 1991, as an input to the Programme of Agricultural Structural Adjustment then under negotiation. The second phase of preparation, in early 1992, was undertaken with the assistance of a Latin American NGO, the Assessoria e Serviços a Projetos em Agricultura Alternativa (AS-PTA), which had experience in supporting peasant strategies and organizations in northeast Brazil, a region with agro-ecological conditions similar to those prevailing in much of Senegal. With funding and technical supervision from FAO, one of the directors of AS-PTA spent a month working with a FONGS team in Senegal. The team documented innovative initiatives undertaken by peasant associations to cope with their situation, which could serve as a foundation for

the establishment of farmer-based service structures. The AS-PTA consultant wrote up the team's findings and prepared a project document for the Forum itself, which was funded by a bilateral donor.

- The Forum

2.17 The Forum brought together some 300 participants from three major groups: (i) about 150 representatives of FONGS member associations and other rural people's organizations; (ii) representatives of government Ministries, the government Centres for Rural Expansion, and the Caisse Nationale du Crédit Agricole du Sénégal; and (iii) representatives of international organizations and donors (FAO, the World Bank, UNDP, USAID, Swiss Cooperation and the coordinator of the FONGS' donor consortium).

2.18 The objectives of the Forum were: (a) to clarify the concept of *responsabilisation paysanne*, a leitmotif of the New Agricultural Policy; (b) to demonstrate the present state of the Senegalese natural environment and the further degradation that could be expected if remedial measures were not taken; (c) to present and discuss the FONGS' analysis of the impact of the New Agricultural Policy on peasant agriculture and the environment and its proposals for the future; and (d) to discuss the establishment of a framework for dialogue and negotiation between the government, the peasant movement and major donors.

2.19 A few major themes dominated the discussion. The first concerned the impact of structural adjustment on the rural sector. The process leading up to the Forum had permitted the articulation on the part of the peasant movement of a desire to pursue integrated approaches to agricultural development that made economic, social and environmental sense at the level of household, village and agro-ecological zone. The Forum suggested a number of concrete ways in which negative effects of structural adjustment could be mitigated and farmers' associations supported to take over responsibility for services no longer provided by the State. Credit was extensively discussed, as was the request by peasant groups to participate in the decision-making process on questions regarding the rural milieu. Participants underlined the need for government to consult farmers' organizations when framing laws and codes which affected them directly, and in the formulation of development programmes. A Committee of Concertation and Coordination was established by the FONGS and two other national rural peoples' federations, during the Forum, to facilitate this process of consultation.

- Follow-up

2.20 Follow-up to the Forum was initiated the day after it closed, when the President and the executive committee of the FONGS were invited to meet with the Prime Minister and representatives of the Ministries of Rural Development and of Women, Children and the Family. In March 1993, the three national federations which had participated in the Forum were joined by the remaining four national federations representing sub-sectors of the rural population. In their Declaration of Thiès, the seven organizations announced the creation of a National Rural Peoples' Committee of Concertation (CNCR), intended to serve as the interlocutor of rural peoples' movements and federations vis-à-vis the Government and external partners on all important questions of national development.

2.21 For FAO's part, several major initiatives are expected to result. The African Development Bank has expressed interest in funding a project, now in preparation, which would ensure that resources are available to implement some of the Forum's recommendations. The project will aim to provide credit and technical support for rural associations' projects and to help evolve a credit system attuned to the needs of the rural milieu. The second major initiative is a FONGS/CNCR request to FAO for an integrated programme of NGO institutional support, drawing on both the

Organization's technical expertise in specific areas and on its experience with NGOs in other countries. This programme, for which financial resources are being sought, will include training for CNCR members' cadres in agricultural policy analysis - to better equip them for participation in policy-level discussions - and in application of a farming systems approach to guide farmers' associations in evolving sustainable alternatives suited to different agro-ecological zones. The Senegal experience will constitute a major input to the formulation of an FAO/NGO cooperation programme in Africa, which will seek to bridge the gap between NGO initiatives for sustainable agriculture at micro-level and the macro policy environment which conditions them.

