



Food and Agriculture  
Organization of the  
United Nations



OFFICE OF EVALUATION

Project evaluation series

# Final evaluation of Agriculture and Food Information Systems for Decision Support in South Sudan (AFIS)

Final report

November 2015

**PROJECT EVALUATION SERIES**

**Final evaluation of Agriculture and Food  
Information Systems for Decision Support in  
South Sudan (AFIS)**

**FINAL REPORT**

**FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS**

**OFFICE OF EVALUATION**

**November 2015**

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>

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 the Food and Agriculture Organization of the United Nations (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. The views expressed in this information product are those of the author(s) and do not necessarily reflect the views or policies of FAO.

© FAO 2015

FAO encourages the use, reproduction and dissemination of material in this information product. Except where otherwise indicated, material may be copied, downloaded and printed for private study, research and teaching purposes, or for use in non-commercial products or services, provided that appropriate acknowledgement of FAO as the source and copyright holder is given and that FAO's endorsement of users' views, products or services is not implied in any way.

All requests for translation and adaptation rights, and for resale and other commercial use rights should be made via [www.fao.org/contact-us/licence-request](http://www.fao.org/contact-us/licence-request) or addressed to [copyright@fao.org](mailto:copyright@fao.org).

For further information on this report, please contact:

Director, Office of Evaluation (OED)  
Food and Agriculture Organization  
Viale delle Terme di Caracalla 1, 00153 Rome  
Italy  
Email: [evaluation@fao.org](mailto:evaluation@fao.org)

# Contents

<i>Acknowledgements</i> .....	v
<i>Acronyms and abbreviations</i> .....	vi
<b>Executive summary</b> .....	<b>1</b>
<b>1. Introduction</b> .....	<b>5</b>
1.1 Scope of the evaluation .....	5
1.2 Brief methodological approach .....	5
<b>2. Political, institutional and policy context</b> .....	<b>7</b>
<b>3. Background of the project</b> .....	<b>8</b>
<b>4. Relevance of project</b> .....	<b>9</b>
4.1 Relevance to the needs of the country .....	9
4.2 Relevance of the design to the country context .....	11
4.3 Relevance to the changing context .....	12
<b>5. Analysis of outputs and outcomes</b> .....	<b>14</b>
<b>6. Effectiveness and efficiency of project implementation</b> .....	<b>18</b>
6.1 Project management and reporting .....	18
6.1.1 Food Security Council Secretariat and Food Security Technical Secretariat .....	19
6.1.2 Steering Committee and Technical Committee .....	20
6.1.3 Project Support Unit .....	20
6.1.4 FAO .....	21
6.1.5 Reporting .....	21
6.2 Financial resource management .....	21
<b>7. Impact of project</b> .....	<b>23</b>
7.1 Capacity development .....	23
7.2 Utilisation for prompt decision making and programming shift .....	25
<b>8. Connectedness</b> .....	<b>27</b>
8.1 Country level .....	27
8.2 Global and Regional Connectedness .....	28
<b>9. Sustainability</b> .....	<b>29</b>
<b>10. Main conclusions</b> .....	<b>30</b>
<b>11. Recommendations</b> .....	<b>33</b>
<b>Annexes</b> .....	<b>35</b>
Annex 1: Terms of Reference .....	35
Annex 2: Evaluation Matrix .....	43
Annex 3: Theory of Change .....	48
Annex 4: List of persons interviewed during the final evaluation .....	49
Annex 5: Schedule of final evaluation .....	51
Annex 6: Revised logframe .....	52
Annex 7: List of documents consulted .....	53



## **Acknowledgements**

The Evaluation Team would especially like to thank staff of both FAO and the Government of the Republic of South Sudan associated with AFIS for facilitating, supporting and contributing to the evaluation. Without their valuable and timely support the mission would not have been conducted so efficiently and according to schedule.

Particular gratitude goes to the many respondents (from GRSS, the donor community, the UN system and NGOs) who afforded the time to participate in some very useful and informative discussions and contributed significantly to the findings of this evaluation.

Our thanks of course go to the Delegation of the European Union to South Sudan for both commissioning and guiding the evaluation, to the Office for Evaluation in FAO for their constant support throughout; and to the FAO Project Task Force for AFIS for their insights and contributions at both ends of the exercise.

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

#### ***Evaluation team***

Alessandro De Matteis  
Alexandra Crosskey

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

Marta Bruno  
Arwa Khalid



## Acronyms and abbreviations

AFIS	Agriculture and Food Information Systems for Decision Support in South Sudan
ANLA	Annual Needs and Livelihoods Assessment (WFP)
AWS	Automatic Weather Station
CAMP	Comprehensive Agricultural Development Master Plan
CD	Capacity Development
CFSAM	Crop and Food Security Assessment Mission (FAO/WFP)
CLiMIS	Crop and Livestock Market Information System
CPA	Comprehensive Peace Agreement
CTA	Chief Technical Advisor
DFID	United Kingdom Department for International Development
EC	European Commission
ECHO	European Commission Directorate General for Humanitarian Aid and Civil Protection
ECTAD	Emergency Centre for Transboundary Animal Diseases (FAO)
ELRP	Emergency Livelihood Response Programme
ESA	Agricultural Development Economics Division (FAO)
ESS	Statistics Division (FAO)
EU	European Union
EWS	Early Warning System
FAO	Food and Agriculture Organization
FEWSNET	Famine Early Warning System Network
FS	Food Security
FSC	Food Security Council
FSCS	Food Security Council Secretariat
FSIN	Food Security Information Network
FSL	Food Security and Livelihood
FSLNC	Food Security and Livelihood and Nutrition Clusters
FSN	Food Security and Nutrition
FSNIS	Food Security and Nutrition Information System
FSNMS	Food Security and Nutrition Monitoring System
FSTS	Food Security Technical Secretariat
GHACOF	Greater Horn of Africa Climate Outlook Forum
GRSS	Government of the Republic of South Sudan
HCT	Humanitarian Country Team
HICWG	Humanitarian Inter-Cluster Working Group
IFPRI	International Food Policy Research Institute
IGAD	Intergovernmental Authority on Development
IPC	Integrated Food Security Phase Classification
JICA	Japan International Cooperation Agency
LAU	Livelihoods Assessment Unit (NBS)
LoA	Letter of Agreement
MAF	Ministry of Agriculture and Forestry
MAFCRD	Ministry of Agriculture, Forestry, Cooperatives and Rural Development
MARF	Ministry of Animal Resources and Fisheries
MEB	Minimum Expenditure Basket
MIS	Market Information System
MLFI	Ministry of Livestock and Fisheries Industries
MoH	Ministry of Health
NBS	National Bureau of Statistics



NEWTWG	National Early Warning Technical Working Group
NGO	Non Governmental Organization
NITWG	Nutrition Information Technical Working Group
NRL	Land and Water Division (FAO)
OCHA	United Nations Office for the Coordination of Humanitarian Assistance
OECD-DAC	Organization for Economic Cooperation and Development – Development Assistance Committee
OED	Office of Evaluation (FAO)
PSU	Project Support Unit
PTF	Project Task Force
RCA	Resilience Context Analysis
REOA	Regional Emergency Office for Eastern and Central Africa (FAO)
RRC	Recovery and Rehabilitation Council
RWG	Resilience Working Group
SC	Steering Committee
SIFSIA	Sudan Institutional Capacity Programme: Food Security Information for Action
SORUDEV	South Sudan Rural Development Programme
SPCRP	Sudan Productive Capacity Recovery Programme
SSRRC	South Sudan Relief and Rehabilitation Commission
SUN	Scaling Up Nutrition
TC	Technical Committee
TCE	Emergency Operations and Rehabilitation Division (FAO)
ToC	Theory of Change
TOR	Terms of Reference
TWG	Technical Working Group
UN	United Nations
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNICEF	United Nations Children’s Fund
USAID	United States Agency for International Development
VAM	Vulnerability Analysis and Mapping (WFP)
WB	World Bank
WHO	World Health Organization
WFP	World Food Programme

## Executive summary

- ES1 The purpose of the evaluation was to assess the performance of the Agriculture and Food Information Systems for Decision Support in South Sudan (AFIS) project and identify the main lessons and findings that should be considered in the remaining part of the project and that should be taken into account in the design of an eventual second phase.
- ES2 The evaluation covered the project's conceptual, inception and implementation aspects from the initial project period of January 2013 to May 2015. The Terms of Reference (ToR) of this evaluation are given in Annex 1 of this evaluation report.
- ES3 The evaluation process involved three phases: preparation, partner country visit, and reporting. The country visit took place in April – May 2015. The approach used to assessing effectiveness is based on the review of quantity and quality of project output, particularly in terms of: a) the food security information and policy analyses produced and supported by the AFIS project, regarded as critical to the effectiveness of the project, as well as b) the output of the project capacity development component.
- ES4 At the inception stage of AFIS, the outputs and activities pointed towards a comprehensive structure to transform the National and State information system to inform decision making and therefore improve food security in South Sudan. However, the desired outcome foreseen under the project Logical Framework has changed focus since the beginning of the project. In fact, due to the changing and challenging context, AFIS has had to adapt to the structural and contextual changes. Assumptions and risk identified at the inception stage have become a reality with intensified conflict at local levels affecting access and project implementation. Additionally the demand of information has shifted from a development to more of a humanitarian focus. Such strategy adaptation has been fully backed by the European Union (EU) and the Government (GRSS).
- ES5 The lack of information and analysis required for decision making is a dramatic reality in South Sudan. The precursors of AFIS – i.e. the Sudan Institutional Capacity Programme: Food Security Information for Action (SIFSIA) and the Sudan Productive Capacity Recovery Programme (SPCRP) – had created the premises for a long term strategy aimed at filling such gaps. Nevertheless, the strategy followed under SIFSIA had overlooked a major gap which has become even more evident after the end of the project: i.e. the lack of information is compounded by the remarkable scarcity of capacity required to produce and analyse food security and nutrition data. Therefore, a substantial component of the AFIS project is relevantly focused on capacity development. The Food Security Information Network (FSIN) – a global interagency initiative between FAO, the World Food Programme (WFP) and the International Food Policy Research Institute (IFPRI), with the ad-hoc participation of FESW NET and the United Nations Children's Fund (UNICEF) in South Sudan – is the overarching framework for the coordination of different capacity development activities.

## Main evaluation findings

- ES6 Since the humanitarian crisis erupted in December 2013, the project has responded strategically by providing decision makers with a robust food security situation analysis through the Integrated Food Security Phase Classification (IPC). AFIS has managed to support relevant state and national government institutions in the identification and use of several standardised methodologies. The project has effectively improved validation mechanism to ensure consensus on all food security reports for policy. AFIS has been effective in the coordination of information systems, taking the lead and contributing as a key partner to the systematic collection, analysis and dissemination of food security information. All such datasets are in the process of being completed with the aim of making them publically available for the use by government and other humanitarian and development actors. Nevertheless AFIS contribution to reduce gaps in the dataset is appreciated. While AFIS contribution is evident in crop production, market and rainfall data, AFIS performance has remained behind with regard to the livestock sector.
- ES7 The humanitarian response is significantly shaped by AFIS food security analysis, and within the current volatile context, this can be taken as a major AFIS achievement in

terms of supporting decision making. Under a long-term perspective, the Government commitment towards AFIS has been affected by the worsening security and macroeconomic context as well as by a certain weakened institutional capacity. The appointment of the Secretary General of the Food Security Council (FSC) has been the major exception to the increasing fragile institutional environment in which AFIS operates.

- ES8 From an institutional perspective, despite the slow progress made by GRSS in empowering the FSC, in the long term this institution remains the best option for institutionalizing the linkage between information and high-level decision making in South Sudan. In order to optimize the contribution of AFIS outputs towards decision making, the FSC is to be further empowered and the Food Security Technical Secretariat (FSTS) needs to be moved from the NBS to the FSC Secretariat. In the short term, the FSL Cluster is the most active platform for decision making. AFIS support to both the FSC and the FSL Cluster is critical and needs to be further strengthened.
- ES9 Nutrition is an important dimension of food security and food security is a key determinant of nutrition. Although a nutrition component was missing in its original design, AFIS has managed to include it in its early implementation stage as an add-on. This integration has played a major role in connecting nutrition players and food security players and leading to a good understanding of how the two groups complement each other. More efforts are required to strengthen this connection and AFIS is expected to play a major coordinating role at such regard through forthcoming initiatives within the framework of the FSIN and of the Scaling Up Nutrition (SUN) movement.
- ES10 With respect to project management, the regularity of Steering Committee (SC) meetings is to be respected and the stakeholders' participation promoted.
- ES11 The AFIS project is seen as quite efficient, particularly in view of its invaluable contribution of information in a context where information is a scarce resource. Its communication for policy capacity has played a critical role in the project achievements – although not foreseen in the original formulation. This is even more appreciated when comparing the budget of all interventions which are planned and monitored on the basis of AFIS-supported data such as the IPC.

## Summary of conclusions

- ES12 This evaluation has found that the work that AFIS is conducting is essential to improving Food Security and Nutrition information systems in South Sudan and to strengthen decision making both at policy and programme/project level. The possibility of a no-cost extension determined by the expected resource availability by the planned end of the project is highly recommended, as well as the evolution of the project into a next phase.
- In the long term the FSCS remains the best option for institutionalising the linkage between information and high-level decision making.
  - AFIS has managed to establish a good degree of collaboration with other technical organizations and should stay actively engaged in the FSIN Operational Strategy implementation – through FAO South Sudan and technical HQ team, if AFIS should not continue with the same characteristics.
  - The integration of a nutrition component into AFIS design has contributed to connect nutrition and food security stakeholders.
  - Despite the unfavourable context, AFIS has been able to critically assist in the generation of primary data and to raise its support to its partners' operations considered necessary for the functioning of the FSIS.
  - The use of AFIS limited resources needs to be prioritized.
  - The general acceptance in South Sudan of the IPC for decision making, planning and monitoring purposes is an indicator of the achievements of AFIS. However, in South Sudan the food security information gap remains vast. In such conditions IPC analysis on its own is not enough.
  - Data generated is not adequately disaggregated by gender.
  - Information systems are not yet ready to be run solely by government which needs continuing capacity development. Although quite successful, the LoA mechanism is based on a fragile relationship between AFIS and partners.
  - There is evidence that AFIS products are utilized for decision making.
  - The AFIS project's collaboration and coordination is to be strengthened at all levels.

## Summary of recommendations

- ES13 Overall, the AFIS project needs to continue efforts to improve food security and nutrition information systems in South Sudan. The project must prioritise its focus as follows:
- Continue capacity support to FSC, Ministry of Agriculture, Forestry, Cooperatives, and Rural Development and state ministries and other institutions;
  - Strengthen the completion of primary data sets: Markets, Crop assessments, Crop and Food Security Assessment Missions, Food Security and Nutrition Monitoring Systems, Early warning/Agro-meteorology and Livestock;
  - Ensure that analysis leads to prompt reporting and dissemination, both thematic analysis and combined under the IPC approach;
  - Continue coordination of Food Security and Nutrition Information Systems, linking in with the FSIN network;
  - Develop project contingency plans at all levels to maintain information systems in a worsening context;
- ES14 Prepare early for a next phase to guarantee a continuation of project efforts to avoid loss of capacity, relationships and start-up delays.



# 1. Introduction

## 1.1 Scope of the evaluation

1. The Agriculture Food Information System for Decision Support (AFIS), GCP/SSD/003/EC is implemented by the Food and Agriculture Organization of the United Nations (FAO) in collaboration with the Government of the Republic of South Sudan (GRSS). This project has been designed to address the following major issues of importance to the national and state governments in addressing the capacity gaps related to: (a) food security inter-sectoral institutional coordination framework and information system; and (b) the GRSS food security policy and relevant institutions' capacity.
2. The expected impact of the project is the long-term improvement of food security in South Sudan. The project has the following outcome "Improved food security information management for planning, programming, coordination and decision making in South Sudan". The impact and outcome are to be achieved primarily by assisting the Government of the Republic of South Sudan in making rational and informed decisions<sup>1</sup> using timely, available and reliable food security information.
3. In accordance with the Project Document, an independent evaluation has been requested with the overall aim to determine the progress being made towards the achievement of project outcome and outputs at the national and state level and to identify the corrective action if necessary. The independent evaluation is meant to provide evidence on which to base decisions on whether there should be a second phase of the AFIS project and if so, what are the main lessons and findings from the first phase that should be considered in the design of a second phase. For this reason it has been decided to initiate the final evaluation prior to the closure of the project so as to provide evidence on which to base funding decisions and design for a possible next phase. The detailed terms of reference of the evaluation are in Annex 1.

## 1.2 Brief methodological approach

4. **Methodology:** The methodological approach for this evaluation is based on contribution analysis – based on the revised Theory of Change (ToC) of the AFIS project which reflects the contextual changes and challenges which emerged after the project inception. The evaluation probes the theory of change at different levels (from activities to outputs and from outputs to outcomes) – and whenever the evidence base allows for it- extending the analysis to report on the more far-reaching impact and results of AFIS-related products and outputs. The evaluation team developed an evaluation matrix to guide the line of enquiry for this exercise. The evaluation matrix rationalizes and to some extent re-arranges the many questions and issues listed in the ToR, organised according to the OECD-DAC evaluation criteria, and indicating the main sources drawn upon in order to answer each of the evaluation questions. The evaluation matrix is attached as Annex 2 to this report.
5. **Coverage:** The evaluation has particularly focused on the issue of collection and utilisation of food security information and policy analyses produced and supported by the AFIS project, regarded as critical to the effectiveness of the project. It has assessed the capacity development component, particularly in view of the very large requirements as well as in view of the volatile context. It has also considered the prospects for sustaining the capacity that the AFIS project has built after the official end of the project in December 2015.
6. **Data sources:** The mission followed a consultative approach. Meetings and interviews were held with FAO Headquarters (technical and operations divisions) FAOSS, AFIS programme staff and other stakeholders, other institutions concerned with food security in South Sudan, and actual and potential users of AFIS information and analysis. Information were mainly gathered through semi-structured interviews conducted along the evaluation matrix and were triangulated with written sources and evaluative material. A joint debriefing of AFIS, FAO South Sudan management, and in videoconference with OED, TCE, ESA was conducted in Juba on 15 May 2015. See Annex 3 for the list of persons interviewed and Annex 4 for the schedule of the evaluation mission.

