

Programme Evaluation Series

Evaluation of the Flexible Multi-Partner Mechanism (FMM)

Annex 3. Review of FMM-funded projects and subprogrammes

Abstract

The evaluation team reviewed a sample of Flexible Multi-Partner Mechanism (FMM) projects from the previous FMM funding cycle (2016–2018) and subprogrammes under the current funding cycle. Subprogrammes of the current phase of the FMM were selected on the basis of representation across programmes and regions, on the higher end of the financial scale within the portfolio and where the concept notes indicated transformative potential. In selecting projects from the previous phase of the FMM, consideration was given to projects that covered themes similar to those in the current phase of the FMM or had continued in some form in the current phase of the FMM.

The FMM evaluation reviewed the projects and subprogrammes against the criteria that the FMM used to allocate resources. The purpose of the review was to assess the extent to which projects and programmes supported by the FMM demonstrated results in terms of the resource allocation criteria. These criteria used are:¹

- i. addressing emerging issues and challenges;
- ii. additionality of the FMM;
- iii. catalytic effects of FMM contributions;
- iv. innovation;
- v. transformative change elements;
- vi. scalability and sustainability; and
- vii. partnerships.

The review was drawn on FMM annual progress reports and interviews of FAO personnel in headquarters and country offices (Guatemala, Malawi, Kenya, Senegal, Uganda and Viet Nam), as well as government partners and beneficiaries in these countries (except Viet Nam due to COVID-19 restrictions).

¹ The evaluation team did not include the criterion of cross-sector as these w

1. Priority Programme Area 1: Evidence-based policy, global instruments and knowledge products

1. Keeping hunger, food insecurity and malnutrition at the forefront of the development agenda is a central to the mandate of the Food and Agriculture Organization of the United Nations (FAO) as reflected in Strategic Objective 1: Eliminate hunger, food insecurity and malnutrition. FAO's implementation of Strategic Objective 1 covers the following four areas:
 - i. supporting countries in adopting or redesigning policies, strategies, laws and investment plans to enhance their effectiveness in addressing food insecurity and malnutrition;
 - ii. supporting stakeholders in strengthening governance and coordination mechanisms at national, regional and international levels;
 - iii. improving evidence-based decision-making; and
 - iv. enhancing governments' capacities to finance policies and programmes.

The evaluation reviewed the following projects and subprogrammes:

FMM phase	Project/subprogramme title	Number	Budget (USD)
2014–2018	Voices of the Hungry (VoH)	FMM/GLO/106/MUL	2.4 million
2014–2018	Food security monitoring for SDGs	FMM/GLO/120/MUL	1.4 million
2014–2018	Increase the use of Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests (VGGTs) among CSOs and grassroots organizations	FMM/GLO/111/MUL	2.8 million
2018–2021	Subprogramme 1.1: Leveraging global instruments and knowledge products	FMM/GLO/127/MUL	2 million

Summary of assessment: Programme Area 1. Evidence-based policy, global instruments and knowledge products

FMM criteria and observations	Assessment
<p>Criterion: Addressing emerging issues and challenges</p> <p>Observations: FMM addressed the important issue of improving the tools and methods for monitoring Sustainable Development Goal (SDG) 2 and generating evidence for decision-making.</p> <p>Land tenure and related issues are at the heart of many challenges relating to food security and agriculture, and the management of natural resource. FMM sought to address challenges countries face in applying guidelines endorsed by the Committee on World Food Security (CFS) relating to tenure, agricultural investment, and right to food.</p>	Evident
<p>Criterion: Additionality of FMM</p> <p>Observations: FMM added a new dimension to measuring food insecurity, namely, access to food (food insecurity experience scale - FIES) FMM support developed a new e-learning platform for civil society organizations, accessible through computer, tablet or smart phone and course material for civil society organizations. These had not existed prior to the FMM project.</p>	Evident

FMM criteria and observations	Assessment
<p>Criterion: Catalytic effect of FMM contributions</p> <p>Observations: FMM projects catalyzed additional funding (VoH: USD 4.5 million; VGGT – volume of additional funding not specified in reports).</p>	Evident in past projects
<p>Criterion: Innovation</p> <p>Observations: FMM support generated innovation: VoH represented a new, innovative methodology for data collection and measuring food insecurity at relatively low cost. VGGT project designed and implemented modular training for civil society organizations, which could be replicated without/minimal support from FAO.</p>	Evident in past projects
<p>Criterion: Transformative change elements</p> <p>Observations: FMM project VoH changed how food insecurity is measured globally and generating of evidence to inform decision-making.</p>	Evident in past projects
<p>Criterion: Scalability and mainstreaming</p> <p>Observations: FIES was adopted as a global standard for measuring food insecurity and officially endorsed by United Nations (UN) General Assembly as a measure for monitoring progress on SDG 2. World Bank and the United State Agency for International Development (USAID) incorporated the FIES module in their food security monitoring frameworks. FIES-based estimates conducted in 147 countries. UN Economic Commissions adopted FIES and prevalence of undernourishment (PoU) methodology for country and regional monitoring of SDG 2.</p> <p>Online learning facility for VGGT attracted over 14 000 users (2016) and remains highly relevant in the COVID-19 context.</p>	Evident in past projects
<p>Criterion: Partnerships</p> <p>Observations: FMM facilitated synergies and collaboration with other agencies engaged in food security monitoring (International Fund for Agricultural Development [IFAD], United Nations Children’s Fund [UNICEF], World Food Programme [WFP] and World Health Organization [WHO]). FMM facilitated multistakeholder partnerships on tenure issues at country level; for example, in Senegal.</p>	Evident

2. The FMM, in its current and previous cycle (2014–2018), made an important contribution to FAO’s work in strengthening the monitoring of the SDGs through the introduction of innovative measurement and data collection methodology. The FMM also contributed to advancing the application of important global knowledge products that serve to improve the governance of land tenure, fisheries and forestry. The projects implemented in the previous cycle of the FMM provided a good foundation for the subprogrammes in the current FMM cycle. Projects and subprogrammes have been catalytic, attracting additional funding, and facilitating and strengthening partnerships across organizational boundaries.

1.1 Voices of the Hungry (FMM/GLO/106/MUL) and Food security monitoring for the SDGs (FMM/GLO/120/MUL)

3. Voices of the Hungry (VoH) aimed to improve monitoring of food insecurity by developing a global standard for measuring food insecurity based on people’s self-reported experiences, known as the food insecurity experience scale (FIES). The VOH project was launched in November 2013, with the Department for International Development (DFID) providing USD 4.9 million and financial support from FMM was USD 2.4 million. The related Food security monitoring project contributed about USD 1.4 million. FMM was willing to fund VoH as it was seen to be innovative (new methodology for measuring food insecurity).

VoH also had a strong global public good connotation, making it attractive to FMM. FMM in first phase also offered the flexibility that a project such as VoH required.

4. These two FMM projects represent a significant contribution to FAO Strategic Objective 1 and SDG 2. Over the period 2014 to 2017/18, the FIES was selected as an indicator for SDG 2 and was officially endorsed by the UN General Assembly in 2016, as the measure for monitoring progress towards SDG 2. The FIES methodology represents an innovation in the data collection and monitoring of food insecurity, as it adds the new dimension of access to food that has been absent in the monitoring of food security and enables data collection at relatively low cost. The projects have had a global reach, with the first FIES-based estimates of moderate and severe food insecurity prepared for 147 countries. Capacities of professionals of national and sub-regional institutions have been built, enabling the integration and use of the FIES in national monitoring frameworks. FIES-based estimates now form part of the FAO flagship report – State of Food Security and Nutrition in the World (SOFI).
5. The projects also served as a catalyst for collaboration and building synergies with other agencies engaged in food security monitoring, namely, IFAD, UNICEF, WFP and WHO, contributors to the SOFI report. The World Bank and USAID are reported to have incorporated the FIES module in their food security monitoring frameworks. Through FMM, FAO collaborated with the World Bank to develop guidelines for improving food consumption data collection through the World Bank’s umbrella programme on Rural Statistics for Agriculture. FMM catalysed partnerships with UN Regional Economic Commissions that adopted the FIES and PoU methodologies for national and regional monitoring of SDGs. In terms of catalysing additional funding, an amount of USD 4.5 million was raised from the Bill and Melinda Gates Foundation for the period 2016–2020. FMM however, did not fund a VoH and FIES in the current phase. Interviews with the implementing unit suggest that organizational changes in FAO shifted attention to other statistics projects.

1.2 Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGT) (FMM/GLO/111/MUL)²

6. The VGGT were endorsed at the 38th Session of the CFS in 2012. The guidelines provide a framework for best practices in a range of tenure-related policies, laws, regulations, strategies and practices. The VGGT cover procedures and also deals with substantive issues pertaining to the establishment of governance of resource-based rights and are sufficiently flexible for application to the variety of tenure systems around the world. Like other CFS policy products, adoption of the VGGT is encouraged, and is not mandatory. FAO’s mandate is to support countries in the application of the VGGT and a large umbrella VGGT programme funded by multiple donors, exists to support the implementation of the VGGT. The FMM project on the VGGT is distinct from, though related to the larger VGGT programme. The FMM project focused on supporting capacity building civil society organizations and farmers’ organizations, to provide input to national stakeholder

² Implementation countries: Cote d’Ivoire, Ethiopia, Guatemala, Guinea, Indonesia, Kenya, Kyrgyzstan, Liberia, Madagascar, Malawi, Mali, Mauritania, Mongolia, Myanmar, Nepal, the Niger, Senegal, Sierra Leone, South Africa, Tanzania (United Republic of) and Uganda.

platforms on tenure issues. The FMM project was approved in 2014 and implementation started in 2015 with funding of USD 2.8 million. The project entailed designing capacity building tools and applying these in building capacities of civil society and grassroots organizations. The project also aimed to document and disseminate lessons learned and good practices. It is not clear from the interviews and reports why the FMM funded the VGGT when a much larger multi-donor fund³ and programme was in place for the VGGT and included capacity building of civil society. It was suggested that resource partners viewed the VGGT as a priority.

7. The innovative aspect of the FMM project was the design and implementation of modular training for civil society organizations, which could be replicated in countries with minimal or no further support from FAO. The online e-learning facility that attracted over 14 000 learners by 2016, was also innovative, and remains highly relevant for the current COVID-19 context. Course materials are accessible through personal computers, tablets and smart phones. The FMM progress reports (2014–2017, and 2018) indicate a large number of civil society organizations and grassroots organizations across the FAO regions were trained and/or made aware of the VGGT. The project also supported policy dialogues in FAO regions/sub-regions. What is unclear from the reports whether and how progress and lessons from the FMM project fed into the broader VGGT programme, in order to give FAO a consolidated view on the VGGT programme.
8. There are indications in the reports that additional funds were catalysed through the FMM project, but the details are scant. Some examples of catalysing funds include funds obtained from FAO's regular programme to continue support to train-the-trainer events and the policy dialogue between civil society organizations and regional institutions in West Africa; additional funds secured for adaptation of train-the-trainer guide in Mongolia. The project can also be considered catalytic in that it served as a foundation for the subprogramme Leveraging global instruments and knowledge products.

VGGT FMM/GLO/111/MUL in Senegal

The project in Senegal was designed with limited involvement of the FAO Country Office and the Government but was however well aligned with the needs and priorities of the Government in respect of land governance. The launch of the VGGT in Senegal coincided with the launch of the national land reform and the establishment of the National Land Reform Commission (CNCR). The project contributed to the development of Senegal's land policy document and the establishment of a multi-stakeholder consultation framework and the establishment of the multi-stakeholder platform on VGGT, with over 100 members. Since its inception, the platform has contributed to the dialogue on land reform and governance in Senegal, in line with the principles set out in the VGGT. In addition, the platform has enriched the work of the CNCR through studies, namely, i) the criteria and conditions for rational and sustainable land tenure management in Senegal; ii) generalised land registration; iii) the potential for creating a land tenure observatory in Senegal; iv) the capitalisation of agribusiness projects in Senegal; and v) experiences in assisting the delivery of land titles to women. Civil society organizations utilised the knowledge and skills they acquired through the VGGT's capacity building. They organized citizen consultations for over 1 500 people from rural, urban and peri-urban to exchange views

³ Interview with responsible technical unit indicated that overall package for VGGT from the Trust Fund is about USD 40 million (and in 2016 VGGT evaluation it was about USD 29 million), so FMM is a significantly smaller part of funding for the VGGT.

on natural resource governance, land governance, and the transformation of family farms, with presidential election candidates in 2019.