Latin America

2.22 FAO has been an attentive observer and, often, a supporter, of the institutional evolution of NGOs in Latin America since the early 1970s. FAO values the competence of a good number of NGOs in Latin America and these in turn appreciate having access to the Organization's information, documentation and technical expertise, which strengthen and lend credibility to their work.

2.23 Over the years, collaboration in this region has covered many different experiences which have shared certain common objectives: to promote, and acknowledge as relevant, local development efforts based on self-reliance; to help NGOs to deal with economic and technological challenges; and to mobilize resources at local, national and regional levels for a more sustainable approach to agricultural development.

2.24 Experience has demonstrated the validity of FAO's catalytic role in strengthening the institutional capacities of experienced NGOs and fostering cooperation among these institutions through networking. Among the NGO networks that FAO has promoted in Latin America through the FFHC/AD programme, some are well structured, others strictly informal; some are geographically based, covering all the different NGOs in a specific sub-region, while others specialize in a particular field and may extend over a number of countries.

- History of the programme

2.25 In 1979, through FFHC/AD, FAO sponsored the formation of a regional network, the Asociación Latinoamericana de Organismos de Promoción (ALOP), which was later granted liaison status with FAO. ALOP was the outcome of five years of collaborative efforts with NGOs in several countries of the region: research on rural organizations in Costa Rica, which laid the groundwork basis for the establishment of a permanent training programme; an evaluation of FFHC/AD field projects in Ecuador, which led to the definition of basic criteria to be adopted in formulating participatory projects with the rural poor; the production of training material for peasants in Guatemala; and research by Brazilian NGOs on development aid policies. These and other documented experiences needed to be analyzed and shared with a wider circle of NGOs than those directly involved. The creation of ALOP in the late 1970s filled that need. Today, the ALOP network provides a forum for dialogue among 31 NGOs in 19 Latin American countries.

2.26 From the 1980s, Latin American NGOs began to perceive their own weaknesses in the area of formulating technical proposals, as compared to their relative strengths in other aspects of development. A number of experienced NGOs in the region began to pay greater attention to the complexities of small-scale agricultural production, to the need for understanding the specific nature of peasant farming systems, and to experimentation with low-risk, low-cost technologies which make maximum use of local resources. Through FFHC/AD, FAO assisted institutions which made serious efforts to confront the challenge of widening the appropriate technological options available to the small farmer, and to improve food security strategies in the region.

2.27 In the mid-1980s, situation assessments were conducted in most countries of the Andean sub-region and in Brazil, relying on local NGO expertise. These assessments, necessary to analyse the potential for NGO work in alleviating food production problems, were accompanied by practical courses on vegetable production with low-input methods, organic cycling, small-scale irrigation, wind and solar energy, the integration of crops/trees/animals on small farmers' plots, and the production of basic food for household consumption and for the local market. The response to these informal NGO training activities was positive.

2.28 Interaction with local universities has been stimulated through the organization of lectures and seminars on agro-ecology and by promoting research and experiments by students on NGO agricultural experimental stations and production projects. These initiatives showed the need to encourage, on one side, a more in-depth understanding of traditional agricultural practices and the peasant rationale behind them, and on the other, to search for productive systems that are ecologically sound and economically viable for the small farmer. In other words, the need to develop technically sound, economically viable and culturally relevant alternatives.

2.29 The Consorcio Latinoamericano sobre Agroecología y Desarrollo (CLADES), formally established as a working group of eight institutions in 1989, represents a creative effort to collectively work towards a paradigm of agricultural development which is based on criteria of sustainability and equity. At present, all 11 NGO members of CLADES are from South America, though it is likely that new members from Central America and Mexico will be added in the near future.

2.30 In recent years, FAO's collaboration has concentrated on the member institutions of the CLADES secretariat who constitute the original nucleus of the Consortium. The first encounter of these CLADES members, in fact, had taken place in July 1985 in Brazil, on the occasion of a regional seminar organized by FAO-FFHC/AD in preparation for the Third International FFHC/AD Consultation. FAO facilitated study visits between two lead NGOs - Assessoria e Serviços a Projetos em Agricultura Alternativa (AS-PTA), Brazil, and Centro de Educación y Tecnología (CET), Chile - to enable them to learn from each other's experience in food production projects and research work on agro-ecology.

