



Food and Agriculture  
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# Impact Evaluation of FAO's programme under the Common Humanitarian Fund

*Follow-up Report*

October 2014

## 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>

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## **Follow-up report of the Management response to the Impact Evaluation of FAO's programme under the Common Humanitarian Fund, October 2014**

### **Overall information**

Since the evaluation was completed, FAO has initiated a full review of the Country Programming Framework and development of a Plan of Action to better support the four priority pillars of the country that extend beyond emergency response. In the context of Sudan, emergency support continues to be a priority, but there is now a greater emphasis on resilience and development focused activities. This includes, but is not limited to Joint Resilience base funding with DfiD, plus our engagement and implementation of funds linked to the Darfur Development Strategy (DDS). FAO has also put its own funds forward to support several development activities, one being the National Agriculture Investment Plan. Finally, the ongoing Food Security and Policy Programme, funded by the EU, has been fully engaged in policy development, namely the Food Security and Nutrition Policy, as well as information systems including things such as the Integrated Food Security Phase Analysis (IPC), that is important for linking emergency, to recovery interventions.

FAO has restructured the Office set up. ERCU has been dismantled and we work under one programming unit, with is categorised by geographic and thematic areas, not by emergency and development. The challenge continues to be donor limitations in funding development based work at the national level, due to the sanctions. Office restructuring also supports cross-fertilization of integrated approached both due to thematic and geographical integration. The new structure also includes operations and admin/finance units which results in improved procurement planning. One limitation is the low delegation of authority for procurement in the office and the need to recruit an international procurement officer, for which we are constrained, due to programme funding.

Actions to improve the strategic sector approach include the recruitment of a full time FSLs coordinator in line with the global FSC Coordinator Terms of Reference, including decentralised sector approach at state levels. This includes discussions and planning with local NGO's. Delivery of programming inputs for sector members was on time for the 2014 planting season due to improved coordination and planning. Monitoring is on-going and a post-harvest assessment is anticipated for December 2014. FAO is looking to fund this from its own internal funding pool due to the assessment funding gap under the FSLs.

FAO continues to use in-house staff and backstopping from the Regional and Headquarter office to support transfer knowledge to Government and NGO staff including LEGS, IPC, Policy etc. Again, opportunities to fund national level capacity building are limited due to lack of funds for development at the national level. Sector partners received training in DRM and beneficiaries are trained in various sectors to increase production, conserve the environment, increase nutritional status through food sensitive interventions and income generating activities.

FAO works to address the root causes of peace and stability. The DCPSF based project will be completed in 2014 and currently Phase II is under discussion with UNDP. Furthermore under the DDS, FAO will support land tenure and natural resource management activities. Furthermore, in 2014 FAO carried out the Voluntary Guidelines for Governance of Tenure (VGGT) workshop at national level to raise awareness. This will now be rolled out in the different states of Darfur under the DDS. Furthermore, FAO, UNICEF, WFP and UNHCR met in Nairobi in September 2014 to strategise on addressing the root causes of conflict, linked to food security and nutrition in Sudan and other countries in the Horn of Africa from an emergency to recovery perspective. We hope to see some of this materialising under the South Sudanese Refugee response in 2014/15.