---

1 The original project document focused on GRSS. However, this was somehow overambitious as it did not consider that Development (including humanitarian) partners have a major role in decision making. This is even more relevant to the post-crisis era.

7. **Limitations:** The evaluation mission did not have the opportunity to travel to state locations and conducted all its activities in Juba. Nevertheless, it had the opportunity to have enough consultations with state stakeholders who happened to be in Juba during the evaluation. Overall, two officials at Director General level from state ministries – Warrap and Eastern Equatoria, respectively – were interviewed as well as six FAO state coordinators and seven IPC and market focal persons from state ministries. The evaluation had very limited opportunity to interact with stakeholders from the three states most affected by the conflict: one cluster coordinator – Unity state – and one AFIS coordinator – Upper Nile state.

## 2. Political, institutional and policy context

8. The Comprehensive Peace Agreement (CPA) and subsequent declaration of Independence in July 2011 provided unprecedented opportunities for the use of land and resources to create sustainable livelihoods and contribute to the economic development of South Sudan. However, these favorable conditions were only short-lived. The eruption of armed conflict in December 2013 brought conditions of severe insecurity across the country. The capacity of GRSS ministries, already under austerity measures, was devastated due to wanton looting and destruction of offices, accommodation, vehicles and warehouses. The conflict diverted the attention and resources of government from line ministries to security concerns.
9. With the Cessation of Hostilities Agreement, signed in January 2014, the security situation and institution functioning have improved in the seven states least affected by the conflict, while disruptions have continued in the three most affected states in the Greater Upper Nile region.
10. Since late 2014 the economic downturn in the country has been gaining momentum. The GRSS fiscal crunch has led to a depreciation of the local currency and to an inflationary process, with consequent reduction of import and domestic trade volumes and of purchasing capacity.
11. Due to a lack of technical capacity, the institutional and policy environment for addressing food insecurity and malnutrition in South Sudan is still largely confined to emergency responses with only a limited effort to initiate an institutional platform and long-term policy. Nevertheless, since its formation in 2005, GRSS has attempted to put in place the necessary public institutions, policies, and legal frameworks. In the food security sector the Ministry of Agriculture, Forestry, Cooperatives and Rural Development (MAFCRD) and the Ministry of Livestock and Fisheries Industries (MLFI) have taken the lead in addressing food insecurity. Other institutions, such as the Ministry of Health (MoH) and the National Bureau of Statistics (NBS) are also contributing to food security according to their mandate.
12. During the CPA period, the Food Security Council (FSC) and the Food Security Technical Secretariat (FSTS) were established, also with the support of the Sudan Institutional Capacity Programme: Food Security Information for Action (SIFSIA) project. The FSC is the highest food security decision-making body in South Sudan; however, its functioning has been constrained by the delayed appointment of its Secretary General.<sup>2</sup>
13. In 2012 MAFCRD introduced the Comprehensive Agricultural Development Master Plan (CAMP) as a longtime policy guideline toward food security, whereas the food security and nutrition policy formulation processes are stalled.
14. It is widely recognized that the current weak institutional set-up, both at National and State level, is a major justification for the AFIS project as well as a major challenge for its effective functioning.

---

2 The President appointed the Secretary General of the FSC only in 2013, almost four years after the establishment of the FSC.



### 3. Background of the project

15. The AFIS project was formulated from 2011 to mid-2012. The funding agreement of EUR 7 million was signed by the European Union (EU) and the Food and Agriculture Organization of the United Nations (FAO) between December 2012 and January 2013.
16. The project was declared operational in January 2013; however, with delays in the recruitment of project staff and the eruption of the armed conflict in South Sudan in December 2013, the project Inception Report was only endorsed by the Project Steering Committee (SC) on 19 March 2014.
17. The project document underwent its first amendment on 26 August 2014 to: (i) incorporate the additional contribution by the Australian Government Department of Foreign Affairs and Trade,<sup>3</sup> bringing the total budget to EUR 8,523,250; and (ii) adjust some activities accordingly and introduce nutrition information.
18. The beneficiaries include a diverse range of stakeholders at the national, state and local levels include:
  - GRSS stakeholders; the Office of the President, as chair of the Food Security Council and FSC Secretariat (FSCS); the Ministry of Agriculture, Forestry, Cooperatives and Rural Development; the Ministry of Animal Resources and Fisheries – then renamed Ministry of Livestock and Fisheries Industries in 2014; the Ministry of Agriculture, Forestry, Tourism, Animal Resources, Fisheries, Cooperatives and Rural Development – resulting from the merger of the previous two ministries – then split again in 2014; the Ministry of Humanitarian Affairs and Disaster Management; the South Sudan Relief and Rehabilitation Commission (SSRRC); the Ministry of Health Department of Nutrition; the National Bureau of Statistics and its Food Security Technical Secretariat and Livelihood Analysis Unit (LAU);
  - Other multilateral and bilateral stakeholders: development partners including United Nations agencies, namely the United Nations Children’s Fund (UNICEF), the World Health Organization (WHO), the United Nations Office for the Coordination of Humanitarian Assistance (OCHA), the World Food Programme (WFP), as well as the European Union (EU), the United Kingdom Department for International Development (DFID), the United States Agency for International Development (USAID), the World Bank (WB), the European Commission Directorate-General for Humanitarian Aid and Civil Protection (ECHO), the Food Security and Livelihood and Nutrition Clusters (FSLNC) and their members, and the private sector; and
  - Inter-stakeholder forums include the Humanitarian Country Team (HCT), the Natural Resources Working Group (GRSS/DPs), Humanitarian Inter-Cluster Working Group (HICWG), UN Country Team (UNCT).
19. A project strategic review was conducted by AFIS and a consultant in Nov/Dec 2014 and with a second mission in Feb/Mar 2015. The output was a strategic framework, a revised logframe and adjustments to project activities. An additional logframe review was carried out in April/May 2015 and presented at the AFIS SC meeting on 6 May 2015.
20. The design and performance of AFIS is strictly linked to the one of its precursor: SIFSIA. Various outputs were generated by SIFSIA or thanks to the SIFSIA input; they are particularly appreciated considering that prior to SIFSIA there was no government-led food security information in South Sudan. The information and analysis remained limited, but it provided a good foundation from which to build. However, SIFSIA had its shortcomings, as highlighted by its final evaluation. In particular, although SIFSIA identified the importance of developing a nutrition information system in conjunction with health partners, the weak institutional links between the health and agricultural sectors in South Sudan meant that little was achieved in raising the awareness of food-based approaches to nutrition. Similarly, opportunities to incorporate a ‘gender lens’ in the information and analysis of food security in South Sudan were not taken up. Moreover, no contribution was given toward policy development in the livestock and fisheries sector. From a geographic perspective, although the project covered all ten states, it accorded insufficient attention to vulnerable ‘transitional’ areas. Overall, despite the relevance of the programme concept, its original objectives were overambitious within the timeframe and insufficiently resourced.

---

<sup>3</sup> The increase was discussed and agreed with the EC.

## 4. Relevance of project

This section answers the evaluation questions on whether the AFIS project was suitable to the context in both the humanitarian and development dimensions; whether its design and coverage was appropriate and realistic.

### Main findings

- Food security information and analysis are very relevant to the situation in South Sudan. The current production of information and analysis (despite the AFIS contributions) is insufficient to appropriately support decision making.
- The lack of sufficient information is compounded by the weak capacity to produce and analyse it. The substantial component of the AFIS project focused on capacity development is of extreme relevance to the context and directly addresses the needs of the sector.
- AFIS is very relevant to FAO programming in South Sudan both in the emergency and development contexts.
- AFIS activities are conducted both at national and state level. At state level, contrary to original plans, the regular implementation of the project is limited to the seven states which are not destabilized by the violent conflict so there is a gap in terms of coverage.
- Although in its original intentions the project was mainly framed under a developmental approach, the conflict breakout in the very early stages of the project has induced to put more emphasis towards a humanitarian perspective. Humanitarian information is generated in all the states including where there is on-going conflict. After the conflict breakout in December 2013, AFIS – to maintain relevance – was required and succeeded in readjusting activities and reallocating project resources from capacity development to crisis management mode.
- AFIS has some gaps in the knowledge production which should contribute to the understanding of animal production, health and movements as well as of livestock marketing – the project document only focused on livestock disease management, monitoring and early warning system.

### 4.1 Relevance to the needs of the country

21. Overall, food security information and analysis are very relevant to the situation in South Sudan. Food and nutrition security are amongst the priority concerns of the Government of South Sudan. The government is in the process of finalizing key policies and implementation strategies in various sectors, including agriculture and health, and this provides a unique opportunity to ensure that food and nutrition security is effectively addressed by all the relevant sectors.
22. However, the lack of information and analysis required for decision making is a dramatic reality in South Sudan. This refers to even the most basic indicators. No reliable estimate of population and population movements is available. Comprehensive data on nutrition are not available. The same applies to information related to pastoralist and agro-pastoralist livelihoods and more specifically on livestock and agriculture. Overall, results of most assessments are limited in coverage, not representative and mainly qualitative, very likely contributing to an under-estimate of the extent of the problems and consequently providing only limited support to decision making.<sup>4</sup>
23. The precursors of AFIS – i.e. SIFSIA and SPCR – had created the premises for a long term strategy aimed at filling such gaps. Nevertheless, the strategy followed under SIFSIA had overlooked a major gap which has become even more evident after the end of the project: i.e. the lack of information is compounded by the remarkable scarcity of capacity required to produce and analyse them.<sup>5</sup>

4 A recent assessment conducted by FSIN has identified the main challenges and issues for each key food security and nutrition information systems supported by FAO, WFP, FEWSNET and UNICEF in South Sudan. The following challenges are reported, among others: duplication of monitoring, discrepancies in data collection methods, lack of common market database repository, low coverage of surveys, lack of institutionalised and systematic nutrition database, lack of mortality information, lack of systematic collection and analysis of data on the different aspects of pastoral livestock production system. See FSIN, 2015.

5 SIFSIA laid the foundations for integrated food security information and policy action through capacity development. However, SIFSIA's support was primarily delivered at national level with only limited outreach to support the development of a food security information system at state level, through the allocation of modest funds for capacity development activities. To overcome such a risk, the strategy followed through AFIS is to support the institutionalisation of robust food security information systems at both the national and state level.

### **Strategic positioning: Are we doing what is needed?**

#### **Strategic relevance**

- Has FAO been addressing the most acute and structurally important challenges in the areas of FAO's competence?
- Has FAO's programme aligned with relevant national strategies and policies, in particular the Agricultural Development Strategy 2011-2020 falling within the overall framework of the 7th National Socio-Economic Development Plan 2011-2015 (NSEDPP)?
- Has FAO's programme aligned with the United Nations Development Assistance Framework? Are FAO's activities designed to achieve its Outcomes and, ultimately, the Millennium Development Goals? Is FAO's programme aligned with other UN strategies and initiatives (SUN, REACH)?
- Has FAO responded appropriately to needs as they arise as a consequence of natural or man-induced emergencies?
- Has FAO's programme in Lao PDR been coherent with FAO's overall Strategic Framework?

#### **Comparative advantage**

- What role has FAO played vis-à-vis other development actors (national and local government, civil society, the private sector, and other international development partners) and did it draw from its own comparative advantage (considering its core functions)?

#### **Partnership and coordination**

- How did FAO engage in partnerships and to what extent were these partnerships complementary and synergetic?
- To what extent has FAO supported the coordination of actors working in the rural development and food security sector (to what extent has FAO's leadership role in coordination reduced gaps and enhanced synergies?)
- To what extent has FAO contributed to influence the position and decisions of partners (Government and others) in relation to food and nutrition security and has it had a role as convenor?

#### **Normative values**

- Have normative values of the United Nations, particularly supporting the poor, marginalized, disadvantaged and affected populations been embedded into FAO's programme and how?
- To what extent has FAO taken into account gender and human rights in the design of its programme and during the implementation?

### **Programme contribution: Are we making a difference?**

#### **For each CPF Outcome:**

- Improved food and nutritional security through enhanced policy, planning and implementation;
- Environmentally sustainable production for the market by small farmers using the value chain approach;
- Sustainable natural resource management for crops, forests, fisheries and livestock;
- Reduced risk and vulnerability to natural and other disasters through prevention, preparedness, response and recovery.

#### **Programme relevance**

- How appropriate have FAO's activities been to achieving CPF outcomes?
- In the areas of capacity development, and in providing policy and technical advice, has FAO supported the key actors and provided the necessary technical content?
- In direct support, has FAO targeted the poorest and most vulnerable households and responded to their needs, including women and young people?
- How does FAO identify needs? Is the development of projects based on a sound and well-grounded analysis?

#### **Programme impact and effectiveness**

- What changes can be observed that are attributable to FAO's interventions (e.g. behavioural changes; institutional changes; policy changes; technical adaptations; tangible benefits...)?
- To what extent have these changes contributed to progress towards the CPF Outcomes?
- To what extent has FAO introduced or promoted new technologies and approaches? And what has been their impact, if any?

### Sustainability of results

- Have FAO activities had proper exit strategies and have these been followed?
- To what extent are results owned by the government? To what extent have the changes that were generated been sustainable?
- To what extent are the results owned by beneficiaries? To what extent have the changes that were generated been sustainable?
- Have livelihoods been affected by results in the medium- and long-term, and how?

### Programme coherence and synergies

- Has FAO focused on activities that will lead to achieving the best results vis-à-vis its resources?
- What kind of partnerships has FAO established in Lao PDR and to what extent have these enhanced its capacity to achieve the desired results?
- To what extent have FAO's global and regional initiatives provided coherent and/or complementary support in view of achieving the CPF results?
- To what extent has FAO headquarters and Regional Office represented an added value, particularly in terms of technical support? Has FAO's knowledge base (normative products, guidelines, publications, etc.) been used at country level?
- To what extent is FAO's programming coherent (in terms of the interventions). Is the CPF an appropriate framework? How were the CPF priorities identified?
- To what extent have emergency and development interventions been integrated? To what extent have emergency interventions integrated long-term perspectives, and to what extent do development interventions account for recurrent crises (DRR, resilience)?

### Cross-cutting issues

- To what extent has FAO's programme integrated cross-cutting issues?
- Land tenure: at different levels (policy, project design and implementation) and according to different sectors of intervention;
- Gender and inequality;
- Water, sanitation and hygiene;
- Capacity development;
- Youth.

24. A substantial component of the AFIS project is focused on capacity development. A capacity needs assessment exercise was conducted in mid-2013, subsequently reviewed in March 2014 in view of the changing environment and consequent revisions in the project framework. In line with the FAO corporate strategy on capacity development, in order to optimize complementarities and avoid duplication of efforts, AFIS capacity development plans are prepared in collaboration with other food security and nutrition-related capacity development initiatives. Towards this objective, the Food Security Information Network (FSIN) – a global interagency initiative between FAO, WFP and IFPRI, with the ad-hoc participation of FEWS NET and UNICEF in South Sudan – is the overarching framework for the coordination of different capacity development activities.
25. There are a number of gaps also in terms of generating sufficient information, data and analysis on critical areas such as nutrition and livestock. Nevertheless, these areas are all addressed in the collaborative inter-agency/GRSS strategy under the Food Security Information Network (FSIN) and – if implementation goes ahead – FAO AFIS will be able to contribute to a collaborative inter-agency effort to generate the relevant data to fill the gaps.

## 4.2 Relevance of the design to the country context

26. The AFIS project is in line with the FAO Country Programme Framework – although the latter is not yet finalized – and with the FAO Emergency Livelihood Response Programme (ELRP) in the Republic of South Sudan. In the ELRP logframe 2015, Output 1 supports the use of food security information, analysis and coordination for evidence-based decision-making. AFIS is therefore very relevant to FAO in South Sudan. The ELRP further relies on AFIS to generate gender disaggregated data so that these can be used to address the fundamental gender dimension of food security, both in terms of targeting and of programming.