1.3 Subprogramme 1.1: Leveraging global instruments and knowledge products (FMM/GLO/127/MUL)

9. This subprogramme of the current phase Priority Programme 1 builds on the previous phase VGGT project FMM/GLO/111/MUL. Its remit is broader, as it includes, in addition to the VGGT, the CFS endorsed Principles for Responsible Investment in Agriculture and Food Systems (CFS-RAI Principles), the Voluntary Guidelines to support the progressive realization of the right to adequate food in the context of national food security, the Voluntary Guidelines for Securing Sustainable Small-scale Fisheries in the Context of Food Security and Poverty Eradication (SSF Guidelines), and also activities under the UN Decade of Family Farming 2019–2028 (UNDDFF). The subprogramme aims to enhance the capacities of governments and civil society organizations to adapt the VGGT Guidelines and CFS-RAI Principles to the national and local contexts. Through multi-stakeholder dialogues, it is expected that countries will take up these guidelines in the form of new or revised policies and legislation. The subprogramme is aligned with the objectives of the FAO Umbrella Programmes for VGGT (PMG/MUL/2016–2020/VG), CFS-RAI (PGM/MUL/2017–2021/RAI) and the SSF Guidelines (PGM/MUL/2015–2025/SSF).
10. Implementing countries are Lao People’s Democratic Republic, Liberia, Mali, Mauritania, Sierra Leone and Tunisia, and several activities have been identified for each country. In addition, the subprogramme intends to support regional level dialogues in West Africa and promote the global instruments at side events in global forums and meetings. The subprogramme is expected to deliver three key outputs:
 - i. increased capacity of governments and other national actors to use global instruments, approaches and guidelines in an integrated way to develop and implement national agriculture and food security policies, strategies and investment frameworks;
 - ii. strengthened multi-stakeholder platforms or mechanisms and governance for monitoring and evaluating the food security, sustainable agriculture and poverty eradication impacts of national policies and programmes; and
 - iii. strengthened capacities of national stakeholders to implement global instruments and to produce relevant comprehensive information, data and analysis for uptake in policy processes and decision-making.
11. Activities are expected to focus on strengthening on-going policy processes, legal frameworks, governance mechanisms and monitoring and evaluation mechanisms, building on on-going work, complement, replicate and scale up good practices. In the case of the UNDDFF, the subprogramme planned to support the implementation of national action plans for Lao People’s Democratic Republic, Mali and Sierra Leone.
12. The budget allocation is USD 2 million for the period 1 December 2019 to 31 December 2021, with possible extension of the project if additional funding is available. The funds allocated for the subprogramme is quite modest for the scale of planned activities, a concern echoed in the interviews with technical unit staff (and not unique to this subprogramme).

13. According to the implementation units, COVID-19 has had a limited impact on the implementation of the subprogramme. Whatever delays were experienced in the subprogramme were a result of internal FAO processes and securing the signature of the ministries of agriculture on the project agreements. As the subprogramme commenced in December 2019, the 2019 annual progress report could only report that the subprogramme design had been completed. The annual progress report for 2020 was not available at the time of reviewing the subprogramme.

2. Priority Programme Area 2. Resilient food systems/urban food systems

14. Achieving FAO's vision of a world free of hunger and rid of extreme poverty, food security and nutrition with an environmentally sustainable use of natural resources for a growing population calls for addressing a set of complex and interconnected challenges in food systems. These include among others: food safety risks, food losses and waste, transboundary animal and plant diseases, anti-microbial resistance, besides environmental degradation manifested by depleted soils, carbon emissions, loss of biodiversity, polluted water bodies and deforestation.
15. These factors have led to demand from member countries at Committee on Agriculture COAG 2018 for FAO to support adoption of sustainable food systems approach, using its significant inter-disciplinary capacities. The UN Food Systems Summit in 2021 is an important affirmation at the highest levels of the importance of the Food Systems agenda and the call for adoption of more transformative approaches.
16. The changing pace of urbanization across regions has ramifications for the architecture of sub national food systems and evolution of sustainable urban, peri-urban and rural food systems. The specific vulnerabilities of small island developing State (SIDS) have also attracted growing attention in the quest towards resilient food systems.
17. Over the past years, FAO has implemented a number of initiatives, such as the Food for the Cities programme, the SAVE Food: Global Initiative on Food Loss and Waste Reduction, Growing Greener Cities, the NADHALI project, the Global Action Programme for SIDS, etc.
18. The Resilient Food Systems programme of the present FMM phase aims to support policy tools and improvements and governance mechanisms to support food systems development, and strengthen capacities of public sector, municipal authorities, and value chain actors on food systems issues. The portfolio consists of four subprogrammes:
 - i. sustainable, resilient and inclusive food systems development;
 - ii. governance innovation for sustainable development of food systems;
 - iii. feeding urbanization: building prosperous small cities and towns; and
 - iv. empowering women in food systems and strengthening local capacities and resilience of SIDS in the agri-food sector.
19. The NADHALI and Urban Food Systems projects have been designed to respond to one of the seven comprehensive areas of support (CAS) of the FAO Framework for Urban Food Agenda and its Global Action Programme, namely, CAS 4: 'innovative and sustainable agro-food business for employment generation and the development of functional and prosperous territories across small towns'.

The evaluation reviewed the following projects and subprogrammes:

FMM phase	Project/subprogramme title	Number	Budget (USD)
2014–2018	Developing sustainable food systems for urban areas (NADHALI)	FMM/GLO/117/MUL	1 million
2018–2021	Subprogramme 2.2 Feeding urbanization: Building prosperous small cities and towns	FMM/GLO/132/MUL	1.5 million

Summary of assessment: Programme Area 2. Resilient food systems

FMM criteria and observations	Assessment
<p>Criterion: Addressing emerging issues and challenges</p> <p>Observations: The UN Food Systems Summit in 2021 is an important affirmation at the highest levels of the importance of the Food Systems agenda and the call for adoption of more transformative approaches.</p>	Evident
<p>Criterion: Additionality of FMM</p> <p>Observations: FMM’s flexibility enabled the pursuit of subnational approaches and initiatives which were not easy to fund from other modalities in view of absence of counterpart status.</p>	Evident
<p>Criterion: Catalytic effect of FMM contributions</p> <p>Observations: FMM supports several complementing subprogrammes that together build useful evidence contributing to food systems approaches addressing food security, sustainable production, resilient livelihoods, environmental health.</p>	Evident
<p>Criterion: Innovation</p> <p>Observations: Assessment tools such as the Rapid Urban Food Systems Appraisal Tool (RUF SAT), and municipality level institutional multistakeholder platforms are potentially transformative, under enabling conditions.</p>	Evident
<p>Criterion: Transformative change elements</p> <p>Observations: It is too early to assess the results of these initiatives to comment on the transformative nature of the concepts.</p>	Too early to assess
<p>Criterion: Scalability and mainstreaming</p> <p>Observations: The linkages to the New Urban Agenda, Urban Cities Network, and the Food Systems Summit offer strong potential for uptake across countries and regions.</p>	Partly evident
<p>Criterion: Partnerships</p> <p>Observations: UN Habitat, Milan Urban Food Policy Pact, New Urban Agenda.</p>	Evident

2.1 Developing sustainable food systems for urban areas (NADHALI) FMM/GLO/117/MUL

20. The NADHALI project (implemented in one city each in Bangladesh, Kenya and Peru) supported the development and pilot testing of the Rapid Urban Food Systems Appraisal Tool (RUF SAT) in Nairobi, Dhaka and Lima. The tools identify hotspots (spatially visualizable with Geographic Information System – GIS) that need specific attention and thus inform geographic prioritization of interventions and can be applied to provide evidence of changes following the interventions. The institutional architecture proposed in NADHALI is a multistakeholder platform (MSP) under the leadership of local governments/municipalities.

21. The evaluation learned that the project had more traction in Lima and Nairobi, where the development of the Food Systems Strategy had begun and multistakeholder platforms have been established, and officials trained on the importance of integrating food systems in the local policy, plans and actions.
22. The NADHALI project's main innovation is the Food Systems MSP to steer a city-level planning toward food security and nutrition, which is a forward-looking idea. Nairobi City County passed the Urban Agriculture Promotion and Regulation Act leading to food and agriculture being incorporated in the County Integrated Development Plan. FMM support also contributed to the development of the Food Systems Strategy that identified need for greater interlinkages with water, land-use planning and health and prioritizes actions for creating an enabling environment for safe food commercialization. According to the annual reports, in Lima, the stakeholders have signed the Lima Food Charter, and a food waste management pilot has been rolled out, based on the evidence from RUFSA. Partnerships have been established between the Municipality of Lima, the Urban Agriculture Platform, the Local Gastronomy Association and the Lima Healthy Food Platform. The Food Systems Strategy includes links to urban planning and climate risks, in line with a systems approach.

2.2 Subprogramme 2.2. Feeding urbanization: Building prosperous small cities and towns FMM/GLO/132/MUL

23. The Urban Food Systems (Ecuador, Senegal, Rwanda) responds to COAG's interest in analysing the potential of small cities as a future focus for food security in urban areas. It uses elements similar to the NADHALI project. At its heart is the development of an urban food systems profile using a number of existing FAO tools and methodologies⁴ and a multistakeholder governance mechanism – the food liaison advisory group – in the project cities and towns, to guide food systems planning and action based on the generated profile. The food liaison advisory group members include local governments, producer groups, private sector, academia and non-governmental organizations (NGOs), and have an active role in the decisions to develop coordinating investments that will contribute to sustainable and nutritious food systems while fostering territorial identity and rural-urban linkages. These decisions will be implemented through food-related agreements in areas such as improving access to markets, public procurements, and to promote cultural and territorial identity through initiatives such as geographic indication labelling and eco-tourism.
24. At the global level, the urban food systems project is expected to strengthen FAO linkages with UN-Habitat, the International Cities Network and the Milan Urban Food Policy Pact, all of which have a leading role in setting the New Urban Agenda (to which 167 countries have made commitments). Good practices from the programme will contribute to the integration of food security and nutrition in urban and territorial planning to promote sustainable food and agriculture policies across urban, peri-urban and rural areas.
25. The evaluation learned that the programme countries were selected on the basis of strong political commitment, and in the case of Ecuador, an advanced state in the urban food agenda. The political commitment is a key to the continuity of the institutional arrangements initiated by the project, which call for periodic food system assessments

⁴ RUFSA, CRFS, Social Network Analysis, Mapping of Territorial Markets, Quality and Origin Identification Tool, etc.

using the already tested FAO tools and guidance. Also, the success of urban food systems projects depends on the capacities of local governments and effective decentralization, which is not uniform across countries.

26. Looking forward, the UN Food Systems Summit in 2021 is an important affirmation at the highest levels of the importance of the Food Systems agenda and the call for adoption of more transformative approaches. The identification of FAO priority programme areas in the new strategic framework will be informed by the Summit's five Action Tracks: i) ensure access to safe and nutritious food for all; ii) shift to sustainable consumption patterns; iii) boost nature positive production at sufficient scale; iv) advance equitable livelihoods; and v) build resilience to vulnerabilities, shocks and stress. The above subprogrammes can play a useful contribution to strengthen FAO's credentials for engagement in the urban food systems agenda.
27. However, the short implementation horizon has been pointed out as a constraint, especially given the challenges in getting acceptance for new concepts and mechanisms.

3. Priority Programme Area 3. Migration and fragility

28. Migration is an emerging priority for FAO, and the Organization has successfully advocated at global level for due consideration to the rural dimensions of migration. FAO is uniquely placed to bring rural migration dynamics into the policy and programme spheres of agriculture and rural development. In line with the FAO Migration Framework, migration is seen as a win-win strategy for areas of origin, destination and the migrants themselves. By working along the whole migration cycle, FAO is committed to supporting rural migration and mobility, reinforcing the positive dynamics generated by rural-urban linkages within the food system. Migrant workers in agriculture, including seasonal workers, also need protection to ensure their rights are not violated.

