



Food and Agriculture  
Organization of the United  
Nations

## Office of Evaluation

### End-of-Programme Evaluation EC/FAO Programme on Linking Information and Decision Making to Improve Food Security Phase 3 (GCP/GLO/243/EC)

***FINAL***

February 2012

## Food and Agriculture Organization of the United Nations

### Office of Evaluation (OED)

**This report is available in electronic format at: <http://www.fao.org/evaluation>**

*Permission to make digital or hard copies of part or all of this work for personal or classroom use is hereby granted without fee and without a formal request provided that copies are not made or distributed for profit or commercial advantage and that copies bear this notice and full citation on the first page. Copyright for components of this work owned by others than FAO must be honoured. To copy otherwise, to republish, to post on servers, or to redistribute to lists, requires prior specific permission from OED.*

**For further information, please contact:**

**Director, OED**

**Viale delle Terme di Caracalla 1, 00153**

**Rome, Italy**

**Email: [evaluation@fao.org](mailto:evaluation@fao.org)**

---

*The views expressed in this report are those of the author(s) and do not necessarily reflect the views of the Food and Agriculture Organization of the United Nations (FAO) or of its Member States and partners.*

*The designations employed and the presentation of material in this information product do not imply the expression of any opinion whatsoever on the part of FAO concerning the legal or development status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries. The mention of specific companies or products of manufacturers, whether or not these have been patented, does not imply that these have been endorsed or recommended by FAO in preference to others of a similar nature that are not mentioned.*

## **Acknowledgements**

The Team of the Evaluation of the EC/FAO Global Programme would like to thank FAO and in particular the Programme Coordinator, Luca Russo and the staff of the eight Thematic Teams for their openness and interest and for making their time available for discussions and numerous questions.

In addition, the team benefited extensively from the information provided by regional partners and stakeholders in Southern and Western Africa, FAO Regional and Country Offices, stakeholders in Tanzania and Southern Sudan, other Programme partners such as IFPRI, WFP, FANTA, and the donor, EC. The Team also greatly appreciates the contribution of the many experts who willingly provided their expertise in the review of normative products prepared by the EC/FAO Global Programme.

Lastly, the Team would like to thank the Office of Evaluation for their kind support, openness and administrative assistance. In particular, the Team would like to thank Genny Bonomi, who contributed greatly to the Evaluation by organizing and compiling the expert reviews and surveys as well as unfailingly providing administrative backing.

## **Composition of the Evaluation Team:**

### **Evaluation team**

Pernille Nagel Sørensen (Team Leader)

Isabelle Mamaty

Mandivamba Rukuni

### **FAO Office of Evaluation:**

Rachel Sauvinet-Bedouin

Genny Bonomi

## **Table of Contents**

|            |  |           |
|------------|--|-----------|
| <b>1.</b>  | <b>Introduction</b>  | <b>11</b> |
| <b>1.1</b> | <b>Background and purposes of the evaluation</b>                             | <b>11</b> |
| <b>1.2</b> | <b>Methodology of the evaluation</b>   | <b>12</b> |
| <b>1.3</b> | <b>Limitations</b>   | <b>12</b> |
| <b>2.</b>  | <b>Relevance and Design</b>  | <b>13</b> |
| <b>2.1</b> | <b>Relevance</b>   | <b>13</b> |
| <b>2.2</b> | <b>Design</b>  | <b>15</b> |
| <b>3.</b>  | <b>Efficiency</b>  | <b>18</b> |
| <b>3.1</b> | <b>Financial Management</b>  | <b>18</b> |
| <b>3.2</b> | <b>Management</b>  | <b>21</b> |
| <b>3.3</b> | <b>Implementation</b>  | <b>22</b> |
| <b>3.4</b> | <b>Partnership</b>   | <b>23</b> |
| <b>3.5</b> | <b>Normative products</b>  | <b>29</b> |
| <b>4.</b>  | <b>Effectiveness</b>   | <b>40</b> |
| <b>4.1</b> | <b>Enhanced understanding of food security?</b>                              | <b>41</b> |
| <b>4.2</b> | <b>Enhanced linkages between food security analysis and decision-making?</b> | <b>46</b> |
| <b>4.3</b> | <b>Strengthening of communication and knowledge-sharing mechanisms?</b>      | <b>48</b> |
| <b>5.</b>  | <b>Gender Mainstreaming</b>  | <b>50</b> |
| <b>6.</b>  | <b>Impact</b>  | <b>51</b> |
| <b>7.</b>  | <b>Prospects for sustaining and up-scaling results</b>                       | <b>52</b> |
| <b>8.</b>  | <b>Conclusions and Recommendations</b>                                       | <b>55</b> |
| <b>8.1</b> | <b>Conclusions</b>   | <b>55</b> |
| <b>8.2</b> | <b>Recommendations</b>   | <b>58</b> |

## **Annexes**

Annex 1: Evaluation Terms of Reference

Annex 2: Inception Report

Annex 3: Bibliography

Annex 4: List of Persons Interviewed

Annex 5: Programme Outputs: Performance Assessment Matrix

Annex 6: Evaluation Outputs

## Acronyms

|         |  |
|---------|--|
| AGN     | FAO Nutrition and Consumer Protection Division                   |
| ASEAN   | Association of Southeast Asian Nations                           |
| AU      | African Union  |
| AUSAID  | Australian Government Overseas Programme                         |
| CAADP   | Comprehensive Africa Agriculture Development Programme           |
| CBO     | Community-Based Organization                                     |
| CFS     | Committee for Food Security                                      |
| CFSVA   | Comprehensive Food security and Vulnerability Assessments        |
| CIDA    | Canadian International Development Agency                        |
| CILSS   | Interstate Permanent Committee for Drought Control in the Sahel  |
| COMESA  | Common Market for Eastern and Southern Africa                    |
| DEC     | Dietary Energy Consumption                                       |
| EC      | European Commission  |
| ECOWAS  | Economic Community of West African States                        |
| ELCSA   | Latin America Household Food Security Measurement Scale          |
| ENP     | European Neighbor Policy   |
| ESA     | FAO Agricultural Development Economics Division                  |
| ESS     | FAO Statistical Division   |
| EST     | Trade and Market Division  |
| EUR     | Euro   |
| FAFS    | Framework for African Food Security                              |
| FANTA   | Food and Nutrition Technical Assistance                          |
| FAPF    | Food and Agriculture Policy Framework                            |
| FAO     | Food and Agriculture Organization                                |
| FENIX   | Food Security and Early Warning Network for Information Exchange |
| FEWSNET | Famine Early Warning Systems Network                             |
| FSIN    | Food Security Information Network                                |
| FSSM    | Food Security Statistical Module                                 |
| FSTP    | Food Security Thematic Programme                                 |
| GIEWS   | Global Warning and Early Warning System                          |
| GIZ     | Deutsche Gesellschaft für Internationale Zusammenarbeit          |
| GoSS    | Government of Southern Sudan                                     |
| HHS     | Household Hunger Scale   |
| HQ      | Head Quarters  |
| IFAD    | International Fund for Agriculture Development                   |
| IFPRI   | International Food Policy Research Institute                     |
| IPC     | Integrated Phase Classification System                           |
| ISFNS   | Information System for Food and Nutrition Security               |
| ISS     | International Scientific Symposium                               |
| JRC     | EC Joint Research Centre   |
| LoA     | Letter of Agreement  |
| MAF     | Ministry of Agriculture and Forestry                             |
| MOSAICC | Modeling System for Agricultural Impacts of Climate Change       |
| MoU     | Memorandum of Understanding                                      |
| MTR     | Mid-Term Review  |

|        |   |
|--------|---|
| NBS    | National Bureau Statistics  |
| NEPAD  | New Partnership for Africa's Development                                    |
| NGO    | Non-Governmental Organization   |
| NPCA   | NEPAD Planning and Coordinating Agency                                      |
| NRC    | FAO Climate, Energy and Tenure Division                                     |
| ODI    | British Overseas Development Institute                                      |
| OED    | FAO Office of Evaluation  |
| OEK    | Office of Knowledge Exchange, Research and Extension                        |
| PEMS   | Performance Evaluation and Management System                                |
| PMT    | Programme Management Tool   |
| REC    | Regional Economic Communities   |
| ROM    | Results Oriented Monitoring   |
| SADC   | Southern African Development Community                                      |
| SIFSIA | Sudan Institutional Capacity Programme Food Security Information for Action |
| SOFI   | State of Food Insecurity in the World                                       |
| TCE    | FAO Emergency Operations and Rehabilitation Division                        |
| TCI    | Investment Center Division  |
| UN     | United Nations  |
| UNICEF | United Nations of Children  |
| USAID  | United States Agency for International Development                          |
| VAC    | Vulnerability Assessment Committee  |
| WFP    | World Food Programme  |
| WHO    | World Health Organization   |

## **1. Executive Summary**

### **Introduction**

1. The EC/FAO Programme “Linking Information and Decision-Making to Improve Food Security” – of Euros 6,050,000 - implemented during the period 1 January 2009 to 31 December 2011 is funded by the EC Food Security Thematic Programme (FSTP), a global initiative that seeks to integrate food security objectives within long term broad based poverty reduction policies and strategies. The Programme falls under Component 2 that focuses on linking information and decision making to improve food security response strategies.

2. The end-of-Programme Evaluation of the EC/FAO Programme “Linking Information and Decision-Making to Improve Food Security” was carried out from end-September 2011 to January 2012. The Evaluation was planned to be summative, consolidating and verifying information on the achievements of the Programme at the same time as helping to identify any areas for future improvement and identifying good practices for an expected continuation of the Programme. Due to the particular nature of the Programme and the focus on the contribution of the Programme to the normative work of FAO, the Evaluation methodology included a range of different methods and tools: review of programme documents, review/synthesis of evaluations with reference to normative products, semi-structured interviews with key programme stakeholders, regional missions/studies, expert review of a sample of normative products, case studies of three selected cases, and lastly web-based surveys of users of Distance Learning (e-learning), users of the Communication Toolkit and users of the web-site. The lack of clearly defined target/user groups for the normative products, partly explained by the global nature of the Programme and its flexible work plan, hampered the analysis of the effectiveness of the Programme. Even when users could be identified and contacted, the response rate was low.

### **Relevance and Design**

3. The Programme and its focus on enhanced global understanding of food security (through improved food security information systems) and the linkage to decision-making is highly relevant. Thus, although different approaches exist, there is a general consensus among stakeholders concerning the need for: 1) a better understanding of the determinants of food insecurity; 2) building a global consensus on the parameters/information systems to quantify and classify different scenarios of country level food insecurity; 3) an enhanced coordination of responses. FAO has a mandate to: “collect, analyze, interpret and disseminate information relating to nutrition, food and agriculture” and the organization is therefore considered the appropriate organization to implement the Programme.

4. The Programme is coherent with the Strategic Framework 2010-2019 and contributes to Strategic Objective H: “Improved food security and better nutrition” and Strategic Objective I: “Improved preparedness for, and effective response to, food and agriculture threats and emergencies”. As the Programme was designed before the Strategic Framework was in place, the Programme is not entirely aligned with the results of the Plan. The new EC-funded programme: “Global Governance for Hunger Reduction Programme” (2012-2015), partly built on the results of

the current Programme, is designed to contribute directly to the Organizational Outputs under the Strategic Framework.

5. The five first months (the Inception Period) were used for a fine-tuning of the design of the Programme, to some extent based on the recommendations of the Final Evaluation of the previous phase. The Logical Framework is generally well structured and the Overall Objective, Specific Objectives and the Results are relatively well-defined, logical and address identified needs. The weakness of the Logical Framework is the indicators, which only partly adhere to the principle of being Specific, Measurable Achievable, Realistic, and Time-bound (SMART). The main part of the indicators (at Overall Objective, Specific Objective and Results level) are not measurable; some are measurable, but do not include targets. Targets were established as part of the Inception Report, but only at output level. For the main part of the indicators at result level, the achievements can easily be established (“number of guidelines..”, etc.); with regard to the Overall and Specific Objectives, achievement can only be established at anecdotic level due to the lack of targets and baseline data. The excessive number of indicators (totally 53) contributes to the Logical Framework not being a suitable tool for management and reporting. It is worth noting that due to the particular nature of the Programme – global with a demand-driven approach – establishing SMART indicators and a baseline is challenging.

6. With regard to partnerships with regional organizations (Interstate Permanent Committee for Drought Control in the Sahel (CILSS), NEPAD/CAADP), which to a large extent was planned to form the focus of the current phase, the design has been less appropriate. The principles of collaboration between the Programme and regional organizations were coined in Letters of Agreement (LoA)/Memorandum of Understanding (MoU); this, however, proved to be lengthy and cumbersome process delaying all activities. The duration of the Programme (3 years) is considered inadequate for regional partnership and institutional capacity building, both requiring long-term involvement.

7. Compared to the previous phases, the current phase enjoyed a high level of flexibility in terms of planning activities (under each result) in the course of the Programme. This in-built flexibility of the Programme is highly relevant and appropriate for a programme interacting with and responding to food security development at global, regional and country levels. The flexible Programme design allowed the Programme to work on technical areas, which were not foreseen from the beginning; for example the State of Food Insecurity in the World 2010 (SOFI 2010). The risk of the high level of flexibility is, however, lack of cohesion and too much dispersion of Programme activities. At the same time, due to the limited resources available for activities at country level, the Programme had to a large extent to employ an “opportunistic strategy” exploiting opportunities where other sources of funding were available for activities at national level.

## **Efficiency**

8. The financial management is highly transparent and accountable. A computer based Programme Management Tool (PMT) was developed during Phase 2 and has been updated to fit with the current phase. The PMT is updating all actual expenditures, commitments made and field disbursement for each work plan and against the results (of each of the 8 Thematic Teams) every fifteen days and can be accessed via the Programme website.



9. The Programme is generally efficiently managed. A budget revision was approved in April 2011 and the Programme was at the time of the Evaluation Mission negotiating a new budget revision including a no-cost extension (31 December 2011 to 31 March 2012). Both budget revisions include decrease in salaries of professional technical staff as the staff costs have been subsidized through Trust Fund projects (approximately 650,000 dollars) and the FAO Regular Programme. There has been a substantial underutilization of the budget for regional programmes (43% decrease) primarily because the collaboration with the Southern African Development Committee (SADC) never materialized and the collaboration with NEPAD was substantially delayed. The deviations from the budget are generally justified. At the time of the Evaluation mission, the FAO contribution (550,000 EUR) had been fully spent and 4,647,190 EUR out of the 5,5 million EUR EC contribution had been committed/spent. It is expected that the Programme will utilize the remaining funds (approximately 900,000 EUR) before the phase out, for instance for continued support to NEPAD and CILSS, and the International Scientific Symposium (SSI).

10. The strategic management of the Programme has largely been effective. The Steering Committee provided strategic direction of the Programme; however, due to the restructuring of the EC, the Committee has only met twice during the Programme period. The Programme Management Unit appeared to have served well as a coordinating unit for the eight thematic teams. The Matrix served well as management tool and was the basis for annual work plans of the teams and the Coordination Unit. The Programme Assessment Framework Matrix at the same time functions as a monitoring tool reporting against selected key performance indicators at result level. The reporting against the indicators at result level is generally good; unfortunately, there is no reporting at Specific Objective and Overall Objective levels.

11. The Programme is generally well implemented. According to the Performance Assessment Matrix (updated 30 November 2011 with likely projections of achievements to April 2012) the main part of the results are likely to be achieved. The Matrix is on an annual basis reporting against 32 indicators with targets. Of this 14 targets have already been achieved; 9 targets are likely to be achieved by April 2012, and 9 targets will only be partially achieved. The areas where the targets have not been achieved mainly relate to collaboration with regional programmes/regional organizations.

12. The Programme has proved very effective in integrating/mainstreaming the activities into the Regular Programme, in particular in the Agricultural Development Economics Division (ESA) and through cross-sectorial collaboration with the other seven Technical Divisions. All of the divisions contribute to the annual work plans and the bi-annual progress reports. Though the integration into other Technical Divisions, the Programme has been able to tap/utilize the technical knowledge of these Divisions; thereby presumably improving the technical quality of the normative products while at the same time ensuring some level of sustainability.

13. Some synergy between the EC and the Programme has been developed; for instance the EC has made all the Distance Learning (e-learning) courses available to the EC Personnel; however, there is room for more collaboration, for instance taking advantage of the presence of the EC Delegations at national level and the preparation of Country Strategy Papers. There seems to be an appreciation within (at least parts of) the EC of the Programme as playing a catalyst role for wider processes and events at the international food security agenda. This is confirmed by the fact that the EC will fund the earlier mentioned Global Governance Programme representing a change from project-by-project decision to a longer-term, programmatic, multi-lateral approach and coordinated

partnership between FAO, World Food Programme (WFP) and International Fund for Agriculture Development (IFAD).

14. The delay in finalization of agreements with regional organizations (CILSS and NEPAD) and the non-funding of SADC hampered the synergy between the Programme and the regional partners. The collaboration between the Programme and CILSS is on an *ad-hoc* basis, and there is no “obligation” within the overall Programme design to inform the other partner of the status of their on-going activities. Due to bureaucracy and slow procedures, the LoA between the Programme and NEPAD was signed with almost two years delay, and the position of the food security analyst under the LoA was only filled October 2011; this further delayed the activities.

15. The linkages between the Global Programme and the two Regional Programmes funded under the FSTP were relatively limited. The Global Programme’s focus on African countries and the fact that these tools/methods are not necessarily relevant outside the continent appeared to be the main reason for the limited linkages. The linkages were expected to develop automatically and no systems were put in place for this purpose. Collaboration took place (or was great facilitated) because the ENP Programme Manager was based at HQ with access to and knowledge of the normative products. The collaboration was developed in areas that responded to the demand from the Caucasus countries: e.g. agro-meteorological forecasting, statistics, Distance Learning (e-learning) and Country Briefs; the activities are part of the country work plans and were identified together with in-country stakeholders. Collaboration happened directly with the Global Programme (Country Briefs, website, Programme Management Tool, ISS) or indirectly through working with the same Technical Divisions (often working with the same staff).

16. The Programme has contributed considerably to the creation of a strategic/long-term partnership with WFP and the International Food Policy Research Institute (IFPRI) primarily through the Food Security Information Network (FSIN) and the FAO and WFP Joint Corporate Strategy on Information Systems for Food and Nutrition Security. A number of ad hoc partnerships, related to development of normative products, were established. Types of partnership include universities entering agreements with FAO through the Distance Learning (e-learning) Component, including the University of Pretoria and Universitat Oberta de Catalunya and individual partners, such as the Food and Nutrition Technical Assistance (FANTA), which collaborated with the Programme regarding nutritional tools. Both types of partnerships were highly appreciated by both parties.

17. The change to a demand-driven approach was one of the strongest recommendations of the Evaluation of the second phase. A global programme based on a demand-driven approach is by its very nature very challenging. The plan was that demands (global, regional and national) should also be identified through partnership and network; however, the partners and networks have only partly fulfilled this role. Overall, the Programme has been relatively successful in responding to global demands/needs, for instance through organizing the ISS 2012 and forming the FSIN. Less has been achieved with regard to applying a demand-driven approach at regional and country levels, partly due to the shortage of funding for activities at country level, partly due to the delay of the partnerships with regional organizations and limited linkages with the two regional programmes under the FSTP. At country level, the Programme applied an “opportunistic strategy”, exploiting opportunities where other sources of funding were available for activities at national level.

18. A considerable number of normative products have been produced by the Programme in partnership with ad hoc partners and strategic partners. As part of the Evaluation, reviews of selected products were carried out to assess the technical quality of the products. According to the reviews of the products MOSAICC, Resilience Tool and Price Monitoring Tool there is certainly potential, but the tools are still too complex and suffer from some shortcomings; more work is needed to make the tools applicable at country level. The Guidelines for Household and Individual Dietary Diversity received very positive marks in terms of technical quality and user-friendliness. A user survey was carried out of Distance Learning (E-learning) courses; the courses were highly appreciated by the users for their relevance, technical quality and user-friendliness.

## **Effectiveness**

19. The assessment of the effectiveness of the Programme is seriously hampered by the fact that the Programme has not been reporting on the indicators at Specific Objective level; the achievement can thus only be assessed at anecdotal level.

20. Specific Objective 1: "Global understanding of food security is enhanced through improved and harmonized analysis and monitoring and tailored support to regional partners" appears to have been achieved, for instance through the work of SOFI 2010. In addition, the consensus regarding the Integrated Phase Classification system (IPC) has contributed significantly to a better understanding of phases of food crises. Likewise, preliminary reports on the ISS (17-19 January 2012), arranged by the Programme, indicates that the Symposium will be instrumental in shaping the agenda of the food security and nutrition analysis of the international community for the next five years. Priority areas have been identified (selection of a suite of indicators; improving the food security and nutrition relevance of national surveys; and addressing emerging issues such as urban food insecurity). The FSIN has been identified as a key mechanism to implement such an agenda. The IPC guideline/manual can be mentioned as an example of a normative product utilized by regional and global partners. Currently, 29 countries are using the IPC on a regular basis or are exposed to it, primarily in Africa; the number of countries is planned to increase to 45 in the Global Governance Programme. The use of IPC in particular in the Horn of Africa can be mentioned as an example of coordinated responses making specific reference to an analytical outputs produced by the Programme.