2.31 From 1986, the exchange programme encompassed mutual research and training programmes and consultancies from Brazil, Chile, Perú, Bolivia, Colombia and Ecuador. More recent examples of FAO-CLADES collaboration, over the period 1989-92, include an "Evaluation Guidelines for CLADES-executed Agro-ecological Projects"; "Manual on Standard Criteria and Procedures for Agro-ecological Projects/Programme Planning, Monitoring and Evaluation", which draws on experience and documentation by the Consortium members; a study on methods for a rapid appraisal of agro-ecosystems, undertaken by AS-PTA in order to adapt the Rapid Rural Appraisal approach to suit conditions in Brazil. As noted earlier, in 1991 the Executive Director of AS-PTA was engaged by FAO to assist the Federation of NGOs of Senegal (FONGS) in the formulation of a programme proposing viable measures to alleviate the negative impact of structural adjustment on the peasant sector. Five study visits took place in the period 1990-91 involving the technical staff of CET, Chile, and leading NGOs in Mexico and Costa Rica.

- The programme today

2.32 As this experience demonstrates, FAO is well placed to facilitate cooperation between diverse actors in the region - peasant organizations, NGOs, government agencies, universities, national research centres and international organizations. The Consortium is requesting technical and methodological assistance from FAO at a time when it is widely recognized that NGOs represent an important part of national capacity and resources, and that international support for capacity-building should also target them. The growing realization of the useful development role that NGOs like

CLADES are playing at community and farm levels has led to many new demands being placed on them, but with only limited support for building their capacity to respond. In helping NGOs to sharpen their skills and broaden their networks, FAO stands also to learn from the experience and methods of NGOs and to incorporate lessons learned into its own programmes at the national and regional levels.

2.33 A three-year FAO/NGO cooperation programme, which is being formulated jointly with CLADES, provides an opportunity for the two institutions to bring their combined capacities and contacts to bear in addressing persistent poverty, food insecurity and resource degradation in the Latin American region, particularly in its marginal areas.

South Asia

2.34 The work of FAO's FFHC/AD programme in Asia has been directed primarily toward capacity-building and human resource development within the region's rapidly growing NGO movement - particularly in South Asia. Programme activities, therefore, have always emphasized training, publication and diffusion of reading materials aimed at the NGO audience, and assisting local and national NGOs and Northern donor NGOs to make contact with one another and to work together. From the programme's inception, emphasis has been placed on the education of women development workers, on the condition of women as a sub-group of the rural poor, and on sensitizing decision-makers to women's concerns. Over the years, the programme has made a real contribution to today's South Asian NGO movement. From the outset, this work has been funded by several NGO donors, with some additional funds coming from donor governments.

- History of the programme

2.35 The programme in Asia was a harbinger of - and an experimenter in - new participatory concepts of development. It began as a response to the recommendations of an FAO Asian Regional Workshop on People's Participation in Development held in 1973. Over 40 NGOs present at this workshop concluded that the role performed by grassroots development workers and the type of training they should receive were two crucial issues confronting rural development organizations. It was felt that a more participatory development process was called for, whereby knowledge, values, the desire for change and plans of action were not handed out but rather evolved in a spirit of partnership between the most needy groups in a society and those seeking to work with them. It was recommended that FFHC/AD organize programmes at regional and other levels to evolve an effective methodology and programme of training for development workers.

2.36 FAO responded to this call by initiating in 1975 a regional programme for the training of change agents. In the years that followed, five Regional Change Agents Programmes were carried out, with participants coming from governmental, semi-governmental and non-governmental organizations. Men and women from some 80 national organizations in Bangladesh, India, Nepal, Pakistan and Sri Lanka took part in this programme which sought to evolve and popularize participatory training methodologies. During the first four years, the programme covered the whole region, but since April 1979 the emphasis has shifted to local training activities within the countries of the South Asian sub-region.