The evaluation reviewed the following projects and subprogrammes:

FMM phase	Project/subprogramme title	Number	Budget (USD)
2014–2018	Reducing poverty among rural youth and women in Ethiopia (Small ruminants in value chains)	FMM/GLO/101/MUL	1.4 million
2014–2018	Fostering productive investments to create decent farm and non-farm jobs for rural youth in migration-prone areas in Senegal	FMM/GLO/115/MUL	0.7 million
2018–2021	Sub programme: Strengthening capacities to harness positive effects of migration	FMM/GLO/133/MUL	1 million

Summary of assessment: Programme Area 3. Migration and fragility

FMM criteria and observations	Assessment
<p>Criterion: Addressing emerging issues and challenges</p> <p>Observations: Migration and rural poverty and development have strong linkages, as the high proportion of distress outmigration is from rural areas. Migration is becoming a globally important development cooperation issue.</p>	Evident
<p>Criterion: Additionality of FMM</p> <p>Observations: Overall, FMM has been instrumental in building FAO's work on migration as a part of its strategic objective on rural poverty reduction. The justification for FAO to address migration amidst the presence of several other agencies (International Organization for Migration [IOM], International Labour Organization [ILO] and Office of the United Nations High Commissioner for Human Rights [OHCHR]) is because of the root causes linked to agriculture and rural poverty.</p>	Evident
<p>Criterion: Catalytic effect of FMM contributions</p> <p>Observations: Over the past eight years, FAO's migration work extended to 38 countries. Development partners such as Italy and Canada are stepping up assistance for migration programmes.</p>	Evident
<p>Criterion: Innovation</p> <p>Observations: By combining livelihoods and market aspects and linking youth to credit cooperative structures already in place, the project was able to bring a new narrative to counter the largely negative perceptions of the livestock sector among development partners. New themes such as promoting diaspora investments in agri-businesses in Uganda, and the setting up of youth incubation centres in Senegal.</p>	Partly evident

FMM criteria and observations	Assessment
<p>Criterion: Transformative change elements</p> <p>Observations: It may be too early to identify these changes as these are interventions of the present phase.</p>	Too early to assess
<p>Criterion: Scalability and mainstreaming</p> <p>Observations: There was follow on funding from the Bill and Melinda Gates Foundation to scale up the business model in Ethiopia and Burkina Faso. Also, the Investment Centre Division of FAO TCI supported formulation of Ethiopia’s livestock master plan based on the FMM project studies.</p>	Evident
<p>Criterion: Partnerships</p> <p>Observations: FAO’s institutional partnerships with IOM, ILO and IFAD have been strengthened in these initiatives. ILO and FAO are working together on youth employment as a thematic area in joint programmes.</p>	Evident

3.1 Reducing poverty among rural youth and women in Ethiopia (FMM/GLO/101/MUL)

29. Rural job creation is a key pillar of Ethiopia’s Second Growth and Transformation Plan (2016–2020), with a target of 4.7 million rural jobs for the young. A special directorate has been set up within the Ministry of Agriculture and Natural Resources to coordinate its implementation. The FMM project was designed to address and reverse the causes of rural outmigration of the rural youth due to economic distress and lack of gainful economic activity or employment. It also sought to address rehabilitation opportunities for the increasing numbers of deportees from Saudi Arabia and other Arab countries which were witnessing alarmingly high levels of illegal immigrants.
30. According to FAO personnel involved in the project’s design and implementation, the project was based on an opportunity to enhance small ruminants’ ownership as a means for livelihood and also to minimize the environmental impact (the greenhouse gas [GHG] emissions from small ruminants are much smaller than larger animals) and use youth enterprise and self-employment as entry points for promotion of small ruminants value chains. By combining livelihoods and market aspects and linking youth to credit cooperative structures already in place, the project was able to bring a new narrative to counter the largely negative perceptions of the livestock sector among development partners. At the same time, the project harnessed linkages with other interventions aiming to develop agribusiness and rural transformation centres in Ethiopia and policy actions to address root causes of migration.
31. To further strengthen the evidence for a business case for small ruminants’ value chains, the project undertook detailed assessments of goat and sheep production systems and case studies for local, national and exported oriented value chains, to assess the impact on livelihoods and rural job creation opportunities. These studies⁵ substantiated the overall positive impacts of small ruminant value chains and their low GHG footprint.
32. In terms of institutional support, FAO provided technical support to the Rural Job Opportunity Creation Task Force to finalize the National Rural Job Opportunity Creation

⁵ [Employment creation potential in small ruminant value chains in the Ethiopian Highlands”](#)

Strategy. The key downstream elements were the support to youth groups (from 610 rural households) in the Oromia and Tigray regions in trainings for a number of feasible agribusiness activities, and facilitating start up assistance through a revolving fund (USD 500 per beneficiary) accessed under existing rural credit mechanisms and institutions. In terms of shortcomings, the evaluation was informed that a number of planned knowledge products that were to be prepared by implementing research partners (International Food Policy Research Institute – IFPRI) did not materialize.

33. The evaluation was informed that the project was one of the influencers in the formulation of Ethiopia's Livestock Master Plan, a Small Ruminants Landscaping Grant from Bill and Melinda Gates Foundation, and World Bank facility for Ethiopia's livestock sector development.
34. The implementing units noted that FMM's support was instrumental in changing the negative perception and narrative around the livestock sector by clearly differentiating the small ruminants' segment from the livestock sector as a whole. The flexibility to invest project funds to build the evidence base would not have been possible from traditional bilateral cooperation modalities given the negative perceptions of the sector. The catalytic effect is clearly visible in the follow-on funding including the World bank assistance facility.
35. Also, the evaluation notes synergies and complementarities among a number of FMM projects in Ethiopia addressing migration and rural poverty reduction. Of specific note are the complementarities with 'The accelerated agribusiness and agro-industry investment technical assistance initiative' (3 ADI- (FMM/GIO/102/MUL, USD 1.4 million) implemented in eight countries, including Ethiopia. The 3 ADI project, a joint initiative of FAO and the United Nations Industrial Development Organization (UNIDO), supported the Agricultural Technical Agency (the national nodal agency tasked with agricultural transformation agenda) with six feasibility studies for integrated agro-food parks and related rural transformation centres. Employment creation and supply chain development strategies in these initiatives have logical linkages to the youth employment initiatives supported by the rural youth migration project.
36. The 3 ADI project conducted assessments for production systems and markets for live animals originating from the highlands (areas in which the RYM project was being implemented), and adapted practice and training packages of farmer field schools and junior farmer field and life schools for sheep and goat fattening value chains. which could be integrated into the supply chains for integrated agro-food parks.
37. The evaluation also took note of the Italy-funded inter-regional project 'Youth mobility, food security and rural poverty reduction: fostering rural diversification through enhanced youth employment and better labour mobility Rural Youth Migration' (GSP/ INT/240/ITA, USD 2.5 million), which was implemented in Ethiopia and Tunisia.
38. The project was among FAO's first projects dealing with the subject of migration. Its assessment study on "Migration and seasonal mobility: a global perspective and Ethiopia case study" improved understanding of the linkages between agriculture, rural migration and employment to be used by policy and decision makers. FAO also developed handbooks and training workshops on migration and rural development for policy makers. The knowledge generated on drivers and impacts of rural youth migration contributed to

formulating FAO's conceptual framework on migration, which fed into the Global Migration Group (GMG) processes.

39. At the country level, the emphasis was on piloting innovative employment creation mechanisms and capacity development to address migration and rural development interlinkages in appropriate policies. In Ethiopia, this consisted in the establishment of youth groups in Oromiya and Amhara regions, which led to 454 jobs (133 for women), based on opportunities at the woreda level: dairy, sheep and goat rearing, fattening, poultry production, fishing, bee-keeping, vegetable and fruit production. The project also provided inputs, technical knowhow, training and start-up assistance. At the policy engagement level, the project provided technical advice for the National Rural Job Creation Strategy (2017) led by Ministry of Agriculture and Natural Resources.
40. FAO collaborates on this topic with external institutions, such as IFPRI, IFAD, the Inter-American Development Bank (IDB), the Organisation for Economic Co-operation and Development (OECD), the International Institute for the Unification of Private Law (UNIDROIT) and the World Bank.
41. FAO agribusiness work includes the development and dissemination of a series of tools and policies used to stimulate agri-foods industry and food value chain development and support the inclusion of smallholder farmers and small rural food enterprises in rapidly transforming agri-food systems in developing countries.
42. According to implementing teams, the 3 ADI + comes across as a good illustration of FMM supporting multi-agency partnerships which can create cross-sectoral knowledge clusters and eventually lead to scale effects. Although the FAO-UNIDO partnership has not grown beyond the initial project, FAO and UNIDO work in competitive cluster development themes in other countries, such as the food and agro-industrial parks in Ethiopia. Meanwhile, the teams also noted that while there has been a lot of progress on the technical aspects of value chain development, the larger gaps and challenges to sustainability are in value-chain financing, and thus, greater attention is needed in partnerships for agri-business finance mechanisms rather than piloting competitive clusters. The projects in Tanzania (United Republic of) and Bangladesh had success in linking to funding windows of African Development Bank and IFAD, and the Suriname project received supplementary funding from the Government of Spain.
43. *The evaluation could not identify the specific justification of why these projects qualified for FMM funding and not pursued under other avenues, and why these three countries were chosen for the project. This is particularly because the evaluation sees the multiplier benefits of having 3 ADI interventions in the countries implementing the urban food systems projects, which begin with the cities as end markets, while the 3 ADI entry points are the product-level value chains.*

3.2 Productive investments to create decent rural youth employment in migration-prone areas in Senegal - FMM/GLO/115/MUL

44. The project was formulated by FAO headquarters with a good participation of FAO Senegal personnel, but without governmental contribution. The project was relevant to the country's socio-demographic, economic and political context with youth employment as a major concern for the Government of Senegal. In this context, the project has helped fill

this gap through support for the development of the Rural Youth Employment Promotion Policy (PPEJMR) in 2017, and through the creation of knowledge products that served as inputs in the elaboration of the first national migration policy document and the second migration landscape following the 2009 one.

45. The project is closely linked to the FMM/GLO/100/MUL project "Integrated Country Approach (ICA) for promoting decent rural youth employment". The instruments developed in collaboration with the national agency to operationalize the PPEJMR form the framework for FMM/GLO/100/MUL. These instruments include the Model for the Integration of Young Agripreneurs (MIJA) and the National Observatory on Rural Employment (ONER).
46. The project has strengthened the capacities of members of parliament, advisors to the Economic, Social and Environmental Council and senior advisors to the High Council of Local Authorities to enable better representation on migration and rural development issues. The project has also contributed to the establishment of consultation and dialogue frameworks on migration and rural development at the departmental level. Through capacity development, mayors, migrant associations and youth associations have appreciated issues of migration for the development of their home areas. Local elected officials acknowledged the mobilization of diaspora resources for productive investments in the communes of origin, thus facilitating their willingness to introduce the migration dimension into local development policies. Local authorities have begun to integrate migration into policy documents at the local level.
47. In the area of innovation, the project allowed the gathering of information on linkages between migration, remittances, social cash transfers and productive agricultural investments in rural areas. By doing so, it offers an opportunity to strengthen to reinforce FAO's evidence-based policy recommendations. Besides, the project brought innovation in rural financing services in migration-prone areas by bringing together financial institutions, migrants' and diaspora associations, youth and producer organizations as well as national and rural stakeholders.
48. On gender, most of the household surveys undertaken (for the studies) integrated a specific module on gender and women's work. The results were then translated into gender-sensitive recommendations and capacity development. The project also ensured that the roadmap and any actions and financial mechanisms proposed were gender-aware and actively promoted to reducing gender inequalities in the rural labour.
49. The results obtained under the project prompted the Government of Senegal to finance a TCP "Promoting concerted governance of migration in Senegal for rural development and youth employment". The consultation launched under the project has encouraged the involvement of other technical and financial partners to support the ministry in formalizing consultation frameworks at the regional and national levels, in integrating the migration dimension into local policies and in supporting productive investment. This project has supported the formalization of migrant support associations, the development of an action plan for migration governance in the target regions, the establishment of committees at the regional level, capacity building for local elected officials, deputies and members of the economic, social and environmental council, the high council of local authorities, and the establishment of a national committee on migration governance.