21. Capacity development with regard to understanding of food security has taken place at two levels: 1) individual (responsibility of the Distance Learning (e-learning system)); and 2) institutional (responsibility of the overall Programme). Lately, Distance Learning (e-learning) tools have also been adopted for capacity development at institutional level through three learning programmes established with CILSS/Economic Community of West African States (ECOWAS), COMESA and ASEAN under the FAO Trust Fund Project: "Improving the abilities of Regional Organizations to develop, implement and monitor food security training programmes" funded by the Federal Republic of Germany. It is still too early to see results as the process only started in 2011. With regard to the E-learning at individual level, the Distance Learning (e-learning) Survey clearly showed that the courses have been successful in building capacity and that the new skills acquired are applied in the work, for instance 72% of the learners stated that they improved their ability to analyse food security information. Another Programme product, the Food Security Statistics Module (FSSM) provided training and technical assistance to strengthen the statistical analytical capacity of national statistics systems and has been applied in Tanzania.

22. Specific Objective 2: “Effective mechanisms that enhance the use of food security analysis to better inform decision-making are strengthened/developed” have been achieved to some extent. One of the indicators under Specific Objective 2 focuses on level of comparability across regions/countries. The use of the Cadre Harmonisé and IPC in respectively West and Southern Africa can be mentioned as examples of a future potential for improved comparability. The use of the IPC in relation to the Horn of Africa crisis is also an example of donors and regional bodies using food security approaches and methods that have been improved/harmonized with support of the Programme. The work in relation to SOFI 2010 can be mentioned given its potentiality as standard approach to deal with food insecurity in protracted crises. The Policy Review from Southern Sudan presents an example of how Programme analytical and policy support work is deemed relevant by a beneficiary, the Government of Southern Sudan, and used for informed decision-making (policy-making). The review contributed significantly in identifying gaps in connection with addressing major food security objectives in the sector policies. Generally, however, there are few cases of normative product prepared by the Programme being utilized for decision-making.

23. Specific Objective 3: “Communication and knowledge sharing mechanisms are strengthened, particularly with respect to the development and implementation of demand-driven strategies to address food security” appears to have been achieved. Strengthening of communication and knowledge sharing mechanisms have taken place to some extent, but less so with regard to demand-driven strategies. The Programme and its multi-sectorial collaboration across different Technical Division are examples of the indicator “enhanced multi-sectorial teams”. Similarly partnership and collaborative work (cf. for instance the work on IPC, the FSIN and the Joint WFP/FAO Strategy) has been strengthened by the Programme in line with the indicator “....partnerships and incentives for collaborative work are strengthened”.

24. Increased use/adaption of methodologies and Programme outputs by target audience has been achieved, at least for some outputs. The number of users of the Distance Learning (e-learning) courses is steadily increasing (the number of new learners increased with 16,500 in 2010 and 22,148 in 2011). The increasing traffic on the Programme web-site indicates increased interests for the Programme activities. During the period November 8-December 8 2011, the website was visited 7,108 times corresponding to 4,444 unique visitors; i.e. it almost doubled within the last year.

25. A major weakness of the Programme is the lack of a Targeting and Dissemination Strategy. The preparation of normative products has not been accompanied with a thoroughly planned strategy defining the audience and target group of the normative products and outlining the dissemination of the products. There has dissemination of some normative products, especially the Country Briefs, nutrition tools and Distance Learning (e-learning courses) at the global level. However, more stakeholders could have been reached at regional and national level. The regional mission to Southern Africa thus revealed that the regional partners as well as FAO country offices had very limited knowledge of the Programme normative products, for instance the Programme web-site. It should be mentioned that some of the products are not yet at a stage where they are ready to be rolled-out globally, for example the Modeling System for Agricultural Impacts of Climate Change (MOSAICC) and the Resilience Tool. All of the Thematic Teams could report of demand/interest from new countries for the various tools developed; however, this seemed to be a co-incidence rather than based on a strategic targeting and dissemination.

## **Gender Mainstreaming**

26. Gender has not been sufficiently mainstreamed into the Programme; the main part of the normative products are for instance not based on gender disaggregated data (this is only the case with regard to the Resilience Tool and SOFI 2010). Due to the lack of gender mainstreaming, the Programme does not contribute to Strategic Objective K: “Gender equity in access to resources, goods, services and decision-making in the rural areas”. The lack of gender mainstreaming is to some extent a structural problem in the organization. Partly as result of the recent Gender Evaluation, the Gender Division is likely to grow in importance and gender is expected to be mainstreamed into other Technical Divisions.

## **Impact**

27. The Overall Objective of the Programme is: “The design and implementation of food security policies and programmes (responses) are enhanced through improved and harmonized food security and vulnerability analysis methods and effective use of information in decision-making”. The lack of a well-defined indicator as well as means of verification hampers the assessment of the achievement of the objective. Some unplanned positive impacts of the Programme are observable, for instance enhanced collaboration between stakeholders/donors/partners) regarding food security issues; the newly established FSIN is an example. The partnership/collaboration between FAO and WFP has also improved significantly as reflected in the Joint Corporate FAO/WFP Strategy. In addition, there seems to be an enhanced understanding of the importance of food security information systems for decision making in Committee for Food Security (CFS) as reflected in the CFS reforms.

28. It can of course be difficult to attribute the above positive impact to the Programme. Yet, even if there have been other contributing factors, the Programme appears to have been a catalyst of an increased attention to and understanding of food security information systems. The Programme has become the natural “institutional home” for processes/events related to food security information systems; for example the WFP/FAO Joint Corporate Strategy was prepared under the Programme; moreover, the idea of establishing the FSIN derived from a Programme Steering Committee meeting. The ISS is expected to show the direction for food security information system the next five years; this also witnesses about the global importance of the Programme.

## **Sustainability and Up-scaling**

29. There are good prospects for sustaining and up-scaling the Programme results. Many of the results under the current Programme will be sustained under the Global Governance Programme. The Programme (with a budget of approximately 47 million Euros) will be essentially global/normative, but will also focus on a limited number of countries (also selected for the FSIN); due to the focus on few countries a significant impact is expected at country level. Moreover, the Programme is fully integrated into the Strategic Framework. A number of normative products will be continued and up-scaled under the Global Governance Programme, for instance the work in relation to the FAO/WFP Joint Corporate Strategy, the FSIN, the Resilience analysis, food security impact assessment, IPC, integration of nutrition indicators in information systems/surveys/impact evaluations, volatility of food prices, Distance Learning (e-learning) courses, and protracted crises.

30. Sustaining the results is also related to the level of ownership of outputs among intended beneficiaries/users. With regard to the IPC, which originally was prepared by FAO in Somalia, there has been a remarkable development. The revision of the IPC Manual, from version 1.0. to version 2.0. was a joint process with participation of all partners, thereby developing a higher level of joint ownership. Previously, the IPC was perceived as a FAO tool. As concerns the promotion of the IPC in the Southern Africa region, the process was started by the FAO Regional Emergency Coordination Office. The plan is, however, that the process will be taken over by the SADC. The process is expected to be slow; but it is also expected that regional ownership will evolve.

31. Sustaining and up-scaling the results of the Programme moreover depends on the success of harmonizing/integrating/institutionalizing the outputs into existing global, regional and national structures. In particular the Distance Learning Programme has been integrated into and/or utilized by different programmes, institutions and audiences; for instance the partnering with the University of Pretoria has significant prospects for scaling up given the positioning of University of Pretoria as the lead policy training entity in the region. Distance Learning courses have also been added to the Learning Management Systems (LMS) of the EC. At regional level, the prospects for continuing the work of CILSS (and Cadre Harmonisé) are relatively good. Several donors (USAID, AFD: GIZ, etc.) expressed interest in funding the CILSS activities. The organization suffers from insufficient human resources and depends on technical support including support from FAO/WFP, in particular when it comes to building capacity at the country level.

## **Conclusions and Recommendations**

32. The Programme has generally been efficiently and effectively implemented. Measured by the indicators, the three Specific Objectives appear to have been at least partly achieved; due to the lack of reporting on the indicators, the achievement could only be assessed at anecdotic level. Specific Objective 1 (Global understanding of food insecurity is enhanced) and Specific Objective 3 (communication and knowledge sharing mechanisms are strengthened) have been achieved to a higher extent than Specific Objective 2 (Effective mechanisms that enhance the use of food security analysis to better inform decision-making are strengthened/developed). A clear strategy for targeting and dissemination would probably have led to a higher level of achievement of Specific Objective 1 and 3. With the understanding that the Programme would not be able to roll-out the normative products at national level (cf. the Inception Report), it could be argued that the Logical Framework appears to be a bit over-ambitious regarding the expected results at country level.

33. As concerns Specific Objective 2, a targeted focus on the decision-making level is required. The normative products should be adapted to specific contexts to fit into the decision-making processes at country level; moreover, decision-makers should be more directly targeted. Generally, establishing linkages between enhanced food security information systems and the decision-making level is not well addressed in the Programme. The three learning programmes (funded by the Federal Republic of Germany) including the Distance Learning (e-learning) courses, targeting persons involved in the CAADP process (people with decision-making roles/able to influence decision-making) in Africa and the ASEAN Integrated Food Security Framework are examples of programmes, which to a higher extent address this linkage. Another example is the African Lead programme in which UP provides training of policy makers. The Global Governance Programme will focus directly on use of improved instruments for policy and programme design and implementation (Outcome 3) and capacitating human and organizational capacities of global,

regional and national organizations (including governments) for generating and using relevant food security analyses (Programme Outcome 4).

## **Recommendations**

34. The main parts of the below recommendations relate to the coming Global Governance Programme, based on the experiences of the current phase. The recommendations are divided into clusters of recommendations, focusing on strengthening the regional level and national levels; synergy between EC and the Programme; and dissemination of the normative work.

### **Recommendation 1: Strengthening the regional and national levels**

35. Many of the weaknesses of the current phase – for instance the lack of a well-defined targeting strategy and limited dissemination of the normative work in FAO Regional and Country offices relate to what appears to be a gap between the knowledge and the operation systems within the organization. Linking knowledge systems to operational system at national level is to some extent strengthened in the Global Governance Programme by targeting few countries. However, overall the gaps (dichotomy) between knowledge and operations systems, global and national (regional), and supply and demand driven development will continue to be a challenge even in the Global Governance Programme – pushing for a greater involvement at the national and regional levels is mandatory. The main partners of the Global Governance Programme will be the Rome-based agencies (FAO, WFP, and IFAD). Regional partnership, however, remains part of the Programme; after some delay there are now a sound foundation for collaboration between regional partners and the Programme. As the organizations have access to funding from other donors (for instance USAID is funding CILSS), the collaboration will mainly focus on providing technical assistance. The following specific actions are recommended to strengthening the regional and national levels:

Rec. 1.1. If required, the formulation of partnership agreements with the regional organizations should be initiated as soon as possible to avoid delay. If funding is involved, the disbursements have to be timely.

Rec. 1.2. A deliberate capacity development needs analysis is recommended at regional and country level (the 5-6 focus countries) before the final design of the Global Governance Programme. The analysis should focus on capacity needs with regard food security statistics, food security analysis and decision-making.

Rec. 1.3. The existing *ad-hoc* communication between FAO and the regional partner CILSS should be reinforced by a more strategic work plan (prioritization of needs, planning activities including expected outputs) and establishment of governance “entity” to follow-up of this partnership.

Rec. 1.4. The Programme should increase the involvement of FAO Regional Emergency Offices and Country Offices that usually have already built contacts with the regional/national partners to enhance the implementation of the Programme at these levels.

## **Recommendation 2: Targeting and Dissemination of normative products**

36. One of the findings of the current Evaluation was that the normative products elaborated under the Programme have not been accompanied with a thoroughly planned strategy defining the audience and target group of the normative products and outlining the dissemination of the products. To enhance the dissemination and scale up of the normative work, the following actions are recommended for the Global Governance Programme:

Rec. 2.1. A Targeting and Dissemination Strategy outlining the audience/target group (globally, regionally and at country level) as well as channels and methods of dissemination for each product should be prepared as part of Programme.

Rec. 2.2. FAO staff at regional and national level should be introduced to and trained in the normative products.

Rec. 2.3. All Programme partners should be introduced to the normative products (accessible through the Programme web-site).

## **Recommendation 3: Enhanced EC-FAO collaboration**

37. One of the ways to push for a greater national involvement and higher level of demand driven development is to establish a closer collaboration with the EC and if relevant focus on countries where the EC is present. As part of the EC country-level aid, a comprehensive analysis of the political, economic and social situation and a response strategy are prepared by the national government and the EC (the Country Strategy Papers and National Indicative Programme). The Programme should aim at tapping this strategic work to push for a more demand-driven approach to linking food security analysis with decision-making at national level. The problem at this point in time is that the number of countries, which have selected agriculture as Focal Areas of Concentration is relatively limited (mainly African countries). However, as part of the Agenda of Change process recently launched by the EC, Sustainable Agriculture (and Energy) will gain in importance; funds for such activities will be released in 2013 for use in 2014<sup>1</sup>. The following actions are recommended as part of the Global Governance Programme:

Rec. 3.1. In countries where both EC and FAO are present and where the Country Strategy Papers focuses on agriculture/food security, the two parties should collaborate and devise their actions in a complementary manner, aligning their objectives and avoid duplication.

Rec. 3.2. EC Country Strategy Papers should to a higher extent be aligned with and adopting FAO tools; this would lead to national roll-out.

Rec. 3.3. EC should ensure that the FAO Global Programme is effectively aligned with other projects/programmes under the FSTP.

---

<sup>1</sup> European Commission. Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions. "Increasing the impact of EC Development Policy: An Agenda for Change". 2011.



## 2. Introduction

### 2.1 *Background and purposes of the evaluation*

38. The end-of-Programme Evaluation of the EC/FAO Programme “Linking Information and Decision-Making to Improve Food Security” took place from end-September 2011 to January 2012. The Evaluation was planned to be summative, consolidating and verifying information on the achievements of the Programme. As the programme: “Global Governance for Hunger Reduction”<sup>2</sup> (building on the results of the Global Programme) was under preparation at the time of the Evaluation, the evaluation was envisaged to be forward-looking, helping to identify any areas for future improvement and identifying good practice where demonstrated success in providing public goods for strengthening the use of information in decision making might potentially be replicated. More specifically, the main purposes of the Evaluation were:

- To identify the factors affecting the relevance, efficiency, effectiveness, impact and sustainability of FAOs efforts to date;
- To improve the relevance, design, implementation, results and impact of FAO support for food security information system work globally;
- To provide accountability to the resource partner (EC) who has supported FAO’s interventions about the performance of the Programme.

39. The main focus of the Programme has been on developing normative products and establishing and rolling out capacity development activities at global and regional levels. The impact achieved at beneficiary (user) level as presented in the Logical Framework for the Programme is thus pivotal. Use made by stakeholders of normative products<sup>3</sup> (guidelines, tools, standards, analysis) produced under the Programme and actual and potential contribution of the Programme to the normative work of the Organization will be an essential area of focus. In addition, the Evaluation has critically assessed the Programme using internationally accepted evaluation criteria: i.e. relevance, efficiency, effectiveness, impact and sustainability (Please consult the Terms of Reference in Annex 1).

40. The EC/FAO Programme – of Euros 6,050,000- implemented during the period 1 January 2009 to 31 December 2011 largely builds on the recommendations of the terminal Evaluation of EC-FAO Phase II Food Security Information for Action Programme (GCP/GLO/162/EC: 2005-2008) and takes into account the scope and objectives of the FSTP and the need to develop global and coordinated strategies to address food insecurity.

---

<sup>2</sup> The Global Governance for Huger Reduction was approved in December 2011.

<sup>3</sup> There is no official definition of the normative work of FAO, however, the term is generally used to define the work of the organization that includes: 1) activities of general interest: policy/outlook studies, advocacy work, global monitoring/alert systems; 2) a knowledge management dimension: dissemination of best practices, knowledge exchange networks.

## **2.2      *Methodology of the evaluation***

41. Due to the focus on the contribution of the Programme to the normative work of FAO, the Evaluation methodology included a range of different methods and tools. Below, the different methods/tools are presented (for an elaboration of the methodology, please consult the Inception Report, Annex 2):

1. Review of programme documents (programme proposal, progress reports, etc.).
2. Review and synthesis of existing independent evaluations with reference to the normative products of the Programme and food security information systems.
3. Semi-structured interviews with key programme stakeholders (FAO management, EC management, WFP, IFPRI, and FANTA), either face-to-face or by phone/Skype.
4. Regional missions to analyse the extent of collaboration with regional organizations and regional stakeholders: CILSS, NEPAD, COMESA, University of Pretoria, FAO country and regional offices) and the effectiveness of partnerships.
5. Expert review of a sample of normative products (tools, guidelines, etc.) using email based consultations and a “Delphi” approach. The following normative products were selected for the review: MOSAICC, the Resilience Tool, the Price Monitoring Tool and the Guidelines for Measuring Household and Individual Dietary Diversity. Due to the technical complexity of the MOSAICC (including 5-6 different models), it was difficult to identify experts and it was therefore decided to contract only one expert with broad knowledge of the different models. The Delphi method was therefore not used in relation to the MOSAICC.
6. Case studies of three selected cases: Review of policies of Southern Sudan; Food Security Statistics Module (FSSM), and the Harmonised Framework (or Cadre Harmonisé).
7. Web-based survey of Distance Learning (e-learning) users to measure changes in knowledge, attitudes and practices. A questionnaire was developed in collaboration with the Distance Learning (e-learning) Team, to ensure comparison with previous surveys. The survey was conducted for English, Spanish and French learners. On the basis of a set of selection criteria (cf. the Inception Report), the questionnaire was sent to 918 learners. Out of these learners, 141 followed the courses in French, 68 in Spanish and the remaining 709 in English (reflecting the proportion of total learners by language).
8. Two web-based surveys: 1) E-mail survey to users of the Communication Toolkit; 2) Survey on the use of the web-site (A questionnaire was posted on the website through a link in English, French and Spanish. The link remained on the website homepage for one month. In addition, the link to the questionnaire was sent out through the programme newsletter).

## **2.3      *Limitations***

42. The main challenge of the Evaluation was the difficulty in identifying the users of the normative products. The Description of the Action (Project Proposal) and the Inception Report define partners and stakeholders, and the final beneficiaries (population in target regions and countries), but the direct users of the normative products are only mentioned with regard to the Global Learning Facility (E-learning). According to the Description of the Action, the beneficiaries of the Global Learning Facility are as follows: primary beneficiaries: Policy makers, practitioners and technical professional; secondary beneficiaries: general public and civil society, NGOs and

CBOs, international organizations, media representatives and academic institutions. The lack of clearly defined target/user groups for the normative products, partly explained by the global nature of the Programme and its flexible work plan, hampered the analysis of the effectiveness of the Programme.

43. Even when the users were identified and contacted, few of these responded. This was for example the case with users of the Guidelines for Measuring Household and Individual Dietary Diversity. A questionnaire was sent out to 127 people (users/potential users and TCE Emergency Coordinators); the responses received amounted to only 10. Out of 45 TCE Emergency Coordinators, only two responded.

44. The surveys focusing on the use of the web-site and the Communication Tool Kit also had very few responses (web-site 12 responses and Communication Toolkit 15 responses). Due to the limited number of responses to the web-site survey, the survey results have not been included in the report.

45. The organization of the regional missions and the Case Studies experienced the same kind of problems of identifying/making contact with stakeholders and users. Making contact with stakeholders was particularly problematic in relation to the CILSS regional mission; as a result the mission was cancelled and replaced by Skype interviews with the concerned people. Difficulties in identifying and establishing contact with stakeholders/users in relation to the Case Studies, in particular in Tanzania and Sudan resulted in relatively few interviews in this regard.

46. Identifying experts for the expert reviews proved to be a quite challenging and lengthy process delaying the evaluation process. Three experts participated in the reviews of the Price Monitoring Tool and Guidelines for Measuring Individual and Household Dietary Diversity; however, due to time constraints not all of the experts participated in the second round of the reviews. With regard to the Expert Review of the Resilience Tool, only one expert participated.

47. Due to the recent re-structuring of the EC and the change/relocation of Task Managers it was not possible to set up interviews with EC-staff with in-depth knowledge and experience of the implementation of the Programme. However, an interview focusing on the linkages between the FSTP, the Programme and the Global Governance Programme was carried out.

### **3. Relevance and Design**

#### **3.1 *Relevance***

48. More than 850 million people worldwide are undernourished; this figure has stagnated despite progress in some regions; in other regions, for instance Sub-Saharan Africa, the figure increased. More recently, the soaring food prices impacted negatively on the progress in reducing hunger in many developing countries. The lack of overall progress in hunger reduction, combined with the negative impact of the food prices' volatility, further renewed the urgency to develop effective means to address global and national food security issues. Although different approaches exist, there is a general consensus among stakeholders about the overall principles of a global action to reduce hunger and food insecurity: 1) a better understanding of the determinants of food insecurity is needed; 2) a global consensus needs to be built of the parameters/information systems

to quantify and classify different scenarios of country level food insecurity; 3) an enhanced coordination of responses is necessary.