## Matrix with Management Action Records (MAR) column

Accepted evaluation recommendations	Action Agreed (Responsible unit)	Comments on actions taken, including reasons for actions not taken	Impact (changes) of actions taken in terms of programme, policies and/or procedures	MAR score (see below) <sup>1</sup>
<p><b>Recommendation 1</b>  <b>Partially accepted</b>                      FAO prioritizes its action on sectors where it has a comparative advantage over others, based on its technical expertise or its strategic positioning, possibly giving up some areas of work.</p>	1) Further exploit the scope for improving FAO's technical advice and backstopping within the frame of humanitarian funding (ERCU/FAOR)	Technical advice, backstopping and training are given more weight in work with Service Providers (SPs): 1a) FAO's role is clarified in LoAs; 1b) SPs submit training programmes/technical messages to FAO for discussion and improvement previous to implementation; 1c) technical messages discussed with SPs in implementation workshops; 1d) mandatory training sessions for beneficiaries related to certain interventions are held (e.g. training in improved animal husbandry practices related to restocking); 1e) effectiveness of technical messages and training are part of FAO's field monitoring. 1f) Monthly meetings with SPs to discuss technical advice and messages among other subjects;	With FAO's support SPs systematically provide technical advice to beneficiaries there are evidences of positive impact; More substantial and meaningful trainings for beneficiaries with FAO's involvement and support; Increased awareness of SPs on importance of technical advice, backstopping and follow up; SPs' capacity to effectively provide appropriate messages and trainings is strengthened but needs to be extended	4
	2) Further exploit the scope of FAO's technical and strategic leadership within the FSL cluster (ERCU/FAOR)	2a) Promotion under FAO lead of cluster-wide approaches that contribute to strengthening local systems instead of maintaining parallel humanitarian systems (e.g. strengthening local animal health service provision with full cost recovery and private service providers under ministry overall supervision and QC instead of direct humanitarian intervention; establishing	Integration of FAO programme (humanitarian and development) currently underway through management of FAOR and DFAOR. This will include a new organigramme expected by end of March 2013. Stronger local capacity, durability and outreach in animal health service delivery in two states is supported by all cluster members under FAO lead and coordination;	4

<sup>1</sup> **1 - None:** no action was taken to implement the recommendation; **2 - Poor:** plan and actions for implementation of the recommendation are at a very preliminary stage; **3 - Inadequate:** implementation of the recommendation is uneven and partial; **4 - Adequate:** implementation of the recommendation has progressed; there is no evidence yet of its results on the intended target; **5 - Good:** the recommendation has been fully implemented and there is some initial evidence of its impact on the intended target; **6 - Excellent:** there is proven evidence that the recommendation has had a positive impact on its intended target.