27. Contrary to the case of SIFSIA, which was focused at National level, the AFIS project was designed to combine activities – data collection and analysis as well as capacity development – both at National and State level. Project activities, outputs and achievements are visible at National level, although seriously constrained by increasing instability and insecurity and by the higher priority given by GRSS to issues and initiatives related to national security. At State level, contrary to original plans, the implementation of the project is limited to the seven States which are under the control of GRSS. Although a lighter footprint is maintained in inaccessible areas, the flow of information is sporadic. This is seen as a major limitation for the achievement of the project target – the revised Logframe includes provisions for rehabilitating information systems and capacities in those areas, but the implementation depends on developments in the field security condition.
28. Although in its original intentions the project was mainly framed under a developmental approach, the breakout of conflict in the very early stages of the project has induced to put more emphasis towards a humanitarian perspective. The information system is mainly informed by *periodic* assessments, such as Rapid Crop Assessments, Crop and Food Security Assessment Missions (CFSAM), Food Security and Nutrition Monitoring Systems (FSNMS), SMART surveys, and the main output – the Integrated Phase Classification (IPC) – is used to monitor the humanitarian situation and inform planning/programming.<sup>6</sup>
29. Most of the assessments conducted or collated by AFIS, particularly those which feed into the IPC analysis process, contribute to form an idea – although limited by a certain amount of missing data – of vulnerability in rural areas. However, they are of limited relevance to assess and monitor vulnerability in an urban environment, which is instead becoming more and more the stage of increasing and widespread vulnerability, due to spiraling inflation induced by macroeconomic factors. In this regard, the recent AFIS initiative to build and monitor a Minimum Expenditure Basket (MEB) is seen as a promising development.<sup>7</sup> Along the same line is the recent initiative to contribute towards the development of Resilience Context Analysis (RCA).
30. Livestock diseases are impeding livelihoods for a high majority of the people in South Sudan who rely on livestock for food security, trade and production. Despite the criticality of this sector, the AFIS project was found to only have provided a limited contribution to knowledge and understanding of animal production, health and movements as well as of livestock marketing – due to limitations in its original design focusing solely on the health dimension. In this regard, the announcement, during the evaluation mission, of the forthcoming strengthening of livestock research capacity is particularly welcome.

### 4.3 Relevance to the changing context

31. The AFIS project was developed in 2012 under the assumption that conflict was a past experience in the country. However, the conflict in December 2013 had a direct impact on food security, as many had to leave their home and abandon livelihoods, while market functioning collapsed in varying degrees throughout the country due to insecurity. The crisis significantly disempowered GRSS institutions at all levels. In this scenario, the AFIS management succeeded in readjusting activities and reallocating project resources to:
  - Respond to information requirements within a crisis management mode
  - Retain capacity development for an enhanced production of primary data, particularly addressing key data gaps, namely nutrition and crop production; despite the difficulties in supporting this dimension in the midst of a crisis, it was rightly recognized as a critical gap that needed to be maintained as a primary focus.
  - Increase the frequency of information products and communication in the midst of a humanitarian crisis and economic downturn;
  - Enhance strategic partnerships with key stakeholders to produce information based on technical consensus – i.e. the IPC – which has become a key tool for planning and monitoring purposes.
  - Expand and deepen the level of partners participating in data collection.

---

6 The Integrated Food Security Phase Classification (IPC) is a set of standardized tools that is used for classifying the severity and magnitude of food insecurity. This evidence-based approach uses international standards which allow comparability of situations across countries and over time.

7 AFIS has produced some initial output of MEB analysis, however this requires strengthening the methodological basis of the MEB, which is still missing.

32. A review of the project document and of its strategic framework – endorsed by the donor and GRSS – allowed the incorporation of a contingency plan to continue project operations under the new and changing environment. The project is still aimed at capacity development while producing primary data, including nutrition, developing food security analysis and promoting consensus on food security assessments. However, the capacity development scope of the initiative has been expanded, with the inclusion of an increasing number of partners within the international community – also reflected in the revised Logframe – in order to make the whole information system more resilient, working to improve capacity from data collection to decision making.

## 5. Analysis of outputs and outcomes

Main findings
<ul style="list-style-type: none"> <li>• The evaluation found that the project has responded strategically to the humanitarian crisis by effectively providing decision makers with a robust food security situation analysis using the IPC.</li> <li>• Evidence shows that the IPC has filled one of the main gaps identified in the SIFSIA evaluation, ensuring food security and nutrition data is analysed and packaged in a way that reaches high level decision makers.</li> <li>• AFIS has managed to support relevant state and national government institutions in the identification and use of several standardised methodologies and approaches, including the IPC, FSNMS, SMART and CFSAM, with state level participation in these assessment and analysis processes.</li> <li>• AFIS has been effective in the coordination of information systems, taking the lead and contributing as a key partner to the systematic collection, analysis and dissemination of food security information, including information on markets, livestock disease, crops and climate.</li> <li>• Data generated is not adequately disaggregated by gender.</li> <li>• The GRSS has very limited capacity to use information generated by AFIS and partners to influence policy or planning. AFIS original project greatly underestimated how much support was required and the time it would take to build this capacity.</li> </ul>

33. This section looks at the extent to which AFIS project has so far delivered results from its anticipated outputs, as well as looking at what can be anticipated to be achieved. In particular it analyses the outputs to outcomes contributions. As endorsed by the project Steering Committee, outputs' wording has been adapted to the changing context in relation to reflect the enhanced focus on data collection and partnership development. Key factors were identified as being responsible for the achievement or failure of the objectives.

### **Outcome: Improved Food Security Information Management for planning, programming and decision support**

34. Since the humanitarian crisis erupted in December 2013, the evaluation found that the project has responded strategically by providing decision makers with a robust food security situation analysis using the IPC. Through the use of the IPC standardised approach, requirements and gaps in the current information system were identified and this led to the improvement of data collection mechanisms and management which stream in from the field into the IPC analysis. In July 2014, AFIS improved its effectiveness – delivering on its outcome aimed at the Food Security Council endorsing the IPC as the main tool for food security analysis through a public statement and the DG of the MAFCRD becoming the chairman of the IPC Technical Working Group. Although the IPC is not new in South Sudan (started in 2006), its periodical reports have now become legitimate reference documents for the GRSS, but predominantly they are used by international humanitarian and development actors in South Sudan for planning and programming purposes. Evidence shows that the IPC has filled one of the main gaps identified in the SIFSIA evaluation, ensuring that food security and nutrition data is analysed and packaged in a way that reaches the high level decision makers. Ultimately, the IPC should sit within the FSC when the capacity is there.

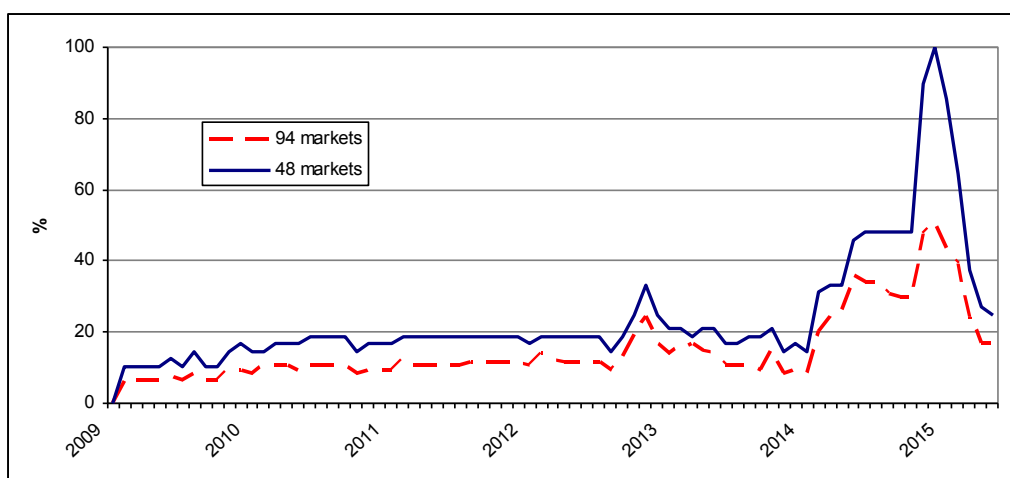
### **Output 1: Relevant State and National Government institutions are using standardised methodologies and managing food security information systems.**

35. Under Output 1, AFIS has managed to support relevant state and national government institutions in the identification and use of several standardised methodologies. The evaluation could see evidence of this under the IPC, FSNMS and CFSAM standardized approaches, with state level participation in these assessment and analysis processes. The project has effectively ensured that at state level, the government officers have the capacity to participate in these assessment and analysis processes. The project has strategically identified partnerships with members of the FSL Cluster – especially WFP – and the Nutrition Cluster – UNICEF and ACF – to maintain a more resilient FSN information system. AFIS has been instrumental in the integration of nutrition into the FSNMS standardised assessment tool linking the MoH Department for Nutrition and State level. Additionally,

AFIS has facilitated the piloting of the IPC Nutrition Situation Analysis in South Sudan which has prompted advocating for regular SMART surveys.

## Output 2: Crop, Livestock and Natural resource information are systematically collected, analysed and disseminated

36. AFIS has been effective in the coordination of information systems, taking the lead and contributing as a key partner to the systematic collection, analysis and dissemination of food security information. Actions related to market information (such as CLiMIS), crop monitoring and livestock disease management systems were found to have been put in place, but data sets still need to be completed and they are not yet available publically for the use by government and other humanitarian and development actors. AFIS has also effectively coordinated the collection of data from hard to reach areas, which has been useful in the IPC analysis. An issue that needs further consideration is that AFIS has not been able to generate data that is adequately disaggregated by gender and providing adequate analysis into this crucial dimension of food security.
37. The SIFSIA evaluation identified that gender concerns within the food security and nutrition agenda should be incorporated into any future information systems and analysis. The evaluation found that there is very little information generated through the support of AFIS that disaggregates data by sex and therefore there is virtually no gender analysis. There is no gender dimension to the CFSAM nor the FSNMS (which are principal inputs to the IPC analysis).
38. Partnerships with NBS, WFP, FEWSNET, Oxfam, Mercy Corps and Norwegian Refugee Council (NRC) have facilitated the collection of market data from a set of markets in South Sudan. Analysis shows that data is feeding into an excel-based data collection tool, currently managed by AFIS. The evaluators were informed that the CLiMIS website has been overhauled. They could appreciate a desktop tool which can automatically carry out market trend analysis, although this was not yet operational on a regular basis. It is hoped that this will contribute to the standardisation of market data, with improved access and support for analysis. It is anticipated that WFP will synchronise their tablet format with the recently procured SMS platform in order to improve data collection and AFIS will develop a simple training manual on data collection and analysis.
39. By the time of the evaluation mission, the market dataset included price data from 94 markets. Prices are reported for a set of around one hundred commodities<sup>8</sup> on a monthly basis, however large gaps are found for almost all markets. Such gaps reflect mainly the fluidity of markets functioning, with some markets falling out and others being adopted. As shown in Figure 1, the share of gaps in the dataset has decreased since early 2014 before drastically increasing by the end of the year. This refers to the entire market sample, but is particularly evident for a selected subset of 48 markets which form the bulk of the dataset. The evolution in Figure 1 seems to highlight how AFIS contributed to raise the completeness of the dataset and how this achievement has been offset by the increased insecurity and institutional instability, as well as by the worsening macroeconomic conditions.



**Figure 1** Completeness rate of market price dataset

Source: Evaluators' analysis of AFIS market price dataset

8 Where available, livestock prices are reported for bulls, heifers, goats, sheep, chickens.



40. The ongoing price rise and consequent impact on livelihoods has prompted to launch an initiative to strengthen market analysis, building on the project initiative to monitor urban Minimum Expenditure Basket.
41. AFIS partners jointly with GRSS, WFP and NGOs to undertake the annual CFSAM assessing the national agricultural production and food security situation. The CFSAM reports in 2013 and 2014 were well received and fed well into the IPC. In 2014, a road map for the improvement of CFSAM was implemented by AFIS,<sup>9</sup> supporting the GRSS and state partners to improve the quality, coverage and timeliness of crop assessments. An improved CFSAM report capturing the seasonality of crop development/performance/production in 2014 was released on 6 May 2015. However, this was at the cost of not having the report released in time for the IPC analysis workshop (20 April - 1 May 2015), although some raw data was used.
42. AFIS has been working on improving datasets for early warning at State level to feed into the National Early Warning Technical Working Group (NEWTWG) launched in January 2015 and chaired by the Recovery and Rehabilitation Council (RRC) which sits under the Ministry of Humanitarian Affairs and Disaster Management. Within the last six months prior to the evaluation mission, the project has created a rainfall database to store data from 45 rain gauges distributed as planned with the MAFCRD and the meteorological department. Five dysfunctional Automatic Weather Stations (AWSs) have also been repaired and government staff have been trained in data collection, reporting and maintenance of rain gauges. It is planned that the rainfall data will be calibrated with remote sensing and link into the GHACOF. There is no evidence yet of how effective the early warning data and reports will be and how they are used at National level to trigger early response. Currently national and state early warning monthly bulletins have fed into the IPC and are used by the FSL Cluster.
43. By May 2015, AFIS has initiated a pilot for the collection and analysis of livestock disease data in Lakes State, and is preparing to expand to Greater Bahr-El-Gazhal and Greater Equatoria. The project has improved information networks by building on partnerships and training personnel to collect field data. However, it is unclear how effective the epidemiological surveillance system is in informing food security policy and planning at this early stage. It is hoped that the recently employed pastoralist expert will boost this component to explore livestock production and movements.

### **Output 3: Governmental validation mechanism and policy capacities for decision making enhanced**

44. Throughout 2013, AFIS mainly focused on capacity building for effective information systems. After the crisis, the demand for food security information increased and AFIS shifted its focus to providing decision makers with timely and accurate food security information.
45. The FSC endorsed the IPC as the main tool for food security analysis through a public statement. Concurrently, a high-level government official, the Director General of the Ministry of Agriculture, is chairman of the IPC Technical Working Group (TWG). These positions at policy level make the IPC a legitimate reference document and process for humanitarian and development actors. The IPC plays a major role for decision making throughout GRSS institutions at National and State level, the humanitarian community, donors. Sadly, there is little awareness beyond the IPC TWG that the IPC comes out of AFIS facilitation/support.
46. The validation process is working at National level with high level decision makers being given the IPC analysis to endorse. Although this process is vital, it does delay the validation of the report, although the top liners are shared with GRSS, humanitarian and development partners to ensure the analysis results are available for immediate consultation.
47. The effectiveness of the IPC for food security analysis highly relies on the quality of the information systems that feed into the analysis. Without good quality information systems, the credibility and completeness of the IPC deteriorates. Despite the relevance of the IPC, information which feed into the IPC are given lower relevance when considered on their own and thematic analysis has played so far only a minor role as support to decision making. This is seen as a major area where more attention is required to ensure that thematic

---

9 Developed by a senior AFIS consultant, Ian Robinson and endorsed by MAFCRD.

information and analysis supports the elaboration of sectoral policies and programmes, in the expectation that resilience, recovery and development planning will resume in future.

48. Under Output 3, the AFIS project had hoped to strengthen thematic policy areas and mechanisms. It would seem that the GRSS has very limited capacity to use the information generated by AFIS and partners to influence policy or planning. AFIS originally greatly underestimated how much support was required and the time it would take to build this capacity. Furthermore, this output was also delayed by the FSC Secretariat gaining approval from the GRSS. However, the mechanisms are effectively being put in place to reach this end-goal, especially under the new LoA with the FSC Secretariat and the improved partnership with various stakeholders including UN agencies and NGOs. It is anticipated that the IPC outcomes will be used for setting the policy discussion agenda in the coming few months.
49. The recent documents written by AFIS intended to influence policy are the IPC reports and the recent market brief highlighting the impact of rising prices of food and non-food commodities which will mostly affect the urban poor. AFIS supports the production of bulletins written by FSTS.

## 6. Effectiveness and efficiency of project implementation

Main findings
<ul style="list-style-type: none"> <li>• AFIS management has been seriously affected by the conflict. As a response to the crisis, the project managed to make its approach more adaptive and resilient.</li> <li>• The FSC Secretariat is of critical relevance to the success of the AFIS project. Its current understaffing affects the implementation of the AFIS project. Its capacity is going to be boosted by the LoA recently signed with AFIS.</li> <li>• The project governance structure has been revised to become more agile. However, the activities of the project main supervisory body occur irregularly.</li> <li>• The AFIS PSU is quite capable and adaptive. However, its potentialities get dissolved into the various initiatives that the project gets dragged into.</li> <li>• AFIS contribution provided the basis for the design of the FAO Country Programme and, more recently, of the Emergency Operation. However, AFIS has provided scarce contribution to other FAO programmatic areas, as in particular the livestock sector.</li> <li>• Approximately two thirds of the original budget have been disbursed or committed by end of March 2015. This share gets reduced to 54% when limiting to disbursements. The evolution of expenditures hints to an unbalanced progress of project activities: while some good progress is achieved on capacity development in terms of data collection and analysis, some difficulties are faced in enhancing the capacity to convert the information generated into decision making.</li> <li>• Gender equity and outreach in capacity development activities is an issue. Although AFIS made an effort to recruit and involve women in data collection and analysis activities, the project found that there was limited number of women with sufficient literacy skills to get involved in project activities.</li> <li>• AFIS has effectively provided hardware to institutional partners by procuring equipment.</li> </ul>

### 6.1 Project management and reporting

50. It is important to analyze the implications of some of the contextual and internal characteristics, efficiency flows and risk which have influenced and shaped the implementation of AFIS activities as these have had a significant influence on the outputs and outcomes of the project.
51. The initial phase of project implementation faced various difficulties. The Funding Agreement was signed in December 2012 - January 2013 and by mid December 2013 most project activities planned for Year 1 had been initiated, when the breakout of conflict violence forced their interruption. Following a prompt restart of activities in January 2014, the project came up to speed only in mid 2014. However, security conditions have remained precarious in three states, where project activities are limited to basic monitoring and assessments.
52. The project faced some difficulties also for the recruitment of key staff, both international and national. In particular, the Chief Technical Advisor, the Food Security Information System Technical Officer, and the Food Security Analyst reported only in April 2013. Furthermore, after a short gap, a new CTA was appointed in November 2013. The difficulties with the recruitment of human resources were common to all interventions in South Sudan and generated some competition between AFIS activities and other initiatives conducted by the FAO Country Office.<sup>10</sup>
53. As a response to the crisis, the project managed to make its approach more adaptive and resilient. This was achieved through a partial reduction in the implementation of capacity development activities, while scaling up the production of primary data to respond to increased and urgent demand for information. This change in strategic approach was made after close and regular consultations with the EC, with FAO technical support services, Government institutions and partners.
54. The difficulties faced during the initial phase of the project were not just due to the fragility of the political and institutional environment, but also were related to the ambitious work plan which was part of the original project design. The achievement of all activities

<sup>10</sup> For instance, the evaluation found out that one international staff originally selected for the AFIS project was diverted to other programme activities for a period of three months.

included in the original project work plan was not realistic and there were very limited options for risk management in a rapidly changing project's environment. This situation has been progressively revised through the Inception Report.