49. The “EC FAO Programme on linking information and decision making to improve food security” builds on these three principles. It is funded by the EC FSTP, reflecting the EC’s continuous commitment through achieving the Millennium Development Goal 1: Eradicate Extreme Poverty and Hunger. The Programme falls under Component 2 of the EC FSTP, a global initiative that seeks to integrate food security objectives within long term broad based poverty reduction policies and strategies. Component 2 focuses on linking information and decision making to improve food security response strategies. The component was planned to be implemented at global, regional and national level through the current Programme (known as Global Programme) as well as regional programmes. The Programme also contributes to/is aligned with other FSTP components, for instance component 1: “Supporting the delivery of international public goods contributing to food security: research and technology”. In addition, component 2 of the FSTP relates directly to Pillar III of the AU/NEPAD initiative CAADP<sup>4</sup>.

50. The current Programme is the third phase of a programme, which started with the 1999 Agreement. The First Phase (2000-2002) was named the Food Security Information Package and included a number of different project agreements; it had a budget of 12 million Euros. The Second Phase, the EC FAO Food Security Information Programme (2003-2008) had a budget of 15 million Euros and included a global programme and activities in 20 countries. The Third Phase was originally planned with a budget of 65 million EUR to be channeled through FAO and distributed to different stakeholders. The plan was dropped and replaced by a global programme and individually funded regional programmes to favour regional ownership. The regional programmes were, however, not funded or delayed and in the end only two regional programmes materialized: “Linking Information and Decision-Making to Improve Food Security in Selected Countries of the Greater Mekong Sub-Region (South East Asia)” and the “EC/FAO Programme on Information Systems to Improve Food Security in the European Neighbour Policy (ENP) area”. The budget of the Global Programme is about 6 million Euros including a 10% contribution (550.000 Euro) from FAO. The FAO funded a Bridging Period of 3 months between the Second and the Third (current) Phase.

51. FAO has a mandate to: “collect, analyze, interpret and disseminate information relating to nutrition, food and agriculture<sup>5</sup>” and the organization is therefore considered the appropriate organization for the Programme. Other factors contribute to the comparative advantage of FAO with regard to knowledge management and the linking to decision-making: 1) FAO is a knowledge based organization; 2) FAO is a more neutral organization than for example WFP/IFPRI; 3) FAO is a member country organization with 192 members; and 4) FAO works in partnership with national governments.

52. The Programme is coherent with the Strategic Framework 2010-2019, and more specifically with the Medium Term Plan 2010-13, which is a reviewed plan of the Medium Term Plan 2006-2011. The Programme contributes to the Strategic Objectives H: “Improved food security and better nutrition” and I: “Improved preparedness for, and effective response to, food and

---

<sup>4</sup> Pillar III of the CAADP is about the “Framework for African Food Security” (FAFS).

<sup>5</sup> FAO. “Strategic Framework for FAO:2010-2019”: Conference, Rome 18-23 November 2009.

agriculture threats and emergencies”<sup>6</sup>. As the Programme was designed before the Medium Term Plan 2010-2013 was in place, the Programme is not entirely aligned with the results (areas of emphasis and de-emphasis) of the Plan. The next phase of the Programme is designed to contribute directly to the Organizational Outputs under the Strategic Framework.

### **3.2 Design**

53. The five first months (the Inception Period) were used for a fine-tuning of the design, to some extent based on the recommendations of the Final Evaluation of the previous phase<sup>7</sup>; for instance the report recommended a higher level of cross-sectorial collaboration. The Inception Period moreover proved to be useful in defining new technical areas not included in the Programme proposal. During the Inception Period, consultations with the regional partners CILSS, SADC, and NEPAD took place, as well as technical consultations with potential international partners like IFPRI in order to identify stakeholders and partners of the project. The importance of collaborating with NEPAD regarding the CAADP was realized during the Inception Period. Below, different aspects of the design will be discussed: the Logical Framework, institutional set-up, and implementation modalities.

#### **Logical Framework**

54. The Logical Framework is generally well-structured and the Overall Objective, Specific Objectives and the Results are relatively well-defined, logical and address identified needs. The weakness of the Logical Framework is the indicators, which only partly adhere to the principle of being Specific, Measurable Achievable, Realistic, and Time-bound (SMART). The main part of the indicators (at Overall Objective, Specific Objective and Results level) are not measurable. (e.g. “Extent to which analytical and policy support work are deemed relevant by partners and beneficiaries”). For this type of indicators it will be difficult to establish baseline data and it will be difficult to assess the achievement of the objective. Some indicators are measurable (“number of collaborations..”), but do not include targets. Targets were established as part of the Inception Report, but only at output level. For the main part of the indicators at result level (number of guidelines produced, etc.), the achievements can easily be established; however, with regard to the Overall and Specific Objectives, achievement can only be established at anecdotic level due to the lack of targets. The excessive number of indicators (totally 53) contributes to the Logical Framework not being a suitable tool for management and reporting. Many of the indicators are relatively identical and could have been merged. However, it should be mentioned that due to the particular nature of the Programme – global with a demand-driven approach – establishing SMART indicators and a baseline are challenging. It would have been preferably to leave out indicators focusing on “extent of” and only include indicators focusing on the utilization of the normative tools, for decision-making, responses, comparability, etc. With regard to the latter type of indicators, establishing baseline data is not required.

---

<sup>6</sup> “The Director-General’s Medium Term Plan 2010-2013 (Reviewed) and Programme of Work and Budget 2012-13”. FAO. 2011/3 (p. 12).

<sup>7</sup> EC/FAO (2009), “EC/FAO Joint Evaluation: Food Security Information for Action Programme (GCP/GLO/162/EC). April 2009.

55. Moreover, the indicator at Overall Objective level (there is only one): "changes in the pattern of allocation (diversification of responses, funding mechanisms, and level of funding) of public resources to address food insecurity at global and country level" does not seem appropriate. Firstly, changes in allocation of donor funding might be an indicator of enhanced design and implementation of food security policies and programme; however, donor allocations can also change due to other reasons, for instance political decisions to focus on food security, etc. Secondly, enhancement of food security policies/programmes does not automatically lead to changes in donor allocations. Appropriate indicators at Overall Objective level would focus on qualitative aspects of food security policies/programmes, for instance increased number of policies/programmes based on holistic food security analysis.

56. The main parts of the Logical Framework assumptions have been holding true (for instance "Other food security key stakeholders actively participate in (and contribute) to the process"). However, the assumptions regarding the regional programmes have only partly been holding true, for instance "Appropriate functional linkages and synergies are established with FSTP supported regional programmes" as discussed in Chapter 3.

### **Institutional set-up**

57. Coordination and management arrangements are generally clearly defined. The Steering Committee (SC) established under the previous phase of the Programme continued overseeing the overall management of the Programme. The EC is chairing the SC meetings; the FAO provides secretarial support through the Coordination Unit. The Programme is based on a cross-sectorial approach at FAO Headquarters (HQ) with eight thematic areas, anchored in six Technical Divisions as mentioned below:

- Resilience and vulnerability to food insecurity; Agricultural Development Economics Division (ESA)
- Nutrition and food security; Nutrition and Consumer Protection Division (AGN)
- Climate change and food security; Climate, Energy and Tenure Division (NRC)
- Markets, price volatility and food security, Trade and Market Division (EST)
- Deriving food security information from Household Budget Surveys; Statistical Division (ESS)
- Integration of food security and nutrition classification and parameters (ESA)
- Food security analysis and decision-making processes (ESA)
- Knowledge and Capacity for Development Branch, Office of Knowledge Exchange, Research and Extension (OEK)

58. The Programme activities are implemented in partnership with external institutional partners. The partnerships can be grouped into three types: a) Partnership with regional organizations (CILSS, NEPAD/CAADP, and COMESA)<sup>8</sup> forming the basis for institutionalizing the programme at regional/national levels; b) Long-term and strategic partnership with partners such as WFP and IFPRI regarding the establishment of the FSIN and the common WFP/FAO Strategy for Information Systems; c) Partnership based on ad-hoc collaboration with regard to

---

<sup>8</sup> The SADC Secretariat was originally also selected as Regional Partner of the Programme (cf. the Programme Inception Report); however, due to internal restructuring of the organization, the partnership never materialized.

production of specific normative outputs, for instance collaboration with the Food and Nutritional Technical Assistance (FANTA) regarding the Guidelines of Household and Individual Dietary Diversity. In addition, the Programme through the Distance Learning Component has signed agreements with various universities (University of Pretoria, Universitat Oberta de Catalunya, etc.) in order to expand the coverage and scope of the Distance Learning activities.

59. The management arrangement is well defined and relevant. A Programme Management Unit consisting of the Programme Coordinator, the Programme and Finance Officer and the Information and Communication Officer is anchored in the Agricultural Development Economics Division (ESA) and has been well located and well-staffed for managing the daily and more strategic management of the Programme.

### **Implementation modalities**

60. According to the Programme Inception report, the Programme is based on a number of principles: 1) demand-driven; 2) partnership; 3) building on existing systems/initiatives; 4) linkages with other initiatives funded under Component 2 of FSTP; 5) flexibility and accountability; 6) field based derived learning; and 7) capacity development and training. All of the principles seem to be appropriate and relevant; we shall examine later to which extent they have actually been implemented. Here we shall only comment on the principles of a demand-driven approach and flexibility and accountability (partnership was discussed above):

61. *Demand-driven.* The change to a demand-driven approach was one of the strongest recommendations of the evaluation of the second phase – and thus also an important principle for the current phase. However, at the same time it was recognized (cf. the Programme Inception Report) that the funds were insufficient for work at country level. This was also recognized by the EC9. Due to the limited resources available for activities at country level, the Programme had to a large extent to employ an “opportunistic strategy” exploiting opportunities where other sources of funding were available for activities at national level. During the Inception Period, consultative processes at global and regional level took place. The Programme was not expecting to identify all (latent) demands; the idea was that the established networks/regional organizations would identify demands at global, regional and national level. At regional level, for instance, in relation to CILSS and NEPAD Distance Learning came out as an identified need. It should be mentioned that quite a number of the normative products were developed in previous phases, for instance the IPC, which was clearly demand-driven, developed in Somalia as response to an identified need. Overall, the Programme has been relatively successful in responding to global demands/needs, for instance through organizing the ISS 2012 and forming the FSIN. Less has been achieved with regard to applying a demand-driven approach at regional and country levels, partly due to the shortage of funding for activities at country level, partly due to the delay of the partnerships with regional organizations and limited linkages with the two regional programmes under the FSTP.

62. *Flexibility and accountability.* Compared to the previous phases, the current phase enjoyed a high level of flexibility in terms of planning activities in the course of the Programme implementation. Within each result area there was room for flexibility with regard to activities. In agreement with EC, the Programme prepared annual work plans instead of a three-year work plan

---

<sup>9</sup> According to information from the Programme Manager. As earlier mentioned, it was not possible to set up an interview with EC staff with in-depth knowledge and experience of the implementation of the Programme.

(each annual work plan was presented in the annual report). FAO moreover presented the key issues planned for the coming year in the Steering Committee, which meets on an annual basis. This in-built flexibility of the Programme is highly relevant and appropriate for a programme planned to be implemented in interaction with and responding to food security development at global, regional and country levels. The risk of the high level of flexibility is, however, lack of cohesion and too much dispersion of Programme activities.

63. The duration of the Programme (3 years) is considered inadequate bearing in mind the type of activities (partnerships with regional organizations and institutional capacity building), both requiring long-term involvement. A time frame of 4-5 years would have been more appropriate.

## **4. Efficiency**

### **4.1 Financial Management**

64. The financing arrangements are highly transparent and accountable. A computer based Programme Management Tool (PMT) was developed during Phase 2 and has been updated to fit with the current phase. The PMT (administered by the Budget and Activity Monitoring Officer) is updating all actual expenditures, commitments made and field disbursement for each work plan and against the results (of each of the 8 Thematic Teams) every fifteen days. The budget allocations are thus divided into sub-budgets for the eight teams (plus a budget for cross-cutting/programme support-management), but administered and coordinated by the Programme Coordinator, who is also the Budget Holder authorizing all expenditure. The PMT can be accessed via the Programme website ([www.foodsec.org](http://www.foodsec.org)) and can be used by both the headquarters and the field offices. The financial management system thus adheres to the above-mentioned principle of accountability.

65. The Programme is efficiently implemented with regard to financial management. A budget revision was approved in April 2011 and the Programme was at the time of the Evaluation Mission negotiating a new budget revision including a no-cost extension (31 December 2011 to 31 March 2012). Both budget revisions include decrease in salaries of professional technical staff as the staff costs have been subsidized through FAO Regular Programme and Trust Fund projects (cf. below). On the other hand, there has been an increase of salaries for administrative staff and consultants. With regard to contracts/LoAs with regional partners the budget revision in April 2011 included a relatively big cut (43% decrease). The decrease in the budget was mainly due to the fact that no LoA was signed with SADC as planned; moreover, the agreement with NEPAD took longer time to finalize and the period of collaboration will thus be shortened. In both budget revisions there are budget changes with regard to travel, trainings/workshop, equipment, operating expenses and advisory services. The deviations from the budget are generally justified, for instance the budget decrease with regard to contracts/LoA with partners due to the above-mentioned problems. Moreover, the flexible project design agreed with the EC is likely to lead to budget adjustments/revisions. With the above-mentioned budget revisions taken into account, the funds are committed and spent in line with the budget. At the time of the Evaluation Mission, the FAO contribution (550,000 EUR) had been fully spent and 4,647,190 EUR out of the 5,5 million EUR EC contribution had been committed/spent<sup>10</sup>. This leaves approximately 900,000 EUR to be spent in the remaining four months. The following activities are planned for the remaining months: the

---

<sup>10</sup> Information from the Programme and Finance Officer, 30 November 2011.



current evaluation, continuation of technical assistance to NEPAD in the achievement of CAADP objectives, continuing the roll-out of the Cadre Harmonisé in collaboration with CILSS, organization of the ISS in January 2012, and preparation of final reports. It is expected that the Programme will utilize the funds in the remaining Programme period; only some limited degree of underutilization is foreseen.

66. As mentioned above, the Programme has benefitted considerably from external funding, both from other Trust Fund Projects and from the Regular Programme, particularly with regard to staff costs. Below, the contribution of Trust Fund Projects to the staff costs of the Programme is presented (Table 1) as well as the contribution from the Regular Programme in terms of staff providing supervisory, technical or operational support to the Programme (Table 2).

**Table 1: Trust Fund project contributions to staff costs of the Programme<sup>11</sup>**

| Project  | Donor   | Contribution to EC/FAO Programme |
|--|---|----------------------------------|
| Sudan Institutional Capacity Programme: Food Security Information for Action (SIFSIA) in Northern Sudan (Jan. 2007-Nov.2011)   | 97% EC & 3% Multilateral funding<br>Budget \$11,834,878     | \$82,434                         |
| Sudan Institutional Capacity Programme: Food Security Information for Action (SIFSIA) (Dec 2006 - Nov 2011)  | 97% EC and 3% Multilateral funding –<br>Budget \$12,000,000 | \$110,754                        |
| Improving the abilities of Regional Organizations to develop, implement and monitor food security training programmes (Feb 2010 - Jan 2014)  | German funding<br>Budget \$1,595,004                        | \$100,618                        |
| Sustainable Food Security Through Community-Based Livelihood Development and Water Harvesting: Jonglei and Upper Nile States, South Sudan (FAO components 1, 2, and 3) – (Mar 2011 - Mar 2014) | CIDA funding<br>Budget \$12,341,105 –                       | \$9,574                          |
| Technical and institutional support for the development of a global multi-agency approach to food security classification based on the Integrated Food Security Phase Classification           | ECHO funding<br>Budget \$1,884,958                          | \$312,767                        |

<sup>11</sup> The amounts indicated do not include funding of activities as these are not captured under the EC/FAO programme, but under the specific projects.

|  |  |           |
|--|--|-----------|
| (IPC), Phase II<br>(Nov 2009 – 2010)   |  |           |
| Appraisal for the review of the results of a fertilizer voucher scheme in Mali, the “Ticket Agri”<br>(Jan 2010 - Feb 2011) | Edenred (ex-Accor Services) funding<br>Budget \$70,028 | \$12,512  |
| Support to the Integrated Food Security Phase Classification (IPC) approach in Africa<br>(Jul 2009 - Dec 201)              | AUSAID funding<br>Budget \$807,000                     | \$23,414  |
| Total contribution   |  | \$652,073 |

**Table 2: Regular Programme staff providing supervisory, technical or operational support to the project**

| Technical Division | Staff Category and Costs   |
|--------------------|--|
| ESA                | 1 Director D2 – approx. 1 month staff time per year (annual standard cost \$278,904)   |
| AGN                | 1 Nutrition officer P4 – approx. 6 months staff time per year (annual standard cost \$201,996)<br>1 Secretary G4 – approx. 3 months staff time per year (annual standard cost \$100,740)   |
| OEK                | 1 Senior Capacity Development Officer P5 (annual standard cost \$232,932)<br>1 Capacity Development Officer (e-learning) P4 (annual standard cost \$201,996)<br>1 Information management clerk G4 – approx. 3 months staff time per year (annual standard cost \$100,740)  |
| NRC                | 1 Senior Natural Resource officer P5 – approx. 4 months staff time per year (annual standard cost \$232,932)<br>1 Natural Resource officer P4 – approx. 3 months staff time per year (annual standard cost \$201,996)<br>1 Clerk G3 – approx. 3 months staff time per year (annual standard cost \$83,304)   |
| ESS                | 1 Senior Statistician P5 – approx. 3 months staff time per year (annual standard cost \$232,932)<br>1 Statistician P4 – approx. 2 months staff time per year (annual standard cost \$201,996)<br>1 Statistician P3 – approx. 3 months staff time per year (annual standard cost \$162,396)<br>1 Statistical clerk G3- approx. 2 months staff time per year (annual standard cost \$83,304) |

67. In addition, ESA has contributed \$192,096 to cover the bridging period and TCI contributed \$13,792. Totally 62 consultants have been hired under the EC/FAO Programme for different contract lengths and time periods as indicated in the Progress reports.<sup>12</sup>

## 4.2 *Management*

68. The strategic management of the Programme has largely been effective. The management structure consists of a Steering Committee and a Programme Management Unit. The members of the Steering Committee are the Director of ESA and the EC head of Unit; the Programme Manager is the Secretary. The objective of the Committee is to provide strategic direction to the project. The idea of launching the Food Security Information Network (FSIN), for instance, came up at a Steering Committee and the EC requested the FAO, WFP and IFPRI to form the network. However, due to the restructuring of the EC, the Steering Committee has not met for the last eighteen months; during the Programme period, the Committee has thus only met twice.

69. The Programme Management Unit appeared to have served well as a coordinating unit for a programme including eight thematic teams anchored in six Technical Divisions. The consultants in the different teams generally reported of good collaboration and support from the coordinator. In the Global Governance Programme, the Programme will to a higher extent make use of the existing FAO mechanisms. There will be no Management Unit as in the current phase although there will be some type of coordinating mechanism. Generally, a higher level of de-centralization is planned in the Global Governance Programme, for instance with regard to authorization of expenditures.

70. The Programme has proved very effective in integrating/mainstreaming the activities into the Regular Programme, in particular in ESA. In October 2009, the Programme became integrated into ESA by constituting one out of nine teams (Food Security Information for Action Team) all included in the ESA Team Matrix, contributing to the Strategic and Organizational Objectives. The mainstreaming of a Trust Fund project into the Regular Programme was very innovative in the organization. Later the teams were merged to the ESA Food Security and Policy Team, headed by the Programme Coordinator. As something unusual for the organization, programme staff outputs were linked with the FAO Strategic Framework and also Programme consultants prepared their Performance Evaluation and Management System (PEMS). In each of the other seven Technical Division involved in the Programme a focal point was appointed; four Programme staff is located in these divisions, the remaining are division staff (Regular Staff/consultants). All of the divisions contribute to the annual work plans and the bi-annual progress reports. Monthly meeting are held with all Programme staff. Through the integration into other Technical Divisions, the Programme has been able to tap/utilize the technical knowledge of these Divisions; thereby presumably improving the technical quality of the normative products while at the same time ensuring some level of sustainability.

71. The Logical Framework combined with the Programme Assessment Framework Matrix<sup>13</sup> were the main management tools (in particular the latter) used by the coordinator. The matrix is a well prepared management tool with targets on annual basis, actions and means/sources of

---

<sup>12</sup> A list of consultants (national/international) with the indication of position and function is included in the progress reports.

<sup>13</sup> The Matrix is interchanging (in the Inception Report) termed the Programme Assessment Framework Matrix and the Performance Assessment Matrix.

verification for each result. Based on these tools, annual work plans were developed and used by the Thematic Teams and the Coordination Unit. As earlier mentioned, the Programme enjoyed a great deal of flexibility and as agreed by EC the Programme prepared annual work plans (rolling work plans) rather than 3 year work plans. The flexible Programme design allowed the Programme to work on technical areas, which were not foreseen from the beginning; for example the work on protracted crises, which became the focus of SOFI 2010. Moreover, after initially working with the AU Commission, the Programme later started working directly with the NEPAD Planning and Coordinating Agency (NCPA), which is a specialized agency of the AU responsible for agriculture and food security.