	<p>3) Improve FAO's positioning on key strategic rural development issues at national and cross border levels (FAOR)</p> <p>4) Improve FAO's presence in advocacy and policy dialogue and support, as well as policy/strategy advice to government</p>	<p>revolving funds and community management structures for key inputs instead of repetitive input distribution for free);  2b) Promotion under FAO lead of better equilibrium in cluster work between issues related to aid system and issues related to content/reality (both technical and strategic)  2c) Promotion under FAO's leadership of collaboration with related, strategically important clusters.  Recruitment of FAOR (Dec 2013) and DFAOR (February 2014)  Fully-fledged Food Security and Livelihood Sector Coordinator (FSLs Coordinator) based on the ToRs by the global Food Security Cluster (gFSC) was offered appointment (under process).</p> <p>3) Proposal developed under the Programme for Agricultural, Recovery, Reconstruction and Development in the Darfur Region (all states) which addresses these issues drafted in July 2013.</p> <p>4) Food Security Policy and Strategy Capacity Building Programme (FSPS) a three-year programme funded by the European Union to support the state governments in addressing the capacity gaps related to: (a) food security inter-sectoral</p>	<p>Improved availability and quality of animal health services on the ground is noted;  Revolving funds are established (animal feed, seeds) and managed by community committees;  Advisory Group (NGO cluster members plus cluster lead ) is established for facilitating promotion of more strategic and content-oriented cluster work;  Slightly more content-oriented cluster meetings  Collaboration with Nutrition cluster is effective at central and state levels</p> <p>3) FAO technical assistance was provided to address the issue of land in Darfur which constitutes a considerable challenge to Darfur peace initiatives and pave the way for sustainable recovery and reconstruction.  VGGT workshop conducted (Voluntary Guidelines on the Responsible Governance of Tenure). FAO will test and use VGGT concepts and principles as appropriate in resolving land disputes processes  The set up and enforcement of rules and mechanisms for sustainable natural resource management at community and locality levels is ongoing.</p> <p>The setups of the various food security institutional frameworks is completed and functional. The Food Security and Nutrition Policy Working Groups (FSNPWGs) and the Food Security and Nutrition Technical Working Groups (FSNTWGs) have been</p>	<p>5</p> <p>5</p>
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	<p>(FAOR)</p> <p>5) Seek technical support from RNE and HQ where and when required</p>	<p>institutional coordination framework, food security policy and information system; and (b) the line ministries' policy planning, budgeting, monitoring and implementation capacity. FSPS aims to strengthen the capacity of government line ministries in the Blue Nile, Gedaref, Kassala and Red Sea States in the collection and analysis of food security information for policy decision-making.</p> <p>5) LTO's and LTU's are assigned to all programmes/proposals but additional backstopping missions are encouraged, although several have taken place (refer to missions detailed below).</p>	<p>established/restructured in all the four states with clear role and responsibilities. Capacity building activities of the staff of the State Food Security Technical Secretariats (SFSTs) in food security policy and strategy development areas strengthened. capacity development support was provided to Locality level Food Security and Nutrition Locality Units (FSNLUs) to ensure that appropriate and quality data is collected on timely basis at Locality levels,</p>	<p>5</p>
<p><b>Recommendation 2</b> <b>Partially accepted</b> FAO keeps supporting the livelihoods and food security of rural households whose vulnerabilities are still extreme, building on identified areas of strengths and weaknesses. When relevant, FAO should seek to define gradual strategies to transition out of emergency support and explore ways to devise multi-level programmes with short and longer-term objectives, possibly mixing funding sources, thus promoting continuity from emergency into</p>	<p>1) Keep in touch with donor(s) who accept funding transition from emergency to development; submit fundable proposals (ERCU/FAOR)</p> <p>2) Try to diversify funding base (FAOR)</p> <p>3) Develop mid-term operational strategies and programme frameworks in areas which are in a recovery/protracted crises situation (e.g. parts of</p>	<p>1a) In addition to CHF and CERF: regular interaction with the US Office of Foreign Disaster Assistance OFDA/USAID, DFID (, Dutch Cooperation, CIDA, JICA+Japan Embassy, DCPSF (Darfur Common Peace and Stability Fund), Italian Cooperation</p> <p>1b) Proposals submitted to JICA and DFID, in discussion with OFDA, in preparation with Italian Cooperation and EU.</p> <p>In absence of FAOR, this has been done by the Senior Emergency and Rehabilitation Coordinator, SERC, (see 1a+b above). FAOR will take the lead.</p> <p>New call for funds under Dfid called for Private Sector Development Programme for Sudan due 15 March 2014. FAOR and DFAOR meeting with other potential development partners/funding partners to explore areas for collaboration, focusing on the transition from early recovery to development.</p>	<p>Few donors remain in Sudan; only very few among them accept funding development or transition to development. Within limited possibilities in Sudan, funding base has been diversified and efforts are ongoing.</p> <p>In addition to CHF and CERF: funding received from JICA and DCPSF; in hard pipeline with DFID; in soft pipeline with OFDA (resilience); planned proposals to Italian Cooperation and EU need further work; Dutch Cooperation and CIDA left Sudan, are phasing out.</p> <p>Development of proposal underway in collaboration with other UN partners, based on the Programme for Agricultural, Recovery, Reconstruction and Development in the Darfur Region (all states).</p>	<p>5</p> <p>5</p>