55. AFIS has effectively provided hardware to partners (NBS, MAFCRD, MLFI, State MAF/MARF) by procuring equipment (cars, motorbikes, laptops, printers and software). All government officers stated that all hardware items had been provided and were useful. Although modems had been included with the provision of computers, these have not improved the level of communication from national to state. The MAFCRD vehicle was handed over in April 2015, after delivery delays by the supplier.
56. Although AFIS has made an effort to mainstream gender into the design, the project found that there was a limited number of women with sufficient literacy skills in most local institutions. FAO has a gender inclusive strategy that proposes the participation of at least 30 percent of women in training and capacity building. After analysis under this evaluation, training conducted with support from AFIS at state level shows that only 10-15% of trainees were women. In the latest IPC workshop in Nimule, there were 15 women out of 90 participants (16%). At central level, the GRSS agriculture, forestry, livestock and fisheries technical and extension services are dominated by male personnel, although there is more participation of women at the NBS, MoH, Clusters and within international organizations.
57. AFIS has been well served by the Project Task Force and by the management and operational support from the Emergency and Rehabilitation Division (TCE) at FAO HQ. Consistent technical backstopping was provided by the Agricultural Development Economics Division (ESA), the Statistics Division (ESS), the Land and Water Division (NRL), the Global Information and Early Warning System (GIEWS) and the IPC Global Support Unit.

### **6.1.1 Food Security Council Secretariat and Food Security Technical Secretariat**

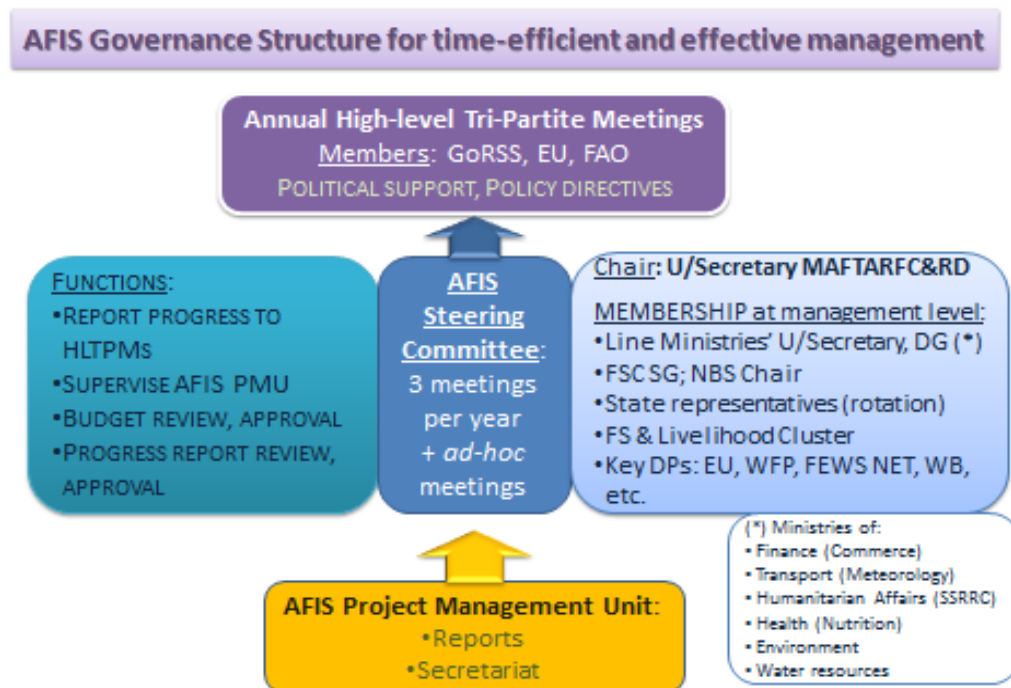
58. The Food Security Council has the mandate to ensure the overall alignment and harmonization of food security initiatives of the various line ministries and commissions, and to provide guidance for national food security policies and programmes. The FSC is placed strategically within GRSS – i.e. under the Office of the President – in view of its multi-sectoral nature and it is increasingly perceived as a potential platform for enhanced coordination and fostering linkages among the nine ministries that deal with various aspects of food security. This makes this institution of critical relevance to the success of the AFIS project. However, despite the establishment of the FSC by Presidential Decree in 2008, this institution has started to play an active role only within the past couple of years. The evaluation was particularly impressed with the enthusiasm and commitment of the FSC Secretary General (FSC-SG). Sadly, as of today the potentialities of the FSC Secretariat (FSCS) are still only partly accrued due to its understaffing and to weak ownership from line ministries. The recent signing of an LoA – after a eight month long gestation – is expected to boost the capacity of the FSCS.
59. The current understaffing of the FSC Secretariat has implications in terms of reduced coordination capacity that can be exercised over the various Ministries and other institutions involved with food-related issues. This has major negative consequences for the implementation of the AFIS project, particularly with regard to the policy relevance of the project and its contribution to decision making.
60. Of particular relevance to the AFIS management are the consequences of the current understaffing of the FSCS on the functioning of the Food Security Technical Secretariat. The FSTS, currently placed within the NBS, seems to be going through a process of progressive disempowerment through the loss of competent technical staff. This is a major constraint to the function of the FSCS to aggregate food security analysis and prepare policy briefs to inform the SFC. In this regard the evaluation team strongly endorses the recommendation recently made by FSIN towards supporting and strengthening the FSC and the FSTS by the secondment of line ministries staff.<sup>11</sup>

---

11 As indicated in the FSIN South Sudan Operation Strategy, "FSTS should not replace the analytical capacities that exist in the different line ministries, rather it should play the function of integrating the different information relevant to the FSC for food security high-level decision-making processes. To this end, and for longer-term sustainability, it would be critical that a limited number of staff is seconded from line ministries to increase capacity in the FSTS". See FSIN, 2015.

### 6.1.2 Steering Committee and Technical Committee

61. The programme management structure foreseen in the original project document included a Steering Committee and a Technical Committee. The former was meant to be the highest supervisory body, composed at ministerial level, responsible for political support and policy directives, while no indication was given on the composition of the latter. However, the Inception Report introduced a revised management structure with the aim of ensuring time-efficient and effective project management.
62. As presented in Figure 2, the highest level project governance is currently a tri-partite GRSS-EU-FAO meeting, responsible for political support and policy directives. The former Technical Committee is upgraded to Steering Committee to effectively oversee the project management and monitor its progress.



**Figure 2** Revised AFIS governance structure

Source: AFIS, Inception Report, 2014

63. The revised governance structure presented above detaches the policy level from the technical level. This is seen as a way to make the governance structure more agile. Having said that, the new Steering Committee is not maintaining the regularity of its meetings as planned and reported in Figure 2 – i.e. three meetings per year plus ad-hoc meetings. So far, the meetings of the SC have been called for only in two occasions: on 19<sup>th</sup> March 2014 for the endorsement of the Inception Report and on 6<sup>th</sup> May 2015 for the endorsement of the Interim Report.
64. The SC meeting in March 2014 endorsed the revised Logframe which included key project changes as the inclusion of the Australian contribution and measures to mitigate risks emerging from the crisis. The evaluation mission had the opportunity to attend the annual meeting in May 2015. The relevance of the initiative for the prospects of the project strategy was clear; nevertheless, stakeholders' attendance was rather contained.

### 6.1.3 Project Support Unit

65. The AFIS Project Support Unit (PSU) is responsible for the overall management and coordination of the planned activities. Its main functions are: (i) the preparation of work plans and progress reports; (ii) the management of LoAs with principal stakeholders; (iii) the provision of technical assistance and backstopping; and the training of partners' staff.
66. In terms of current set-up, the PSU has shown to have the flexibility required to adjust to changing requirements and priorities, as occurred in reaction to the recent crisis, focusing

more effectively the production of primary data and analyses. Having said that, it is necessary to highlight how the overall capacity in place is insufficient to handle the various initiatives that the project gets dragged into.

67. The evaluation team noted that the initial project was designed to eventually transfer the PSU to a government institution after a process of continuous and progressive interactions with the FSTS. This process of progressive transfer has been limited by the lack of government institutions' capacity, notably under the current crisis conditions.

#### **6.1.4 FAO**

68. As mentioned under 6.1, AFIS has received management and operational support from the Emergency and Rehabilitation Division (TCE) in FAO headquarters. Consistent technical backstopping has been provided to the project by Agricultural Development Economics Division (ESA), the Statistics Division (ESS), the Land and Water Division (NRL) and by the Global Information and Early Warning System (GIEWS). Among other issues, the contribution from ESA has been critical to the assessment of local capacity needs and for the elaboration of capacity building component of the project as well as through the support provided by the IPC Global Support Unit. Among other issues, GIEWS has played a key role in the implementation of the CFSAMs and, in general, in supporting crop assessment activities. The contribution from the Regional Emergency Office for Africa (REOA) has drastically reduced compared to the role it used to play during the times of SIFSIA. Despite the Accra regional office is involved under Strategic Objective n.5 for the development of the CPF, no interaction has occurred so far on AFIS.
69. AFIS contribution provided the basis for the design of the FAO Country Programme and, more recently, the Emergency Operation is entirely based on the results generated through the IPC. On the contrary, the evaluation felt the disappointment of FAO Country Management when considering the scarce contribution of AFIS to the livestock programmatic area.

#### **6.1.5 Reporting**

70. Letters of Agreement were established to provide technical support and financial resources required by GRSS institutions to deliver specific outputs. LoAs include all AFIS-supported activities within the same institution to streamline management and to avoid fragmentation of tasks, disconnected work plans and redundant transaction costs. The effectiveness of these LoAs has been constrained by the existing low capacity of the GRSS and the weakened National and State government institutions due to the crisis. At the time of the evaluation, a second round of LoAs with NBS, MAFCRD, MLFI, MoH Department of Nutrition and seven State level Ministries had been prepared as well as the LoA with FSC Secretariat. Through its second round, the LoA format has been strengthened to entail a more rigorous work planning and reporting schedule. This has allowed to partly shift the project strategy from an initial approach mainly framed in terms of budget support to the current one which is more geared towards service provision. In particular, for each LoA project funds are released in installments and the final tranche are released after the submission of the relevant report.
71. The PSU is required to report biannually after the end of the inception phase. However, the crisis occurred in December 2013 and the consequent temporary interruption of project activities delayed the overall reporting process. The PSU has submitted so far two Interim Reports in conjunction with the requests for payment, in addition to the Inception Report.

#### **6.2 Financial resource management**

72. The slow start of project implementation and its reduced progress induced by the conflict and its direct and indirect consequences have led to an underutilization of the project budget. It was reported that by the end of Year 1 project expenditure reached approximately 48% of the allocated budget. Savings were carried over and reallocated to the implementation of additional activities in Year 2 and Year 3. At the same time, a non-earmarked contribution from the Australian Government (equivalent to EUR 1,523,250) was fully incorporated into the project funding through a budget amendment.

73. From December 2014 to March 2015 the project underwent an internal strategic review in order to update its strategic framework. This allowed to update the project workplan and to consider the possibility of a no-cost extension on the basis of budget utilisation, on the EUR/USD exchange rate and on the evolution of local inflation.
74. In particular, as a result of the local currency devaluation, the implementation of LoAs is restrained by very high costs compared to the original budget. In fact, project implementation is pegged to the local currency, in line with GRSS policy for partnerships with UN agencies.
75. Table 1 summarizes the status of project expenditures as presented by the Financial Report included in the second Interim Report. Approximately two thirds of the original budget have been disbursed or committed by end of March 2015. This share gets reduced to 54% when limiting to disbursements. When focusing on the expenditures directly related to the three outputs, it comes clear how Output 1 is over-performing the other two. In particular, expenditures on Output 3 are abundantly below plans: disbursements and commitments account for 26% of amount budgeted, while disbursements on their own are below 18% of the same amount. The evolution of expenditures hints to an unbalanced progress of project activities: it seems that while some good progress is achieved on capacity development in terms of data collection and analysis, some difficulties are faced in enhancing the capacity to convert the information generated into GRSS decision making. This can be explained by the fragile conditions of National and State institutions, further weakened by the ongoing crisis.

**Table 1** AFIS budget expenditure from January 2013 to March 2015

Output No.	Categories	Expenditure plus commitments to 31 March 2015 (EUR)	Total budget (EUR)	Percentage disbursed or committed by 31 March 2015 (%)
Output 1	Relevant State and National Government Institutions are using standardised methodologies and managing Food Security information systems	1,808,791	1,992,082	90.80
Output 2	Crop, Livestock and Natural Resources information are systematically collected, analysed and disseminated	2,253,368	3,556,720	63.36
	(i) Crop and Livestock Market Information System (CLiMIS) further enhanced and contributed to inform food security information policy and strategic planning	341,833	676,059	50.56
	(ii) Crop and Natural Resource Monitoring and early warning system is strengthened and contributed to inform food security information policy and strategic planning	897,704	1,125,554	79.76
	(iii) Livestock disease management, monitoring and early warning systems improved and contributed to inform food security policy decision and strategic planning	1,013,831	1,755,107	57.76
Output 3	Governmental validation mechanisms and policy capacities for decision making enhanced	119,376	463,798	25.74
PSU cost	Programme Support Unit in Juba	1,334,059	1,953,054	68.31
Overhead costs	Project Support cost (7%)	299,374	557,596	53.69
<b>TOTAL</b>		<b>5,814,969</b>	<b>8,523,250</b>	<b>68.22</b>

Source: *Evaluators' analysis of Financial Report, AFIS Second Interim Report, 2015*

## 7. Impact of project

Main findings
<ul style="list-style-type: none"> <li>• The GRSS stakeholders and partners of the project have benefited from AFIS through the development of their capacities to collect data and information using standardised methodologies, with common analysis processes at the state and national levels.</li> <li>• The Government at state level has very limited capacity to collect, analyse and disseminate FSN information on their own mainly due to weak analytical skills and institutional settings as well as the high turnover of good trained government staff.</li> <li>• The IPC analysis process has pulled together many stakeholders in South Sudan at state and national level for consensus analysis of food security and nutrition.</li> <li>• Humanitarian response in South Sudan is significantly shaped by AFIS food security analysis.</li> </ul>

76. This section looks at the positive and negative changes produced by the AFIS project activities. The evaluation looks at the overall impact of the project, actual or potential, produced directly or indirectly. Impact refers to the degree to which the capacity development (CD) and improved information systems produced by AFIS have been influencing decision-making and programme design of Government, partners and other stakeholders.

### 7.1 Capacity development

77. The beneficiaries of the project benefit from AFIS through the development of their capacities to collect data and information using standardised methodologies, with common analysis processes. The evaluators identified these beneficiaries as the following:

- National and State level GRSS stakeholders, including the Office of the President, as chair of the Food Security Council (FSC) and FSC Secretariat (FSCS); the Ministry of Agriculture, Forestry, Cooperatives and Rural Development (MAFCRD); the Ministry of Animal Resources and Fisheries – then renamed Ministry of Livestock and Fisheries Industries (MLFI) in 2014; the Ministry of Agriculture, Forestry, Tourism, Animal Resources, Fisheries, Cooperatives and Rural Development – resulting from the merger of the previous two ministries – then split again in 2014; the Ministry of Humanitarian Affairs and Disaster Management; the South Sudan Relief and Rehabilitation Commission (SSRRC); the Ministry of Health (MoH) Department of Nutrition; the National Bureau of Statistics (NBS) and its Food Security Technical Secretariat (FSTS) and Livelihood Analysis Unit (LAU);
- Development partners involved in the Food Security and Livelihood and Nutrition Clusters (FSLNC), including the Nutrition Information Technical Working Group (NITWG), the IPC TWG members, MIS Working Group and the Resilience Working Group (RWG);
- Donors under the participation of the IPC analysis and users of the IPC reports;
- Inter-stakeholder forums include the Humanitarian Country Team (HCT), the Natural Resources Working Group (GRSS/DPs), Humanitarian Inter-Cluster Working Group (HICWG), UN Country Team (UNCT).

78. Capacity development is recognised as a core function for FAO as cited in FAO Corporate Strategy on Capacity Development. AFIS has produced a Capacity Development Approach document which was developed after the field assessments carried out by FSIN and reflects FAO Corporate Strategy in the context of South Sudan. As shown in Figure 3, the approach focuses on four CD pillars as shown in the figure below.