72. The Programme Assessment Framework Matrix at the same time functions as a monitoring tool. Based on the information from the Matrix, the bi-annual progress reports report against selected key performance indicators at result level. The Programme thereby reports against the main part of the indicators at result level, but not all. For instance, with regard to Result 1.2., the Programme only reports against 3 out of 5 indicators of the Logical Framework. Two indicators have been merged (different types of tools), which is justified; however, the Programme does not report against the indicator: “Number of countries where long-term risks analysis is supported by the Programme”. Given the excessive number of indicators in the Logical Framework, it is understandable that the Programme reports against selected indicators; however, it would have been preferable to revise the Logical Framework as part of the Inception Report/Phase. Overall, however, the reporting against the indicators at result level is good; thus, reporting against the targets in the Programme Assessment Framework Matrix is accompanied by detailed descriptions of activities/outputs in the progress reports. The main weakness of the monitoring of the Programme is the lack of reporting against the indicators at Specific Objective and Overall Objective levels. This means that the achievement of these objectives can only be assessed at an anecdotal basis. It would have been possible to report against the measurable indicators at Specific Objective level; however, it was decided to focus only at result level in the Programme Assessment Framework Matrix. On the other hand, as earlier mentioned it would not have been possible to report against the indicator at Overall Objective level.

### **4.3 Implementation**

73. The Programme is generally well implemented. All inputs including human resources were in place when the Programme was launched. FAO funded a Bridging Period of 3 months for 5 staff (to fill the gap between the previous and the current phase). The remaining staff was recruited after the Contribution Agreement had been signed (16 December 2008). In contrast to the previous phase which included employment of Country Coordinators, the current phase has focused on developing tools at global level and thus there is a need for staff with technical skills.

74. As mentioned above, the Programme is reporting against the main part of the indicators at result level. According to the Performance Assessment Matrix (updated 30 November 2011 with likely projections of achievements to April 2012)<sup>14</sup> the main part of the results are likely to be achieved. The Matrix is on an annual basis reporting against 32 indicators with targets. Of this 14 targets have already been achieved; 9 targets are likely to be achieved by April 2012, and 9 targets will only be partially achieved (as reported against the annual targets). However, even with regard

---

<sup>14</sup> Please consult Annex 5 for the full Performance Assessment Matrix.

to the latter category (only partially achieved) for some indicators the targets are nearly achieved, for instance with regard to number of methodologies/knowledge gaps addressed through joint effort with Programme key stakeholders (Year 1: target 0; achieved 0; year 1: target 2, achieved 3; Year 3: target 4, achieved 3). In general, the areas where the targets have not been achieved mainly relate to collaboration with regional programmes/regional organizations (in relation to different topics). This was for example the case with the Team Deriving Food Security Information from Household Budget surveys preparing the FSSM under the Statistical Division. The work of the team was supposed to move from national (Tanzania and Uganda) to regional level; however this never happened. The non-achievement of the roll-out at regional level was to some degree due to the restructuring of the Statistical Division and the delay with regard to establishing agreements with the regional organizations.

75. Generally, the collaboration with the donor has been good and some synergy has been created between the Programme and EC. For instance the Programme arranged a meeting regarding NEPAD and the CAADP process for the EC in order to create more awareness; the EC has made the Distance Learning (e-learning) courses available to the EC personnel as described later, and lastly Country Briefs are prepared for the EC Delegations in 29 countries (in relation to the Food Facility programme). However, there is room for more collaboration, for instance taking advantage of the presence of the EC Delegations at national level and the preparation of Country Strategy Papers. At a more general level, there seems to be an appreciation within (at least parts of) EC of the Global Programme as playing a catalyst role for wider processes and events at the international food security agenda. This is confirmed by the fact that the EC has approved a 30 million Euro programme: “Global Governance for Hunger Reduction”, which is a result of and builds on the Global Programme (for instance with regard to normative work and regional partnership); the new programme, however, also includes new components such as support to the CFS and a more substantial amount of policy work. The programme generally aim at capitalizing on the comparative advantages of the EC and the Rome-based agencies (FAO; WFP, and IFAD) in order to shift from a project-by-project decision to a longer-term, programmatic, multi-lateral approach and coordinated partnership. The Steering Committee of the Programme will apart from the EC and FAO also include IFAD and WFP. In this regard, the Steering Committee (and the Programme as such) will be very central for partnership and strategic decision-making regarding global food security.

#### **4.4 Partnership**

76. As mentioned earlier the Programme implementation is based on partnership, which can basically be grouped into three different types: A) Regional partnerships; B) Long-term and strategic partnership; and C) Ad-hoc collaboration/partnership in relation to production of specific normative outputs.

##### **A) Regional partners**

77. Some delays have occurred with regard to arrangements with regional partners. The Programme was planned to enter formal collaboration with CILSS, AU and SADC. During the Inception period, it was decided to collaborate with NEPAD rather than AU given the importance of NEPAD and the related CAADP process. Moreover, collaboration with SADC never materialized as the EC decided not to fund the organization under the FSTP. Below the partnering with the two main regional partners, CILSS and NEPAD/CAADP is discussed in detail.

## CILSS

78. Since its creation in 1973 following the droughts in the Sahel region, CILSS<sup>15</sup> has been one of FAO's traditional partners. Over the years, FAO has provided substantial technical support to the CILSS institution AGRHYMET<sup>16</sup>. The collaboration has, however, suffered from limited funding from FAO leading to FAO's withdrawal from some of CILSS' activities. In addition, there was duplication with some FAO/WFP projects within the region (especially early warning systems). The introduction of IPC by FAO in 2006 further strained the relationship between the two organizations until 2008 (cf. Box 2 on the Cadre Harmonisé).

79. Under the Global Programme, a Memorandum of Understanding (MoU) was signed between FAO and CILSS in July 2010<sup>17</sup> specifying the collaboration between the two parties in order to achieve the objective of SP2 of the FSTP based on the principles of subsidiarity, complementarity and reciprocity and taking into account the respective comparative advantages of FAO and CILSS. There is a clear division of tasks between the two organizations: activities at regional and country level will be led by the CILSS with the support of the Global Programme, developing and applying specific analytical methods; data analysis and management tools as well as supporting harmonization and capacity development will be the responsibility of the Programme.

80. An action plan was elaborated by and agreed between FAO and CILSS in February 2010 in Rome. The list of activities in the action plan is flexible and may add additional emerging needs from one year to another. The two parties collaborate extensively in the following two areas, Activity A3: A Learning Programme entitled "Développement des compétences des professionnels de la sécurité alimentaire" is being undertaken with the Centre Régional AGRHYMET under the auspices of CILSS to support the implementation of the CAADP Pillar III - Framework for African Food Security (FAFS) in ECOWAS. The Learning Programme is being delivered in collaboration with FAO and GIZ and funded by the German Federal Ministry of Food, Agriculture and Consumer Protection. An online (e-learning) workshop was delivered in September 2011 with the participation of French speaking countries from CILSS and ECOWAS and also included French-speaking participants from COMESA. A follow-up face-to-face training is planned in March 2012 in Niamey, Niger. Activity 5: Implementation of the *cadre harmonisé bonifié* by the IPC within member countries of CILSS and ECOWAS. The other activities listed in the action plan are about to start with the funding received by CILSS from EC in October 2011. A first e-learning training was organized in October 2011 with the participation of French speaking countries from CILSS and COMESA (Burundi, Rwanda). AGRHYMET (CILSS) has been part of the process of assessment of specific regional needs and preparation of the training technical content with the collaboration of FAO and GIZ. A follow-up face-to-face training is planned in April-March 2012 in Niamey, Niger.

81. It was reported that the speed of implementation of the activities with CILSS is lower than expected and that the completion of some activities might be delayed. This could mainly be explained by the delay of signing the Financial Agreement (EC and CILSS) of a programme funded

---

<sup>15</sup> Le Comité Permanent Inter Etats de lutte contre la Sécheresse dans le Sahel (CILSS) is composed of 9 countries : Gambia, Bissau Guinée, Mauritanie, Sénégal, Burkina Faso, Mali, Niger, Tchad, and Cap Verde.

<sup>16</sup> Agriculture, Hydrology, and Meteorology. Agrhymet is a specialized training and information institution of the CILSS located in Niamey, Niger.

<sup>17</sup> CILSS/FAO (2010): Accord spécifique de collaboration entre le CILSS et la FAO dans le cadre du programme thématique pour la sécurité alimentaire (PTSA) de la commission européenne

under the EC FSTP (February 2011) and the transfer of funding (October 2011)<sup>18</sup>. The collaboration between CILSS and the Programme described in the MoU signed by the two parties is linked to the FSTP programme. The lack of human resource to deal with this complex programme (with diversified activities), high level of bureaucracy and insufficient internal synergy within the different divisions, have also contributed to the delay.

82. Despite the clear distinction of the overall roles of FAO and CILSS, the joint action plan lacks clarity on the specific role of each partner allocated to each activity. The list of activities is too general and does not allow prioritization of the needs. A better planning of the activities on the basis of expected outputs and timing as well as what is expected from the different partners for each activity may give more coherence between the global and regional programme.

83. There is no common governance entity between the CILSS and the Programme for the follow-up of their partnership. However, article 3 of the MoU signed between the two organizations refers to a cooperation mechanism that includes two annual information meetings and posting of technical staff by the FAO Programme. Since the signing of the MoU, there have been two meetings to discuss its implementation (one in Rome and one in Conakry with participation of CILSS and FAO teams). A larger part of the communication between the two organizations is done on an *ad-hoc* basis, due in particular to the good relationship built between the two Programme Managers/Coordinators. There is no “obligation” within the overall Programme design to inform the other partner of the status of their on-going activities: the communication is dependent of the “good will” of the respective programme managers.

## **NEPAD/CAADP**

84. The Letter of Agreement (LoA) between the Programme and NEPAD was signed 26 November 2010; almost two years after the start of the Programme. Apparently, the reason of the delay was the bureaucracy and slow procedures of the two organizations. Based on the LoA, the Programme provided USD 273,944 in support of collaboration and long term technical assistance to NEPAD particularly in the implementation of the Pillar 3 of CAADP (increasing food supply, reducing hunger and improving responses to food emergency crises) for building capacity for food security analytical tools. The activities planned included organizing technical workshops and consultative events in collaboration with Pillar 3 Lead Institutions and COMESA. In addition, NEPAD was expected to support the adoption of FAO Food Security learning materials where applicable and to prepare evidence-based policy briefs to support CAADP Pillar 3, and to conduct special studies for the same purpose.

85. The support to NEPAD from the Global Programme is linked to the Learning Programme entitled “Comprehensive Africa Agriculture Development Programme (CAADP) Pillar III Learning Programme” being undertaken with the University of Pretoria, COMESA, GIZ and FAO. This Learning Programme is also funded by the German Federal Ministry of Food, Agriculture and Consumer Protection. The Learning Programme will take place in 2012-2013 and targets CAADP country-level actors in the COMESA region as well as Anglophone ECOWAS participants. The objective of the Learning Programme is to improve the abilities of regional organizations to develop, implement, and monitor food security training programmes. In relation to NEPAD, the

---

<sup>18</sup> Obtaining further information concerning the CILSS programme proved to be extremely difficult.

Learning Programme is designed to support the CAADP Teams and Food Security Thematic Working Group Members providing them with the required skills and knowledge to implement Pillar III. As with CILSS, the COMESA Learning Programme is comprised of an online (e-learning) and face-2-face component and gives priority to candidates already playing a role in the CAADP process and with some leadership and decision making mandate. The learning objectives include: capacity for evidence based description of food security situations; CAADP and MDG1 goals; mapping of stakeholders, policies, programmes, institutions; and improving M&E practices.

86. All the activities planned under the Global Programme are behind schedule. The position of the food security analyst under the LoA was only filled October 2011<sup>19</sup> and this further delayed the activities. The following activities have been underway: 1) Participation in the Learning Tools Workshop (also referred to as Training Needs Assessment Workshop) organized by University of Pretoria and held in February 2011. 2) Drafting of 2 policy briefs is underway. These are jointly developed by NEPAD and FAO and these are: 'Impact of rising food prices on food security'; and 'Impact of climate change on food security'. A third one may be drafted based on the University of Pretoria learning tools. 3) Another workshop is planned for December 2011 at which the policy briefs and the learning tools will be on the agenda for consultation and finalization. The workshop targets Country CAADP Teams and Food Security Thematic Working Group Members, as well as NEPAD, COMESA, and University of Pretoria.

### **FSTP Regional Programmes**

87. The linkages between the Global Programme and the two Regional Programmes funded under the FSTP<sup>20</sup> were relatively limited apart from few activities: A communication strategy workshop was organized in July 2010 including Country Coordinators and the global communication officer; one of the outputs were communication strategies for each country. Moreover, the web-site of the Global Programme has sections dedicated to the two regional programmes; the outputs are also promoted in the Global Programme newsletter.

88. According to the Programme Managers of the Global and the ENP project Programme, the relatively limited collaboration between the Global and the ENP Programme rested on the following reasons. 1). Scope: the two programmes cover the same domain (food security information for decision-making) but are of different nature: the Global Programme is normative and focuses at the global and regional levels (at least in the design) whereas the ENP is operational and focus at country level. 2). Timing: the ENP started one year later, when the Global Programme had already finalized its work plan and there was limited room for taking into account new ideas/demand. Important opportunities for collaboration were lost, for instance with regard to the Learning Programme: the regions had already been selected when the ENP Programme started and there was no possible way to convince INWENT to add one region (even if paid by the ENP Programme). 3). Relevance: The Global Programme focus on Africa: many of the tools are considered irrelevant by

---

<sup>19</sup> The recruitment of the Food Security Analyst was delayed due to some un-clarity regarding the recruitment procedure; i.e. whether the Analyst should be recruited by FAO (and then seconded to NEPAD) or recruited by NEPAD (using NPCA-AUC procedures). Late in the process it was clarified that NEPAD should be recruiting. The Food Security Analyst is contracted until the end of March 2012 in line with the no-cost extension.

<sup>20</sup> "EC/FAO Programme on Linking Information and Decision-Making to Improve Food Security for Selected Greater Mekong Sub-regional Countries" and the "EC/FAO Programme on Information Systems to to Improve Food Security Decision-Making in the ENP-East Area".



Caucasus countries/Moldova; generally, the countries are reluctant to use tools, which have been developed for Africa. The special issues in the ENP countries relate to EU criteria/conditions for accession and special agreements. 4). Limited interest in the global concept of food security: food security is exclusively considered as a problem of availability; availability is considered a problem for ministries of agriculture; trade and access is considered a problem for the ministries that are dealing with poverty.

89. Collaboration between the Global Programme and the ENP Programme took place (or was great facilitated) because the ENP Programme Manager was based at HQ with access to and knowledge of the normative products. The collaboration was developed in (a limited number of) areas that responded to the demand from the Caucasus countries; thus, all the activities related to agro-meteorological forecasting, statistics, Distance Learning (e-learning) and Country Briefs (under which the Price Monitoring Tool was introduced) are part of the Country Work Plans and have been identified together with in-country stakeholders. Collaboration happened directly with the Global Programme (Country Briefs, website, programme management tool, ISS) or indirectly through working with the same Technical Divisions (and often same staff).

90. The collaboration and synergy between the Global Programme and “EC/FAO Programme on Linking Information and Decision-Making to Improve Food Security for Selected Greater Mekong Sub-regional Countries” also appears to be rather limited. According to the Mid-Term Review of the Programme<sup>21</sup>, the South-East Asian Programme has an unclear regional dimension and is not designed to respond to ASEAN needs. Collaboration with the Global Programme is not mentioned in the Evaluation report. However, it should be noted that, as with CILSS and COMESA, the Distance Learning (e-learning) courses are being used to implement the “Learning Programme for ASEAN Food Security Professionals” being undertaken with the ASEAN Food Security Information System (AFSIS) under the auspices of the Association of Southeast Asian Nations (ASEAN) Secretariat. The Learning Programme is being supported by the “EC/FAO Programme on Linking Information and Decision-Making to Improve Food Security for Selected Greater Mekong Sub-regional Countries”, the Government of Germany and the Japan Ministry of Agriculture, Forestry and Fisheries.

91. The Global Programme Coordinator confirmed that the collaboration with the FSTP funded Regional Programmes had been rather limited; the main reason was the Global Programme’s focus on African countries and the fact that these tools/methods are not necessarily relevant outside the continent. The link between the Regional and the Global Programmes was expected to develop automatically and no mechanisms were put in place for this purpose; however, this did not really happen due to the above-mentioned reasons.

## **B) Strategic/long-term partnership (IFPRI and WFP)**

92. The Programme has contributed considerably to the creation of a strategic/long-term partnership with WFP and IFPRI primarily through the FSIN (not yet launched) and the FAO and WFP Joint Corporate Strategy on Information Systems for Food and Nutrition Security. The role of the Programme in contributing to the enhancement of the partnership was appreciated by both WFP and IFPRI. The inclusion of IFPRI in the FSIN was valued by the Programme due to IFPRI’s

---

<sup>21</sup> ‘Support to the EC Programme on Linking Information and Decision-Making to Improve Food Security for Selected Greater Mekong sub-regional Countries: Mid-Term Evaluation, Final report’, November 2011 (p.17).

comparative advantage in policy making and research. WFP and FAO have collaborated on several occasions, but the strategic partnership with IFPRI is new.

**C) Ad hoc/normative product related partnership.**

93. Types of partnership for instance include universities, which have entered agreements with FAO through the Distance Learning Component, for instance the University of Pretoria and Universitat Oberta de Catalunya and individual partners such as for example FANTA, which have collaborated with the Programme regarding specific normative products. The different types of partnership are described below.

94. Through a LoA between the Programme and University of Pretoria signed 2<sup>nd</sup> of February 2011, the University received \$15,000 to implement a consultative workshop as part of the above-mentioned Learning Programme for regional organizations funded/implemented by the German Government. University of Pretoria successfully organized the “Consultative Workshop on the Proposed Learning Programme for Country Teams and Food Security Working Group Members in Support of CAADP Pillar 3- Framework for African Food Security (FAFS)”. The plan was to develop a module with mixed mode for digital learning and contact tuition, as well as post workshop mentoring. The workshop was held in Pretoria February 2011. The main participants in the workshop were CAADP countries and Thematic Working Group Members, NPCA and COMESA representatives, and representatives from USAID, Africa Lead, CIDA and WFP. The workshop also accomplished curriculum design and instructional design processes. The consultative workshop provided demand side inputs in the design process, especially with inputs from nationals, CAADP and COMESA. The workshop confirmed the need for such training, constituting an initial needs analysis, as well as determining content. Demand was eventually estimated at 5 trainees per country, in total 75 people across the COMESA region. The Programme has also established an MoU with the African Virtual University (AVU) aimed at widening access to integrate the Distance Learning (e-learning) courses in the AVU e-campus for Development and Peace. The AVU collaborates with more than 50 partner institutions in more than 27 African countries

95. In terms of enhanced communication/knowledge sharing mechanisms for demand-driven strategies, University of Pretoria seems to have an array of opportunities for disseminating learning tools. The University has a strategy to work directly with CAADP through country contact persons as well as with the RECs. The USAID sponsored Africa Lead has trained over 1,000 policy makers in the area of food and nutrition security. The training materials are also used in the University’s regular teaching programmes of which the collaborative regional M Sc degree in policy analysis offers a module on fundamentals of nutrition. The Distance Learning (e-learning) courses have been compiled on a CD for wider dissemination.

96. Partnership with FANTA evolved based on collaboration with regard to the preparation of the Household Hunger Scale (HHS). The process was led by FANTA, but with substantial participation from the Programme; three technical articles were produced of which FAO was lead on one. FANTA has moreover been using the Guidelines for Household and Individual Dietary Diversity for training/provision of technical assistance to USAID funded projects. The Guidelines were highly appreciated by FANTA; the Guidelines were described as “concise work and consolidated work focusing on the individual and household perspective”. According to FANTA, the Guidelines filled a gap; due to the preparation of these by the EC/FAO Programme, there was no need for FANTA to start this kind of work. The collaboration with FAO/the Programme was

highly valued (“gift to work with FAO to get greater reach”) and described as creating synergy and improved technical utility.

#### 4.5 Normative products

97. A considerable number of normative products were produced under the EC/FAO Programme as presented in Table 3, the main part of these in partnership with ad hoc and/or strategic partners as mentioned above.