development	<p>Darfur, eastern Sudan; ERCU/FAOR)</p> <p>4) Develop general guidelines for FAO's mid-term prospects in this area of work, based on the CPF and other relevant documents (ERCU/FAOR)</p> <p>5) Seek technical support from RNE and HQ where and when required</p>	<p>4) Operational strategies identified for both areas, tentative programme frameworks available for Darfur (general programme outlined by RNE mission with ERCU support; more specific programme outlines by SERC/ERCU)</p> <p>4.b. mid-term review of CPF expected to take place August 2014 to incorporate the changing context of Sudan and the new SFW.</p> <p>DFAOR will travel to RNE to discuss several issues, including technical support requirements for upcoming initiatives.</p> <p>5. Missions from RNE/HQ: programme development in the frame of the Darfur Development Strategy (DDS); related to that mission on seeds improvement capacity building assessment mission for FSPSP, Capacity building for seasonal crop assessment mission, Investment Center mission to initiate the National Agriculture Investment Plan (NAIP) in Sudan and another on Foot and Mouth Disease (FMD)</p>	<p>Priorities are identified, further work will be done in case of more consistent funding perspectives</p> <p>Documents available, need further development and consolidation</p> <p>FAOR EOD in December 2013 only</p> <p>CPF revised and PoA produced (under finalization).</p> <p>Two project proposals under the DDS have been developed and approved. Funding available from QATAR</p>	<p>2</p> <p>4</p> <p>4</p>
<p><b>Recommendation 3:</b> Accepted FAO, by way of its Representation, should be more active on strategic issues related to rural development as advisor to the Government and by way of policy support, and better balance its sources of funding in order to avoid leaning excessively on emergency stamped</p>	<p>In addition to actions No. 3), 4) and 5) under Recommendation 1:</p> <p>1) Strengthen fund raising for longer-term and development oriented programmes (FAOR)</p> <p>2) Build a sound and active system of collection and analysis of data and information about relevant</p>	<p>See Recommendation 2, actions 1a+b, 2a. FAOR will take lead.</p> <p>System for data/information collection and analysis developed at three levels: specific, targeted on areas of particular interest; periodic through field office reporting;</p>	<p>Refer to above comments on integration of the office, organigramme, appoint of D/FAOR, proposal writing and exploring new partnerships and area of collaboration.</p> <p>Considerable progress made in d/i collection; capacity to analyze, feedback and activate/use d/i is to be improved</p> <p>Ongoing learning process within field and</p>	<p>5</p>

sources	developments on the ground and ensure feedback to Khartoum (and vice-versa; ERCU/FAOR)	regular, incorporated in monitoring system of projects on the ground FAOR is requested by RC to be the focal person for UN (UNDP/WFP/IFAD/FAO) in capacity building programs to Ministry of Agriculture and Irrigation of Sudan, particularly in relation to family farming.	Khartoum office personnel thanks to better data/information (d/i) and increasing knowledge base on relevant local developments First stages of improvement of reports (content) and project proposals	
<b>Recommendation 4</b> Accepted FAO seeks to implement integrated interventions whereby inputs or services that can cross-fertilize one another and are distributed simultaneously and result in higher impact	1) Pursue and extend measures of improvement; streamline them (ERCU/FAOR)	Key measures are implemented (such as promotion of multipurpose crops; optimal crop associations; linking restocking to training in improved a.h. practices; linking seeds and seedling distribution to water and soil conservation, improving technical messages and training etc) and increasingly streamlined (through LoAs, FSL cluster etc)	First evidence of impact on beneficiaries is there, needs to be extended and up scaled Positive feedback from beneficiaries, several examples of considerably improved outcomes (substantial increase in income and asset generation, diversification of diets, improved food security)	5
	2) Build capacities of staff in FAO field offices and of certain service providers in this approach (ERCU/FAOR)	In February and March all annual workplans have been completed, along with procurement plans to plan and coordinate input of products and services for 2014. Intensive coaching by SERC of FAO staff in this approach (regular discussion of their work and regular feedbacks, meetings and workshops also with SPs)	Capacity/capability of FAO staff is improving and needs to be further improved; Procurement planning allows for early action, coordination between projects and timely information sharing for country procurement unit, as well as CSAP. Project design is improving, more meaningful projects with higher chances of durable impacts	5
	3) Sensitize donors about the necessity of this approach for better impact and value for money (ERCU/FAOR)	Staff development plan finalized for 2014, which encourages e-learning of staff as well as internal/external training as deemed necessary. Most donors are sensitized and adhere to this approach. However, existence of internal/institutional constraints due to duality between emergency and development funding.	Scope and need for additional improvement (needs dedicated, qualified staff for appropriate on-the-job training and coaching). Staff development Plan Submitted to RNE, March 2014. Frequent discussion of this subject with donors. There is interest of main donors in this approach exists; obstacles for increased funding are related to conditions of humanitarian funding and donor internal constraints	5
	4) Seek support from external consultants and HQ where and when required			
<b>Recommendation 5</b> Accepted	1) Strengthen strategic aspects of FAO FSL sector	Refer to note above. FSLs Coordinator interviewed and selected in February 2014.	Shared views and common action on the rise under FAO lead in certain key areas of the	4