3.3 Strengthening capacities to harness positive effects of migration: FMM/GLO/133/MUL

50. The subprogramme builds on the results of previous FMM projects “Fostering productive investments to create decent farm and nonfarm jobs for rural youth in migration-prone areas of Senegal” (FMM/GLO/115/MUL); “Integrated Country Approach (ICA) for boosting decent jobs for youth in the agri-food system” (FMM/GLO/100/MUL) (Senegal, Uganda and Guatemala), and FMM-supported Atlas: “Rural Africa in Motion” and the FAO-World Bank study “Male outmigration and women's work and empowerment in agriculture: the case of Nepal and Senegal”, among others. It is also in line with the FAO Migration Framework, the Social Protection Framework and the Extreme Poverty Framework.
51. The subprogramme emphasis is to support countries (Senegal, Uganda and Nepal) to adopt and implement policies, strategies or corresponding programmes that promote sustainable alternatives to migration, to protect family members that stay behind, and to enhance the positive impacts of migration for agriculture and rural development through channelling of diaspora remittances, skills and experiences gained in destination countries. The evaluation noted the salience of specific dimensions each country, which support exchange of knowledge and practices.
52. Under the present phase, FMM has enabled FAO to not only address rehabilitation of displaced persons but also assisted in developing new themes such as promoting diaspora investments in agri-businesses in Uganda, and the setting up of youth incubation centres in Senegal. In Nepal, the effects of large-scale reverse migration (due to COVID-19) on gender dynamics in agriculture are new challenges for rural development and employment policy makers. Thus, FMM’s flexibility and the programmatic approach enabled covering a diversity of themes within the overall work on migration.
53. In Uganda, the subprogramme has two major outputs, namely, i) mobilize public monies, public and private investment, as well as the role of the diaspora community (transfer of know-how and financial resources) for employment creation in selected agricultural value chains in Uganda in migration prone areas/regions; and ii) enhance policy coherence between migration and agricultural and rural development policies and strategies in Uganda. The subprogramme planned to implement activities including:
 - i. Support the Ugandan Diaspora Department in partnership with other national agencies and the International Organization for Migration (IOM), in the development of the first national diaspora database.
 - ii. Support the set-up of the diaspora in agribusiness network to foster information sharing among diaspora members and the youth champions’ network established under the “Integrated Country Approach (ICA) for boosting decent jobs for youth in the agri-food system” programme, and economic integration of migration prone areas (including of the poorest).
 - iii. Raise awareness about business opportunities in Uganda and foster public policies and private sector and diaspora investments in agribusiness to generate farm and off-farm opportunities in the country of origin, with a focus on selected agricultural value chains and regions.

- iv. Strengthen both local stakeholder and diaspora capacities to plan, implement and monitor agribusiness activities in the country of origin and to access markets.
 - v. Support the establishment and operationalization of the technical working groups of the multi-sectoral National Coordination Mechanism of Migration and facilitate the integration of migration issues in the National Development Plan III and related agricultural and social protection strategies.
 - vi. Provide technical support to national migration stakeholders in integrating agricultural aspects into the national migration and diaspora policies.
 - vii. Support development of a national multi-sectoral implementation plan for the achievement of the objectives of the Global Compact for Safe, Regular and Orderly Migration (GCM) at country level.
54. The subprogramme worked with the Ministry of Agriculture, Animal Industry and Fisheries, the Ministry of Foreign Affairs, the Uganda Agribusiness Alliance (UAA), Africa's Development – Education, Partners and Trainers (ADEPT), diaspora networks, the National Planning Authority, the Office of the Prime Minister and the Platform for Labour.
55. The subprogramme contributed to the design and launch of the first Diaspora Agri-food Investment Conference in Uganda. The subprogramme piloted a diaspora and development initiative that sought to address the lack of information on agriculture investment opportunities available to diaspora associations, and the limited coordination between diaspora associations and rural institutions. The aim is to empower diaspora agripreneurs as agents of development and facilitating their contributions to their home country. The conference contributed to strengthening policy dialogue between across key stakeholders, and also connected diaspora investors to Uganda youth agripreneurs. In-country interviews indicated that the investment conference may be held again in 2022, with funding from the Government of Uganda. FAO has presented Uganda experience as a case study at the Final Summit of the Global Forum on Migration and Development, thereby giving profile to FAO's work in migration and rural development.
56. In Senegal, the subprogramme supported the formulation of a National Policy on Migration to address migration with a territorial approach through local planning and the empowerment of local institutions. FAO and the Senegalese National Statistics Agency implemented a household survey to collect information on migration, agriculture and rural livelihoods. Studies based on this survey provided better knowledge and understanding of characteristics, patterns and drivers of rural migration from studied regions; demand for and supply in rural labour markets; structure of remittances and their impacts on households' living conditions in rural areas; effectiveness of social assistance on propensity to migrate; and linkages between migration and women's work and empowerment in agriculture. Other studies were conducted on the available technical and financial support mechanisms and their performance. Also, FAO supported the organization of consultation workshops in areas with high emigration rates, enabling the exchange of experiences in productive investments by migrants and the formulation of recommendations for the development of national migration policy.
57. The project involved partnership between FAO and governmental and research institutions, youth and civil associations, as well as international organizations and resource partners – IOM, IFAD, the European Union, Italy and Spain. The project has also strengthened the capacities of members of parliament and advisors to various relevant institutions to enable

better representation on migration and rural development issues and contributed to the establishment of consultation and dialogue frameworks on migration and rural development at the departmental level. Local elected officials acknowledged the mobilization of diaspora resources for productive investments in the communes of origin, and willingness to introduce the migration dimension into local development policies.

58. In the area of innovation, the project threw new light on the linkages between migration, remittances, social cash transfers and productive agricultural investments in rural areas. Besides, the project brought together financial institutions, migrants' and diaspora associations, youth and producer organizations as well as national and rural stakeholders towards strengthening financial linkages for rural development, agri-business and enterprise.
59. Nepal has had a long trend of male outmigration which has led to a gradual 'feminization' of the agriculture sector over the past two decades. The national Agriculture Development Strategy 2015–2035 (ADS) recognizes the effects of migration of agricultural labour in the agriculture sector and includes strategies for adequate and time labour reducing technologies for women, besides commercialization of agriculture by redirecting skills and migrant remittances.
60. The subprogramme seeks to contribute to FAO's partnership with IOM which has a global European Union-funded programme covering Nepal, with ILO and IFAD focusing on facets such as labour conditions, financial inclusion, etc.
61. The evaluation learned that there has been very little progress on implementation of the current phase subprogrammes in Nepal due to administrative delays at country level. While this is not specific to the FMM subprogramme itself, the requirement of national government approvals (irrespective of financial thresholds), even for national components of multi-country projects lengthens the lead times and reduces the actual implementation duration of FMM subprogrammes, (which are already two years or less in duration). Thus, there are no observations on implementation results in Nepal.
62. Overall, FMM has been instrumental in building FAO's work on migration as a part of its strategic objective on rural poverty reduction. The justification for FAO to address migration amidst the presence of several other agencies (IOM, ILO and OHCHR) arises because of the root causes linked to agriculture and rural poverty and the high proportion of distress outmigration being from rural areas. Thus, rural poverty reduction strategies need to address migration both as a challenge and opportunity, in order to harness the benefits and minimize the risks from migration. A large part of the evidence base for FAO's Global Compact on Migration and overall support to the Global Migration Group can be credited to FMM, according to the technical teams associated with the programme. There is an increasing interest in bilateral cooperation to support work on migration across regions, Africa in particular, with solutions linked to agribusiness development and rural youth employment. Over the past eight years, FAO's migration work extended to 38 countries.⁶

⁶ As per the subprogramme document.

4. Priority Programme Area 4: Generational gaps, women empowerment and decent rural employment

63. Poverty is a major obstacle to human development and economic growth, and, along with inequality, is a key driver of hunger and malnutrition. FAO's mandate is to support countries to develop and implement pro-poor policies, strategies and programmes to promote inclusive growth and sustainable livelihoods, income diversification, decent employment, access to social protection and empowerment of people in agriculture. Recognizing the diversity of circumstances of rural households, FAO has adopted a multi-sectorial approach to address the needs and challenges faced by rural households.
64. The FMM Priority Programme Area 4 is aligned to FAO's Strategic Objective 3. The programme focuses on gender equality and empowerment of women, youth employment and child labour issues and builds on programmes funded under the previous phase of the FMM, for example, the Dimitra programme and the ICA programme on decent work and rural employment. The programme comprises three subprogrammes, namely, transforming the face of agriculture; overcoming generational gaps; and gender equality and women's empowerment in agriculture.

The evaluation reviewed the following projects and subprogrammes:

FMM phase	Project/subprogramme title	Number	Budget (USD)
2014–2018	Reduce rural poverty through information, participatory communication and social mobilization for rural women, men and youth (Dimitra)	FMM/GLO/113/MUL	3.5 million
2014–2018	FMM support to SO3 - The rural poor have greater opportunities to access decent farm and non-farm employment	FMM/GLO/100/MUL	4.9 million
2018–2021	Subprogramme 4.1: Transforming the face of agriculture: promoting socio-economic inclusion	FMM/GLO/136/MUL	1.5 million
2018–2021	Subprogramme 4.3: Gender equality and women's empowerment in agriculture, food security and nutrition	FMM/GLO/138/MUL	1.5 million

65. The FMM past projects and present subprogrammes pursued innovative approaches to reducing rural poverty and promoting gender equality and the economic empowerment of women. They catalysed inter-sectorial and inter-divisional collaboration within to addressing rural poverty and gender inequality. They also helped foster collaboration with other UN agencies at country level and provided platforms for more effective collaboration among key government ministries, notably, agriculture and social development.

Summary of assessment: Programme Area 4. Generational gaps, women empowerment and decent rural employment

FMM criteria and observations	Assessment
<p>Criterion: Addressing emerging issues and challenges</p> <p>Observations: Addressed the challenge of rural poverty, which is a major obstacle to human development, and along with inequality, is a key driver of hunger and malnutrition.</p>	Evident
<p>Criterion: Additionality of FMM</p> <p>Observations: Social inclusion subprogramme tested approaches to integrate social protection with interventions to equip social assistance beneficiaries with access to economic opportunities to improve their livelihoods. This would not have been difficult to fund through other funding instruments.</p>	Evident
<p>Criterion: Catalytic effect of FMM contributions</p> <p>Observations: Dimitra project generated interest from governments and donors to use the Dimitra approach in projects outside FMM. The approach is also being used in FAO country programmes (at least seven countries) and new funding opportunities opened at country level.</p>	Evident
<p>Criterion: Innovation</p> <p>Observations: FMM social inclusion subprogramme linked social protection with other interventions including enhancing poor people’s access and use of digital technology to improve rural livelihoods.</p>	Evident
<p>Criterion: Transformative change elements</p> <p>Observations: FMM (Dimitra past and present) is a transformative approach to development and humanitarian interventions – model is being applied to issues beyond agriculture and economic empowerment to issues of gender-based violence, peace building and migration.</p>	Evident
<p>Criterion: Scalability and mainstreaming</p> <p>Observations: Dimitra approach increasingly mainstreamed into programmes addressing rural poverty, and empowerment of women and youth. Number of Dimitra clubs and membership continue to increase. FMM current subprogramme extended Dimitra reach beyond French-speaking African countries.</p>	Evident
<p>Criterion: Partnerships</p> <p>Observations: Projects fostered collaboration across divisions in FAO, as well as collaboration between FAO and other UN agencies. Dimitra (previous phase) collaboration between the Gender Unit and the Food and Nutrition Division (ESN), and FAO participation in the UN Joint Programme on Women’s Empowerment. Current phase fostering collaboration of three FAO divisions (ESN, the Inclusive Rural Transformation and Gender Equality Division [ESP] and the Digital and Information Technology Division [CIO]) and between FAO and the United Nations Development Programme (UNDP), facilitated collaboration between the Ministries of Agriculture, Social Development and Labour. Evidence of synergies with other projects at country level (Kenya and Senegal).</p>	Evident

4.1 Reduce rural poverty through information, participatory communication and social mobilization for rural women, men and youth (Dimitra) (FMM/GLO/113/MUL)

66. The FMM Dimitra project aimed to improve the livelihoods of rural people, promote gender equality and reduce rural poverty. The specific objectives of the project were to: i) improve access to information by rural populations; ii) enhance the organizational capacities of rural populations so that they are able to participate in decision-making and ownership of their

development; and iii) increase the use of gender-sensitive participatory approaches such as Dimitra clubs and thereby contribute to the economic and social empowerment of rural populations, particularly women and youth. The FMM project was implemented between July 2014 and May 2018, with funding of over USD 3.5 million. The Dimitra programme predates the FMM Dimitra project and has been part of the FAO portfolio since 1998. The project was implemented at the global, regional and country levels (Central African Republic, Democratic Republic of the Congo, Mali, the Niger and Senegal).⁷

67. The Dimitra clubs are the primary vehicle through which rural women and youth are empowered and mobilized to transform their environment socially and economically. By the end of the FMM project cycle in May 2018, there were 2 500 Dimitra clubs in Sub-Saharan Africa with about 75 000 members of which two-thirds were women, and potentially impacted more than 2 million people.
68. The Dimitra project has demonstrated catalytic effects. The Dimitra project has a high profile in FAO. The FMM report 2014–2017 highlighted that the increased awareness of the impact of the Dimitra clubs have resulted in requests from governments and donors to implement the approach, resulting in new funding opportunities at country level. The Dimitra clubs approach is being used in FAO country programmes (outside of the FMM) in at least seven countries, according to key informants interviewed for the evaluation. The evaluation team was also informed that other bilateral donors are interested in funding Dimitra outside the FMM.
69. A second aspect of catalytic effects is that the Dimitra project is able to demonstrate how gender equality and empowerment of women can be implemented through practical activities and catalyse interest in governments to address issues of gender inequality. FAO country offices have used the Dimitra approach to demonstrate to governments how gender equality programmes can be implemented. Dimitra clubs are not limited to reducing rural poverty. The approach has been applied to other social issues such as gender-based violence, and as a tool for peace-building and social cohesion in post-conflict settings and refugee camps. Given the cross-cutting nature of the Dimitra approach, it has potential to foster collaboration within FAO and with other UN agencies and development partners. The FMM reports indicate that there was cross-sectorial collaboration at FAO headquarters between the gender teams and ESN, for example. At country level, the Dimitra approach has been used in UN Joint Programme on Women's Empowerment, for example, in the Niger.