**Table 3: Normative Products produced under the current phase of the EC/FAO Programme**

| Thematic Area  | Normative Product  |
|--|--|
| Resilience and vulnerability to food insecurity                  | Resilience Tool publications (application of the tool in different contexts: Palestine, Kenya, Ethiopia, Sudan and Southern Sudan)   |
| Nutrition and food security                                      | Household Hunger Scale<br>Guidelines for Measuring Household and Individual Dietary Diversity<br>The Latin America Household Food Security Measurement Scale (ELCSA) + workshop<br>Report of the Re-analysis of the Tanzania Urban Food and Nutrition Security Survey  |
| Climate change and food security                                 | Modeling System for Agricultural Impacts of Climate Change Toolbox (MOSAICC)   |
| Markets, price volatility and food security                      | Price Monitoring Tool<br>Price Monitor and Analysis Country Briefs<br>3 publications   |
| Deriving food security information from Household Budget Surveys | The Food Security Statistical Module (FSSM)<br>Conference in Uganda “Integrating agricultural and food security statistics in the national statistical systems for improving monitoring. Evaluation and decision making process, Kampala, Oct 2010 and upcoming publication.<br>Publication on “Food Security Trend Analysis in Tanzania”  |
| Integration of food security classification and parameters       | Integrated Food Security Phase Classification (IPC) Technical Manual Version 2<br>Food Security and Early Warning Network for Information Exchange (FENIX) – new version of the former GIEWS   |
| Food security analysis and decision-making processes             | The State of Food Insecurity in the World (SOFI 2010): Addressing Food Security in Protracted Crisis (publication)<br>FAO and WFP Joint Corporate Strategy on Information Systems for Food and Nutrition Security<br>Food Security Information Network (FSIN)<br>Mapping current Food Security information systems<br>Expert consultation on “Measuring the Impacts of Food Security Related Programming: Addressing |

|                                     |  |
|-------------------------------------|--|
|                                     | Methodological Issues; Gaps, and Lessons Learned” (Impact Evaluation)<br>Review of selected sector policies of the Government of Southern Sudan to identify Gaps in Food Security Policy<br>Constraints to addressing food insecurity in protracted crises (paper; not on FAO website) |
| Communication and Capacity Building | 13 EC-FAO Food Security E-learning Courses adapted to Spanish<br>6 EC-FAO Food Security E-learning Courses adapted French<br>6 EC-FAO new Food Security E-learning Courses in English<br>EC-FAO programme web-site<br>Communications Toolkit   |

## Expert Reviews using the Delphi method

98. Expert reviews was conducted using the Delphi method, which is defined in the following way: “This approach consists of a survey conducted in two or more rounds and provides the participants in the second round with the results of the first so that they can alter the original assessments if they want to - or stick to their previous opinion. Nobody ‘loses face’ because the survey is done anonymously using a questionnaire. It is commonly assumed that the method makes better use of group interaction (Rowe et al. 1991, Häder/Häder 1995) whereby the questionnaire is the medium of interaction (Martino 1983)”<sup>22</sup>.

99. Expert reviews for evaluating three normative products were conducted: the Price Monitoring Tool, the Guidelines for Measuring Household and Individual Dietary Diversity, and the Resilience Tool. A panel of three experts was selected to carry out the review (short biography of the experts are included as part of the reviews, cf. Annex 6); to follow the principle of anonymity the comments are not linked to individual experts. The experts had to comment on the tool following a predefined evaluation framework addressing three main dimensions: 1) relevance and usefulness; 2) design and technical quality and 3) aspects related to the use/implementation of the tool. For each dimension, the framework included a series of questions addressing different aspects. Besides the comments, the experts were asked to rate the tool against each criterion on a scale from 1 to 6 (with 6 being the maximum). The full comments of the experts are presented in Annex 6 (as only one expert could be identified for the review on the Resilience Tool, the full review is not included).

## Price Monitoring Tool - Expert Review

100. The Price Monitoring Tool has been developed to monitor market prices in order to indicate if the trends are following a normal path as well as alerting users when something unusual is taking place. The tool consists of an explanatory paper and a spreadsheet that are available at the

<sup>22</sup> Delphi Method, Prepared by Kerstin Cuhls, Fraunhofer Institute for Systems and Innovation Research, Germany in UNIDO Technology ForeSight Initiative Text book, Foresight Methodologies, Training Manual 2 (2004).

Global Programme website. The data requirements are 7 years monthly data on nominal market prices and the consumer price index. Once the data are inserted in the spreadsheet, the output will be a graph that shows past trends in prices as well as “benchmarks” for future price developments.

101. Table 4 presents the scores of the experts on each of the aspects of the evaluation framework. Due to time constraints related to the evaluation schedule, the second round was completed by only two experts.

**Table 4: Average score after the second round for each aspect assessed**

| Dimensions                     | Questions/Aspects Addressed   | Average Score Range (1-6) |
|--------------------------------|---|---------------------------|
| Relevance and Usefulness       | Relevance of the topics vis-a-vis country needs, in particular developing countries                                       | 5.7                       |
|                                | Influence/importance of the product within its technical area   | 3.3                       |
|                                | Relevance over time: does the product have the potential to retain its usefulness over time or is it time limited?        | 5                         |
|                                | In your opinion, who could be the potential user?   |                           |
|                                | Relevance/Significance of the normative work with regard to what is done in other organizations (comparative advantage)   | 4.7                       |
| Design and Technical Quality   | How would you define the technical quality of the product?  | 3.3                       |
|                                | Within its specific discipline, have the proper methodologies/procedures been followed?                                   | 4.3                       |
|                                | Are the products user-friendly, clearly presented, in the language and, overall tailored to the expected audience?        | 2                         |
|                                | Extent to which the products reflect an innovative approach or cutting edge knowledge in their respective technical areas | 4.5*                      |
|                                | Appropriateness of format   | 4                         |
| For product being used/applied | Is the tool (product) relevant and feasible in relation to the specific contexts where it is applied?                     | 4.3                       |
|                                | Is the product likely to be applicable in other contexts? (apart from where it is already in use)                         | 2.7                       |

\* Only two experts scored the tool against this criterion

102. *Relevance and Usefulness.* All the experts agreed that the tool is very relevant for country level needs. Thus, many developing countries collect price data, but have difficulties in analyzing them. Regarding the influence/importance of the product within the technical area, the score given by the experts is lower compared to the one given on relevance. One expert mentioned that the tool is not new, but puts together already existing methods in a relative easy user format; another expert stressed that more sophisticated econometric methods could give results that are easier to interpret. Regarding the relevance over time, the score given is high (5). However, one of the reviewers emphasized that to make the tool usable in a long-term perspective there is a need for capacity development of users through training. The list of users mentioned by the experts are policy makers as well as lower level members of government, marketing boards, stakeholders in the agricultural sector, government agency mandated with price monitoring, development partners that conduct price monitoring activities.

103. *Design and Technical Quality.* The majority of comments made by the experts in relation to this dimension are focusing on the clarity of the paper and the spreadsheet rather than directly referring to its technical quality. At the end of the second round, all the experts agreed that the tool is not user-friendly. The average score related to this aspect reflects this (2). One of the experts stressed that the excel file layout is confusing (for example variable labels are sometimes missing, the graphs has no title or axis labels making it difficult to interpret etc.) and the spreadsheet is not self-explanatory (the user should be able to look at the graph and interpret results without the use of an explanatory document). Another expert suggested simplifying the background paper to make the tool more user-friendly. The product is regarded too complex to be used by policy makers. However, as pointed out by one of the experts, policy makers are often not directly involved in price analysis and the tool will be probably rather be used by policy advisors. Some technical problems related to the spreadsheet were pointed out. In one case, the text in the paper did not correspond to the data in the spreadsheet. In addition, it is not easy to insert new data in the existing spreadsheet without making some adjustment. Others problems emerge if the data are not expressed in the same scale as the ones in the example. The experts are underlining that the tool can be implemented without high costs since it is using a common software (excel) and data available at national level.

104. *Product in use/applied.* One of the experts pointed out that the use of the tool for generating information in Country Briefs has proved that it can contribute to management of food insecurity.

### **Guidelines for Measuring Individual and Household Dietary Diversity**

105. In 2011, FAO published a revised version of the Guidelines for Measuring Household and Individual Dietary Diversity. The guidelines provide a standardized questionnaire of universal applicability from which various dietary diversity scores can be calculated. The guidelines describe how to adapt and use the questionnaire, how to calculate each scores and how to create other indicators of interest from dietary diversity data. Questions and average scores are reported in Table 5 below. As shown by the table, the average scores given are 5 or above for 11 criteria and between 4 and 5 for the remaining 3. Due to time constraints related to the evaluation schedule, the second round was completed by only two experts.

**Table 5: Average score after the second round for each aspect assessed**

| <b>Dimensions</b>            | <b>Questions/Aspects Addressed</b>  | <b>Average Score Range (1-6)</b> |
|------------------------------|---|----------------------------------|
| Relevance and Usefulness     | Relevance of the topics vis-a-vis country needs, in particular developing countries                                     | 6                                |
|                              | Influence/importance of the product within its technical area   | 5.7                              |
|                              | Relevance over time: does the product have the potential to retain its usefulness over time or is it time limited?      | 5.3                              |
|                              | In your opinion, who could be the potential user?   |                                  |
|                              | Relevance/Significance of the normative work with regard to what is done in other organizations (comparative advantage) | 5.7                              |
| Design and Technical Quality | How would you define the technical quality of the product?  | 5.3                              |
|                              | Within its specific discipline, have the proper methodologies/procedures been followed?                                 | 5                                |

|          |  |     |
|----------|--|-----|
|          | Are the products user-friendly, clearly presented, in the language and, overall tailored to the expected audience?         | 5   |
|          | Extent to which the products reflect an innovative approach or cutting edge knowledge in their respective technical areas. | 5   |
|          | Appropriateness of format  | 5.7 |
| Purposes | Situation and vulnerability assessments  | 5.3 |
|          | Targeting communities for nutrition and food security interventions  | 4*  |
|          | Setting programme targets  | 4   |
|          | Monitoring e.g. seasonal changes in food consumption   | 4.7 |
|          | Assessment of impact of interventions  | 6   |

\* Only two experts scored the tool against this criterion

106. *Relevance and Usefulness.* All the experts agreed on the high relevance of use of dietary diversity scores for country needs and gave the maximum score to the tool against this criterion. Reasons given are that measuring dietary diversity at household and individual level is central for improving nutrition. In addition, dietary diversity scores help paying greater attention to the impact of Food Security programmes on diet quality at individual level. One of the experts pointed out that research is still needed to refine the indicators. All the experts agreed on the high importance of the guidelines within its technical area, in particular the updated version of the guidelines were appreciated. According to the experts, the dietary diversity scores will retain their usefulness as long as research continues and guidelines are regularly updated, and remaining technical issues are solved. One of the experts would like to see more accessible or web based tools emerging over time. The list of potential users made by the experts includes governmental bodies/institutes in charge of food and nutrition security, UN agencies such as FAO, WHO, WFP, UNICEF), local/international NGOs, donors, and researchers.

107. *Design and Technical Quality.* The average score given to the technical quality of the product is quite high amounting to 5.3. One of the experts emphasized that the guidelines are of very high quality with clear description of the tool and good cross references. Another expert gave several specific comments/suggestions for improving the design and other technical aspects of the guidelines (these are reported in Annex 6). Regarding user-friendliness and clarity, the average score given is 5. One of the experts found the document superficial in terms of adapting the tool to local needs although the expert recognized that there are limitations in the level of details to be included in this type of document. For this reason, the tool should not be seen as a stand-alone tool, but as part of a larger piece of knowledge. The score given to the tool by the three experts with reference to the criterion of being an innovative approach or cutting edge knowledge in the area is 5. According to the experts, the approach is not really innovative; however, a good work was done in gathering evidences and experiences from various sources. Regarding the appropriateness of format, two of the experts gave the maximum score. The third one commented that although the format is very good, more accessible or web based tools will be welcome.

108. *Purposes.* Regarding situation and vulnerability assessments, the rate given is again quite high (5.3). Two of the experts were not aware of experiences where the tool was used for targeting. The last expert pointed out that even if it is rather clear from the guidelines, a paragraph could be added in the document to state explicitly that this tool is not intended to be used for targeting individuals or households, but only communities (or areas). Compared to the other purposes, the average score given for setting programme targets is lower (4). The reason given is that there is currently not enough experience worldwide and therefore not enough previous data to use the tool

for setting targets with a reasonable confidence. Targets could be set up only on a relative basis (i.e. once the starting point is known, but not in terms of absolute numbers). With regard to monitoring e.g. seasonal changes in food consumption, one of the experts underlined that this is one of the purposes for which the tool is very well suited. On the other hand, if the change is a marginal reduction of amounts consumed then the Dietary Diversity Score might not capture it. In relation to assessment of impact of interventions, all the experts gave a maximum score.

109. *User survey.* A questionnaire on the use of the Guidelines for Measuring Household and Individual Dietary Diversity was sent to 127 persons (users/potential users and TCE Emergency Coordinators); unfortunately only 10 persons responded. Out of the 10 respondents, five were familiar with the guidelines and three had used it in their work. The purpose of using the guidelines was “assessing the impact of interventions”. Two users found the guidelines “very useful” and one user “somewhat useful”. Only in one case (National Programme for Food Security, Nigeria), the use of the guidelines had implications for priority setting/policy making. In this case, the respondent reported that the use of the tool revealed low dietary diversification in some parts of the country, hence the need for up-scaling activities in those areas particularly promotion of home gardens for dietary diversification.

110. The three respondents were asked about their level of satisfaction with regard to the following aspects: i) methodology used, ii) relevance of the guidelines for your work, iii) quality of the guidelines, iv) usefulness of the indicators developed in the guidelines, v) user friendliness of the guidelines and the analysis framework, vi) adaptation to different contexts, vii) completeness, viii) comparability of the results. The respondents were generally “somewhat satisfied” or “very satisfied” with the exception of one of the users, who was “not very satisfied” with the user friendliness and completeness of the guidelines. One of the two respondents moreover commented that the 24 hour recall may not be enough for generalization on food intake habit of individuals/households. A lot of capacity development is needed for the users. Moreover, it is too cumbersome and requires a lot of patience from the respondents. Another respondent commented that the tool does not indicate the quantities of the different food groups consumed.

## **Resilience Tool**

111. The concept of resilience was expected to prove useful in complementing already existing early warning approaches. Whereas early warning approaches try to predict the occurrence of a food crisis, the resilience framework tries to assess the current state of health of a food system and hence its ability to withstand with shocks should they occur.

112. The Resilience Tool was the subject of a workshop 18 November 2011, arranged by the Programme. The purpose of the workshop was to discuss theory, methods and application of resilience to food insecurity in relation to the publication of a book. Over the last couple of years several scholars and practitioners, mostly at FAO but also in the academia, have conducted research on resilience and the time had come to bring the research to the attention of a wider audience. All possible contributors were invited to present their work related to the concept of resilience. The participants were essentially three groups of people: the FAO-resilience group, the FAO-vulnerability group, the University of Florence group and the British Overseas Development Institute (ODI) group. The work of the Resilience Tool and its application in Palestinian households, Kenya as well as Ethiopia (in relation to panel data) were presented. The conclusion of the workshop was that the topic of resilience is very important and should be put forward both at



research and policy level. An important aspect that emerged from the discussion was that the resilience analysis needs to be context specific; thus qualitative country-based information need to be integrated to validate the quantitative results. Another important comment was that the terms shocks and stresses are not properly used since the two concepts have different policy implications. Regarding the methodological aspects, it was suggested that the resilience methodology needs to be further validated using longitudinal data. It was decided to postpone the publication of the book from 2012 to 2013 and carry out case studies in countries where suitable datasets are available (Nicaragua and, hopefully, Ethiopia) in order to test a common methodology (for example, it was decided to use a dynamic econometric estimation on panel data), and to deliver a white paper on resilience to food insecurity<sup>23</sup>.

113. With regard to the expert review of the Resilience Tool it was unfortunately only possible to identify one expert for the review and therefore it was not possible to apply the Delphi method. A summary of the review is presented below.

114. *Relevance and Usefulness.* The tool scored very high on all questions related to relevance and usefulness (five times 6, the maximum score; one time 5). The expert general considered the issue of resilience a key aspect for improving the response mechanisms to food insecurity and poverty in developing countries. In particular the risk exposure strategies and risk mitigation strategies could benefit from a deeper understanding of resilience. Generally, the considerable resources (tools and strategies) with which households manage risks such as those related to climate change should be better understood and strengthened as part of food insecurity eradication. According to the expert, decision makers and researchers are potential users of the tool.

115. *Design and Technical Quality.* The design and technical quality of the Resilience Tool also scored high (five times 6 and two times 5). The tool is generally regarded user-friendly and overall tailored to the expected audience. According to the expert, the tool represents important new elements to be included in policy design. The tool is generally regarded relevant and feasible in the specific contexts where it has been applied (for instance Palestine) and can be applied in other context; however, the major limitation is data availability.

## **MOSAICC**

116. The Delphi method was not suitable for the MOSAICC due to the technical complexity of this tool. One expert was recruited for an extensive expert review. According to the Terms of Reference (TOR), the expert should assess the following issues: 1) the integration of the single components, the coherence and consistency of the overall system; 2) the appropriateness of the selection of each of MOSAICC's component and their robustness; 3) the relevance of the MOSAICC system at national level (relevance in relation to country needs); the capacity development component of the programme (including review of the training materials). In addition, the expert should review other available documentation on methods and tools. The full report is presented in Annex 6. Below, the conclusions regarding the concept, design of the software, current implementation, science components in MOSAICC, and documentation and training are presented.

---

<sup>23</sup> "Resilience to Food Insecurity: Theory, Methods, and Applications", 18 November 2011, The Food and Agriculture Organization, Rome, Italy. Workshop Report (Draft).

117. One of the main purposes of the review was to learn about the functionality of MOSAICC relative to the different needs of national users. Although MOSAICC was designed for four types of users: system administrators implementing and managing installation, data providers, modelers and external users, who need to retrieve data, the perspective of the expert was that the primary justification for MOSAICC is facilitating national level climate, hydrology, crop production, and economic integrated impact assessments, taking into account important interactions among the individual components.

118. *Concept.* According to the expert, there is an increasing need for integrated assessments of agriculture and food security. MOSAICC targets this very important need, assisting developing countries conducting their own impact assessments for national policy making and planning. This capability needs to be embedded into national policy agencies for periodic assessments, particularly owing to the uncertainty of climate change at regional scales and the importance of revising assessments over time for different purposes. This is an ambitious undertaking with considerable potential value.

119. *Design.* The basic design of MOSAICC is according to the expert very good. It includes tools for linking data to components such that users can focus on the use of data instead of the details of how to get access to it for different processes. It includes wizards that also help users understand these linkages without having to worry about formats, files, etc. The design seems to be modular in that other components could be included in the future without disrupting the databases and interfaces that are currently included.

120. *Current Implementation.* According to the expert, the MOSAICC could possibly be simplified in its first release, training, and evaluation phase. It is important to consider all of the major target features and intended uses in the initial design, but the expert is concerned that users will be overwhelmed when confronted with all of the features in their first exposure. Possible ways to simplify the system include eliminating one or two functions; if other functions provide the same or more capabilities, and possibly implementing MOSAICC for specific users. The expert suggest that MOSAICC developers consider ways to reduce the complexity by reducing options initially available to users, making sure that those that are available are the most likely to be important to a set of users and that they perform seamlessly. It would be useful to set up a use-case that details how an integrated national assessment is accomplished, clearly identifying end results in terms of outputs, assessments, and policy implications.

121. *Science Components.* The Expert Review focused mostly on the crop and climate components. However, there was a concern whether the tool box gives sufficient attention to the quality of integrated assessments as affected by inherent assumptions and limitations of each component. According to the expert, there is a need for focusing more on adapting and evaluating component models to hydrology, crop, and economic situations in the countries and the implications of assumptions as these models are linked providing integrated assessments. Thus, there are complexities involved, particularly due to the many options that are available to users who may not have sufficient background to make all decisions needed for all components and the complexity regarding science capacity development at an integrated assessment level where climate scientists, hydrologists, agronomists, and economists work together.

122. *Documentation.* Documentation of MOSAICC is at an early stage of development. The expert recommends that the MOSAICC team develop an annotated outline of a comprehensive set of documentation and then interact with the different types of users to develop documentation.

123. *Training.* Training is critically important for effective use of MOSAICC and ultimately to its recognition. Yet, training has not been adequately addressed. Training material and capacity development will be needed for each of the four types of users. Furthermore, there will be a need for ongoing training as the system is deployed and used. MOSAICC developers should consider innovative training methods, including web-based modules for users to refresh their knowledge after initial training, to expand and update their capabilities to effectively use MOSAICC and correctly interpret results, and to help local country users provide training to their assistants and replacements. E-learning methods are continuing to evolve and should be a key strategy in development of MOSAICC training materials.

### **Distance Learning (e-learning)**

124. A considerable number of Distance Learner courses have been produced and are available on the Programme website in English; French and Spanish (plus three that at the time of the Evaluation was available only in English). Table 6 below presents the courses and the release dates.