**Figure 3** AFIS Capacity Development Approach

Source: AFIS, *Capacity Development Approach in the AFIS Project, 2014*

79. Evidence from project interim reports and interviews with different stakeholders show that AFIS integrates capacity development in all of its activities, impacting on the three dimensions of capacity – enabling environment, organisations and individuals. AFIS is helping stakeholders to strengthen capacity within their government departments and organisations by training individuals in related food security capacities. AFIS has supported functional capacity by partnering with government institutions and other development partners, building knowledge and dialogue to inform decision making and policy.
80. The impact of the AFIS technical skill development has enabled government institutions to absorb and implement standardised methodologies at the state and national levels. This is evident in the participation of AFIS trained government officials in regular assessments and surveys (e.g. crop assessments, CFSAM, FSNMS, other ad-hoc) conducted in South Sudan. This shows the importance of the AFIS trainings and impacts skill development by providing additional on-the-job training. Before each assessment the team members undergo a training refresher course so that local teams can strengthen further their skills.
81. Evidence shows that as a result of AFIS capacity development efforts, focal persons (40) in 10 states are collecting regular and quality information on markets, rainfall, crops and livestock to feed into national data bases and seasonal IPC analysis. Ten state IPC focal persons have participated in all IPC workshops at the state and national levels, including refresher courses that precede each analysis, with certification. These efforts have improved not only the quality of information systems but also the quality of the IPC and related decisions.
82. An indirect impact is that the IPC has highlighted some gaps in food security and nutrition information required for a full food security and nutrition situation analysis and therefore informed decision making. Nutrition has been integrated into South Sudan information systems as a result of AFIS CD investment. The impact has been the inclusion of nutrition information into the FSNMS and the Nutrition IPC analysis.
83. Capacity development for government institutions at national and state levels has been through the provision and signature of Letters of Agreement (LoAs). These institutions include NBS/FSTS & LAU, MAFCRD, MLFI, MoH – Department of Nutrition, FSC Secretariat and the seven State Ministries. Stakeholders interviewed during the evaluation stated that without the technical support and financial resources provided under the LOAs, many activities engaging the GRSS would not take place. The impact has varied depending of the capacity of the different institutions to deliver specific outputs. The LoA mechanism has been improved by clarifying the outputs required with a more rigorous work planning and reporting schedule. Compared to the SIFSIA, AFIS has successfully shifted from an extensive budgetary support to a service provider approach through LoAs.
84. A structural impact that was identified was that sometimes the government officers who received training from AFIS are poached by NGOs and other organizations or FAO programmes. This can be seen as negative (loss of that capacity in government) or positive (improved capacity of other organisations' staff who will promote the use of standardised methodologies).
85. Capacity development for government institutions at national and state levels has been

through the provision and signature of Letters of Agreement (LoAs). These institutions include NBS/FSTS & LAU, MAFCRD, MLFI, MoH – Department of Nutrition, FSC Secretariat and the seven State Ministries. The impact of these LoAs which have provided technical support and financial resources has been positive in most cases and without this support many activities engaging with the GRSS would not take place. The impact has varied depending of the capacity of the different institutions to deliver specific outputs. The LoA mechanism has been improved by clarifying the outputs required with a more rigorous work planning and reporting schedule. Compared to the SIFSIA, AFIS has successfully shifted from an extensive budgetary support to a service provider approach through LoAs. This shifts hopes to increase institutional ownership and sustainability.

86. AFIS is continuously working on building the capacity of government officers to collect, analyse and disseminate food security information. However, due to weak institutional settings, low analytical skills and high turnover of good trained government staff, the government at state level is not yet ready to perform these activities on its own. In addition, AFIS is also working towards a resilient food security and nutrition information system FSNIS by building the capacity of public institutions and NGOs to gather, analyse and produce food security and nutrition information.

## 7.2 Utilisation for prompt decision making and programming shift

87. As stated under relevance and effectiveness, the IPC has been the main product that comes out of AFIS used for timely decision making. The IPC analysis process has pulled together many stakeholders in South Sudan at state and national level for food security and nutrition. AFIS has catalysed a drastic increase of the IPC national inter-ministerial workshop participants from approximately 25 in 2013 to over 70 in 2015. Using a standardised methodology and reaching consensus with government and international agency/NGO participation makes the findings credible and more powerful in influencing policy and programme design. AFIS has generated this impact through successful collaboration between government and partners, strong coordination of FSNISs in South Sudan and continuous technical support.
88. All products that are produced by the AFIS and its partners are presented to the project's government counterparts for validation and endorsement by the National Council of Ministers. Under the project's Output 3, the validation mechanism of food security and nutrition products has become more streamlined through building capacity and relationships. GRSS has taken ownership of the FSN.
89. The humanitarian response is significantly shaped by AFIS food security analysis. AFIS has also been supporting the collection, analysis and dissemination of FS data at state level, which is fed into the IPC. AFIS and the IPC TWG are able to produce IPC maps, trend series and a detailed seasonal report which are very much appreciated by all humanitarian actors. During the evaluation, members in the FSL Cluster and Nutrition Cluster, especially WFP, FAO and WHO, stated that they relied on the IPC to influence programme decisions and guide allocations of resources across the country. However, there is no evidence that the food security bulletins produced by the FSTS are impacting timely on decision making.
90. It is clear that some of the data that feeds into the IPC is currently given lower visibility and so far plays a minor role in decision making for sectoral policies and programmes. Nevertheless, AFIS plans to handover a cloud-based information repository to the FSCS under the recent LoA to enable data storage of crop, market and meteorological information and allow the GRSS to produce data as public goods to support key GRSS and other actors' functions and policy making.
91. The above evidence about the use of AFIS products for decision making proves that the project is having an impact in terms of utilization of information produced for decision making. AFIS products are supporting FAO, partner agencies/organizations and GRSS to contribute to increased resilience of livelihoods to threats and crises:
- through capacity development in food security and nutrition related institutional systems;
  - through provision of regular food security and nutrition information to inform timely response;
  - through improved FSN analysis and early warning, the GRSS and humanitarian actors are prepared for, and manage, effective responses.

However, this evaluation could only carry out a 'light' assessment of the full potential and impact of the AFIS products. Based on the findings, it is clear that to increase impact under these objectives, there needs to be continued support to the GRSS and other partners at all levels with a long-term commitment to ensure greater utilisation of FSN information for informed and timely response and policy formation.

## 8. Connectedness

Main findings
<ul style="list-style-type: none"> <li>• AFIS has managed to create a strong network of institutions working in food security related areas and has an important coordination role for most FSNISs in South Sudan.</li> <li>• The wide range of partners has been influenced by the inclusive nature of the IPC analysis process which brings together several institutions at state and national levels.</li> <li>• Regionally AFIS connects with REOA and IGAD initiatives, especially with ECTAD (REOA), GHACOF and IDDRISI (IGAD).</li> <li>• Globally connectedness exists with EU JRC and the FAO headquarters in Rome with consistent technical backstopping and operational support from FAO TCE, ESA, ESS, NRL, GIEWS and the IPC Global Support Unit.</li> <li>• Within FAO, the project has been unable so far to significantly influence or inform programming, with the exception of the Emergency Livelihood Response Programme (ELRP) that actively sought AFIS inputs.</li> </ul>

92. This section highlights the linkages and synergies the project has established within South Sudan, Regionally and Globally. It looks at the connectedness of different partnerships at different levels, linking the short-term emergency actors with longer-term stakeholders.

### 8.1 Country level

93. The AFIS project could work more closely with the FAO Country Programme. The project has been unable so far to significantly influence or inform programming, with the exception of the Emergency Livelihood Response Programme (ELRP) that actively sought AFIS inputs.

94. AFIS has managed to create a strong network and has an important coordination role for most FSNISs in South Sudan. The strength of AFIS has been the building up of working relationships with partners in South Sudan. AFIS has played a key role in the standardisation of methodologies of data collection and analysis, ensuring the activities of AFIS complement other FSNIS in South Sudan.

95. Government partners include the NBS (FSTS, LAU), FSCS, MAFCRD, MARF, MLFI and the MoH Department of Nutrition, as well as Ministry of Agriculture/Livestock in 7 States. The greatest achievement and challenge of the AFIS project has been connecting the different GRSS Ministries under different sectors at different levels. The Minister of AFICRD highlighted that AFIS played an important role in linking his Ministry with the FSCS. He also realised the need for better connectedness with State level by improving technology communication.

96. Other partnerships exist under:

- IPC TWG members of Ministries, UN Agencies, Local and International NGOs
- Food Security and Livelihood and Nutrition Clusters, including WFP, WHO, UNICEF
- FEWSNET
- Other Working Groups – Cash transfer and Markets (MIS in partnership with NBS/ FSTS, FEWSNET and WFP), Resilience (RWG), Nutrition Information Technical Working Group (NITWG)
- EU funded SORUDEV partners.

97. The wide range of partners has been influenced by the nature of the IPC analysis process which brings together members of the IPC TWG at state and national levels. In April 2015, over 90 stakeholders from 27 agencies attended the seasonal IPC analysis, with 50% of the participants from government and 50% from UN agencies, NGOs and other stakeholders.

98. There are other opportunities for AFIS to link into programmes funded by other donors. AFIS has been discussing its involvement with DFID programmes in order to support with training and technical backstopping for various information systems and standardized methodologies for surveys. AFIS has also been talking to the World Bank through the RCA initiative. Other partnerships to be explored could include World Bank initiative in supporting NBS and the high frequency survey and with the JICA-funded project under the MAFCRD Comprehensive Agricultural Development Master Plan.

99. The project does strive to connect emergency to development. Even in the current context with a greater demand for emergency/acute information, the AFIS is actively involved in the Resilience Working Group in the development of the Resilience Context Analysis, into which much of AFIS information systems will feed into. The Resilience Working Group is part of the FSL Cluster and consists of the GRSS (MAFCRD, NBS), IGAD, UN Agencies (i.e. FAO, UNICEF, UNDP, UN OCHA, UN Women, WFP), and International Institutions (i.e. World Bank, FEWSNET).

## **8.2 Global and Regional Connectedness**

100. AFIS connects with Regional initiatives under IGAD which include, amongst others, GHACOF, ECTAD and the IGAD Drought Disaster Resilience and Sustainability Initiative (IDDRISI). AFIS shares information and often participates in the monthly FSNWG meetings. AFIS and the FAO Sub-regional Emergency Office for Eastern and Central Africa (REOA) supported two sub-national integration workshops in Western Bahr el Ghazal and Warrap states as part of the roll-out of the ECHO-funded regional initiative to strengthen technical capacity for the Integration of Food Security and Nutrition for Programming and Resilience Building. Apart from this, the interaction with the REOA has drastically reduced compared to the role its used to play during the times of SIFSIA.
101. Connectedness exists with the EU JRC – in relation to CFSAMs and IPC , as well as FAO headquarters in Rome: AFIS has been supported by FAO TCE, ESA, ESS, NRL, GIEWS and the IPC Global Support Unit with consistent technical backstopping and operational support. In South Sudan, FSIN has linked into the AFIS by providing the coordination of different capacity development activities. FSIN will provide a framework for a formal collaboration between FAO, WFP, and FEWSNET (as well as other partners such as UNICEF), agreeing that the existing political challenges actually provide a strong basis (and great opportunity) for formalizing such collaboration.

## 9. Sustainability

### Main findings

- AFIS approach of engaging institutional partners as service providers has contributed to raise their responsibility to deliver on their mandates with a higher level of autonomy.
- AFIS is engaging with WFP, FEWSNET, UNICEF and other partners in order to minimize the risk of information system failure following the completion of the project.

102. As highlighted by the SIFSIA final evaluation, building a food security information system and policy making infrastructure and capacity takes a long time. The AFIS project makes use of existing basic governmental systems for food security information collection and analysis which require significant strengthening of their operational capacity. As mentioned under 6.3, the LoA instrument has been used by FAO for capacity development at institutional level. This has been strengthened by engaging a Technical Officer to support partner institutions in raising their capacity to plan, deliver and report. This has seen a shift towards engaging the National and State Ministries, as well as institutions as the NBS and the FSC as service providers and has contributed to raise their responsibility to deliver on their mandates with a higher level of autonomy. The new round of LoAs in 2015 has managed to strengthen the process of empowering the counterparts with the skills and procedures to effectively deliver on their mandates.
103. AFIS advocates the institutionalization of functions to assert food security information systems within GRSS bodies and payroll. Having said that, it is acknowledged how the fiscal capacity of the Government to invest in a food security information system is extremely low, particularly after the crisis started in December 2013.
104. In order to minimize the risk of information system failure following the completion of the project, AFIS is proactively engaging with WFP, FEWSNET, UNICEF and other partners to define complementarities and synergies. Development in this direction will inform the exit strategy. The AFIS project should ensure that – through the FSIN Operational Strategy – and the supporting partnership, many of the functions and activities currently supported by the project, will be rolled on, albeit on a different scale if no project continuation is planned, through the inter-agency partnership.

## 10. Main conclusions

### Main conclusions

- In the long term the FSCS remains the best option for institutionalising the linkage between information and high-level decision making.
- AFIS has managed to establish a good degree of collaboration with other technical organizations and should stay actively engaged in the FSIN Operational Strategy implementation – through FAO South Sudan and technical HQ team, if AFIS should not continue with the same characteristics.
- The integration of a nutrition component into AFIS design has contributed to connect nutrition and food security stakeholders.
- Despite the unfavourable context, AFIS has been able to critically assist in the generation of primary data and to raise its support to its partners' operations considered necessary for the functioning of the FSIS.
- The use of AFIS limited resources needs to be prioritized.
- The general acceptance in South Sudan of the IPC for decision making, planning and monitoring purposes is an indicator of the achievements of AFIS. However, in South Sudan the food security information gap remains vast. In such conditions IPC analysis on its own is not enough.
- Data generated is not adequately disaggregated by gender.
- Information systems are not yet ready to be run solely by government which needs continuing capacity development. Although quite successful, the LoA mechanism is based on a fragile relationship between AFIS and partners.
- There is evidence that AFIS products are utilized for decision making.
- The AFIS project's collaboration and coordination is to be strengthened at all levels.

105. The evaluation has concluded that the work that AFIS is conducting is essential to improving Food Security and Nutrition information systems in South Sudan. Despite high investment in capacity development, the GRSS has still very limited capacity to coordinate and run these systems yet.
106. From an institutional perspective, despite the slow progress made by GRSS in empowering the FSC, in the long term this institution remains the best option for institutionalizing the linkage between information and high-level decision making in South Sudan. Its capacity is to be adequately strengthened. In the short term, the FSL Cluster is the most active platform for decision making. AFIS support to both institutions is critical.
107. Along the same lines, it is necessary to raise the capacity of the FSTS through the secondment of line ministries staff, and to strengthen the institutional link between FSCS and FSTS.
108. Nutrition is an important dimension of food security and food security is a key determinant of nutrition. Although a nutrition component was missing in its original design, AFIS has managed to include in its early implementation stage as an add-on. This integration has played a major role in connecting nutrition players and food security players and leading to a good understanding of how the two groups complement each other. Having said that, more efforts are required to strengthen this connection and AFIS is expected to play a major coordinating role at such regard through forthcoming initiatives within the framework of the FSIN and of the SUN movement.
109. In terms of risk management, AFIS has managed to establish a good degree of collaboration with other technical organizations and, in particular, with WFP-VAM, UNICEF and FEWSNET. The solidity of these network synergies minimizes the risk of information system failure following the completion of the project. Further integration is foreseen under the forthcoming FSIN framework.
110. The food security information gap in South Sudan is huge while the capacity of the AFIS project to contribute to reduce it is quite limited. AFIS resources need to be spent according to a limited set of priorities and, in parallel, the project leadership need to refrain from getting involved in additional initiatives which, although falling within the project mandate, drain resources from their set priorities, unless additional *ad-hoc* resources are identified and made available.

111. A robust food security and nutrition information system needs to be resilient to shocks in order to have impact. This is particularly the case when establishing or managing information systems in a context of a protracted complex emergency where general capacity is at basic levels. The conflict in South Sudan has resulted in limited access to some areas. The ongoing macroeconomic downturn and consequent deep cutting austerity measures put in place by the GRSS have affected retention of experienced civil servants and the motivation of remaining staff. In these difficult conditions the AFIS project has been able to raise its support to GRSS partners' operations considered necessary for the functioning of the food and nutrition information system. Along the same lines, in emergency contexts, as the one in South Sudan, the food and agriculture sector competes with other government priorities. It is therefore important that projects such as AFIS not only play a strong advocacy role in generating resources to support certain public functions, but also critically assist in the generation of important public goods – i.e. primary data.
112. AFIS has concentrated its coordination efforts on the IPC as a flagship product for decision support. Support to the IPC is very welcome since its recognition is very high at all levels and GRSS counterparts proactively engage in the IPC process. However, IPC is a classification tool whose analytical capacity depends on the quality and quantity of information available for the analysis. In South Sudan, the information gap remains vast and in such conditions IPC analysis on its own is not enough and may be rather misleading. AFIS needs to work with partners to proactively continue to reduce the information gap while increasing the quality of information produced. This will contribute to both improve the quality of thematic analysis and decision making as well as to strengthen the combined analysis and decision making conducted through the IPC – and resilience or development planning mechanisms in the future.
113. Despite good intentions, there is very little information generated through the support of AFIS that disaggregates data by sex and therefore there is virtually no gender analysis.
114. AFIS is continuously building the capacity of government officers to collect, analyse and disseminate food security information. However, it is questionable whether the project has managed to get the government at state level to the point where they can do this on their own, due to weak existing capacity and high turnover of good trained government staff. AFIS is also working towards a resilient food security and nutrition information system by building the capacity of public and NGOs to gather, analyse and produce food security and nutrition information. It must be recognized that, despite constant capacity development including refresher courses, Training of Trainers and certification, the IPC and information systems are not yet ready to be run solely by government. This requires continued 'hand-holding' and human/financial support through the LoAs. The success of the LoA mechanism is based on the relationships built between the AFIS team and GRSS partners. These relationships are fragile and need to be maintained and nurtured, including the capacity for partners to deliver.
115. AFIS managed to take on board a certain share of the capacity built by/under SIFSIA. Nevertheless, the lack of continuity between the two projects caused the collapse of some of the capacity established for data collection and analysis. This not only affected the continuity of output, but also contributed to delay the start-up of AFIS and raised the efforts required before the project could start to operate effectively.
116. There is evidence that AFIS products are utilized for decision making, at least to a certain degree. There is also evidence that AFIS products are supporting FAO, partner agencies/ organizations and GRSS to increased resilience of livelihoods to threats and crises:
- through capacity development in food security and nutrition related institutional systems;
  - through provision of FSN regular information to inform timely response;
  - through improved FSN analysis and early warning, the GRSS and humanitarian actors are prepared for, and manage, effective responses.