4.2 Subprogramme 4.1: Transforming the face of agriculture: promoting socio-economic inclusion (FMM/GLO/136/MUL)

70. Poor people in rural areas, even when they receive social assistance, still face major constraints in moving progressively from subsistence to productive, diversified and sustainable livelihoods. This subprogramme seeks to enhance the social and economic inclusion of poor and vulnerable households, through supporting the development of evidence-based policy dialogue. It has a particular focus on participants of social assistance programmes – seeking to facilitate access to sustainable economic opportunities for men,

⁷ There are Dimitra clubs in other countries, for example, Burundi, Ethiopia and Ghana funded from sources other than FMM.

women, youth and the elder in rural areas, with the view to sustainable, long-term poverty reduction and ending hunger. The subprogramme is organized around two pillars:

- i. support to an enabling evidence-based policy environment that enhances synergies and programmatic coherence at local level between social protection, rural employment, agriculture, natural resources management and food systems policies and strategies; and
 - ii. support the scale-up of ICT solutions that have the potential for increasing smallholders' farmers' income, boosting local economies, increasing digital inclusion, and thus creating opportunities for rural women, men and youth.
71. The subprogramme is implemented in four countries, namely, Paraguay, the Philippines, Tanzania (United Republic of) and Uganda and involves three FAO divisions (ESP, ESN and CIO). It has a budget of USD 1.5 million. Implementation commenced in September 2019 and is scheduled for completion by December 2021. The relatively small budget and the short time frame for implementation were raised as two major concerns for the divisions.
72. The activities at country level were informed by a needs assessment, and so vary from country to country. In Tanzania (United Republic of) for example, the subprogramme supported linking small holders and family farmers to markets, financial services and local value chains, using inter alia, digital technology. In Paraguay, where FAO has long worked with the government on social protection, the subprogramme focused on supporting the government with evidence to inform the implementation of its national poverty reduction strategy and social protection. In Uganda, the subprogramme supported the review of social protection and linkages between social protection and the agriculture. In the Philippines, the subprogramme supported the government with policy advice on the expansion of cash transfers to households with children, made vulnerable through shocks such as the COVID-19 pandemic.
73. The subprogramme represents an innovation. It aims to integrate social protection with interventions to better equip social assistance beneficiaries with access to economic opportunities to improve their livelihoods. This type of experimental work, according to the implementation unit, would have been difficult to fund through other funding instruments.
74. There is evidence of the catalytic role played by the FMM in facilitating inter-divisional collaboration. According to the implementation units, this would not have happened without the FMM, though they noted that having one budget holder for a programme straddling three divisions slowed down decision-making. The FMM played a catalytic role – involving CIO in programmatic work, thereby expanding its traditional role as an internal service provider. There is also evidence of the subprogramme fostering collaboration with other UN agencies at country level. For example, in Paraguay, FAO and UNDP were the key counterparts that supported the government in redesigning the social protection system.
75. Interviews at headquarters and country case study (Uganda) suggest that the FMM subprogramme has also facilitated or enhanced collaboration between ministries of agriculture and ministries responsible for social protection, namely, social development and labour ministries. The activities/interventions supported through the subprogramme were small, but by tagging them to larger existing government programmes or national processes, they have greater prospects for sustainability.

76. COVID-19: The subprogramme experienced some slowdown in implementation but reported that they had found ways to adapt the activities, for example, moving activities online.⁸

4.3 Subprogramme 4.3: Gender equality and women's empowerment in agriculture, food security and nutrition (FMM/GLO/138/MUL)

77. Gender equality is central to FAO's mandate to achieve food security for all. Through gender equality, levels of nutrition are raised, agricultural productivity and natural resource management is improved, contributing to improving the lives of people in rural areas. The promotion of gender equality and empowerment of women is a priority for FAO and is a cross-cutting theme in FAO's Strategic Framework.
78. This FMM subprogramme builds on FAO's experience, technical knowledge and lessons learned from embedding gender equality and empowerment of women in pursuit of its objective to eradicate hunger and malnutrition, eliminate rural poverty, and promote the sustainable management of resources. FAO has developed tools and methodologies, for example, the Gender Agricultural Policy Assessment Tool and the Dimitra clubs approach, that have proven to be effective. FAO has acquired significant experience in implementing integrated approaches for the economic empowerment of women. The UN Joint Programme "Accelerating Rural Women's Economic Empowerment" (JP RWEE) is a case in point. Here, FAO collaborated with IFAD, WFP and UN Women to implement the programme in seven countries.⁹ FAO's experience in gender-sensitive agriculture value chains is relevant. It has developed tools for strengthening the technical and entrepreneurial skills of women to enable/improve their engagement in value chains, and tools for building capacities of public institutions and service providers in selected value chains, to provide gender-sensitive services.
79. The objectives of the subprogramme are to:
- i. promote an enabling policy environment for the socio-economic empowerment of rural women and girls by eliminating gender-based discrimination and ensuring that laws and policies related to agriculture are all people-centred and gender-sensitive;
 - ii. strengthen rural people's participation, voice and influence in local decision-making, through community mobilization and collective action, with special focus on women's self-organization;
 - iii. enhance rural women's productive potential by increasing their access to productive resources, knowledge, information, labour-saving and climate-smart technologies, as well as rural services and social protection;
 - iv. increase rural women's income-generating capacity by enhancing their entrepreneurial skills, expanding their roles in agro-food value chains, and promoting their access to high-value markets and decent employment opportunities; and

⁸ 2020 report covers COVID-19 more extensively than what was collected in the interview.

⁹ Ethiopia, Guatemala, Kyrgyzstan, Liberia, Nepal, the Niger and Rwanda.

- v. promote and support the use of the gender-transformative approach of the Dimitra clubs for enhancing people's empowerment, collective action and gender equality in country and regional rural poverty reduction strategies, and country projects and programmes.
80. In Cambodia, Kenya and Senegal, the subprogramme focuses on i) governments' access and use of evidence and analytical tools to analyse gender gaps in policy frameworks and design and implement gender-sensitive agricultural, rural development and poverty reduction strategies and programmes; ii) enhancing women's agency, participation and voice in community and producer organizations through Dimitra clubs; and iii) increasing rural women's access to and control over productive resources, knowledge, services, market opportunities and value chains. The subprogramme supports the increased use of the Dimitra club model in Burkina Faso, Burundi, the Central African Republic, the Democratic Republic of the Congo, Liberia, Madagascar, Malawi, Mali, the Niger, Senegal, and Ecuador. Implementation commenced in September 2019 and with an expected completed date of December 2021. The budget allocated in USD 1.5 million. The limited budget and timeframe were raised as a concern during the interviews.
81. Why FMM: The project design was influenced by FAO (not clear who) decision not to have a project exclusively for Dimitra, so decided to integrate Dimitra into the gender project and became a subprogramme (FMM/GLO/138/MUL). Discussions at the November Resource Partner Consultation raised the question of why FMM was funding the subprogramme - why other funding mechanisms (TCP) are not used. The Resource Mobilization and Private Sector Partnerships Division (PSR) and technical division justification for FMM funding is that the subprogrammes in Priority Programme Area 4 were innovative and FMM complements other work being done in these subprogrammes. Interviews indicated that FMM has given space to work on issues and approaches that traditional donors do not fund.
82. Progress/results: The subprogramme reported progress at the November Strategic Consultation. Good progress was reported for Kenya, Cambodia and Senegal. In Kenya, 6 500 farmers (5 300 women) were sensitised on access to markets in three counties, and five value chains identified in a participatory way. Progress was also reported on promoting the use of the Dimitra approach. By late 2020, there were 6 800 Dimitra clubs in the implementing countries, with over 200 000 members (60 percent women). The Dimitra clubs covered a range of issues including climate resilience, nutrition, peace building, rural women's economic empowerment, resilience, migration, youth employment, value chains, ICT and COVID-19.
83. The FMM subprogramme has been able to build synergies with other projects in the same country. For example, in Kenya the subprogramme has linked with projects in conservation agriculture, climate resilience, value chain and land in the same counties; in Senegal synergies were created with four gender projects in the same regions, on resilience, livelihoods, climate resilience and the One Million Cisterns for the Sahel initiative. There is a challenge in connecting with other FMM projects that support gender when they are not being implemented in the same country.
84. The subprogramme represents a transformative approach for development and humanitarian interventions. The early potential of the Dimitra model as transformative was evident under Project 113 and is clearly evident under subprogramme 138. The participatory, inclusive and empowering approach of the Dimitra model is being applied to

issues beyond agriculture and economic empowerment, to issues of gender-based violence, peace building and migration. This also creates space for more and better collaboration between FAO and other UN entities, for example, UNDP, UNICEF, the Office of the United Nations High Commissioner for Refugees (UNHCR) and IOM.

85. The FMM subprogramme has potential for greater influence on FAO's approach to gender equality and women's economic empowerment. This, however, requires dedicated funding and support for evaluating social change over time frames longer than the two-year duration of FMM subprogrammes. It also requires a deliberate focus to catalogue knowledge generated by the subprogramme.¹⁰
86. Catalytic effects: The catalytic effects of the Dimitra model have been discussed under Project FMM/GLO/113/MUL. The subprogramme in this current cycle of the FMM has helped to move the Dimitra approach beyond French-speaking countries.
87. COVID-19 impacts: COVID-19 appears not to have resulted in any significant delays in implementation. The subprogramme responded to COVID-19 by adjusting its implementation methodology. It relied on local experts and partners, provided support virtually, and used blended learning approaches. In the case of the Dimitra clubs, the subprogramme adapted the participatory methodology. FAO and the government used the Dimitra clubs to engage communities on COVID-19.

4.4 FMM/GLO/100/MUL "Integrated country approach for rural youth employment"

88. The rationale to design the project "Integrated country approach for rural youth employment" was the huge challenge faced by Guatemala with rural youth undocumented emigration to the United States of America. The rationale was to devise mechanisms to attract the youth towards rural and food production entrepreneurs that would provide them with alternatives to undocumented migration.
89. The initiative for the project came from the country office and formulation was a joint effort between the country office and Rome. It coincided with the country office's interest in designing a project that could develop a model to prevent rural youth from undocumented migration, by means of offering employment alternatives in the rural areas, especially, in the Guatemalan Highlands.
90. The ICA project has synergies with the Ministry of the Economy strategy and with USAID-funded initiatives in the region, as well as with a European Union-funded initiative on youth employment.
91. However, the project has faced multiple challenges for implementation. First, the lack of budget for seeding money for the youth entrepreneurs initiatives was quite discouraging for the youth. Secondly, the lack of financial support from other sources to implement the initiatives, discouraged many from continuing in the project. Some of them took the decision to migrate to the United States of America and abandoned the programme. Then, the bureaucratic processes of the Government of Guatemala brought the project to a one-

¹⁰ This applies to all FMM subprogrammes.

year halt, which ended up making more youth quit the project. This made Guatemala lag behind other countries involved in the project worldwide.