**Table 6: Release dates of the core courses developed as part of the Global Programme**

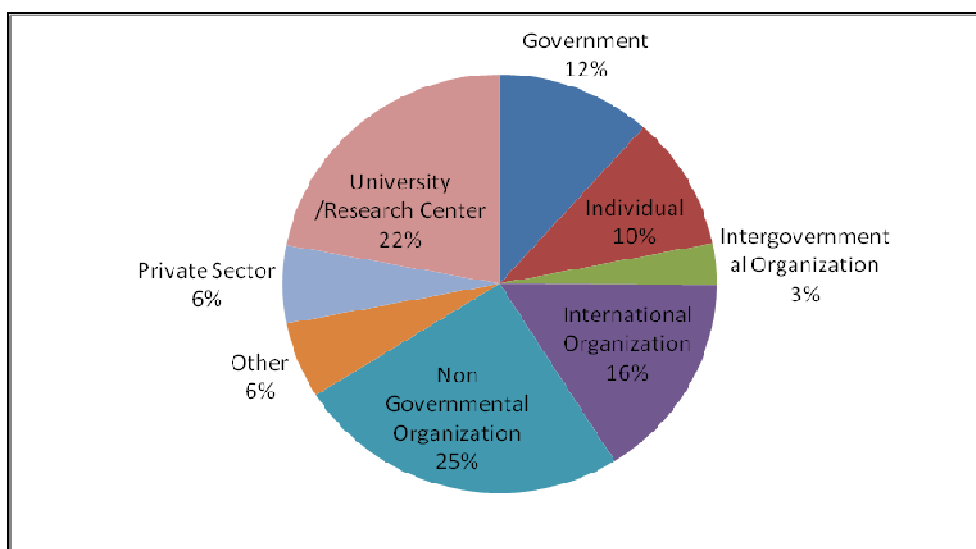
| <b>Courses</b>   | <b>English Version</b> | <b>French Version</b> | <b>Spanish version</b> |
|--|------------------------|-----------------------|------------------------|
| Reporting Food Security Information                          | Oct 2006               | Aug 2007              | Dec 2010               |
| Food Security Information Systems and Networks               | Dec 2006               | Aug 2007              | Dec 2010               |
| Nutritional Status Assessment and Analysis                   | May 2007               | Dec 2007              | Dec 2010               |
| Availability Assessment and Analysis                         | Jan 2008               | May 2008              | Dec 2010               |
| Baseline Food Security Assessments                           | Dec 2007               | Mar 2008              | Dec 2010               |
| Collaboration and Advocacy Techniques                        | Mar 2008               | Sep 2008              | Dec 2010               |
| Livelihoods Assessment and Analysis                          | Nov 2007               | Dec 2007              | Dec 2010               |
| Food Security Concepts and Frameworks                        | Jul 2008               | Oct 2008              | Dec 2010               |
| Food Security Policies - Formulation and Implementation      | Oct 2008               | May 2009              | Dec 2010               |
| Vulnerability Assessment and Analysis                        | Oct 2008               | Feb 2010              | Dec 2010               |
| Targeting  | Nov 2008               | Oct 2009              | Dec 2010               |
| Markets Assessment and Analysis                              | Dec 2008               | Oct 2010              | Dec 2010               |
| Communicating for Food Security                              | Jan 2011               | Mar 2012*             | Mar 2012*              |
| Integrated Food Security Phase Classification                | Sep 2011               |                       |                        |
| Introduction to Social Safety Nets                           | Nov 2011               |                       |                        |
| Climate Change and Food Security                             | Feb 2012*              |                       |                        |
| Resilience   | Mar 2012*              |                       |                        |
| CAADP Pillar III: Reducing Risks and Improving Food Security | Feb 2012               | Nov 2012              |                        |

Note: \* expected release dates

Source: OEKC

125. The total number of learners is quite impressive: 73,148 learners. 21% of the learners are taking the courses on-line. The majority (65%) is ordering the CD-ROMs and 14% are downloading the courses from the website. Figure 1 below shows the types of learners by type of organization. This information is available since October 2010 and is collected when a learner accesses the courses for the first time. As seen in the figure a large share of learners work for NGOs (25%), followed by Universities and Research Centers (22%), International Organizations (16%) and Governments (12%)<sup>24</sup>.

**Figure 1: Type of Learners by Organization/Institution**



Source: OEKC

126. A Distance Learning Survey targeting E-learning participants to measure changes in knowledge, attitudes and practices was conducted. The questionnaire was sent to 918 learners (selected according to the criteria described in the Inception Report); 275 learners responded.

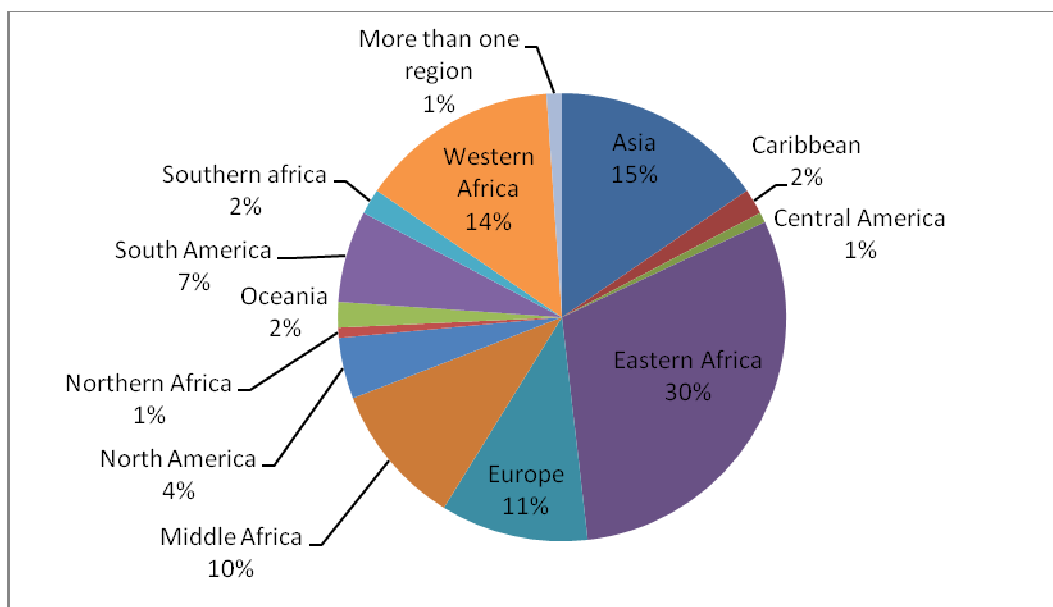
127. The Distance Learner Survey investigated the position of the learners<sup>25</sup>. As the question was open-ended, it was difficult to classify the learners in clearly defined categories. The results show that 23 respondents are professors, 23 student and 7 researchers, 15 consultants, 14 field personnel, 8 M&E, 6 work on policies (policy analysts/advisor/officer/maker), 40 are technical staff (agronomists, engineers, veterinaries, statisticians, etc.). The largest category (63 respondents) comprises programme/project managers, programme/project coordinators, programme/project assistants and programme officers. For the remaining 66 respondents, the job titles include food security advisors, food security officers, coordinators, etc. A significant number of respondents across the different categories are at senior level. The majority of respondents (72%) are currently working in the food security area.

<sup>24</sup> The distribution of the respondents in the Distance Learning Survey sample is relatively consistent with the overall distribution of learners by type of organization. The majority of respondents work for NGOs (22%), followed by International Organizations (18%), Government (17%) and University and Research Centers (16%).

<sup>25</sup> Approximately 250 out of the 275 respondents indicated their position.

128. Regarding the geographical distribution of respondents, as shown by Figure 2 below, the majority are working or studying in Africa, followed by Asia and Europe. The Spanish version of the course was only released in December 2010; this is one of the reasons of the underrepresentation of South America<sup>26</sup>.

**Figure 2: Geographical Distribution**



Source: 2011 e-learning survey

129. According to the respondents of the survey, the most popular courses (completed) are as follows: Food Security Concepts and Frameworks (66%), followed by Food Security Information Systems and Networks (54%) and Livelihoods Assessment and Analysis (53%). The less popular courses completed by only 24% of the respondents are Communicating for Food Security (the reason for the low percentage is most probably that the course was released only in January 2011), and Collaboration and Advocacy Techniques. On average, each learner has completed 5.7 courses. The survey showed that the topics taught in the courses were new for 43% of the respondents. 57% responded that the topics were not new since they had already worked in this area (46%) or studied the topics covered in the courses (11%).

130. As indicated in the survey, 38% of the learners learnt about the courses through a google search, 24% through a link from other websites, 17% from colleagues and 7% from email newsletters. A very high percentage of respondents (90%) recommended the courses to others. The majority of respondents (59%) disseminated the courses among their professional colleagues and work associates in their own organization, 46.3% recommended the courses to professionals in other organizations, 43.3% to friends, 31.3% to students and university staff and 15% to

---

<sup>26</sup> The geographical distribution of respondents of the survey corresponds to the geographical distribution of total number of learners. 47% of the learners come from Africa, 18% Asia, 17% Europe, 10% North America, 7% South America and 1% Oceania.

professional societies and networks (the respondents could give more than one answer to this question).

131. On the question of possible improvements of the courses, 38 respondents requested the provision of a certificate at the end of the courses. Most of the respondents suggested to introduce a final examination for getting the certificate, for instance through on-line tests or a tutor/expert correcting the test in case of open-ended questions or essay<sup>27</sup>. The second most recurrent comment is the request for more practical examples and case studies (22 respondents). Regarding new ideas for future courses, a large number of topics were mentioned by the respondent among which the most recurrent was climate change (a course on this subject is under development and will be released in January 2012).

## **5. Effectiveness**

132. The assessment of the effectiveness of the Programme is seriously hampered by the fact that (in contrast to the indicators at result level) the Programme has not been reporting on the indicators at Specific Objective level. Moreover, as discussed in relation to the Logical Framework, the main part of the indicators at Specific Objective level is not measurable; if measurable, the indicators do not have targets. This means that the Programme can mainly be assessed at anecdotic basis. Some information regarding the indicators at Specific Objective level was, however, provided by the Programme Management Unit in relation to the current evaluation.

133. A major weakness of the Programme is the lack of a Targeting and Dissemination Strategy of the normative products prepared under the Programme. The preparation of normative products has not been accompanied by a thoroughly planned strategy defining the audience and target group of the normative products and outlining the dissemination of the products. There has been dissemination of some normative products, especially the Country Briefs (to EC Delegations with Food Facility projects), nutrition tools and Distance Learning (e-learning courses) at the global level (postings at web-sites, for instance relief web, Eldis, Wikipedia and promotion at conferences and bimonthly programme newsletter). However, there has been no overall coordinated strategy and refined targeting, and more stakeholders could have been reached at regional and national level. The only normative product with a clearly defined audience is the Distance Learning courses (cf. the Introduction). The lack of a Dissemination Strategy seemed to have resulted in limited knowledge of and thereby also limited use of the products at regional and national levels. The regional mission to Southern Africa revealed that the regional partners (COMESA and NEPAD) as well as FAO country offices had very limited knowledge of normative products prepared under the Programme. To the extent the regional partners were familiar with the products, it appeared to be more a co-incidence than the result of strategic dissemination. It should be mentioned that some of the products are not yet at a stage where they are ready to be rolled-out globally, for example the MOSAICC and the Resilience Tool. Some tools, however, have been “on the market” for a while, for instance the Guidelines for Household and Individual Dietary Diversity. All of the Thematic Teams could report of demand/interest from new countries for the various tools developed; however, again it seemed to be by co-incidence rather than based on a strategic targeting and dissemination. There seemed to have been some hesitance to disseminate (“market”) the normative

---

<sup>27</sup> Receiving certificates at the end of the course was also a request in the previous survey. OEK is working on launching certificates.

products produced under the Programme. One of the main critics of the previous phase was that the Programme had been too supply-driven; the recommendation for the third phase was to apply a more demand-driven approach. “Marketing” of the products was somehow understood as conflicting with the demand-driven approach. In the future, the Global Governance Programme is considering using the FSIN as a platform for dissemination of normative products and articulation of latent demand.

134. In the following, the achievement of the three Specific Objectives is discussed separately for each objective. Due to the relatively high number of indicators at Specific Objective level (totally 16) not all of the indicators will be discussed. It should also be mentioned that many of the indicators are very specific (for example early warning/vulnerability analysis/risk and resilience analysis) and could have benefitted from being grouped under an overall broader indicator, for instance “food security information methods and guidelines”.

### **5.1 *Enhanced understanding of food security?***

135. Specific Objective 1: “Global understanding of food security is enhanced through improved and harmonized analysis and monitoring and tailored support to regional partners” appears to have been achieved although the lack of reporting on the indicators hampers a full assessment.

136. The Programme appears to have contributed to a higher level of understanding of food security (the indicator “Extent to which food crises and food insecurity determinants are better understood”), for instance though the work on protracted crises (SOFI 2010). The Programme team was a key player in the elaboration and dissemination of SOFI 2010, which to a large extent was based on the work of the Programme. Due to the input from the Programme, protracted crises are now at the international agenda, including the agenda of CFS and there appears to be a higher level of understanding of this type of crisis. The work on IPC has contributed significantly to a better understanding of phases of food crises.

137. The ISS, which took place January 17-19 2012, is likely to contribute significantly to creating consensus regarding measurement in the coming five years (the indicator: “Level of increased consensus at the global and regional level on the causes, severity and magnitude of food crises”). No official report is currently available, however preliminary reports on the ISS conclusions indicates that the Symposium has been instrumental in shaping the agenda of the food security and nutrition analysis international community for the next five years. A number of priority areas have been identified such as the need to select a suite of indicators; improve the food security and nutrition relevance of national survey, and address emerging issues such as urban food insecurity. The FSIN has been identified as a key mechanism to implement such an agenda.

138. The ISS: “From valid measurement to effective decision-making”<sup>28</sup> is a follow-up on the ISS 2002: “Measurement and assessment of food deprivation and under-nutrition”. The proceedings from the 2002 symposium prepared by FIVIMS (An Inter-Agency Initiative to Promote Information and Mapping Systems on Food Insecurity and Vulnerability) represent the State of the Art within

---

<sup>28</sup> The proceedings from the symposium: “Proceedings- Measurement and Assessment of Food Deprivation and Under-nutrition”. International Scientific Symposium, Rome 26-28 June 2002, serve as an important hallmark of the State of the Art within measurement of food deprivation and under-nutrition.

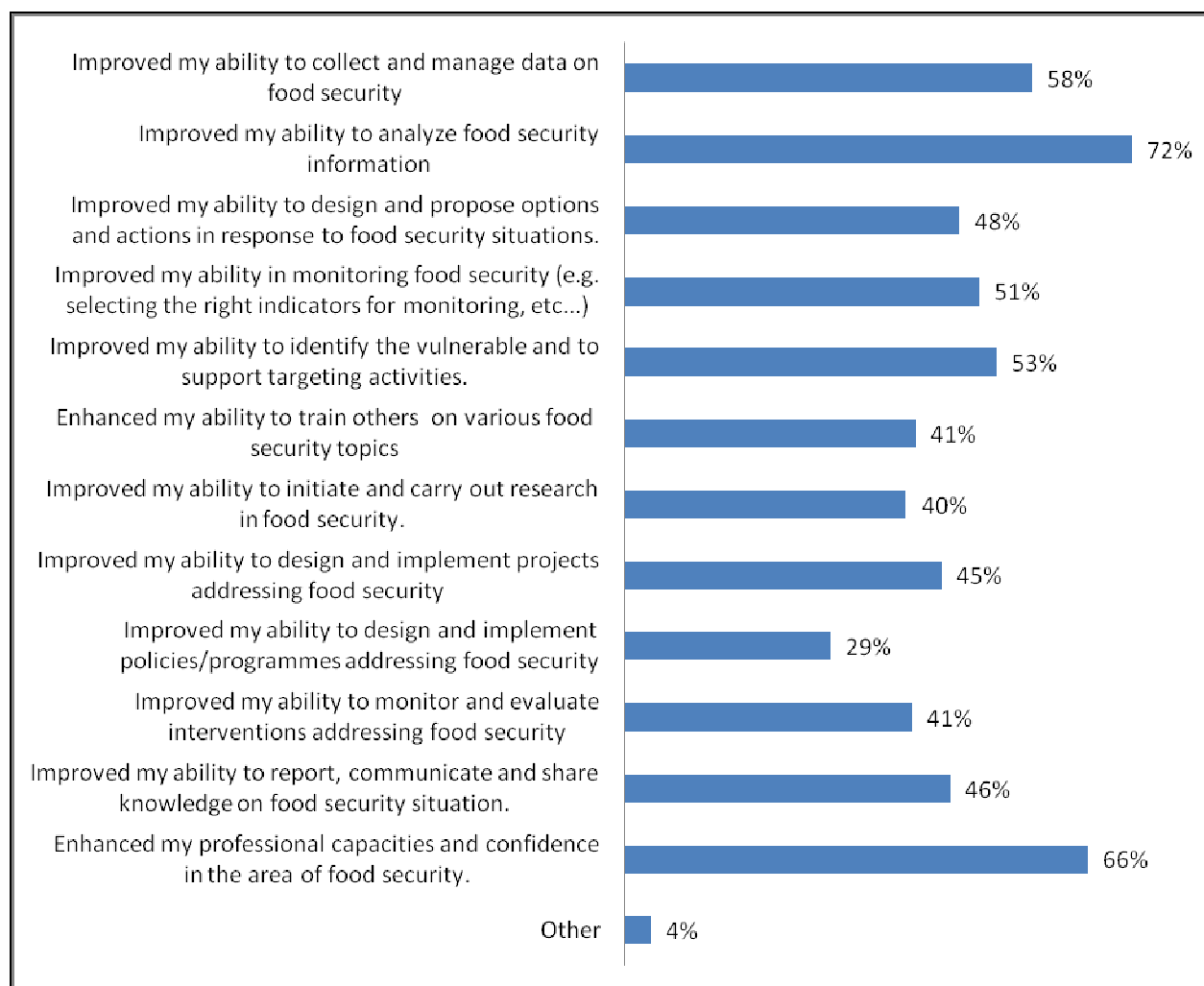
measurement of food deprivation and under-nutrition. Ten years later, there was a recognized need to revisit the food security assessment methods again. The Global Programme was deeply involved in the preparation of the Symposium; a Steering Committee with participation of FAO, IFPRI and FAO and a Scientific Advisory Committee were established. Approximately three hundred persons participated in the Symposium (the Programme funded ten people).

139. Two indicators focuses on capacity building: “Extent to which capacities of Programme partners to actively contribute to improve the global understanding of food insecurity are strengthened” and “Extent to which capacities of partners and other stakeholders in integrating and harmonizing food security and vulnerability monitoring and risk management measures are strengthened”. Capacity development with regard to understanding of food security has taken place at two levels: 1) individual (responsibility of the E-learning system); and 2) institutional (responsibility of the overall Programme). However, lately the Distance Learning (e-learning) tools have been adopted for capacity development at institutional level, more precisely the Learning Programme targeting CAADP, CILSS and ASEAN as mentioned earlier. It is still too early to see the result of the capacity development of the regional organizations as the process only started in 2011 (consultative workshop in Pretoria in March 2011). The Learning itself (E-Learning and Face-to-Face workshops) will be launched in the beginning of 2012.

140. With regard to individual capacity building, the earlier mentioned Distance Learning Survey clearly showed that the courses have been successful in building capacity at individual level and that the new skills acquired are applied in the work. According to the survey results, 99% of the respondents answered that they acquired new knowledge and skills. 50% of the participants said to have greatly improved their knowledge and skills by taking the courses; 29 % had acquired some new knowledge and skills and 20 % had refreshed knowledge and skills. The new knowledge of the Distance Learners was also applied in the work. 72% of the respondents declared to have used the knowledge acquired in their work. As presented in Figure 3, according to the survey results a significant share of respondents (72%) improved their ability to analyse food security information, 66% enhanced their professional capacities and confidence in the area of food security and 58% improved their ability to collect and manage data on food security (the respondents would choose more than one option).



**Figure 3: How knowledge and skills changed the way of working**



Source: 2011 e-learning survey

141. At institutional level, the capacity of Programme partners to actively contribute to the global understanding of food insecurity have been strengthened, for instance with regard to CILSS partners, primarily through the use of the Cadre Harmonisé (cf. the below Case Study of the Cadre Harmonisé).

142. The below Case Study (Box 1) of the Food Security Statistics Module (FSSM) shows an example of capacity development for enhanced food security analysis at national level. The FSSM provides training and technical assistance to strengthen the statistical analytical capacity of national statistics systems, in this case the National Bureau of Statistics, Ministry of Finance and Economic Affairs in Tanzania. The objective is: 1) to improve the statistical analysis of food consumption data collected in national household surveys and Living Standards Measurement Surveys; 2) Derive a suite of food security indicators at the national level and for grouping populations based on demographic, geographical, and socio-economic factors of households; 3) provide inputs to policies to alleviate hunger and poverty.

### Box 1: Food Security Statistics Module (FSSM)

The FSSM was applied in Tanzania in 2010. The aim was to improve the statistical analysis of food consumption data from 2 national household surveys: the 2000/2001 survey and the 2007 survey. This was accomplished by providing training based on the analysis of the 2 data sets, and deriving a suite of food security indicators while at the same time strengthening analytical capacity of the institution. The Programme organized a training workshop in the form of the National Demonstration Center on Food Security and Consumption Statistics in Dar es Salaam in February 2010. A total of 15 nationals from the National Bureau of Statistics (NBS), the Ministry of Agriculture Food Security and Cooperatives and other relevant agencies and participants were introduced to FSSM software developed by FAO Statistics Division, and its application to the national household survey data.

Based on the training, the report “Trends in Food Insecurity in Mainland Tanzania: Food Security and Nutrition Analysis of Tanzania Household Budget Surveys 2000/1 and 2007” was prepared. The report led to a broadening and deepening of analysis and understanding of the nature of food and nutrition security in mainland Tanzania. More specifically, the report focused on: the marginal improvement in dietary energy consumption (DEC); the major contributors of the DEC; the change in patterns between rural and urban populations (in 2000/1 the rural population consumed more calories than urban; by 2007 the situation had reversed); the overall increase in inequality in food access, with the poorest getting more vulnerable over the period; the increase in protein and fat intake and reduction of carbohydrate intake. Generally, the report demonstrates the relationships between poverty and food/nutrition and shows the general improvement of Tanzanian diet from a micronutrient view point. The analysis covered all the 20 regions in Tanzania, showing the improvement and deterioration at regional level during the period 2000/1 to 2007.