To increase impact in these objectives, there needs to be continued support to the GRSS at all levels with a long term commitment to ensure greater utilisation of FSN information for informed and timely response and policy formation.

117. Through the project's collaboration and coordination, AFIS supports the production of the IPC, CFSAM, seasonal crop assessments, food security and market bulletins, and



programmatic maps. It was also found that AFIS contributes to other products led by other agencies, such as the WFP-led FSNMS and Annual Needs and Livelihoods Assessments (ANLA), and UNICEF-led nutrition updates. GRSS, UN agencies and donors are users of these food security guiding documents; although these stakeholders are not always aware of the AFIS project's role in these documents.

## 11. Recommendations

118. In relation to a late start and with the constraints imposed by the financial/human resources, all recommendations are based on the assumption that a no cost extension will allow the project to continue operating over the current project end date of December 2015. Based on the evaluation findings, there are no doubts that the project should run continuously into a second phase, and therefore all recommendations remain relevant for second phase design and implementation. The recommendations are presented based on three scenarios which affect the extent to which AFIS can implement activities proposed till the end of the project.

Scenarios	
<b>Most likely</b>	Situation closely monitored. Staff will have to work from home if movement around Juba is high risk. Maintain business continuity but limited field missions. AFIS relies more on international partners to reach inaccessible areas.
<b>Best case</b>	Business as usual. Participation and capacity of local institutions improves, even in worse affected areas.
<b>Worst case</b>	Security situation deteriorates with international and national staff having to work from home, with most international staff being relocated. One AFIS staff member stays in the office. National staff work from home. The majority of project activities come to a standstill. Government capacity reduces with some loss. Any direct support to the GRSS is not permitted.

### Most likely scenario

1. The FSC needs to be staffed and empowered to be able to exercise its functions fully and effectively (*Responsibility of GRSS*).
2. Linkages between FSTS and FSC need to be strengthened and secured through an appropriate institutional set-up (*Responsibility of GRSS*).
3. In order to optimize the contribution of AFIS outputs towards information system development, the FSTS is to be mainstreamed in NBS and staffed to be able to exercise its functions effectively. In regard to policy analysis and decision making, AFIS needs to support FSCS, which in turn needs to be properly staffed (*Responsibility of GRSS*).
4. All initiatives involved in food security and nutrition information systems need to be federated under the forthcoming FSIN framework with clear definition of roles to avoid tensions and duplications (*Responsibility of FAO, WFP, FEWSNET and UNICEF*).
5. AFIS needs to advocate with donors to encourage food security, livelihoods, resilience and nutrition programme proposals submitted to harmonise assessment exercises for baselines and data collection with AFIS initiatives. There are opportunities for different organisations to link efforts of data collection, analysis and capacity development with government with the work achieved by AFIS and to feed into the government information system (*Responsibility of donors, AFIS and FAO Country Programme*).
6. AFIS needs to prioritize the use of its limited resources and streamline procedures. Activities in addition to the ones related to the collection and analysis of primary data originally identified within the project mandate can be undertaken only if additional capacity is made available (*Responsibility of AFIS*).
7. Within the limitations imposed by resource availability and allocation, AFIS needs to continue and expand its ongoing or starting work on livestock and pastoralist livelihoods, urban food security and resilience analysis. (*Responsibility of AFIS*).
8. Although the intention is already in place, AFIS needs to start showing gender sensitivity in all project activities, advocating towards gender disaggregated data and capacity development to be inclusive of women, wherever possible (*Responsibility of AFIS*).
9. AFIS management has to ensure continuity and stability of its dedicated capacity to manage LoAs with GRSS partners (*Responsibility of AFIS*).
10. The AFIS project and FSTS need to promote the regular rearrangement of key staff in their respective premises or in the premises of other project partners in occasion of the production

of specific analysis and/or output preparation. This is meant both to promote capacity development, ownership, and to ensure the timely production of outputs (*Responsibility of AFIS and NBS*).

11. There needs to be continuous investment in the FSN information systems in South Sudan to maintain the capacity developed and relationships built so far. Based on lessons learnt from SIFSIA and AFIS, a concept note needs to be developed with clear priorities and circulated for multi-donor fund raising. Timing of the start-up on the next phase would need to ensure that the project can run continuously to maintain the momentum that AFIS has taken three years to put in place (*Responsibility of AFIS and FAO Country Programme*).
12. Project collaboration and coordination is to be strengthened at all levels. In particular, the meetings of the AFIS SC need to occur regularly and participation of all relevant stakeholders is to be called for (*Responsibility of AFIS*). In addition, communication between national, state and county level needs to be improved, both feeding regularly information from bottom to top, and disseminating information back to the grass-roots (*Responsibility of AFIS and GRSS*).

### **Best case scenario**

13. In a best case scenario, an effective peace agreement would lead to a significant reduction and/or complete cessation of hostilities. Government participation and capacity improves, even in worse affected areas and AFIS needs to continue with strategic capacity development of government personnel at all levels, especially the FSC to ensure sustainability of project initiatives (*Responsibility of AFIS*).
14. All of the above.

### **Worst case scenario**

15. In the worst case scenario, with limited access to the GRSS and reduced number of AFIS staff, AFIS needs to develop a contingency plan which highlights the areas to prioritise and identify what can be continued with limited resources. Due to an emergency context, prioritisation should be based on what is feasible and what would be the demand for information. The contingency plan should highlight areas that can be covered by partner agencies and INGOs (*Responsibility of AFIS*).
16. The IPC will become increasingly relevant for analysis and decision-making purposes, but the quality will be compromised due to challenges in accessing information. State coordinators should be developing contingency plans to ensure that the quality and amount of data is not compromised during a crisis situation (*Responsibility of AFIS and State Coordinators*).
17. As market functioning deteriorates, close monitoring will be critical. AFIS plays a leading role in market analysis and should continue to support collection, analysis and dissemination of policy briefs on markets and local economies (*Responsibility of AFIS and MIS partners*).

## Annexes

### Annex 1 Terms of Reference

#### 1. Background of the Project

1. The Agriculture Food Information System for Decision Support (AFIS), GCP/SSD/003/EC is implemented by the Food and Agriculture Organization of the United Nations (FAO) in collaboration with the Government of the Republic of South Sudan (GRSS). This project has been designed to address the following major issues of importance to the national and state governments in addressing the capacity gaps related to: (a) food security inter-sectoral institutional coordination framework and information system; and (b) the GRSS food security policy and relevant institutions' capacity.
2. AFIS project is a three-year project with a total estimated budget of Euro 7 million funded by the European Union (EU). As approved by the Project Steering Committee (PSC) meeting of 19 March 2014, the project document underwent the first amendment on 26 August 2014 to: (i) incorporate the additional contribution by the Australian Government Department of Foreign Affairs and Trade<sup>12</sup>, bringing the total budget to EUR 8 523 250; and (ii) adjust some activities accordingly 1.
3. FAO is coordinating the implementation of the project through its Office in Juba. The project is guided by Project Steering Committee (PSC). The SC is composed of Ministry of Agriculture, Forestry, Cooperatives & Rural Development (MAFC&RD) and Ministry of Animal Resources and Fisheries (MARF), representatives of the European Union Delegation, and a representative of project executing agency (i.e. FAO). The SC will be served by a Technical Committee (TC) formed by technical members of the agency (ies) and the ministries<sup>13</sup>.
4. The project was declared operational in January 2013; however, with delays in the recruitment of project staff and the eruption of the armed conflict in SSD in December 2013, the project Inception Report was only endorsed by the PSC on 19 March 2014.
5. The beneficiaries<sup>14</sup> include a diverse range of stakeholders at the national, state and local levels include:
  - GRSS stakeholders; the Office of the President (as chair of the Food Security Council (FSC) and FSC Secretariat; the Ministry of Agriculture, Forestry, Cooperatives and Rural Development (MAFCRD); the Ministry of Animal Resources and Fisheries – then renamed Ministry of Livestock and Fisheries Industries in 2014; the Ministry of Agriculture, Forestry, Tourism, Animal Resources, Fisheries, Cooperatives and Rural Development – resulting from the merger of the previous two ministries – then split again in 2014; the Ministry of Humanitarian Affairs and Disaster Management; the South Sudan Relief and Rehabilitation Commission (SSRRC); the National Bureau of Statistics (NBS) and its Food Security Technical Secretariat (FSTS) and Livelihood Analysis Unit (LAU);
  - Other multilateral and bilateral stakeholders: development partners including United Nations agencies, namely the United Nations Children's Fund (UNICEF), the World Health Organization (WHO), the United Nations Office for the Coordination of Humanitarian Assistance (OCHA), the World Food Programme (WFP), as well as the EU, UK Department for International Development (DFID), the United States Agency for International Development (USAID), the World Bank (WB), the European Commission Directorate-General for Humanitarian Aid and Civil Protection (ECHO), the Food Security and Livelihood and Nutrition Clusters (FSLNC) and their members, and the private sector; and
  - Inter-stakeholder forums include the Humanitarian Country Team (HCT), the Natural Resources Working Group (GRSS/DPs), Humanitarian Inter-Cluster Working Group (HICWG), UN Country Team (UNCT).
6. The AFIS project document was further amended on 26 August 2014 to: (i) incorporate the additional contribution in the amount of Euro 1.5 million by the Australian Government, Department of Foreign Affairs and Trade, bringing the total budget to EUR 8 523 250; million and (ii) adjust some activities accordingly.

---

12 The increase was discussed with EC and they are in agreement

13 As indicated in the Inception Report, approved by the CS on 19 March 2014, the governance structure has been slimmed down to the TC only, cutting off the 'political level' to avoid slow decision making processes and redundant discussions.

14 Stakeholder analysis is being done for the beneficiaries/stakeholders/partners.

7. The expected impact of the project is the long-term improvement of food security in South Sudan.
8. The project has the following outcome “Improved food security information management for planning, programming, coordination and decision making in South Sudan”

The impact and outcome are to be achieved primarily by assisting the government of the Republic of South Sudan in making rational and informed decisions using timely, available and reliable food security information.

## **2. Purpose and scope of the Evaluation**

9. In accordance with the Project Document, an independent final evaluation will be undertaken. The overall purpose of this evaluation is to determine progress being made towards the achievement of project outcome and outputs at the national and state level and to identify the corrective action if necessary. The evaluation will cover the project’s conceptual, inception and implementation phases from December 2013 to May 2015. The independent evaluation will provide evidence on which to base decisions on whether there should be a second phase of the AFIS project and if so, what are the main lessons and findings from the first phase that should be considered in the design of a second phase. For this reason it has been decided to initiate the final evaluation prior to the closure of the project so as to provide evidence on which to base funding decisions and design for a possible next phase.

### **10. The over-arching questions of the evaluation will be:**

- Extent to which the capacity of stakeholders to use the information in planning, programming, coordination and decision making was enhanced as a result of improved food security information management;
- Extent to which the project reduced the gap in food security information systems;
- Extent to which the project been providing quality food security information;
- Extent to which an effective cross-sectoral Food Security institutional framework was established and linked to the GRSS institutional framework;
- Extent to which the Food Security information system was resilient, strengthened and supports decision making;
- Extent to which the outreach of Food Security information users was expanded;
- Extent to which key food insecurity drivers are better understood and linked to decision making; and
- Extent to which GRSS institutions capacity to plan, budget and monitor Food Security policies and strategies was developed.

### **11. The sub-questions of the over-arching questions are:**

- review effectiveness, efficiency and timeliness of project implementation, in particular risk management;
- analyze effectiveness of implementation and partnership arrangements;
- identify issues requiring decisions and remedial actions;
- identify lessons learned about project design, implementation and management;
- highlight technical achievements and lessons learned;
- analyze whether the project is on track with respect to achieving the expected results; and
- propose any corrections and/or adjustments, if appropriate outlined following the range of scenarios of what may be the political, economic and crisis situation in South Sudan during the next planning period.

#### **a. Evaluation criteria**

10. The project will be critically assessed through the internationally accepted evaluation criteria, i.e. relevance, efficiency, effectiveness, impact, and sustainability.
11. For the purposes of the evaluation, the definition of food security used is that promoted by FAO as originally defined at the World Food Summit 1996 and framed within a multisectoral causal model that identifies food availability, access, utilization and stability as underlying domains related to food security. *“Food security exists when all people, at all times, have physical, social and economic access to sufficient, safe and nutritious food which meets their dietary needs and food preferences for an active and healthy life.”*

## **b. Evaluation issues**

12. An initial list of key sub questions has been identified through discussions with project stakeholders. The evaluation team may identify other issues in the course of evaluation. The evaluation team will review these and finalize them together with a Theory of Change and an evaluation matrix.

## **I. Relevance of concept and design**

13. Capacity of the AFIS project to manage risks, in particular:

- Suitability to a volatile context from the political, institutional and operational aspects;
- Mechanisms to preserve the project's resilience to probable crises;

14. Relevance and coherence of information to actual priorities and needs, in particular:

- The information system architecture and technical approaches and methodologies;
- The food security priorities and programmes of the GRSS, at central and State level, as well as recovery and development planning frameworks – e.g. UNDAF;
- FAO strategic priorities, including the Emergency Livelihood Response Programme.

15. Quality, clarity and realism of the AFIS design and results chain:

- Robustness and realism of the theory of change underpinning the project;
- Clarity, coherence and realism of the project logframe, including:
  - the causal relationship between inputs, activities, outputs, expected outcome and impact;
  - validity of targets, indicators, assumptions and risks;
  - specification of prior obligations and prerequisites;
  - management arrangements, resources (human and financial) and duration; and,
  - identification and analysis of stakeholders and beneficiary institutions;
- Robustness and realism of exit strategy and prospects for sustainability, including GRSS institutions' absorption capacity;
- Clarity of external coordination and partnerships.

## **II. Effectiveness of outputs and outcomes**

16. Overall effectiveness of the project, actual or potential, in attaining its impact, outcome and outputs. In addition to the full and systematic assessment of outputs produced to date (quantity and quality as compared with work plan and progress towards achieving the immediate objectives) and of the outcomes achieved, expected and unexpected, their robustness and expectations for further uptake and diffusion,<sup>15</sup> the evaluation will focus on the following:

- Extent to which information about food security, nutrition, agricultural, livestock and natural resources (rainfall) status are strengthened, standardized, utilized and linked to the national system;
- Flexibility to overcome obstacles and maintain relevance to the Outcome;
- Coverage of the information being generated and disseminated, including early warning (timing, sectoral coverage, geographic coverage of the most vulnerable groups, etc.)
- Assessment of the information quality, management and reporting, including visibility and communication;
- Extent to which decisions are made on the basis of food security and nutrition information generated by AFIS.
- Extent to which FAO, development partners, donors or NGOs benefitted from the capacity developed or used the project outputs; and
- Extent to which the project received adequate financial, technical and operational support from the donor, the Government and FAO.

17. Use made by the project of FAO's normative and knowledge products and actual and potential contribution of the project to the normative and knowledge function of the Organization.

---

15 FAO projects should have (only) one outcome. Programmes may have more.' From FAO Project Cycle Guidelines, 2012.

### III. Efficiency and effectiveness of project implementation process

18. Assessment of project management:

- Adaptive management and timely re-alignment of project activities and workplan to the changing context and emerging needs and opportunities;
- Quality, realism and focus of work plans;
- Assessment of delivery, causes and consequences of delays and any remedial measure taken, if any;
- Monitoring and feed-back loops for improved management and operations;
- Staff management.

19. Institutional Setup:

- Administrative and technical support by FAO HQ, regional, sub-regional and country office, as appropriate;
- Institutional set-up, internal review processes, coordination and steering bodies;
- Inputs and support by the Government/s (national and state levels) and resource partner/s;
- Extent to which all relevant stakeholders are included in the institutional set up (State FSTS, FSC and FS/P Working Groups) and actively participating in dissemination of food security update reports to decision and policy makers;
- Extent to which vertical linkages with the national structures and horizontal linkages with partners are established and maintained by AFIS.

20. Assessment of financial resources management, including:

- Adequacy and realism of budget allocations to achieve intended results;
- Adequacy and realism of Budget Revisions in matching implementation needs and project objectives;
- Rate of delivery and budget balance at the time of the evaluation and in relation to work-plans.

21. Analysis of gender mainstreaming in the information system to understand the following:

- Extent to which there has been a change in the FSNMS data analysis to produce sex disaggregated descriptions;
- Extent to which IPC analysis uses gender sensitive information; and
- Any other evidence of gender sensitive studies and surveys.