92. In Senegal the project was implemented together with FMM/GLO/115/MUL. Through this project, the Government of Senegal has a first policy document for the PPEJMR, developed in 2017. The project created an online repository for good practices, materials and case studies (the decent rural employment toolbox). In 2017, under the project, a substantial number of knowledge products were produced and awareness raising events around the decent rural employment toolbox held. Specifically in Senegal, in 2018, through the MIJA platforms, 60 young agripreneurs had their capacity increased in business growth, while 90 other received training in agricultural production, using the farmer field schools (FFS) approach.
93. The project also supported the participation of young agripreneurs in sub-regional and international symposia and forums, which enabled them to build capacity, exchange experiences, meet other agripreneurs and create networks of agripreneurs in Southern and West Africa. The project successfully encouraged the use of ICT for enhancing youth access to extension and employment services in remoted rural areas.
94. In Uganda, the project was designed to promote decent work environment for youth employment. The focus has been on enhancing employment and addressing policies and programmes for youth participation in agricultural and rural development. The programme ran from 2015 to 2017 and reached out to address the lack of coherence in promoting youth engagement in agribusiness. The role and potential of the agriculture sector to provide opportunities for skilling youths and access to jobs was another focus for the programme.
95. The project provided support to enhance coordination of efforts of stakeholders who engaged in youth related livelihood and agriculture programming through the development of the national strategy for youth employment in agriculture. In addition, FAO supported the review of the National Fisheries and Aquaculture Policy and the formulation of the National Agricultural Extension policy. They both introduced a component of decent youth engagement and guidelines to prevent occupational hazards.

5. Priority Programme Area 5. Climate action in agriculture

96. Climate action is a central, corporate priority that is reflected across FAO's programming in the Strategic Plan as a cross-cutting theme under all five Strategic Objectives. FAO has a dedicated strategy on climate change, focusing on three areas:
- i. enhance institutional and technical capacities of member states;
 - ii. integrate food security, agriculture, forestry and fisheries within international climate agenda; and
 - iii. strengthen internal coordination and delivery of FAO's work on climate change.
97. There has been a steady rise in the climate change programming portfolio over the past few years, and FAO's voice as a leading authority is gaining traction at the Conference of the Parties COPs of the three Rio Conventions (the United Nations Convention to Combat Desertification [UNCCD], the United Nations Framework Convention on Climate Change [UNFCCC] and the Convention on Biological Diversity [CBD]). FAO's climate change strategy has elements at global, regional and country level, and is also cross-sectoral and multi-stakeholder oriented, expressed in integrated landscape and value chain approaches.

The evaluation reviewed the following projects and subprogrammes:

FMM phase	Project/subprogramme title	Number	Budget (USD)
2014–2018	National Adaptation Plans - climate-smart agriculture	FMM/GLO/110/BABY01	0.7 million
2014–2018	Building the basis for scaling up climate-smart agriculture	FMM/GLO/112/BABY02	2 million
2014–2018	Climate-smart agroforestry systems for the Dry Corridor of Central America	FMM/GLO/112/BABY03	0.5 million
2014–2018	Restoration of degraded lands	FMM/GLO/112/BABY05	3 million
2018–2021	Subprogramme 5.2.2 Strengthening coordination, scaling up and governance of conservation agriculture in Southern Africa	FMM/GLO/146/MUL	2 million
2018–2021	Subprogramme 5.4 Promoting coherence between disaster risk reduction, climate action and social protection in Sub-Saharan Africa (Malawi)	FMM/GLO/145/MUL	3 million

Summary of assessment: Programme Area 5. Climate action in agriculture

FMM criteria and observations	Assessment
<p>Criterion: Addressing emerging issues and challenges</p> <p>Observations: FMM programmes in the portfolio address complementing issues with a high degree of contextualization, while adding to global knowledge on these issues.</p>	Evident
<p>Criterion: Additionality of FMM</p> <p>Observations: Many successful ideas – particularly the climate-smart agriculture (CSA) in Dry Corridor and conservation agriculture scale-up programme in southern Africa - would not have seen the light of day in the absence of FMM support.</p>	Evident
<p>Criterion: Catalytic effect of FMM contributions</p>	Evident

FMM criteria and observations	Assessment
<p>Observations: FMM support for NAPs, use of traditional solutions in CSA have seen a spurt in the use of these tools and practices which are now endorsed as standard practices.</p> <p>The sub-regional approach aided by FMM is seeing uptake of traditional knowledge systems in the Dry Corridor in Central America.</p>	
<p>Criterion: Innovation</p> <p>Observations: Ex ante modelling of climate change impacts using the Modelling System for Agriculture Impacts of Climate Change (MOSAICC) model was key to informing NAP, this was crucial as historic data was not available on climate change effects.</p> <p>The multisectoral and coordinated implementation of disaster risk reduction (DRR), CCA and SP programmes in Malawi is a new innovative approach that can inform future corporate practices to address the humanitarian-development nexus in resilience programmes.</p>	Evident
<p>Criterion: Transformative change elements</p> <p>Observations: The effectiveness of indigenous knowledge in the Dry Corridor programme was proven in the recent drought, which all the trial acreages survived, while the rest of the crops were damaged. The creation of the Probesque law to provide financial assistance for sustainable land management is an irreversible change in the legal enabling environment.</p> <p>Institutional mechanisms under COPECO have been developed to address drought risk management in Dry Corridor territories.</p>	Evident in completed projects
<p>Criterion: Scalability and mainstreaming</p> <p>Observations: The NAP approach initiated under FMM was upscaled to 11 countries and then 20 countries through a UNDP-FAO joint programme, that has seen two phases of funding.</p> <p>The regional conservation agriculture scaling up programme is leading to country-level targets aggregating to the Comprehensive Africa Agriculture Development Programme (CAADP) target of 25 million small holder farmers practicing recommended conservation agriculture practices (Malabo Declaration).</p>	Evident
<p>Criterion: Partnerships</p> <p>Observations: Partnership with the Tropical Agricultural Research and Higher Education Center (CATIE) - reputed regional agronomical research institute – Dry Corridor. Partnership with UNDP on scaling up NAPs in 100 countries.</p>	Evident in some projects

98. A review of the FMM portfolio through the three phases indicates that FMM support has triggered major areas of FAO's work on climate change.

5.1 National Adaptation Plans – Climate-smart agriculture FMM/GLO/110/BABY01

99. The FMM was instrumental in FAO's initial phases of engagement in NAPs, which were member states' pledge instruments under the UNFCCC. Although there was funding under GEF for implementing NAPs, these resources were allocated only to implementing countries, and despite rising demands for technical assistance, there were few avenues to finance FAO's engagement in political agenda setting at the UNFCCC besides providing assistance to determine nationally determined contributions (NDCs). The FMM support of USD 0.8 million was a lifeline that enabled FAO to establish a technical support facility with UNDP that led to a larger project funded by Germany-USD 17 million (USD 10 million to FAO and USD 7 million to UNDP), to support 11 countries. FMM support also led to formalizing NAP-agriculture plans in Uganda and Malawi, besides training Malawi in modelling climate change impacts using the MOSAICC model, which informed the design

of the NAP. The successful conclusion of the first phase and the aggregation of knowledge in implementing in 11 countries the project led to a follow-up project – EUR 20 million, covering 12 countries¹¹ - financed by the same partner. The project also cemented the partnership between UNDP and FAO, and augurs well for their collaborating towards UNDP's 'Climate Promise': support to 100 countries to submit enhanced NDCs. Thus, the catalytic effect of FMM is clearly demonstrated in the work on NAPs.

100. However, there are also some useful process insights from this project: despite the clear success of the first project, the implementing teams could not secure funding in subsequent phases and felt that there could have been more engagement with resource partners to highlight the value of future proposals and also better understand donor priorities and expectations to guide subprogramme formulations. The team in question also specifically pointed out a number of areas highlighted in the evaluation of FAO's contributions to SDG 13 climate change work that could have been covered by one or more FMM subprogrammes. The process by which proposals for subprogrammes are solicited and later selected remains somewhat opaque to technical units, especially as several units are also in contact with the same resource partners on other bilaterally funded programmes.
101. Activities in Malawi were wrapped up with the development of a case study, entitled "Strengthening capacities for climate change impact assessment and modelling on the agricultural sectors: Applying MOSAICC methodology for national adaptation planning in Malawi". This case study draws lessons from the technical capacity development activities implemented in 2014–2017. The case study will be formally launched in 2019 and provides a bridge with the NAP-Ag case study series (the USD 17 million NAP-Ag programme – UNFA/GLO/616/UND – funded by Germany under an International Climate Initiative (IKI) and jointly implemented by FAO and UNDP, building on the seed funding and early lessons learned provided by this project.
102. With support from the FMM programme, and the larger NAP-Ag programme, Uganda successfully launched its first-ever NAP for the agriculture sector in Kampala on 28 November 2018. The Uganda NAP-Ag framework presents 21 priority adaptation options in the key areas of: crop production; livestock production; fisheries management; climate information, early warning and disaster preparedness; forestry, land and natural resources management; and research and knowledge management. The agriculture NAP strongly links to government commitments under the Paris Agreement on climate change and the SDGs.
103. In Malawi, partnerships were fostered across the Ministry of Agriculture, Irrigation and Water Development, Department of Climate Change and Meteorological Services and Lilongwe University of Agriculture and Natural Resources.
104. In Uganda, the NAP-Ag development process was supported by FAO, UNDP, the Ministry of Agriculture, Animal Industries and Fisheries and the Climate Change Department of the Ministry of Water and Environment, which is the focal point for the UNFCCC. Multi-stakeholder consultations among relevant and key partners, including local and central

¹¹ Argentina, Colombia, Costa Rica, Cambodia, Mongolia, Nepal, Thailand, Uganda, Senegal, Ethiopia, Egypt and Côte d'Ivoire.

governments, the private sector, academia and other non-state actors, on climate change challenges in the agricultural sector were conducted.

105. The inventory of 500 FAO knowledge products on climate change action in the agricultural sector undertaken as part of this FMM project now serves as the basis for a public platform known as the “Climate and Land Resources Hub (CL-Hub)”, a beta version of which has now been launched, drawing on further funding both from the Government of Germany and SP2. The CL-Hub presents a one-stop shop for guidance and tools for planners, policymakers and climate change negotiators working on scaling up climate action in the agricultural sector.
106. An additional USD 5 million has been made available from the Provincial Government of Quebec, Canada, to work on climate change adaptation in Haiti and Senegal through the project “Strengthening national adaptation planning capacities for food security and nutrition” (GCP /GLO/921/GQC).
107. At regional and country levels the project supported a number of capacity development workshops on the process of formulating NAPs and NDCs, as well as accessing climate finance. These include:
 - i. three workshops on mobilizing Green Climate Fund (GCF) and action in the agricultural sectors were delivered (workshop in Zambia for six COMESA countries; Great Green Wall Workshop in Abidjan, Côte d'Ivoire for 15 countries; FAO Africa Region and FAO Near East and North Africa Region priority country training on GCF for ten countries);
 - ii. two workshops to advance the technical capacities of 15 Malawian experts representing the Ministry of Agriculture, Irrigation and Water Development, Department of Climate Change and Meteorological Services and Lilongwe University of Agriculture and Natural Resources in climate and crop sciences applying FAO's MOSAICC;
 - iii. the project co-sponsored the youth session of field training for the 11th International Conference on Community-Based Adaptation (CBA 11);
 - iv. the project supported the attendance of the national UNFCCC focal point of Uganda in the UNFCCC Regional NAP Expo in Kampala in June 2017; and
 - v. in-country capacity building and provision of hardware for the use of the MOSAICC tool, current and medium- to long-term climate projections.

5.2 Building the basis for scaling up CSA: GLO 112/MUL/BABY02

108. The project was implemented in two countries, namely, Malawi and Zambia, between 2014 and 2018. The intended outcome of the project: ‘Producers and natural resource managers adopt practices that increase and improve agriculture sector production in a sustainable manner’. The last year of the project focused on wrapping up activities, disseminating results and completing outstanding analytical work. The main results reported in 2018 were:
 - i. Analyses of the potential for improving productivity, resilience and mitigation for livestock production intensification. Joint analysis of seasonality patterns in forages in Zambia and Western Africa was also conducted to improve the

representativeness of the assessments obtained with the using the Global Livestock Environmental Accounting Model (GLEAM).

- ii. Analysis of climate variability and impact of climate change on agriculture using MOSAICC. In Malawi, a half-day technical workshop was held to share with national stakeholders the results of future climate and crop yield. In Zambia, support was provided to the national climate and crop team (University of Zambia, Mulungushi University, Zambia Meteorological Department and Zambian Ministry of Agriculture) to complete the analysis and to advance the writing of the technical report on crop-yield projection under future climate.
- iii. The results of the future projection for climate and crop production were shared among the relevant stakeholders to support the implementation of the National Agriculture Policy/National Agriculture Implementation Plan and other relevant policy instruments.