The training appears to have enhanced the capacity of the national statistical staff for statistical analysis and in further leveraging the existing data for a better food security analysis. The FSSM support has moreover improved their capacity to train trainers. The NBS and Ministry of Agriculture Food Security and Cooperatives in 2011 thus carried out training for new staff on FSSM and its application. This is a good sign of future utilization and potential sustainability of the new skills and capabilities.

143. The above-mentioned report, while providing new perspectives on the status of food and nutrition in Tanzania, appeared to be short in providing further analysis and insights into the underlying reasons. The analysis has been useful in better identification of vulnerable areas and groups, and the changes in the status of food security and nutrition situation after comparing the results in two HBS surveys. The report is generally strong on profiling and analyzing trends, but weak on information for decision-makers to develop long-term strategies to address food insecurity. The same view was aired by a national stakeholder. This shortcoming is probably related to the limitations of the data rather than the FSSM tool itself.

144. Three indicators focus on number of normative products (risks and resilience/vulnerability analysis/guidelines, food security information and early warning modules) developed by the Programme and utilized by regional and global partners. The IPC guideline/manual, which is being utilized at regional/country level, can be mentioned as an example of the above indicators. Currently, 29 countries are using the IPC on a regular basis or are exposed to it, primarily in Africa, as seen from Table 7. The Global Governance Programme is planning to increase the number of countries to about 45.

**Table 7: Current and potential scope for IPC application**

| Location<br>Eight sub-regions  | Group 1:<br>Countries currently<br>using IPC regularly | Group 2:<br>Countries currently<br>exposed to IPC | Group 3:<br>Possible countries for<br>future IPC exposure<br>and/or implementation<br>(estimates and examples) |
|--------------------------------|--|---|--|
| East and Central Africa        | Burundi, CAR, DRC, Kenya, Somalia, Tanzania, Uganda    | Djibouti, Ethiopia, Rwanda                        | Congo, Eritrea   |
| Southern Africa                | Rep. of South Africa, Zimbabwe                         | Malawi, Mozambique, Swaziland                     | Lesotho, Zambia  |
| West Africa<br>Cadre Harmonisé | Cote d'Ivoire  | Niger, Mauritania, Senegal                        | Guinea, Liberia  |
| South and Central Asia         | Tajikistan   | Afghanistan, Nepal                                | Kirghizstan, Pakistan  |
| South-East Asia                |  | Cambodia, Indonesia, Lao, Philippines             | Myanmar, North Korea   |
| Central America & Caribbean    |  | Haiti, Honduras, Guatemala                        | Nicaragua, El Salvador   |
| South America                  |  |   | Columbia, Venezuela  |
| Middle East and North Africa   |  |   | Iraq, Egypt  |

Source: Internal document prepared by the Global Support Unit (GSU), IPC.

145. The Case of the Cadre Harmonisé in West Africa (also mentioned in the above table) is an example of a regional body (CILSS) using an adapted version of a tool (the IPC) produced by the Programme. The Case of the Cadre Harmonisé is on the other hand also an example of different interests at regional and global levels (Box 2).

### **Box 2: The Improved Harmonised Framework or Cadre Harmonisé Bonifie**

CILSS launched the Harmonized Framework initiative, *Cadre Harmonisé (CH)* for the Identification of Zones at Risk and Vulnerable Populations in 1999 to improve the quality of early warning information and ensure uniform calendars and methods across the region. The framework includes all basic ISFS functions, building on existing ISFS work, such as WFP's Comprehensive Food Security and Vulnerability Assessments (CFSVAs).

The introduction of IPC by FAO Emergency Division in 2006 in the CILSS zone led to some tensions between the two organizations, FAO and CILSS. The existence of the Harmonized Framework initiative was a major reason for the sub-region's and particularly CILSS's general resistance to FAO's introduction of the IPC. Stakeholders in the sub-region expressed concern that the IPC was introduced with no adaptation to existing structures or involvement and responsibilities of relevant local actors and in particular no consideration of the efforts provided by the CILSS on the Harmonized Framework initiative since 1999. As a consequence, there was a competition among the two organizations more than a partnership until 2008.

Discussions on the potential introduction of IPC and how to relate it to the existing Harmonised Framework within the Sahel region started in November 2007, first between FAO and CILSS and then extended to

other key CILSS partners such as WFP and FEWSNET. In March 2008, the participants to the Technical Committee of the Harmonised Framework (Cadre Harmonisé) (including CILSS, FAO, WFP, FEWSNET and some NGOs) identified a number of shortcomings of the CH that needed to be addressed: food security classification, food security indicators and thresholds; and the food insecurity maps. During this meeting, it was agreed to use some IPC elements to improve the methodology of the CH, given their complementary features. In particular, it was agreed to add indicators borrowed from the IPC as well as their thresholds, expanding the analysis of secondary data and using the IPC scale of severity and cartographic protocols.

While maintaining the main characteristics of the CH, which consists of data collection (agricultural survey and early warning) and analysis focusing on estimating crop production and related deficits (access and availability), the integration of the IPC elements aims to expand the scope of the data collection and to strengthen the analysis function. IPC brings a more comprehensive approach to food security analysis including other related factors such as nutrition, food consumption, HH assets and access to basic service. In addition, the integration of IPC elements has contributed to the improvement of the CH, particularly in the following areas: facilitating classification (and technical consensus) through the convergence of evidence approach; enabling greater integration of multi-sectoral data; and enabling greater comparability arising from the adoption/integration of the core IPC protocols.

After years of dialogue FAO is now collaborating with CILSS to ensure complementarity between the Harmonized Framework and IPC under the so-called Improved Harmonized Framework.

146. One of the indicators under Specific Objective 1 focuses on responses based on Normative Products produced by the Programme (“Number of coordinated responses that make specific reference to analytical outputs supported by the Programme”). The use of IPC in particular in the Horn of Africa can be mentioned in this regard.

## **5.2 *Enhanced linkages between food security analysis and decision-making?***

147. Specific Objective 2: “Effective mechanisms that enhance the use of food security analysis to better inform decision-making are strengthened/developed” have been achieved to some extent as the below discussion shows.

148. One of the indicators under Specific Objective 2 focuses on level of comparability across regions/countries (“Extent to which the level of comparability of severity of food insecurity across countries and region is improved”). The use of the Cadre Harmonisé and IPC in respectively West and Southern Africa can be mentioned as examples of future potential for improved comparability.

149. Due to the Cadre Harmonisé tool, CILSS and its member countries will presumably in the future be able to compare the severity of food insecurity and hunger across the region, although the process might be quite challenging. Since its revision in 2009, the first version of the improved Cadre Harmonisé has been tested in five countries namely Senegal, Niger, Chad, Benin and Togo. However, if CILSS is now convinced of the added-value of the improved Cadre Harmonisé as a more complete system that allows better analysis and comparability within the sub-region, lessons should be drawn from the test field in term of ownership at the country level. It appears from the discussions with national stakeholders that much effort is still needed for “tested” countries to adhere to the initiative. The field testing has demonstrated that data collection is one of the big challenges in most of the sub-region countries and that some data may not be accessible (in particular data related to health, mortality, morbidity, diseases connected to water etc.). This emphasizes the need for capacity development of national statistical institutions.

150. It should be noted that the version 2 of IPC has already been issued while the improved Cadre Harmonisé is based on the former version of the IPC and would need to be updated to incorporate the new elements of IPC version 2. But to date, the Cadre Harmonisé based on version 1 of the IPC has not been tested in all the sub region countries, and based on the preliminary results of the field testing and discussion with national stakeholders, this will take time for countries to adopt this tool. Against this background, Cadre Harmonisé adaptation to version 2 of the IPC would require much time. In addition, some ECOWAS countries, non-members of the CILSS use IPC (e.g. Côte d'Ivoire has been using IPC since 2007), thus the harmonization of the two methodologies may be a challenge within ECOWAS, and in a longer term at the continental level as some countries in East Africa and Central Africa are also IPC users.

151. In the Southern Africa region, the FAO Regional Emergency Coordination Office has worked actively to promote the IPC. Through the \$300,000 IPC Seed Project that was run October 2009 to June 2010, the IPC was seen as an opportunity to provide national VACs with a common and standardized technical tool for food security analysis leading to greater consensus between stakeholders. FAO employed an IPC Coordinator and 6 countries signed up for it: Zimbabwe (national analysis of food security situation in Zimbabwe NVAC completed), South Africa (testing IPC in Gauteng Province with interest to expand to Limpopo and Western Cape), Mozambique (training on NVAC completed); the following countries are coming on board: Lesotho, Malawi and Swaziland. Zimbabwe and South Africa have adopted the IPC more extensively using real time data. A greater use of IPC in the region will improve comparability and cross country analysis.

152. With regard to the indicator: “Number of donors and regional bodies that are using FS approaches and methods that have been improved/harmonized with support of the Programme in the planning, monitoring of food security interventions” the IPC can be mentioned in relation to the Horn of Africa crisis. In more general terms, the work on SOFI 2010 can also be mentioned given its potentiality to be adopted as standard approach to deal with food insecurity in protracted crises.

153. The Case Study from Southern Sudan (cf. Box 3 below) presents an example of how analytical and policy support work produced by the Programme is deemed relevant by a beneficiary, the Government of Southern Sudan (adhering to the indicator: “Extent to which analytical and policy support work are deemed relevant by partners and beneficiaries”). The work thus represents an example of the contribution of a specific Programme output to informed decision-making (policy-making).

### **Box 3: Review of policies of the Government of Southern Sudan**

The review (“A Review of selected sector policies of the Government of Southern Sudan to identify gaps in food security policy”) was prepared under the Programme by an independent consultant. The review was found to be of high quality, technically sound and unpacking the policy process sufficiently to provide guidelines for the various sector ministries in general, and for the agriculture ministry in particular. The review thus contributed to the preparation of an agricultural policy for Southern Sudan entitled “The Food and Agriculture Policy Framework – FAPF 2012-2016, Draft”. The process was in line with and contributed to the Sudan Institutional Capacity Building Programme: Food Security Information for Action (SIFSIA) South Sudan.

According to information from the SIFSIA staff, some of the ministries/commissions have tried to develop policies/strategies and programmes relevant to their specific sectors since the formation of the

Government of Southern Africa (GoSS). Many of the policies/strategies were developed based on scanty information and limited qualified human resource available during the formation of the Government. There was thus a need for a comprehensive review for updating the policies/strategies based on the available evidence and current situation in Southern Sudan.

According to the core findings of the review, the GoSS sector policies were suffering from the following: 1) absence of a national food security strategy for guiding the streamlining of food security in sectoral policies; 2) lack of M & E framework (including lack of mid-term review and baseline data); 3) the institutional arrangements for policy/strategy implementation were not clear; 4) lack of coordination framework among relevant stakeholders including States; 5) inadequate attention paid to short term transitory food insecurity; 6) budgetary issues were not clearly defined in most policies/strategies.

The findings of the review work were presented to major stakeholders in a workshop in July 2010. One of the immediate actions proposed during the workshop was revising/updating the current policies based on the finding of the workshop and as per the food security guideline. The SIFSIA project under its annual plan (2011) supported the preparation of a Concept Note on policy support, establishment of a policy task force, with special focus on Food and Agricultural Policy Frame Work (FAPFW). The Task Force was composed of all Directorates in Ministry of Agriculture and Forestry (MAF) and is chaired by Director General, Directorate of Planning and Programming.

In February 2011, SIFSIA and the Task Force started discussing major policy issues and agricultural development challenges in the post independent South Sudan. With support from a FAO HQ policy specialist and SIFSIA a first draft policy was presented in August 2011 after consultation with governmental and non-government stakeholders in food security and agricultural development including the private sector; commercial farmers, traders, and farmers associations. Thematic policies drafted by MAF with technical and financial support from USAID-FARM project were reviewed by the policy specialist and incorporated into the draft FAPFW. The final draft of the policy was submitted to MAF in October 2011 waiting for final comments and additions before submission to the council of Ministers for approval.

154. The above-mentioned review contributed significantly in identifying gaps in connection with addressing major food security objectives in the sector policies, leading to the drafting of the FAPFW. There is now an opportunity for the GoSS to develop a national food and nutrition policy. This would, however, require a central government ministry such as the planning ministry or Cabinet itself commissioning a process of further inter-governmental analysis and dialogue eventually including non-state actors in crafting a comprehensive food and nutrition policy. The challenge for the young GoSS is the lack of capacity at departmental level to lead and execute such a major undertaking. However, even if GoSS generally suffer from lack of capacity, some capacity development building is likely to have taken place within MAF as result of the process of preparation of the FAPF. Thus, the case of policy review in Sudan contributes to the achievement of Specific Objective 2 as measured by the indicator “Extent to which capacities of partners and beneficiaries in designing, monitoring and evaluating better informed food security policies and programmes are strengthened”. Generally, however, there are relatively few examples of normative products prepared by the Programme affecting political decision-making.

### **5.3 *Strengthening of communication and knowledge-sharing mechanisms?***

155. Specific Objective 3: “Communication and knowledge sharing mechanisms are strengthened, particularly with respect to the development and implementation of demand-driven

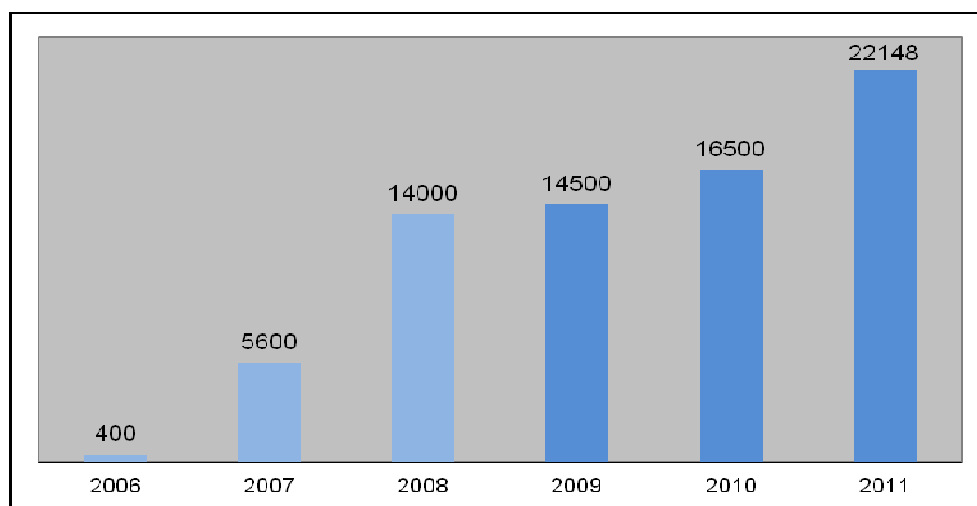


strategies to address food security” appears to have been achieved. Some strengthening of communication and knowledge sharing mechanism appear to have been achieved, but less so with regard to demand-driven strategies.

156. Two of the indicators related to Specific Objective 3 focus on enhanced multi-sectorial team collaboration and partnership/incentives for collaborative work (the two indicators: “Extent to which multi-sectorial teams successfully collaborate on FS related issues” and “Extent to which partnerships and incentives for collaborative work are strengthened”). The whole Programme and its multi-sectorial collaboration across different Technical Division is an example of the first indicator (cf. the Chapter on Efficiency). Similarly partnership (cf. the three types of partnership) and collaborative work (cf. for instance the work on IPC, the FSIN and the Joint WFP/FAO Strategy) has been strengthened by the Programme.

157. Increased use/adaption of methodologies and Programme outputs by target audience has been achieved (aligned with the indicators: “Extent to which use/adaptation of methodologies by target audience is increased” and “Extent to which the use of programme products, analysis, etc. by target audience is increased”). Thus, with regard to some tools, the number of users is steadily increasing, in particular the Distance Learning (e-learning) users. The courses have received attention and interest from a large audience and are today a successful initiative with 73,148 learners attending the courses on-line, downloading courses from the website or receiving the CD-ROMs. As shown by Figure 4, the number of new learners has constantly increased since the beginning. The maximum was reached in 2011 with 22,148 new participants.

**Figure 4: Number of New Learners per Year (phase under evaluation in dark blue)**



Source: OEKC

158. The increasing traffic on the Programme web-site ([www.foodsec.org](http://www.foodsec.org)) indicates increased interests for the Programme activities. During the period November 8-December 8 2011, the website was visited 7,108 times corresponding to 4,444 unique visitors. 53.11% were new visits. The bounce rate, which represents the percentage of visitors who enter the site and leave the site rather than continue viewing other pages within the same site, amounted to 45.27%. On average, visitors spent 4 minutes and 40 second on the site. Compared to eleven months before the traffic

almost doubled; between October 8 and November 7 2010 the number of visits amounted to 3,644 and the number of unique visitors to 2,436<sup>29</sup>.

159. Between February 8 and December 8 2011, 16 of the top contents were related to the Distance Learning courses with a total of 45,008 unique page views<sup>30</sup>. Other pages on the top content were the website index (10,306 unique page views), the ISS (3,765 unique page views), the tools homepage/index (3,338 unique page views), the Country Briefs (2,631 unique page views), the “publications” homepage (2,195 unique page views), the web overview (2,307 unique page views) and the news and events index (1,194 unique page views). In sum, the use of the web-site has significantly increased; i.e. it almost doubled within the last year. The website traffic records again reinforced the importance of the Distance Learning courses as this was by far the main reason for visiting the web-site.

160. A survey regarding the Communication Toolkit was conducted to collect opinions of users. The questionnaire was distributed to participants of communication workshops where the toolkit was used as reference book (5-6 workshops each with 20-30 participants). In addition, the questionnaire was sent out with the programme newsletter. The total number of responses received was 15. The respondents had generally used the Toolkit for the following purposes: designing a Communication Strategy, writing report, providing training, communicating with policy makers and working with the media. All of the respondents rated the Toolkit as very useful. The respondents generally found that using the Toolkit had improved the impact of their work and the work of the organization (8 agreed to some extent with the statement; 7 fully agreed). Regarding the statement “I better understand different formats for writing about food security” 7 respondents agreed to some extent and 8 respondents fully agreed. With regard to the last statement “I better target my audience” 6 respondents agreed to some extent and 9 respondents fully agreed. In addition, one of the respondents commented the following: “I have realized the importance of coordinating with media in a development organization”. The Communication Toolkit thus very directly contributed to the achievement of Specific Objective 3: strengthening of communication and knowledge sharing mechanisms.

## **6. Gender Mainstreaming**

161. Gender has not been sufficiently mainstreamed into the Programme (objectives, design and implementation). Gender mainstreaming in relation to food security information systems would for instance imply that data analysis was based on gender disaggregated data. Due to the lack of gender mainstreaming, the Programme does not contribute to Strategic Objective K: “Gender equity in access to resources, goods, services and decision-making in the rural areas” The appropriate Organizational Result for the Programme (had gender been mainstreamed) is K2: “ Governments develop enhanced capacities to incorporate gender and social equality issues in agriculture, food

---

<sup>29</sup> Information from OEK.

<sup>30</sup> The data reported in this section are unique page views. A *page view* is defined as a view of a page on a site that is being tracked by the Analytics Tracking Code. If a visitor clicks reload after reaching the page, this is counted as an additional page view. If a user navigates to a different page and then returns to the original page, a second page view is recorded as well. In contrast, a *unique page view* aggregates page views that are generated by the same user during the same session and thus gives a more precise picture of the number of users.



security and rural development programmes, projects and policies using sex-disaggregated statistics, other relevant information and resources”. The Programme had no strategy for addressing practical and strategic gender interests (including within Programme Management). With regard to the normative products there are only a few examples where gender has been mainstreamed into the products. The Resilience Tool has been working with gender dis-aggregated data and the work on protracted crisis (SOFI 2010) included a chapter on gender issues in protracted crises<sup>31</sup>. Due to the lack of gender mainstreaming into the normative products (for instance based on gendered indicators), the Programme is not likely to lead to enhanced gender analysis or increased gender equality.

162. The lack of gender mainstreaming is to some extent a structural problem in the organization. With regard to the gender analysis in relation to the work on protracted crises, gender disaggregated data were not available in the Gender Division and this obviously hampered the analysis. Partly as result of the recent Gender Evaluation<sup>32</sup>, the Gender Division is likely to grow in importance in the organization. One of the main findings of the evaluation was that only very limited gender related work is going on; one recommendation was to strengthen the Gender Division and mainstreaming gender into the work of other Technical Divisions.

163. In the Global Governance Programme, a Gender Equity Team will be established and the Programme will aim at gender mainstreaming by building on the findings and recommendations of the above-mentioned Gender Evaluation. This will for instance include: promoting the equal participation of women and men in governance mechanisms; requesting each component of the Programme (where relevant) to allocate a part of their budget to gender mainstreaming activities; and including specific gender performance indicators in the Logical Framework of the Programme. It is thus expected that relevant Programme outputs will contribute to the above-mentioned Organizational Result K2<sup>33</sup>.