22. Analysis of the GRSS Capacity Development dimension in the design, implementation and results of the project, with particular regard to implementation of Letters of Agreement.

23. Extent to which the capacity of the newly established institutional set up and line ministries are enhanced to produce, analyse and influence decisions.

24. Analysis of Partnerships and Alliances, namely:

- how they were planned in the project design and developed through implementation;
- their focus and strength; and
- their effect on project results and sustainability.<sup>16</sup>

25. Stakeholder participation in the design, management and implementation of the project, and the level of local ownership.

### IV. Impact

26. Impact refers to:

- Extent to which the AFIS influenced actual or potential impact prospects;
- Extent to which the AFIS interventions' produced direct or indirect results/impact;
- Extent to which the project results are contributing to Strategic Objective 5 (SO5); and
- Extent to which the project design can enhance sustainability.
- Overall impact of the project, actual or potential, positive and negative, produced directly or indirectly, intended or unintended; and
- Overall contribution of the project to Strategic Objectives, and to the implementation of the corporate Core Functions.

---

16 See: <http://www.fao.org/partnerships/partners-home/en/>

## V. Sustainability

27. Sustainability is defined as the prospects for sustaining and up-scaling the project's results by the beneficiaries and the host institutions after the termination of the project. In the context of South Sudan, sustainability may be further qualified according to the scenario analysis proposed for the next planning period, ranging from negative to positive prospects. The assessment of consolidation and sustainability will focus, in addition to technical and operational aspects as appropriate, on the institutional sustainability of the following products and outcomes:

- the institutional set up for Food Security;
- the information systems, including the areas for expansion – e.g. human security (including gender, conflict and Right-to-Food), remote sensing, communications;
- the food security and nutrition policy and strategy;
- capacity development of the key partners, state and non-state actors.

28. Based on the above analysis, the evaluation will draw specific conclusions and formulate recommendations for any necessary further action by Government, FAO and/or other parties to ensure sustainable development, including any need for follow-up or up-scaling action according to the range of scenario analysis. The evaluation will draw attention to specific good practices and lessons to be learned as they are of interest to other similar activities. Any proposal for further assistance should include specification of major objectives and outputs and indicative inputs required.

## 3. Evaluation methodology

### 3.1. Approach and tools

29. The evaluation will adhere to the UNEG Norms & Standards.<sup>17</sup> FAO Office of Evaluation, OED, will manage this evaluation in full transparency, while ensuring that it remains completely independent and external to the project management.

30. The evaluation will adopt a consultative and transparent approach with internal and external stakeholders throughout the evaluation process. Triangulation of evidence and information gathered will underpin its validation and analysis and will support conclusions and recommendations. The evaluation methodology will draw upon the views and perspectives of Government(s), FAO, EU staff and other stakeholders and partners at global and country levels (both at central and state levels), data and documentation reviews, and interviews with key decision maker and partner stakeholders working in the area of food security.

31. The evaluation will make use of the following methods and tools: (i) Desk Review: Review of literature, including the documents detailed under reference material; (ii) preparation of an evaluation matrix with related evaluation questions and benchmarks; (iii) Stakeholder Review; (iv) Semi-structured interviews with key informants, stakeholders and participants, supported by check lists and/or interview protocols; direct observation during field visits; surveys and questionnaires; and (v) Workshops in the field (Juba and, if possible up to two States) to discuss and validate findings, and propose possible recommendations.

32. Particular attention will be devoted to ensure that women and other under-privileged groups will be consulted in adequate manner. Insofar as possible and appropriate, interaction will also take place with non-participants to canvass their opinions. The Strengths, Weaknesses, Opportunities and Threats (SWOT) framework can be used for assessment of project results.<sup>18</sup>

33. The following key background documentation will be consulted:

- Funding Agreement between FAO and European Commission and its relevant amendments;
- Project document/Description of the Action;
- Inception and Interim Reports;

---

17 United Nations Evaluation Group, <http://www.uneval.org/normsandstandards>

18 SWOT is a widely used strategic planning tool, useful also in the assessment of development interventions, to canvass their strengths and weaknesses, as well as future perspectives. It is particularly used in focus groups, but it can be adapted to individual interviews as well.



- Strategic review of the project (Dec. 2014 to March 2015);
- FAO's corporate guidance on HRBA, Right to Food and Decent work, Food security information systems (IPC, FIVIMS, Countrystat), Gender equality, Environmental sustainability, Results Based Management; Capacity Development, Partnerships and
- FAO Strategic Objectives, Results and core functions, 2010-2019<sup>19</sup>.

### 3.2. Stakeholders and consultation process

34. The evaluation team will discuss in detail with the key stakeholders of the project and will take into account their perspectives and opinions. This will be detailed in the Stakeholder Analysis Matrix.
35. While the ultimate beneficiaries of the programme are households vulnerable to food insecurity and malnutrition, for the purposes of this evaluation, the primary beneficiaries are considered to be decision makers dealing with food security policy and programming in GRSS, inter-agency and inter-stakeholder platforms (Humanitarian Country Team (HCT), the Natural Resources Working Group (GRSS/DPs), Humanitarian Inter-Cluster Working Group, UN Country Team. Other beneficiaries are the international community (donors, UN, NGOs) and local organizations dealing with food security issues either in emergency or in longer term development contexts.
36. Other key stakeholders include:
- Project Steering Committee members;
  - Food Security forums at State level;
  - Government representatives from the partner/beneficiary organizations, in particular MAFCRD, MLFI, NBS, MoH-ND, FSC Secretariat, State Ministries;
  - UN partners, in particular WFP, UNICEF and OCHA; and
  - FAO Representative and other relevant staff.
37. The evaluation team will maintain close liaison with: the FAO Office of Evaluation. Although the mission is free to discuss with the authorities concerned anything relevant to its assignment, it is not authorized to make any commitment on behalf of the Government, the donor or FAO.
38. The team will present its preliminary findings, conclusions and recommendations to the project stakeholders in the country and insofar as possible, in the relevant FAO Decentralized Offices and in HQ, to obtain their feedback at the end of the data-gathering phase.
39. The draft ToR will be circulated among key stakeholders for comments before finalisation; suggestions will be incorporated as deemed appropriate by OED. The draft evaluation report will also be circulated among key stakeholders for comments before finalisation; suggestions will be incorporated as deemed appropriate by the evaluation team.

## 4. Roles and responsibilities

40. FAO Budget Holder (BH), the Lead Technical Officer (LTO) and the Project Task Force (PTF) of the project to be evaluated are responsible for initiating the evaluation process, drafting the first version of the Terms of Reference, and supporting the evaluation team during its work. They are required to participate in meetings with the team, make available information and documentation as necessary, and comment on the draft final terms of reference and report. Involvement of different members of the project Task Force will depend on respective roles and participation in the project.
41. The BH is also responsible for leading and coordinating the preparation of the FAO Management Response and the Follow-up Report to the evaluation, fully supported in this task by the LTO and PTF. OED guidelines for the Management Response and the Follow-up Report provide necessary details on this process.
42. FAO Office of Evaluation assists the BH and LTO in drafting the ToR, in the identification of the consultants and in the organization of the team's work; it is responsible for the finalization of the ToR and of the team composition;<sup>20</sup> it shall brief the evaluation team on the evaluation methodology and process and will review the final draft report for Quality

---

19 Or any other relevant documentation.

20 The responsibility for the administrative procedures for recruitment of the team, will be decided on a case-by-case basis.

Assurance purposes in terms of presentation, compliance with the ToR and timely delivery, quality, clarity and soundness of evidence provided and of the analysis supporting conclusions and recommendations.

43. The Office of Evaluation has also a responsibility in following up with the BH for the timely preparation of the Management Response and the Follow-up to the MR.
44. The Evaluation Team is responsible for conducting the evaluation, applying the methodology as appropriate and for producing the evaluation report. All team members, including the Team Leader, will participate in briefing and debriefing meetings, discussions, field visits, and will contribute to the evaluation with written inputs for the final draft and final report.
45. The Team Leader guides and coordinates the team members in their specific work, discusses their findings, conclusions and recommendations and prepares the final draft and the final report, consolidating the inputs from the team members with his/her own.
46. The Evaluation team will be free to expand the scope, criteria, questions and issues listed above, as well as develop its own evaluation tools and framework, within time and resources available.
47. The team is fully responsible for its report which may not reflect the views of the EU, Government or of FAO. An evaluation report is not subject to technical clearance by FAO although OED is responsible for Quality Assurance of all evaluation reports.
48. As a contribution to the OED Knowledge Management System:
  - the Team Leader will be responsible for completing the OED quantitative project performance questionnaire, to be delivered at the same time with the final evaluation report;
  - OED will ask all team members to complete an anonymous and confidential questionnaire to get their feedback on the evaluation process.

## **5. Evaluation team**

49. Mission members will have had no previous direct involvement in the formulation, implementation or backstopping of the project. All will sign the Declaration of Interest form of the FAO Office of Evaluation.
50. The evaluation team will comprise the best available mix of skills that are required to assess the project, and as a whole, will have expertise in all the following subject matters:
  - food security policy and strategy and food security information systems;
  - knowledge of the country and familiarity with its political, socio-economic and institutional conditions;
  - conduct of evaluations.
51. Furthermore, to the extent possible, the team will be balanced in terms of geographical and gender representation to ensure diversity and complementarity of perspectives.

## **6. Evaluation deliverables**

52. Evaluation deliverables include:
  - Evaluation matrix and Theory of Change
  - Evaluation methodology and tools;
  - Report outline;
  - Draft evaluation report; and,
  - Final evaluation report.
53. The evaluation report will illustrate the evidence found that responds to the evaluation issues, questions and criteria listed in the ToR. It will include an executive summary. Supporting data and analysis should be annexed to the report when considered important to complement the main report.
54. The recommendations will be addressed to the different stakeholders and prioritized: they will be evidence-based, relevant, focused, clearly formulated and actionable.

55. The evaluation team will agree on the outline of the report early in the evaluation process, based on the template provided in Annex I of this ToR. The report will be prepared in English with numbered paragraphs, following OED template for report writing. Translations in other languages of the Organization, if required, will be FAO's responsibility.

56. The team leader bears responsibility for submitting the final draft report to FAO within two weeks from the conclusion of the mission. Within two additional weeks, FAO will submit to the team its comments and suggestions that the team will include as appropriate in the final report within maximum two weeks.

57. Annexes to the evaluation report will include, though not be limited to, the following:

- Terms of reference for the evaluation;
- Profile of team members;
- List of documents reviewed;
- List of institutions and stakeholders interviewed by the evaluation team;
- List of project outputs;
- Evaluation tools.

## 7. Evaluation timetable

58. The evaluation mission to South Sudan is scheduled to take place in May 2015. Considering the complexity of the project context, the duration of the field mission is estimated at 3-4 weeks.

59. The timetable in the box below shows a tentative programme of travel and work for the evaluation team. It will be finalised upon the recruitment of the evaluation team.

### 7.1 Tentative timetable of the evaluation

Task	Dates	Duration	Responsibility
ToR finalization	March - April 2015		OED - FAO South Sudan
Team identification and recruitment	April		OED
Mission organization	April		OED - FAO South Sudan
Reading background documentation	May	2 days	Evaluation team
Briefing (teleconference)	May	1 day	OED - LTU
Mission to SSD	May	3-4 weeks	FAO South Sudan
Preparation of draft report	1 <sup>st</sup> week June	1 week	Team Leader, Evaluation team
Finalisation of the report	By end June 2015	3 weeks	Team Leader, Evaluation team, OED

### 7.2 Annexes

- Project evaluation report outline
- FAO Strategic Objectives, Results and core functions, 2010-2019
- OED project performance questionnaire

## Annex 2 Evaluation Matrix

Questions and sub-questions Relevance	Potential sources	Question relevant to:
<p><b>Suitability of AFIS to context</b></p> <p>What is the capacity of AFIS to adjust:</p> <ol style="list-style-type: none"> <li>To a volatile security context</li> <li>To fragile institutional structures</li> </ol> <p>What kind of resilient mechanisms are in place to adjust according to needs in a crisis?</p> <p>What is needed to make it more resilient/flexible?</p>	<ul style="list-style-type: none"> <li>Background documents on the context and analysis on changing context</li> <li>Government documents/strategies/ plans that indicate government priorities</li> <li>Interviews with high level government officers, aid policy-makers, etc</li> <li>Feedback from AFIS Project Steering Committee</li> </ul>	<p>AFIS project staff AFIS SC Beneficiaries of capacity building National Government State Government International Community</p>
<p><b>Relevance of design &amp; coverage</b></p> <p>Is the AFIS (technically and architecturally) relevant to the context?</p> <p>Does the current design of the information system address the needs of:</p> <ol style="list-style-type: none"> <li>National level</li> <li>State level</li> <li>Humanitarian international community</li> <li>Development international actors</li> <li>FAO strategic priorities</li> <li>FAO country office level</li> </ol> <p>Does the information system prioritise and/or should prioritise:</p> <ol style="list-style-type: none"> <li>Emergency</li> <li>Recovery</li> <li>Development</li> </ol> <p>How appropriate is the coverage of AFIS, in terms of:</p> <ol style="list-style-type: none"> <li>National versus state level</li> <li>Geographical distribution</li> <li>Sectoral composition</li> <li>Focus on vulnerable groups</li> </ol>	<ul style="list-style-type: none"> <li>Key project documents: inception and interim reports, log frame</li> <li>Strategic review report</li> <li>Interviews with all key stakeholders: i.e. AFIS staff, FAO, EC, key ministries and selected international agencies</li> <li>Interviews with actual and potential users: Government and international agencies</li> <li>Interviews with others tracking food insecurity and capacity-building programmes with Government</li> <li>Interviews with government staff who participated in AFIS capacity-building</li> <li>Evidence of capacity assessments</li> <li>Assessment of technical inputs against capacity assessments</li> <li>Country Programme Framework (CPF)</li> <li>Emergency Livelihood Response Programme document</li> </ul>	<p>AFIS project staff AFIS SC Beneficiaries of capacity building National Government State Government International Community</p>

Questions and sub-questions	Potential sources	Question relevant to:
<b>Relevance</b>		
<b>How realistic</b> How clear and realistic are the objectives of AFIS and its design, including: <ol style="list-style-type: none"> <li>Targets and indicators in the log-frame</li> <li>Identification of institutional beneficiaries</li> <li>Assumptions and risks, including about the adequacy of resources</li> <li>Proposed strategy review</li> <li>Proposed Theory of Change</li> <li>Exit strategy and prospects for sustainability</li> </ol>	<ul style="list-style-type: none"> <li>Key project documents: inception and interim reports, log frame</li> <li>Strategic review report</li> <li>Interviews with all key stakeholders: i.e. AFIS staff, FAO, EC, key ministries and selected international agencies</li> <li>Interviews with actual and potential users: Gov't and international agencies</li> </ul>	AFIS project staff AFIS SC Beneficiaries of capacity building National Government State Government International Community
Is the project implemented with a dimension of gender sensitivity?	<ul style="list-style-type: none"> <li>AFIS outputs and training materials,</li> <li>Assessment of gender balance amongst government beneficiaries of AFIS (national, state and county levels)</li> <li>PSU staffing structures</li> </ul>	AFIS project staff AFIS SC Beneficiaries of capacity building National Government State Government International Community

Questions and sub-questions	Potential sources	Question relevant to:
<p><b>Efficiency and effectiveness of project implementation process</b></p> <p><b>Project Management</b></p> <p>How appropriate is the project staff management structure for the project?                      How adaptive is the management structure?                      Can the management structure timely align to project activities?                      Are the project workplans realistic?                      Have there been delays and, in case of delays, have remedial measures been taken?</p>	<ul style="list-style-type: none"> <li>• Interviews with key stakeholders: Project staff, Project Steering Committee members, FAO Country office, FAO HQ, EC</li> <li>• Project documents</li> <li>• Evidence of decision-making process</li> <li>• Review of reporting requirements and quality of reporting</li> </ul>	<p>AFIS project staff                      AFIS SC                      Beneficiaries of capacity building                      National Government                      State Government                      International Community</p>
<p><b>Institutional set up – FAO</b></p> <p>What support does AFIS get from FAO HQ, Global initiatives, sub-regional and country office?                      How appropriate is the organisational structure for the project? Is it adaptive to context/needs?                      Institutional set up - partners                      Are relationships with external institutions realistic?                      To what extent are all relevant stakeholders included in the institutional set up (State level, FSC and FSN Working Group) and actively participating in                      (a) contribution of FSI and                      (b) dissemination of food security update reports to decision and policy makers</p>	<ul style="list-style-type: none"> <li>• Interviews with key stakeholders: Project staff, Project Steering Committee members, FAO Country office, FAO HQ, EC, FS Cluster</li> <li>• Project documents</li> <li>• LoAs</li> </ul>	<p>AFIS project staff                      AFIS SC                      Beneficiaries of capacity building                      National Government                      State Government                      International Community</p>
<p><b>Financial resource management</b></p> <p>Is the budget allocation adequate and realistic to achieve intended results?                      What is the status of budget (rate of delivery vs balance) spending at the time of the evaluation?                      If under-spent, why and what is the solution?                      If there have been budget revisions, are they matching to implementation needs?</p>	<ul style="list-style-type: none"> <li>• Brief analysis of AFIS project expenditure</li> <li>• Interviews with PSU staff, FAO management, FAO programme and operations, AFIS SC</li> </ul>	<p>AFIS project staff                      AFIS SC                      Beneficiaries of capacity building                      National Government                      State Government                      International Community</p>