5.3 Climate-smart agroforestry systems for the Dry Corridor of Central America: FMM/GLO/112/BABY03

109. Another successful intervention that showcases FMM's added value is the climate-smart agroforestry systems for the Dry Corridor of Central America (2014–2018) as implemented in Guatemala, where the FMM intervention was linked to a pre-existing project funded by the Mexican Agency for International Cooperation (AMEXCID). The project filled a key gap - the identification and documentation of 150 good practices drawing from traditional knowledge and heritage practices of Mayan agricultural systems, besides conducting a control experiment to test the humidity/water retention efficacy of the 'Kuxurum' traditional system. The research was conducted by a reputed regional agronomical research institute CATIE and resulted in a compendium of good Integrated Agroforestry practices in the Dry Corridor region. This knowledge publication "Characterization of the Kuxurum and Quesungual agroforestry systems in the Dry Corridor of Guatemala and Honduras" was widely distributed and is being used in other FAO projects in the Dry Corridor, and also been included in the Ministry of Agriculture "Rural Extensionists" training programme to build capacities of farming communities.
110. The definitive proof of the intervention's value was witnessed after the major drought in 2019: while most of the holdings were devastated, the Kuxurum sites (162 families trained in efficient water use) thrived because of the effective water retention achieved through the project. Another dimension that strengthens institutional sustainability of the concept is that one of the consultant experts in the project is now the head of the Department of Agriculture in the Chiquimula territory where the project was piloted. This bodes well for ongoing investments by the government to continue the propagation of these tested practices.
111. Government officials met by the evaluation affirmed the usefulness of the project and considered expansion of the Kuxurum agroforestry system crucial to prevent further deterioration of the soil and to improve productivity of the small plots of land that have most of poor small farmers in the region. The Ministry of Agriculture, at the local level, has set an annual target of 100 new hectares of land managed with Kuxurum for the next three years, to be supported by 50 rural extensionists. The evaluation learned that FAO Guatemala is studying the cost-benefit analysis of these practices in terms of energy and

hydro efficiency, livelihoods and gender impacts, to provide evidence for upscaling these at national and subregional level.

112. The success of the agroforestry systems project in Guatemala also validates FAO's advocacy of the importance of indigenous and traditional knowledge systems to develop CSA actions customized for local contexts.
 - i. In Guatemala, the project contributed to the final approval and dissemination of the Probosque Law, which will allow land owners with forests or agroforestry on their lands to access financial incentives to support sustainable management.
 - ii. Catalytic: technical Inter-Agency Committee for Drought Risk Management coordinated by COPECO to develop technical proposals for the Dry Corridor territories affected by drought. This committee involved more than 15 institutions.
113. The Guatemala Country Office informed the evaluation team that the project was designed without strong participation from the country office. In spite of this, the country office indicated that the project as very useful for the Government and for the country office.
114. For the "Climate-smart agroforestry systems" the catalytic effect of FMM was provided by the possibility to fund research and systematization of the agroforestry practice named "Kuxur Rum"; there is now a specific knowledge product, which uses local community and Mayan traditional knowledge to improve sustainability of forests in a very arid territory of the country. This knowledge product could be produced and printed, and now it is widely distributed and used in other FAO projects in the Dry Corridor. It has been included in the training program of the Ministry of Agriculture "Rural Extensionists" programme, and also, used locally to build capacities of community agriculture promoters. Overall, the research and knowledge development of the agroforestry practice Kuxur Rum could not have been developed without FMM support.

5.4 Restoration of degraded lands - FMM/GLO/112/MUL/BABY05

115. The restoration of degraded lands was a second FMM supported project in Guatemala, which according to the key informants in the country office, was also designed at FAO headquarters. The project, however, was found to be relevant and useful once the implementation began.
116. FMM gave the possibility to fund and support the National Group for Forest Landscaping Restoration that was formulating the national strategy for landscape restoration and also, was lobbying in Congress to approve a new law of "Forestry Incentives" that would allow the Instituto Nacional de Bosques (INAB) to pay financial incentives to peasants and farmers that commit part of their land to forest landscape restoration. Without this project FAO could not have supported this important process, which resulted in the approval of the law, and the establishment in INAB of a specialized unit for landscape restoration that remains active up to now. Likewise, its incorporation as part of the practices supported by the National Group to Restore Forest Landscape. Similarly, without FMM funding, it would not have been possible for the FAO country office to support the National Group for Restoration of Forest Landscape and the lobbying in favor of the "Probosque" law.

5.5 Strengthening coordination and partnerships for conservation agriculture in Southern Africa: FMM/GLO/146/MUL

117. This subprogramme is in the early stages of implementation. The initiative to strengthen governance and partnerships at the regional level in conservation agriculture, is the first subregional programme funded by FMM. The principal justification for the subprogramme is the Malabo Declaration 2016 commitment of 25 million farms becoming conservation climate resilient by 2025.¹² The subprogramme addresses funding gaps in sub-regional and multi-country coordination mechanisms, which do not get covered under traditional bilateral windows.
118. The project will contribute to the Subregional Office for Southern Africa (SFS) and Southern African Development Community (SADC) joint plan on conservation agriculture for 2020–2021. It specifically contributes to three deliverables: Core function 3, deliverable 12 - Conservation agriculture strategies streamlined in National Agricultural Investment Plan (NAIPs) & Regional Agricultural Investment Programme (RAIP). ID. 3.2 Establishment of agreement between stakeholders or countries; Core function 5 - Uptake of knowledge, technologies & good practices, deliverable 17 - Conservation agriculture knowledge, technologies & good practices scaled up; and Core function 6 – deliverable 19- Facilitate partnership between governments, development partners, civil society and the private sector for increased adoption of conservation agriculture in the SADC region - partnership platforms strengthened.
- i. voluntary and inclusive multi-stakeholder platforms facilitated to foster dialogue and learning that lead to scaling up of conservation agriculture;
 - ii. conservation agriculture coordination at regional and national level strengthened;
 - iii. conservation agriculture knowledge products and best practices are documented and shared with key stakeholders; and
 - iv. project monitoring and evaluation.
119. The key elements of the subprogramme are regional coordination mechanisms for supporting countries to set and meet targets under the declaration, peer review and qualify conservation agriculture practices that can be considered compliant with the requirements of climate resilience, coordination platform at the regional level for conservation agriculture, a task force, and conservation agriculture regional working group - a key institutional mechanism for region wide propagation of conservation agriculture good practices. In some countries, this has also been done at sub-national level. Mapping of conservation agriculture practices, information exchange, collective influence on policy makers to address bottlenecks.
120. Progress to date:
- i. SADC countries have set national targets contributing to the aggregate target of 25 million farms. Institutional structures composed of multiple stakeholders - national governments, the private sector, research institutions, NGOs - have been

¹² This has to be then broken down at country level commitments and actions.

suggested at the country level to identify context-appropriate conservation agriculture practices.

- ii. A regional coordination platform and regional overview process has been established to review and ensure harmonization of action plans for conservation agriculture, uniform documentation and common indicators across countries, to monitor and report appropriately on the Malabo Declaration targets. A key element of this regional platform is also to secure consensus on qualifying good practices to determine these are aligned to the principles of conservation agriculture and are scalable and can be verified by the common indicators. The project will support multi-stakeholder annual planning events for the Conservation Agriculture Regional Working Group CARWG and National Conservation Agriculture Task Forces NCATFs. It will also support technical and visibility events and meetings to ensure a coordinated approach and common messaging on existing and emerging innovations and opportunities in conservation agriculture practices.
- iii. Awareness of the aims of the subprogramme has been enhanced through multi-stake stakeholders' participation in the virtual launch on 12 August 2020, attended by 93 participants.
- iv. Conservation agriculture targets for CAADP Malabo 25 million CSA farmer targets have been defined.
- v. Operational capacities of Eswatini, Madagascar, Malawi, Mozambique, Namibia, Lesotho, Tanzania (United Republic of), Zambia and Zimbabwe. National conservation agriculture taskforce have been strengthened through technical assistance and financial support.

5.6 Coherence in disaster risk reduction, climate action and social protection – Malawi: FMM/GLO/145/MUL

121. Malawi is highly vulnerable to the impacts of extreme weather events given its location along the great African Rift Valley, rapid population growth, unsustainable urbanization, climate variability and change, and environmental degradation. Over the past five decades, Malawi has experienced more than 19 major floods and seven droughts, with these events increasing in frequency, magnitude and scope over the years.
122. The complex interplay of climate change and agricultural production calls for a proactive use of proven CSA and DRR good practices and innovative, integrated approaches that help communities and farmers, anticipate, prevent and better cope with impacts of climate change and reduce rural poverty.
123. The expected impact of the subprogramme is strengthened capacities of national government institutions, local authorities and farming communities to cope with impacts of climate change while increasing food and nutrition security and the resilience of poor and vulnerable farmers in Malawi by 2023. This is expected to be achieved through two separate but mutually reinforcing outcomes: i) one that primarily focuses on selected beneficiary households and ii) another focusing on strengthening institutional capacities for implementation, harmonizing and monitoring of policies, strategies and subprogrammes at national and district levels.

124. The subprogramme will be implemented in two targeted districts of Mwanza and Neno where there are already some ongoing social protection programmes and will target 2 400 direct farm families, some of which are on existing social protection programmes. At community level, the subprogramme will be implemented through the FFS approach and will be delivered through 80 FFS groups.
125. At national level, FAO will collaborate with the Government of Malawi through the Ministries of Finance, Economic Planning and Development, through the Poverty Reduction and Social Protection Division, the Ministry of Agriculture, Irrigation and Water Development through the Land Resources Conservation Department, the Department of Disaster Management Affairs, the Mwanza and Neno Districts Councils through the Directors of Planning, who lead the District Social Support Committees and other local NGOs or civil society organisations.
126. The design of this subprogramme has drawn lessons from similar on-going actions on climate change resilience building in Malawi, which have registered good success with promoting farmers' adoption of adaptive agricultural practices through using the FFS methodology to reach out to farmer groups with different CSA practices. Some lessons were also drawn from a joint UN project that was implemented in Phalombe district on 'Building community resilience of vulnerable communities to withstand and resist the impacts of climate change'. One key lesson from these projects is the use of territorial planning to create a critical mass of adopters who then influence other farming communities beyond the FFS groups through outreach activities.
127. Another key lesson from the projects is the promotion of group savings and loans schemes to enhance the culture of savings and to enable project beneficiaries further enhance investments in their agricultural production activities. In terms of social protection, analytical and programmatic work shows the strong potential of using social protection programmes (such as cash transfers) as effective mechanisms to address the economic barriers to adopting sustainable agriculture, including CSA practices. Through integrated programming, the actions have brought about community transformation from poverty to adoption of adaptive practices to economic independence.

6. Priority Programme Area 6: Oceans and Blue Growth

The evaluation reviewed the following projects and subprogrammes:

FMM phase	Project/subprogramme title	Number	Budget (USD)
2014–2018	Strengthening capacities, policies and national action plans on aquatic antimicrobial resistance (AMR).	FMM/RAS/298/MUL	0.6 million
2014–2018	Support to the development of National Action Plans on AMR in Latin America and the Caribbean.	FMM/RLA/215/MUL	0.8 million
2014–2018	Blue Growth Initiative (BGI) in support of food nutrition security, poverty alleviation and healthy oceans	FMM/GLO/112/MUL/BABY04	1.9 million

Summary of assessment: Programme Area 6. Oceans and Blue Growth

FMM criteria and observations	Assessment
<p>Criterion: Addressing emerging issues and challenges</p> <p>Observations: AMR has been identified as a major One Health concern with implications for animal and human health.</p>	Evident
<p>Criterion: Additionality of FMM</p> <p>Observations: FMM was instrumental as the first regional initiative for AMR awareness and risk management approaches in RLC.</p> <p>In Asia, the FMM contribution emphasis was AMR in aquaculture, which remained uncovered by other global programmes focusing on livestock.</p> <p>BGI Kenya was the first initiative to pilot mariculture as livelihood opportunity for small-scale fishers in coastal areas.</p>	Evident
<p>Criterion: Catalytic effect of FMM contributions</p> <p>Observations: Uptake in other projects such as: European Union-funded Go Blue programme covering all six coastal counties in Kenya.</p>	Evident
<p>Criterion: Innovation</p> <p>Observations: N/A.</p>	Not evident
<p>Criterion: Transformative change elements</p> <p>Observations: Kenya Mariculture Development Strategy and Action Plan formulated.</p> <p>Studies on positive effect of mangrove restoration on food security and livelihoods of coastal communities, and improved knowledge of ecosystem services.</p>	Evident
<p>Criterion: Scalability and mainstreaming</p> <p>Observations: USD 100 million World Bank-funded fisheries and mariculture expansion project for Kenya's coastal marine fisheries and aquatic resources, including setting up mariculture resource and a training center in one of the FMM sites.</p>	Evident
<p>Criterion: Partnerships</p>	Evident

Observations: Partnerships with coastal community-based organizations in Kifili, Kwale, Mombasa, etc.	
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128. FAO’s AMR programme portfolio covers several countries in Asia, Africa and the Latin America and Caribbean (LAC) region, with the largest share in Asia Pacific, in line with the region’s leading share of production and trade in animal products and also the recurrences of several diseases. FAO also implements large multicounty programmes such as the Emerging Pandemic Threats (EPT) programme of USAID, and UK Aid’s Fleming Fund which supports One Health approaches and strengthening of surveillance mechanisms.
129. The evaluation reviewed the AMR work in Asia and LAC to understand the additionality and contribution of the FMM.