## **7. Impact**

164. The Overall Objective of the Programme is: “The design and implementation of food security policies and programmes (responses) are enhanced through improved and harmonized food security and vulnerability analysis methods and effective use of information in decision-making”. As mentioned in Chapter 3 (Efficiency), there is only one indicator at this level: “Changes in the pattern of allocation (diversification of responses, funding mechanisms, level of funding) of public resources to address food insecurity at global and country level” and is not well-defined as earlier discussed. Moreover, data (Means of Verification) are not available; thus it is not possible to assess the achievement of the objective.

165. However, some unplanned positive impacts of the Programme are observable, for instance enhanced collaboration between stakeholders/donors/partners) regarding food security issues; the newly established partnership between FAO, WFP and IFPRI is an example. The

---

<sup>31</sup> SOFI 2010: Addressing food insecurity in protracted crises. WFP/FAO.

<sup>32</sup> FAO (2011). Office of Evaluation. Evaluation of FAO’s role and Work related to Gender and Development . June 2011.

<sup>33</sup> Annex 1 to the European Community Contribution Agreement number 2011/262-399. Description of the Action. Programme Description Global Governance for Hunger Reduction.

partnership/collaboration between FAO and WFP has also improved significantly; the Joint Corporate FAO/WFP Strategy and not least the fact that FAO and WFP have started to invite the other agency for donor consultations witness about a new situation. 2) There seems to be an enhanced understanding of the importance of food security information systems for decision making in CFS as reflected in the CFS reforms.

166. It can of course be difficult to attribute the above positive impact to the Programme. However, even if there have been other contributing factors, the Programme appears to have been a catalyst of an increased attention to and understanding of the importance of food security information systems. The Programme has thus become the natural “institutional home” for processes/events related to food security information systems; this is for example reflected in the fact that the Joint Corporate WFP/FAO Strategy was prepared under the Programme; moreover, the idea of establishing a global network for food security information derived from a Programme Steering meeting. The SSI, which was arranged by the Programme, and which is expected to show the direction for food security information system the next five years, also witnesses about the global importance of the Programme.

167. With regard to regional partnership, it is difficult to measure the impacts due to the short time frame and delays in the implementation of many of the planned activities. However, with regard to CILSS and the Programme both partners recognize to have built up some institutional collaboration after years of misunderstanding (cf. the Case Study of the Cadre Harmonisé). At the sub-regional level, the work on Cadre Harmonisé in particular, has resulted in multi-stakeholder and interagency dialogue. Moreover, the role of CILSS as a key partner within the sub-region is reinforced. As a consequence, CILSS is involved in key initiatives related to food security at global level: e.g. establishment of a globally incentive driven food security information Network (FSIN), a FAO/WFP joint initiative. At the country level in West Africa, the work with the Cadre Harmonisé has brought together stakeholders that are not used to work together (e.g. health service and social services working with agriculture and trade services) and has extended the discussion on food security issues beyond the statisticians and ministries of agriculture, changing the debate from focusing on quantitative aspects only to also including qualitative aspects.

## **8. Sustainability and Up-Scaling**

168. Generally, there are good prospects for sustaining and up-scaling the Programme results as many of these will be sustained under the Global Governance Programme, which was approved in December 2011. The EC contribution to the Global Governance Programme is 30 million Euro (in addition to this comes FAOs own contribution of 17,964,879 Euro); other donors are also expected to fund specific components/countries/regions under the Programme. The Global Governance Programme will work essentially at the global/normative level and may focus some of its efforts in a limited number of countries in a coordinated manner. The countries are still to be identified. The FSIN is expected to focus on the same countries. Due to the focus on only a limited number of countries a significant impact is expected at country level.

169. Many of the normative products prepared under the current phase will be sustained under the Global Governance Programme. For instance the FAO/WFP Joint Corporate Strategy, the FSIN, the work on the Resilience analysis, the work on food security impact assessment, IPC, the work on integration of nutrition indicators in information systems/surveys/impact evaluations (based on for

instance the work with the Household Hunger Scale and the Guidelines on Household and Individual Dietary Diversity), the work on volatility of food prices, Distance Learning (capacity to decision-making), and work on protracted crises.

170. Sustaining the results is also to a large extent related to level of ownership of outputs among intended beneficiaries/users. With regard to the IPC, which originally was prepared by FAO in Somalia, there has been a remarkable development with regard to ownership of all partners. Until the recent development of Manual version 2.0, WFP and FEWNET were partners, but with some reservations. During the Result Oriented Monitoring (ROM) Mission in December 2010 (conducted by the Team Leader) WFP thus expressed their commitment to the tool, but at the same time stated that the tool was not always useful in relation to WFP emergency operations. During the mission for the current evaluation, WFP showed full commitment and ownership of the tool. The revision of the IPC Manual, from version 1.0 to version 2.0. was a joint process with participation of all the partners, thereby developing a higher level of ownership. Previously, there was a tendency that the IPC was more seen as a FAO tool. Also government and various agencies were consulted in the process.

171. As concerns the promotion of the IPC in the Southern Africa region, the process was started by the FAO Regional Emergency Coordination Office (national roll-out of global training) as described earlier. The plan is, however, that the process will be taken over by the SADC. The process is expected to be slow; but it is also expected that regional ownership will evolve.

172. Sustaining and up-scaling the results of the Programme furthermore depends on the success of harmonizing/integrating/institutionalizing the outputs into other existing structures at global, regional or national level. In particular the Distance Learning Programme has been integrated into and/or utilized by different programmes, institutions and audiences. The partnering with the University of Pretoria with regard to Distance Learning as part of the Learning Programme has significant prospects for scaling up given the positioning of University of Pretoria as the lead policy training entity in the region. The combination of degree training, Distance Learning, and access to networks with other related programmes that the University participates in, offers considerable dissemination and scaling-up opportunities. The Distance Learning courses have also been included (loaded) in the E-learning Platform, i.e. the Learning Content Management Systems (LCMS) of the EC. The Distance Learning Food Security Courses prepared by the Programme has been attended by the following number of staff members at HQ or at Delegations: 156 in 2009; 75 in 2010, and 32 in the first semester of 2011. The participation in the Distance Learning Courses is registered in the Training Passport of the participating staff<sup>34</sup>.

173. A number of the tools developed under previous phases of the Programme have been mainstreamed into the Regular Programme, for instance the IPC. Currently, only 3% of the IPC is funded by the Programme; the remaining 97% is funded by DFID, CIDA, Australia, and WFP (through USAID untied funds, which USAID requested to be tied to the IPC) as well as the FAO Regular Programme. EuropeAid has previously perceived the IPC as an emergency tool and has therefore been reluctant to fund it. However, the IPC will be funded under the Global Governance Programme (approximately 3.2. mill Euro)<sup>35</sup>. An IPC multi-agency team (Programme Manager,

---

<sup>34</sup> Information from the Head of Section, Training and Knowledge Management, European Commission.

<sup>35</sup> Information from the Programme Coordinator.

Technical Manager and Communications Manager) located at FAO will be established. In countries where IPC has already been implemented, not further funding is required.

174. At regional level, the prospects for continuing the work of CILSS (and Cadre Harmonisé) are relatively good. CILSS is far from being self-sufficient and depends for 100% of its operational budget on external funding. Several donors, however, have already expressed their interest in funding activities under this Programme (USAID, AFD, GIZ etc.). Although CILSS's ownership is recognized for some activities (e.g. Cadre Harmonisé), the organization suffers from insufficient human resources. Therefore, it depends on technical support including support from FAO/WFP, in particular when it comes to building capacity at the country level. Moreover, the institutional collaboration needs more transparency and coherence between the two parties and a better communication on the follow-up of the respective activities. With regard to Southern Africa, the collaboration between the Programme and NEPAD and University of Pretoria started late and the key outcomes and impacts are still not realized. The foundation has, however, been laid for continued and strengthened partnership under the Global Governance Programme.

175. Regarding contribution to the Organizational Strategic Objectives, the Programme has contributed to H: "Improved food security and better nutrition" and I: "Improved preparedness for, and effective response to, food and agriculture threats and emergencies" of the Strategic Framework 2010-2019 and the Medium Term Plan 2010-2013. As the Programme was designed before the Framework and Plan was in place, the Programme is not entirely aligned with the Organizational Results (areas of emphasis and de-emphasis) of the Plan. However, the Programme has contributed to Result H04: "Strengthened capacity of member countries and other stakeholders to generate, manage, analyze and access data and statistics for improved food security and better nutrition". Under this Result, higher emphasis should be given to the Implementation of the Corporate Strategy on Information Systems for Food and Nutrition Security (ISFNS). The Programme also contributed to Result H05: "Member countries and other stakeholders have access to FAO analysis and information products and services on food security, agriculture and nutrition, and strengthened own capacity to exchange knowledge". Under this Result, higher emphasis should be given to analytical work on food security and nutrition to inform countries, development partners and other stakeholders on underlying causes and options for response, which is also in line with the Global Programme activities. With regard to the Organizational Results related to Specific Objective I, the Programme has contributed to I02: Countries and partners respond more effectively to crises and emergencies with food and agriculture-related interventions (for instance through SOFI 2010 and applying the IPC).

176. With regard to the Core Functions of the Strategic Framework 2010-2019, the Programme has contributed to the following functions: b). "Stimulating the generation, dissemination and application of information and knowledge, including statistics"; g) "Bringing integrated interdisciplinary and innovative approaches to bear on the Organizations technical work and support services"; and h) "Working through strong partnerships and alliances where joint action is needed".

177. The Global Governance Programme has been designed to contribute directly to the Organizational Results of the Strategic Framework; more specifically the Programme is expected to

contribute to thirteen Organizational Results thereby achieving twenty-one Organizational Outputs<sup>36</sup>.

## **9. Conclusions and Recommendations**

### **9.1 Conclusions**

#### **Relevance and Design**

178. With the exception of the regional partnership, overall the institutional set-up of the Programme have been well-designed, relevant and have served its purpose of both allowing for long term and more ad hoc partnerships. At the same time the strong mainstreaming into the Regular Programme is crucial for allowing both the Programme (Trust Fund project) and the Regular Programme to contribute to the FAO Strategic Framework as well as sustaining the results of the Global Programme. The Logical Framework was relatively well-designed in terms of linking activities, results, outcome and impact, but it was weak in terms of well-defined indicators, in particular at Specific Objective and Overall Objective level. Moreover, with the apparent understanding between EC and FAO (also indicated in the Inception Report) that the Programme would not be able to roll-out the normative products at national level, it could be argued that the Programme as coined in the Logical Framework appears to be a bit over-ambitious regarding the expected results at country level.

#### **Efficiency**

179. The Programme has generally been efficiently implemented in terms of both Programme management and financial management. According to the Inception Report, the Programme rested on 7 principles: 1) demand-driven; 2) partnership; 3) building on existing systems/initiatives; 4) linkages with other initiative funded under Component 2 of FSTP; 5) flexibility and accountability; 6) field based derived learning; and 7) capacity development and training. Below the extent to which the various principles have been successfully applied will be discussed:

1. *Demand-driven.* This principle is very central for the Programme; enhancing a demand-driven approach was also the recommendation of the evaluation of the last phase. A global programme based on a demand-driven approach is by its very nature very challenging. The plan was that demands should also be identified through partnership and network; however, the partners and networks have only partly fulfilled this role. As earlier mentioned the Programme had applied an “opportunistic strategy” with regard to the demand-driven approach at country level. Thus, limited resources were available for activities at country level, and the Programme had to respond to opportunities rising, for instance with regard to the work on the Resilience Tool in Gaza. The idea of a fully articulated national/regional demand might also not be realistic. To articulate such as demand (knowing the type of tool/system needed) requires a relatively high level of understanding of food security information systems, which currently is not in place in most countries. Thus, demand should be defined as “latent demand” identified through a joint gap analysis. The focus on a few countries in the Global Governance Programme will

---

<sup>36</sup> Description of the Action (Global Governance for Hunger Reduction).

make it simpler to identify problems and to respond to latent demands at national levels. Moreover, the FSIN is expected to be central for the articulation of demands at national, regional and global levels in the future.

2. *Partnership.* The Programme has generally been successful with regard to establishing ad hoc (related to normative products) and strategic/long-term (WFP/IFPRI) partnerships; however, partnering with regional organizations through formalization of institutional agreements proved to be a very lengthy procedure, delaying the global-regional collaboration. Overall, the shift to regional counterparts in the current phase has been less successful.
3. *Building on existing systems/initiatives.* This principle has to some extent been practiced. For instance the MOSAICC aims at integrating different existing models into one tool box. The Improved Cadre Harmonisé was also the result of integrating parts of the IPC into the original Cadre Harmonisé. The Programme contributes to rebuild the relationship between the FAO and CILSS through the joint work on improving the Cadre Harmonisé through the IPC (introduced in West Africa by the FAO Emergency Division).
4. *Linkages with other FSTP Component 2 initiatives.* The linkages between the Global Programme and the two Regional Programmes funded under the FSTP were rather limited, in particular with regard to the Southeast Asian Programme. In the case of the ENP Programme, the collaboration with the Global Programme was to a large extent possible because the Programme Manager was located at HQ.
5. *Flexibility and accountability.* The Programme has been very successful in applying the principles of flexibility and accountability. The Programme design has (in agreement with the EC) been very flexible in terms of operating with annual work prepared on the basis of identified priorities rather than a long-term plan. This has allowed the Programme to respond and contribute to important events at the international agenda, for instance SOFI 2010. The Programme has at the same time been highly accountable, mainly through Programme Management Tool reporting on actual expenditures, commitments made and field disbursement for each work plan and against the results (of each of the 8 Thematic Teams) every fifteen days.
6. *Field based derived learning.* The principle of all normative products being tested/fine tuned in the field has been applied for all normative products. With regard to some products, the Programme is still in the process of testing the product or the product will require more fine tuning (for instance the MOSAICC and the Resilience Tool).
7. *Capacity and training.* This principle is mainly related to the establishment of the Global Learning Centre, mainly focusing on Distance Learning. Capacity-building and training both at individual level and institutional level has been largely successful (the latter in relation to regional organizations is about to be launched under the Learning Programme).

180. A high number of normative products have been produced by the Programme; for instance the Climate Change Tool Box, the Resilience tool, etc.. Reviews of selected products were carried out to assess the technical quality of the products. According to the reviews of the products MOSAICC, Resilience Tool and Price Monitoring Tool there is certainly potential, but the tools are

still too complex and suffer from some shortcomings; more work is needed to make the tools applicable at country level. The last normative product, which was subject for an expert review, the Guidelines for Household and Individual Dietary Diversity, received very positive marks in terms of both technical quality and user-friendliness. A user survey was carried out of Distance Learning (e-learning) courses; the courses were likewise highly appreciated by the users for both their technical quality and user-friendliness.

## **Effectiveness**

181. The Programme has generally been both efficiently and effectively implemented. Due to the lack of reporting on the indicators, the achievement could only be assessed at anecdotic level. Specific Objective 1 (Global understanding of food insecurity is enhanced) and Specific Objective 3 (communication and knowledge sharing mechanisms are strengthened) have been achieved to a higher extent than Specific Objective 2 (Effective mechanisms that enhance the use of food security analysis to better inform decision-making are strengthened/developed). The objectives 1 and 3 could probably have been achieved at a higher level had the Programme applied a strategy for Targeting and Dissemination.

182. As concerns Specific Objective 2, in order to achieve changes with regard to the decision-making level, a targeted focus on this level is required. The normative products should be adapted to specific contexts to fit into decision-making processes at country level; moreover, decision-makers should be more directly targeted. Impact at the political decision-making level does not follow automatically from enhancing the food security information systems. Generally, establishing linkages between enhanced food security information systems and the decision-making level is not well addressed in the Programme. The Learning Programme (funded by the German Government) including E-learning, focusing on regional organizations is an example of a Programme, which to a higher extent address this linkage. Thus, the Learning Programme targets people involved in the CAADP process; more precisely people who have decision-making roles or who are able to influence decision-making. Another example is the African Lead programme in which UP provides training of policy makers. The Global Governance Programme focuses more directly on building human and organizational capacities of global, regional and national organizations (including governments) for generating and using relevant food security analyses (Programme Outcome 4).

## **Gender Mainstreaming**

183. Gender has by and large not been mainstreamed into the Programme; only a few normative products (SOFI 2010 and the Resilience Tool) have made use of gender-disaggregated data. The lack of gender-mainstreaming is to a high extent a structural problem of the organization as pointed out by the recent Gender Evaluation. The Global Governance Programme aims at strengthening the Gender Division and mainstreaming gender into the work of the other Technical Divisions.

## **Impact**

184. The Overall Objective of the Programme is not likely to be achieved within the life time of the Programme (extended to April 2012 through a no-cost extension and budget revision). As

mentioned above, the linkages between food security analysis and decision-making (Specific Objective 2) has only partly been achieved. Moreover, the indicator related to the Overall Objective is not well-defined and has not been reported against (and the data are not available).

185. However, other positive impacts of the Programme are observable. Thus, the Programme played a very important role as catalyst for an enhanced global understanding of the importance to food security information systems, for instance in the CFS. The Programme at the same time became the natural “institutional host” for important initiatives at the global food security scene, for instance the FSIN and the WFP/ FAO Joint Corporate Strategy.

## **Sustainability and Up-Scaling**

186. Generally, there are good prospects for sustaining and up-scaling the results of the Programme as many of these will also be supported under the Global Governance Programme and there will be an even higher level of mainstreaming into the Regular Programme. Many of the weaknesses of the current phase – for instance the lack of a well-defined targeting strategy and limited dissemination of the normative work in FAO Regional and Country offices relate to what appears to be a gap between the knowledge and the operation systems within the organization. Linking knowledge systems to operational system at national level is to some extent strengthened in the Global Governance Programme by targeting few countries. However, overall, the gaps (dichotomy) between knowledge and operations systems, global and national (regional), and supply and demand driven development will continue to be a challenge even in the Global Governance Programme. The challenge will be to push for a greater involvement at the national and regional levels.

## **9.2 Recommendations**

187. The main parts of the below recommendations relate to the Global Governance Programme, based on the experiences of the current phase. The recommendations are divided into clusters of recommendations, focusing on strengthening the regional level and national levels; synergy between EC and the Programme; and dissemination of the normative work.

### **Recommendation 1: Strengthening the regional and national levels**

188. The main partners of the Global Governance Programme will be the Rome-based agencies (FAO, WFP, and IFAD). Regional partnership, however, remains part of the Programme; after some delay there are now a sound foundation for collaboration between regional partners and the Programme. As the organizations have access to funding from other donors (for instance USAID is funding CILSS), the collaboration will mainly focus on providing technical assistance. The following specific actions are recommended to strengthening the regional and national levels:

Rec. 1.1. If required, the formulation of partnership agreements with the regional organizations should be initiated as soon as possible to avoid delay. If funding is involved, the disbursements have to be timely.

Rec. 1.2. A deliberate capacity development needs analysis is recommended at regional and country level (the 5-6 focus countries) before the final design of the Global Governance



Programme. The analysis should focus on capacity needs with regard food security statistics, food security analysis and decision-making.

Rec. 1.3. The existing *ad-hoc* communication between FAO and the regional partner CILSS should be reinforced by a more strategic work plan (prioritization of needs, planning activities including expected outputs) and establishment of governance “entity” to follow-up of this partnership.

Rec. 1.4. The Programme should increase the involvement of FAO Regional Emergency Offices and Country Offices that usually have already built contacts with the regional/national partners to enhance the implementation of the Programme at these levels.

## **Recommendation 2: Targeting and Dissemination of normative products**

189. One of the findings of the current Evaluation was that the normative products elaborated under the Programme have not been accompanied with a thoroughly planned strategy defining the audience and target group of the normative products and outlining the dissemination of the products. To enhance the dissemination and scale up of the normative work, the following actions are recommended for the Global Governance Programme:

Rec. 2.1. A Targeting and Dissemination Strategy outlining the audience/target group (globally, regionally and at country level) as well as channels and methods of dissemination for each product should be prepared as part of the Programme.

Rec. 2.2. FAO staff at regional and national level should be introduced to and trained in the normative products.

Rec. 2.3. All Programme partners should be introduced to the normative products (accessible through the Programme web-site).

## **Recommendation 3: Enhanced EC-FAO collaboration**

190. One of the ways to push for a greater national involvement and higher level of demand driven development is to establish a closer collaboration with the EC and if relevant focus on countries where the EC is present. As part of the EC country-level aid, a comprehensive analysis of the political, economic and social situation and a response strategy are prepared by the national government and the EC (the Country Strategy Papers and National Indicative Programme). The Programme should aim at tapping this strategic work to push for a more demand-driven approach to linking food security analysis with decision-making at national level. The problem at this point in time is that the number of countries, which have selected agriculture as Focal Areas of Concentration is relatively limited (mainly African countries). However, as part of the Agenda of Change process recently launched by the EC, Sustainable Agriculture (and Energy) will gain in importance; funds for such activities will be released in 2013 for use in 2014. The following actions are recommended as part of the Programme:

Rec. 3.1. In countries where both EC and FAO are present and where the Country Strategy Papers focuses on agriculture/food security, the two parties should collaborate and devise their actions in a complementary manner, aligning their objectives and avoid duplication.

Rec. 3.2. EC Country Strategy Papers should to a higher extent be aligned with and adopting FAO tools; this would lead to national roll-out.

Rec. 3.3. EC should ensure that the FAO Global Programme is effectively aligned with other projects/programmes under the FSTP.