Questions	Potential sources	Question relevant to:
<p><b>Effectiveness of outputs and outcomes</b></p> <p>What is the quality of information management and reporting, including:</p> <p>(a) quality of information collection</p> <p>(b) quality of information analysis</p> <p>(c) quality of presentation and dissemination</p> <p>What is the share of technical reports produced by national and state institutions which make use of standardised approaches as promoted by AFIS?</p> <p>What is the share of technical reports produced by national and state institutions which can be considered to reflect certain quality standards e.g. timing, sectoral coverage etc?</p> <p>What is the share of needs assessment for planning and resource allocations (GRSS, international community) which are based on AFIS information products?</p> <p>Are information updates and assessments on food security discontinued in situation of emergencies?</p> <p>Does the AFIS have the flexibility to overcome obstacles and maintain relevance to the Outcome?</p>	<ul style="list-style-type: none"> <li>• Project log-frame</li> <li>• Project inception and interim reports</li> <li>• Project monthly updates</li> <li>• Project strategic review</li> <li>• Project outputs</li> <li>• Interviews with key stakeholders, including PSU staff</li> <li>• Interviews with government officers who benefitted from AFIS capacity-building: national and state levels</li> <li>• Project output distribution lists</li> <li>• Interviews with actual and potential users (national level, state level, international agencies)</li> <li>• Interviews with other stakeholders running food security information systems</li> </ul>	<p>AFIS project staff</p> <p>AFIS SC</p> <p>Beneficiaries of capacity building</p> <p>National Government</p> <p>State Government</p> <p>International Community</p>

Questions	Potential sources	Question relevant to:
<p><b>Impact / Outcomes</b></p> <p>What has been the impact / outcomes of the project in terms of:</p> <p>(a) the extent to which the food security information produced by the project has informed / been used for decision-making and other purposes, and its relevance to actual and potential users?</p> <p>(b) the extent to which such uses have the potential to contribute to reducing hunger and eliminating poverty in South Sudan?</p>	<ul style="list-style-type: none"> <li>• Documents in which AFIS information is referenced</li> <li>• Interviews with current and potential users of food security information: national and state levels, international community</li> <li>• Policy and other analytical/evaluative documents on food security and on food security indicators</li> </ul>	<p><b>Question relevant to:</b></p> <p>AFIS project staff  AFIS SC  Beneficiaries of capacity building  National Government  State Government  International Community</p>
<p><b>Questions</b></p> <p><b>Connectivity/Sustainability</b></p> <p>What is the extent of local ownership of AFIS? To what extent the local ownership of the project has been fostered by stakeholder participation in management and implementation?</p> <p>What are the prospects for the sustainability of AFIS project in terms of:</p> <p>(a) financial sustainability  (b) organisational sustainability  (c) institutional sustainability</p> <p>Which of the products/monitoring systems introduced by AFIS may have enduring benefit when the project ends and which are less likely to?</p> <p>What are the complementarities and synergies between AFIS and other related projects, especially:</p> <p>(a) within the FAO South Sudan programme  (b) other food security information systems and initiatives operating in South Sudan  (c) donor priorities  (d) global FAO initiatives</p>	<p><b>Potential sources</b></p> <ul style="list-style-type: none"> <li>• Discussions with AFIS Project Steering Committee</li> <li>• Discussions with government ministers</li> <li>• Analysis of the respective government's financial contribution so far, and evidence of financial provision in future budgets</li> <li>• Interviews with AFIS PSU</li> <li>• Interviews with government officers – state and national level, especially in Ministry of Finance</li> <li>• Interviews with others engaged in capacity-building with government</li> <li>• Interviews with Ministers, senior civil servants and technical officers within governments</li> <li>• References made to AFIS products in interviews</li> <li>• Interviews with staff of WFP, UNICEF, FEWS etc</li> <li>• Interviews with staff and funders of other food security projects and initiatives</li> <li>• Interviews with donors</li> <li>• Interviews with FAO HQ relevant staff</li> </ul>	<p><b>Question relevant to:</b></p> <p>AFIS project staff  AFIS SC  Beneficiaries of capacity building  National Government  State Government  International Community</p>



## Annex 3 Theory of Change

For the purposes of the evaluation, the definition of food security used is that promoted by FAO as originally defined at the World Food Summit 1996 and framed within a multi-sectoral causal model that identifies food availability, access, utilization and stability as underlying domains related to food security. "Food security exists when all people, at all times, have physical, social and economic access to sufficient, safe and nutritious food which meets their dietary needs and food preferences for an active and healthy life." This definition links well to the overarching impact of the project to improve food security in South Sudan.

The project follows FAO organisational strategic objective SO1 to contribute to the eradication of hunger, food insecurity and malnutrition, as well as the four priority areas highlighted in the CPF. AFIS was designed to work closely with the GRSS to build capacity within the newly formed Government and draws from the learning of the SIFSI project which ended in 2012. To facilitate the AFIS Theory of Change (ToC), LoAs were developed between FAO/AFIS and the NBS in support of food security and nutrition information systems (data collection, analysis, bulletin production, archiving and dissemination) performed by the FSTS and LAU.

Working closely with the National and State Ministries of the Republic of South Sudan, the AFIS project's ToC focuses on activities to strengthen human and institutional capacities for collecting and analysing livestock, fisheries, crop, agro-meteorological and nutrition data. The desired outcome was to enhance the quality of information collected and improve analysis using a standardisation of methodologies to link together previous fragmented information systems. Improved analysis was hoped to translate into the generation of GRSS endorsed products to present food security and nutrition trends which could be circulated to decision makers. This was aimed to improve informed decision making for planning and programming, as well informed advocacy efforts for policy.

At the inception stage of AFIS, the outputs and activities pointed towards a comprehensive structure to transform the National and State information system to inform decision making and therefore improve food security in South Sudan. Figure A.1 simplifies the outcome pathways outlining the activities contributing to the project's ToC and desired outcome.

The desired outcome has changed focus since the beginning of the project. Due to the changing and challenging context the AFIS 'Theory of Change' has had to adapt to the structural and contextual changes. Assumptions and risks identified at the inception stage have become a reality with intensified conflict at local levels affecting GRSS capacity, access to information and project implementation. Additionally the demand of information has shifted from a development to more of a humanitarian focus. During the course of the evaluation, the desired outcomes highlighted in the above figure will be refined based on evidence collected to reflect the actual/current ToC and possibly more refined planned outcomes.

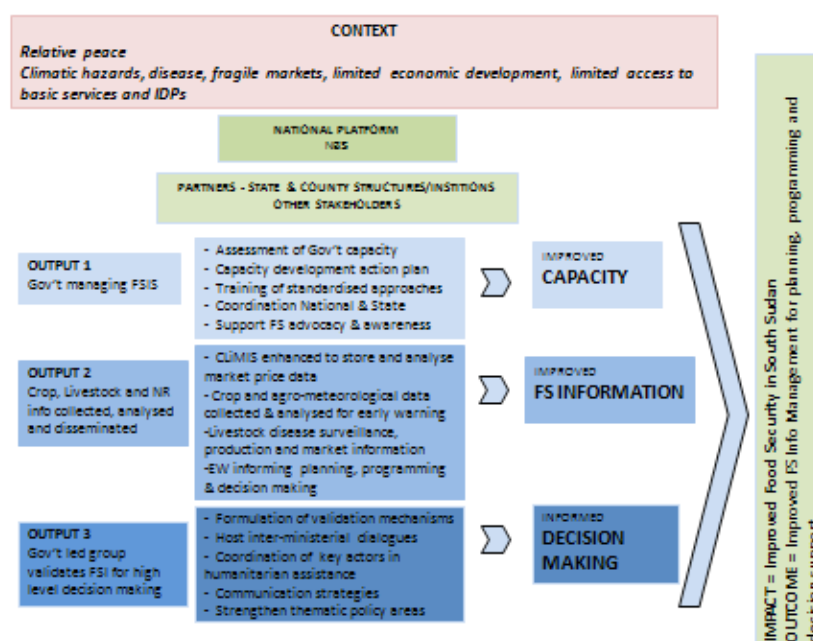


Figure A.1 AFIS Theory of Change

## Annex 4 List of persons interviewed during the final evaluation

	Name	Organization	Position
<b>Government of the Republic of South Sudan</b>			
	Margaret Mathya	National Bureau of Statistics	Director General
	John Pangech	Ministry of Agriculture	Director General
	Rebecca Alum	Ministry of Health	Act. Director for Nutrition
	John Ogoto Kanisio	Food Security Council	Secretary General
	Philip Dau Thiong	National Bureau of Statistics	IPC / LAF Technical Adviser
<b>States</b>			
	Martin Madut Chan	SMAFCRD (Warrap)	Director General
	Christino Duku Boyitah	SMOAF (Eastern Equatoria)	Acting Director General
	Mark A. Nyeko	FAO (Eastern Equatoria)	State Coordinator
	Peter N. Athuim	SMARF (Warrap)	Market Focal Person
	James Taban Elias	FAO (Lakes)	State Coordinator
	Santino Deng	SMARF (NBG)	IPC Focal Person
	Severino Opio	FAO (Central Equatoria)	State Coordinator
	Johnny Okeng	FAO (NBG)	State Coordinator
	Paul T. Akech	FAO (Warrap)	State Coordinator
	James Logale E.	SMARF (Central Equatoria)	Market Focal Person
	Hatiz Lou Mamur	SMARF (Central Equatoria)	IPC Focal Person
	Martin L. Ndenge	SMAARI	IPC Focal Person
	Edward Bongonis	SMACE (Western Equatoria)	IPC Focal Person
	James Mafur Makor	SMOAF (Lakes)	IPC Focal Person
	Elijah Luak	FAO (Western Equatoria)	State Coordinator
<b>Donor Group</b>			
	Vincent de Boer	EU Delegation	Head of Section
	Paolo Girlando	EU Delegation	Rural Dev. and Food Security Programme Manager
	Anne Claire Thomas	EC JRC	Scientific Officer
	Tayo Alabi	EU – SORUDEV project	Project Manager
	Pietros Kidane	World Bank – funded project	Project Team Leader
	Nadia Selim	World Bank	Partnership Advisor
	Etsuko Osumi	JICA	Project Advisor
	Mary Laku	USAID	Agriculture / Econ. Growth
	Alexander Solyga	GIZ	Food Security Program Director
	Simon Mansfield	EC – DG ECHO	Head of Office
	Felix Rembold	EC JRC	Scientific Project Manager
	Francois Kayitakire	EC JRC	Food Security Action Leader
<b>United Nations</b>			
	Serge Tissot	FAO	Representative (a.i.)
	Marjolaine Greentree	FAO	Special Advisor
	Erminio Sacco	FAO AFIS	Chief Technical Advisor
	Abdal Monium Osman	FAO	Head of Programmes
	Abdul Majid	FAO / Food Security Cluster	FLS Cluster Co-ordinator

	<b>Name</b>	<b>Organization</b>	<b>Position</b>
	Kaja Korpi	FAO / IPC Global Support Unit	IPC Technical Officer
	George Matete	FAO AFIS	Senior Livestock Consultant
	Jordi Renart	WFP	Deputy Head of Programme
	Omar Farook	WFP	VAM / Senior Program Officer
	Julia Polidori	WFP	Resilience Context Analyst
	Marina Adrianopoli	WHO	Nutrition Officer
	Wanjohi Kamau	FAO AFIS	Technical Officer
	Kennedy Nanga	FAO AFIS	Econometrician
	Nyabenyi Tipo Tipo	FAO	Assistant FAOR for Programs
	James Bwirani	FAO AFIS	Technical Off. – FS Analyst
	James Guma	FAO AFIS	National Officer
	Daniel Kimani	FAO AFIS	Market Data Specialist
	Evans Kenyi	FAO AFIS	Food Security Analyst
	Shaif Abdullah	FAO AFIS	Livestock Epidemiologist
	Nicholas Kirandi	FAO AFIS	Coordinator (Upper Nile)
	Francis Muana	FAO	Cluster Coordinator (Unity)
	Karim Bah	FAO	Emergency Response Manager
	James Taban	FAO	Cluster Coordinator (Lakes)
	Joyce Luma	WFP	Country Director
	Pios Ncube	WFP	Early Warning Advisor
	Nikolas Engel	UNMISS / JMAC	Early Warning Team Leader
	Esteban Sacco	OCHA	Deputy Head of Office
	Mabasa Farano	UNICEF	Nutrition Information Officer
	Kiross Tefera	UNICEF	Nutrition Information Officer
	Kate Makanga	UNHCR	Senior Reintegration Officer
	Tom Oguta	FAO AFIS	Nutrition Specialist
	Patrick Jacqueson	FAO TCE	Senior Programme Officer
	Federica Battista	FAO TCE	Operations Officer
	Luca Russo	FAO ESA	Senior Economist
	Lavinia Antonaci	FAO ESA	Food Security Analyst
	Cindy Holleman	FAO ESA	IPC Global Progr. Manager
	Shukri Ahmed	FAO GIEWS	Senior Economist
	Mario Zappacosta	FAO GIEWS / CFSAM	Economist
<b>NGOs / Partners</b>			
	John Vuga	FEWSNET	National Technical Manager
	Antazio Gulli	FEWSNET	National Officer
	Barak Kinanga	IRC	Economic Recovery and Development Coordinator
	Jessica Carlston	DRC	Livelihood officer
	Nelly Kinston	CONCERN Worldwide	Project Advisor
	Anne O'Brien	GOAL	Programming Coordinator
	Dorice Omolo	GOAL	Health and Nutrition Survey Manager
	Florence Njoroge	SCF	Nutrition Technical Advisor
	Shanti Gangatharan	OXFAM	Chair of Cash Transfers and Markets Working Group

## **Annex 5: Schedule of final evaluation**

- 27 – 28 April 2015: Briefing in Rome with OED, TCE, ESA, GIEWS
- 29 April – 15 May 2015: Interviews with principal stakeholders in South Sudan
- 15 May 2015: Debriefing in Juba with videoconference with OED,TCE, ESA

## Annex 6: Revised logframe

<b>Impact:</b>	Improved food security in South Sudan
<b>Outcome:</b>	Resilient food security and nutrition information for planning, programming and decision support
<b>Output 1:</b>	Relevant State and National Government institutions and partners are using standardised methodologies and managing food security information systems <sup>1</sup>
<b>Output 2:</b>	Thematic information systems strengthened for data collection, analysis and dissemination <ol style="list-style-type: none"> <li>1. Markets</li> <li>2. Crop Assessments</li> <li>3. CFSAM</li> <li>4. Agro meteorology and Early Warning</li> <li>5. Livestock (disease, production and marketing)</li> <li>6. Ad-hoc assessments</li> </ol>
<b>Output 3:</b>	Governmental validation mechanism and policy capacities for GRSS' and Partners' informed decision making enhanced
<b>Output 3 (i):</b>	Government-led validation mechanism of food security information for the preparation of high level decisions built
<b>Output 3 (ii):</b>	Thematic policy forums and communication mechanisms strengthened

Source: AFIS, 2nd Interim Report, 2015

<sup>1</sup> Including IPC, nutrition and FSNMS.

## **Annex 7: List of documents consulted**

AFIS Interim report – Project reporting period: 1 October 2014 – 31 March 2015. 2015.

AFIS. Project strategic review – Strategic framework, revised logframe, and adjustment to project activities. 2015.

AFIS. Interim progress report – Year 1. 2014.

AFIS. Inception report. 2014.

AFIS. Capacity development approach in the AFIS project. 2014.

AFIS. CLiMIS data warehouse. <http://www.climis-southsudan.org/>

AFIS. Agromet data warehouse. <http://www.fieldclimate.com/>

FAO. Letter of Agreement between FAO and the Republic of South Sudan Food Security Council General Secretariat. 2015.

FAO. Letter of Agreement between FAO and the National Bureau of Statistics, Republic of South Sudan. 2014.

FAO. Project Document – Agriculture and Food Information System for decision support (AFIS) in the Republic of South Sudan. 2012.

FAO. Integrating nutrition in food security and livelihoods programmes in South Sudan: opportunities for the FSL cluster and FAO programmes – AGN/ESA mission report. 2012.

FAO South Sudan. Emergency livelihood response programme. Jan 2014 – Dec 2015. Revised as of Dec 2014.

FAO Office of Evaluation. Final evaluation – Sudan institutional capacity programme: food security information for action (SIFSIA) South Sudan. Follow-up report to the management response. 2013.

FAO Office of Evaluation. Final evaluation – Sudan institutional capacity programme: food security information for action (SIFSIA) South Sudan. 2012.

FAO, FEWS NET & WFP. Urban poor most affected by run-away food inflation in South Sudan. Working Paper No.1, May 2015.

FAO & WFP. Crop and food security assessment in South Sudan – Year 2014. 2015.

FAO & WFP. Crop and food security assessment in South Sudan – Year 2013. 2014.

FAO & WFP. FAO-WFP joint strategy on information systems for food and nutrition security. 2011.

FEWS NET. FEWS NET strategy for strengthening food security networks, 2014-2016. 2013.

FSIN. FSIN South Sudan operational strategy on food and nutrition security information systems capacity development. 2015.

FSIN. Capacity assessment of South Sudan Food Security and Nutrition Information Systems. 2013.

FSTS. South Sudan Food Security Update. June 2014 & Oct 2014.

IPC TWG in South Sudan. IPC Report. May 2015.

IPC TWG in South Sudan. Updated IPC Report. December 2014.

WFP. Market assessment – South Sudan. 2015.