2.37 In 1985, a South Asian Consultation on "Responding to the challenge of rural poverty in South Asia: Role of non-governmental organizations" was held in Bangladesh. The event brought together senior workers and decision-makers of major NGOs in the region as well as NGOs from developed countries. Regional consultations and workshops such as this have become a significant aspect of the work in South Asia, contributing to the formation of what have become important NGO networks in the region. Two examples are the Asian Cultural Forum on Development (ACFOD) and

the Asian NGO Coalition (ANGOC), both of which are now well-established and have formal relations with the Organization. In recent years, the programme has been assisting a new network known as the South Asian People's Ecology Network (SAPEN). This informal grouping of NGOs from Bangladesh, Bhutan, India, Nepal and Sri Lanka focuses on environmental issues which are regional in nature and which require a regional response, such as desertification, drought, floods, sharing of river waters, deforestation, fisheries management and toxic waste disposal. Collaboration with the Asian Pacific Bureau of Adult Education (ASPBAE) has also become increasingly important. ASPBAE, which has a network in 43 countries of Asia and the Pacific, is directing its attention to environment and sustainable development, women and indigenous people, literacy and human rights questions.

2.38 Study visits are a programme activity which combines training and networking among development workers and rural people from different areas. Since 1981, the programme, with funding from government and NGO sources, has organized up to 20 study visits involving as many as 125 persons each year, to facilitate learning by small and marginal farmers and field-level workers by providing an opportunity for them to see rural development programmes in action in neighboring countries or areas. Study visits allow development workers and "change agents" to view the work and methods of other innovative groups, pick up tips and ideas for effective activities and learn from the mistakes of others. The project meets travel costs and daily subsistence allowances of US\$10-US\$25 per day for the individuals involved, making study visits a relatively low-cost activity.

2.39 Part of the effort to strengthen grassroots organizations has involved the use of communication media, including popular theatre, community singing, posters and puppets. The programme has organized and/or supported several training programmes for development workers in the use of such communications media. Another role has been to assist South Asian NGOs, especially the smaller ones, to formulate rural development projects and obtain funding from donor organizations with which FAO maintains close contact. Over the years, numerous training initiatives have focused on transmitting the skills needed for project formulation. In this way, and through direct contact with individuals from both grassroots and donor NGOs, FAO has facilitated working relationships between the two groups.

2.40 In order to maximize the impact of its initiatives in training and networking, the programme has published and distributed reports throughout the sub-region. Several publications have been translated into various Asian languages, and used by international development agencies, national and local governments, NGOs, colleges and universities in their training and action programmes. In addition, the programme has consistently collected and disseminated relevant articles and books to the programme's contacts in Asia, particularly to village-based groups which suffer from a dearth of information material.

- The programme today

2.41 Perhaps the most significant change in the South Asia programme over the years has sprung from a growing concern over environmental degradation and its impact on the rural poor. Questions about sustainability in agricultural and rural development have increasingly informed the content of the programme's training courses and workshops. The programme's enduring concern with women's participation in development finds even greater relevance today as development thought focusses in on the crucial role of women in natural resource management. The overarching objective of the programme today is to contribute to improved living conditions for the rural poor "by helping NGOs and their networks in South Asia to promote appropriate, sustainable and gender-just practices and programmes, and to strengthen further the organization of rural communities."

2.42 In most South Asian countries, local and national NGOs have been actively involved in experimenting with innovative approaches to development. In many parts of Asia, the NGO movement has become well developed and diversified. In India alone, there are well over 5,000 such organizations. Some NGOs have accumulated expertise in health and nutrition, others in education, legal aid, credit, environmental concerns, research and communication. The need for consolidation and solidarity among NGOs in the sub-region has become evident. Regional alliances amongst groups in South Asia are particularly relevant today. Not only do the peoples of the subcontinent share a common history and have similar social, economic, cultural and political problems, they also share a common terrain - rivers, mountains and other natural resources. Any change in one country inevitably affects the others. The effects of inter-country training courses and consultations can therefore be particularly important, as the past experience of the programme has shown.

2.43 Support is currently being sought for a follow-up programme in South Asia for the three-year period beginning in January 1994. The project document reflects the increased urgency of environmental sustainability by articulating three immediate objectives: 1) building enhanced understanding of the present ecological crisis and enhancing the capacity of NGOs to promote sustainable farming systems and off-farm activities; 2) integrating the perspectives and aspirations of rural women into policies and programmes for sustainable development, and enhancing women's skills and their participation in decision-making; and 3) enhancing networking at national and South Asian levels on sustainable and gender-just development and links with similar networks in Asia, other Southern regions and the North.