6.1 LAC region support to NAPs in AMR: FMM/RLA/215/MUL

130. According to the relevant programme personnel, the FAO AMR programme was the first of its kind programme in LAC and was fundamental in giving a push to work on AMR in the region. The specific justification for FMM funding was that major bilateral programmes such as UK Aid’s Fleming Fund and USAID’s EPT supported cooperation only in low-income countries (LICs) and lower-middle income countries (LMICs), especially in Africa and Asia, leaving deep poverty pockets in LAC countries, which are all classified as middle-income countries (MICs). FMM support enabled funding for FAO’s AMR work in the region, and also offered potential to address trade-related food safety concerns of the European Union, the region’s largest trading partner (specifically in fisheries and aquaculture products).
131. The FMM project covered six countries: Bolivia (Plurinational State of), Cuba, the Dominican Republic, Ecuador, El Salvador and Honduras, and enabled the piloting of a quantitative risk analysis tool for AMR and supported extensive data collection on AMR. These led to support to development of appropriate NAPs on AMRs using the ‘One Health’ approach and design of strategies to contain AMR in the agri-food sector. In terms of sectoral emphasis, the project contributed to regional expert meetings on the use of antimicrobials in aquaculture, attended by the eight largest aquaculture producers in the region.
132. The project also had strong risk awareness and risk communication components and engagement of policy makers and decision makers. A particular feature was the creation of a national inter-ministerial committees on AMR to operationalize the NAPs. The project also supported a network of communicators on AMR involving technical and communication experts, to enhance public discussion of AMR in appropriate public policies. The AMR newsletter of the project achieved a circulation of 22 000 recipients.
133. Besides positive traction in some countries, notably Cuba and Ecuador (which constituted a dedicated AMR inter-ministerial committee and initiated several follow-up actions), the regional AMR work was also noticed in the European Union and showcased at the World AMR Week.
134. Many countries have AMR action plans now; however, according to project personnel, they are not always intersectoral and lack necessary political push leading to investments and budgetary resources.
135. Meanwhile, the lack of follow-up funding for FAO despite a successful initial phase has slowed progress and also left a void in the expertise, as the original team is no longer in

place. The evaluation learned that the regional office team did not have knowledge of the subsequent FMM phase and the opportunity to submit proposals for a follow-up project, and expressed the need for better internal communications on the FMM processes and procedures. However, the project led to a European Union-tripartite (FAO, World Organisation for Animal Health [OIE], WHO) collaboration project (USD 1.8 million, covering seven countries), besides attracting supplementary funding from the Norwegian Agency for Development Cooperation (NORAD) to conduct the quantitative risk analysis and data collection in Guatemala.

136. An important implementation aspect mentioned by the team was that even though the FMM procedures were very quick and the project was approved immediately (48 hours turnaround), FAO systems and structures impeded expeditious drawdown and delivery: with the low absorption rates, the project could not spend the allotted USD 0.7 million within two years and closed with an unspent balance of USD 60 000. This presents a different dimension to concerns cited by other implementing units that the FMM budgets and implementation periods were sub-optimally small.

6.2 Asia Pacific (Strengthening policies capacities and NAPs on aquatic AMR FMM/RAS/298/MUL)

137. Asia accounts for large share of bilateral and regional cooperation on AMR, given the region's high share of global production and trade (exports) of animal and fish products besides also bearing the brunt of disease outbreaks in recent years- the avian influenza and African swine fever, among others. There have been a number of large-scale programmes in the livestock sector addressing zoonotic diseases (the EPT programmes of USAID and AMR, the Fleming Fund of UK Aid), however, very few in the aquaculture sector, even though Asia dominates global aquaculture production. FMM's interventions in Asia helped address this important gap in the evolution of NAPs on AMR in the region.
138. The FMM regional project (USD 0.56 million) covering six countries (Bangladesh, China, Malaysia, the Philippines, Thailand, and Viet Nam) straddles both biosecurity and food safety and quality aspects, given the export significance of aquaculture in these countries and the rising concern of above-threshold residues in the end products reaching destination markets, especially Europe and north America. The project provided guidance to countries on developing aquaculture biosecurity plans, develop aquaculture components of the NAPs on AMR, and training on residue monitoring and analysis.
139. This dimension is of particular significance to Viet Nam which is among the major exporters of shrimp and fish to the European Union and is in the final stages of the European Union-Viet Nam Free Trade Agreement, which includes compliance with a number of including food safety and traceability standards for preferential market access. Viet Nam featured in all three elements of the project.
140. The evaluation noted that FAO's AMR engagement in Viet Nam is coordinated from the Emergency Centre for Transboundary Animal Disease Operations (ECTAD) office (fully funded by the EPT programme) whose primary work plans and technical capacities were geared to enhancing biosecurity and resilience in the livestock sector. Biosecurity measures and surveillance systems are now well introduced in the livestock sector (poultry and pigs) under the successfully implemented National Action Plan Phase I and now Phase II, and the ECTAD office engagement is gradually increasing in AMR in aquaculture as well: the office

- implements the regional TCP on AMR in aquaculture and the national TCP on tilapia lake virus. The regional AMR programme was coordinated from the regional office and implemented by a national aquaculture research institution, and present ECTAD staff did not have direct exposure to the same.
141. The ECTAD unit noted that the main challenges in implementing AMR in aquaculture are coordination among the multiple agencies involved (for instance, at least four ministries and agencies are involved only for the residue monitoring and analysis) and the greater focus of AMR being on the livestock sector in view of the historic disease outbreaks, and less on AMR's aquaculture component.
142. In this regard, the FMM and other related initiatives of FAO have helped strengthen the evidence base on AMR in aquaculture and supported the development of capacities to address the same. Key highlights of the regional project as noted by the evaluation are:
- i. documentation of antimicrobial use in aquaculture (through surveys);
 - ii. integration of aquaculture component in NAPs on AMR;
 - iii. publication and technical guidelines on prudent and responsible use, modules on good aquaculture and biosecurity practices on use of antimicrobials; and
 - iv. training on residue analysis, standardized and harmonized surveillance methods, and susceptibility testing in fishery and aquaculture products.
143. These are mostly within the Focus area 2 of FAO's four-point global action plan on AMR (develop capacity for surveillance and monitoring of AMR and antimicrobial use in food and agriculture).
144. Another important aspect of the AMR intervention in Viet Nam is its focus on the small-holder, backyard systems, which are not only more vulnerable to AMR-related risks but also the more likely points of outbreaks. Viet Nam's aquaculture sector is dichotomous: with a highly integrated, intensive aquaculture production system on one side and a dispersed small-scale and backyard system on the other. The former has capacities and resources to address AMR risks in an organized manner, while the latter needs the support through awareness and propagation of good practices, besides inclusion in surveillance coverage.
145. The surveys done by FAO in selected animal health regions showed two major issues: that small-scale farms are more likely to use informal and general trade channels for AMR advice and unprescribed procurement of anti-microbials, and that the free government supply of inputs only added to excessive anti-microbial use. Antibiotics are used without any prescription; farmers use them for both prevention and treatment purposes and consider excessive use a precaution against disease outbreak and stock losses.
146. Over time, there have been regulatory improvements: veterinary prescriptions are mandatory to sell antimicrobials, brought about by the evidence and awareness initiatives from several AMR interventions.
147. Looking ahead, while there has been a spurt in overall funding and uptake of AMR in national policies and programmes, there remain gaps in the 'environmental health pillar' of the One Health framework. The evaluation learned that despite the overall success in creating multi-ministerial structures, the role and participation of the environmental constituencies remains low compared to the human health and animal health

constituencies. AMR is still seen as a human and animal health challenge, and less is known or discussed about the environmental aspects. This is significant given that a huge share of the antimicrobials in aquaculture directly discharge into the environment. Should the FMM look for new niches to support AMR, a focus on the environmental health aspects could present opportunities for new innovative approaches to involve the environmental protection agency networks in a better and more holistic implementation of the One Health approach.

6.3 Blue Growth Initiative in support of food nutrition security, poverty alleviation and healthy oceans: FMM/GLO/112/MUL/BABY04

148. The project originates from the request by the Government of Kenya to FAO Kenya for support to build resilience of coastal communities and restore the productive potential of fisheries and aquaculture to support food security, poverty alleviation and sustainable management of living aquatic resources. FAO Kenya responded to the request by putting together a field assessment mission for the development of mariculture in Kenya. The mission made recommendations that led to a project proposal. The proposal developed following the recommendation of the mission was not necessarily aimed at sourcing funding from FMM but flexibility allowed for FMM funding to be allocated.
149. The rationale of the project was to increase knowledge of water basin to coral reef ecosystem services supporting food, nutrition, livelihoods, the drivers of change affecting these services and values. This was necessary because any changes to ecosystem services that provide food security in the Kenyan fisheries sector will affect other sectors such as tourism and the entire fisheries sector.¹³
150. The FMM funding was to complement investment in mariculture through an FAO project (TCP/KEN/3502) which was just starting with limited funding of USD 500 000. As funds were limited, the initial implementation of the mariculture project in Kenya needed to be limited to very specific areas, such as, Kwale, Kilifi and Tana River.
151. Key informants from both FAO Kenya, the County Governments of Kwale, Kilifi and the beneficiaries, concur that mariculture initiatives show promise, with positive effects on beneficiaries. A good example cited by all is the seaweed intervention of the Kibuyuni farmers group in Kwale that has led to improved standards of living of the communities, with the majority of beneficiaries being women.
152. An innovative catalytic effect has been the capacity through mentorship approach by the Dabaso community group to another community group - Ihaleni Kakulini Conservation Group - who wanted to replicate the success story by fattening crabs and building a board-walk restaurant.
153. Concerning the project, within FAO, there was no clear indication of how much of the available global FMM resources were allocated for Kenya making it difficult to have

¹³ The rationale presented at interview by programme personnel has been validated in the 'Report of FAO workshop launching the blue growth initiative and implementing an ecosystem approach to aquaculture in Kenya'. Mombasa, Kenya, 27–31 July 2015.

medium term plans. FAO Kenya made bi-annual work plans to Lead Technical Officers (LTO) and funds were allocated after some scaling down.

154. Other challenges included that FAO did not adequately prepare the communities for addressing sustainability constraints along the seaweed 'value chain' from production, packaging-distribution and marketing. This was reported by the Kibuyuni Women Seaweed Farmers who were stuck with the seaweed for almost three years before FAO connected them to a market in Zanzibar. As of the time of this FMM evaluation, the said market is no longer available due to COVID-19 restrictions on transportation. The company in Zanzibar informed the Kibuyuni group that 13 companies in Tanzania (United Republic of) supply it with seaweeds and the go down is overstocked. Similarly, due to prohibition of plastic use in Kenya, Kibuyuni women seaweed farmers are facing lack of packaging materials for soap. They made exceptional request to National Environment Management Authority (NEMA) to allow for the use of nylon paper for packaging of soap as used in big manufacturing industries. NEMA has not given consent and farmers are stuck with the soap. In addition, farmers require adequate supply of coconut oil for mixing with seaweed to make the soap. There is inadequate supply within Kwale forcing them to acquire it from far which is costly and the quality is sometimes compromised (added water).
155. The project also had challenges with scale-up - the Mtepeni community concern is that capacity building and awareness of mangrove conservation was often on individual/group skills and not change in behaviour, attitude and awareness was limited to project beneficiaries - did not reach all communities. Inadequate security has led to intercommunal conflict over those who practice conservation of mangroves vs those who do not appreciate the benefits of conserving the mangroves. Some community members as well as those from the neighbouring communities continued to destroy mangrove forests for charcoal burning regardless of the value to conserve it. The excuse given is that it is the only source of income. Mtepeni community sought the help of government security agents, so the perpetrators burned the small project house and destroyed mangroves. In January and February 2021, they were stealing fish from the ponds. This has forced the Mtepeni community to stop farming crabs because they faced destruction, insecurity and lack of seeds.

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