<p>Consider its responsibility to promote a strategic sector approach as a priority and support for that matter sector needs assessment, knowledge sharing and monitoring.</p>	<p>co-lead (additional staff)</p>	<p>Recruitment requested. TOR based on gFSC standards. Funded by CHF.</p>	<p>cluster's work; Improved interaction of cluster members with state governments under FAO facilitation Speedier and more comprehensive implementation to be expected in 2014</p>	
	<p>2) Strengthen FAO's role in backstopping and as technical lead agency regarding the sector's programmes</p>	<p>See Recommendation 1, action 2. Increasing FAO involvement in implementation of the sector's programmes: discussion of technical aspects at sector meetings</p>	<p>See Recommendation 1, action 2; under FAO lead coordinated action on the ground with common approach in certain key areas of cluster work.</p>	4
	<p>3) Improve methodological capacities and knowhow (assessments, monitoring) of the FSL sector coordination at national and state levels</p>	<p>Strengthening of FSL cluster's monitoring capacity thanks to CHF funding of an M&amp;R person (at national level) in 2013</p>	<p>75 percent of FSL cluster projects have been monitored, lessons learnt developed, are to be discussed at FSL sector meetings</p>	5
<p><b>Recommendation 6</b> <b>Partially accepted</b> Keep attentive to the importance of managing its staff resources, to avoid that staff be diverted of real priorities focus and encourage them to remain within the programme by offering reasonable contractual conditions</p>	<p>1) Further explore possibilities to offer more attractive contractual conditions to well performing key staff (decentralization etc.; HQ/FAOR)</p>	<p>No action taken yet; related to funding structure (bias towards short term emergency funding which does not allow for longer term contracts); and related to FAO internal reasons</p>	<p>Long vacancy of FAOR position plays role in insufficient implementation</p>	1
	<p>2) Review ToR of all ERCU and RP staff and identify measures of improvement (HR-Budapest)</p>	<p>2a) No action taken by HR-Budapest and no request from country office; 2b) In absence of HR Budapest intervention, ToR of technical ERCU staff have been reviewed by SERC; measures of improvement identified 2c) Following appointment of DFAOR, ToR are being revised in line with the integrated office approach as position are created/extended.</p>	<p>ToR with stronger technical orientation and identified fields of thematic responsibility (ToR with more professionalizing orientation and content of work) Measures of improvement identified but scope of implementation limited</p>	2
	<p>3) Identify measures for appropriate training and</p>	<p>Appropriate measures of training identified: on-the-job training/coaching by dedicated</p>	<p>See Recommendation 4, action 2; coaching ongoing but more is needed; no funding for</p>	2

	<p>seek funding (ERCU/FAOR/HQ)</p> <p>4) Follow up effective practicing of new skills acquired by trained staff (ERCU/FAOR)</p> <p>5) implement and consolidate already reached agreement with CHF to share monitoring and reporting tasks (ERCU/FAOR)</p>	<p>staff; visit/exchange with other programmes (FAO and others) in neighbouring countries; attendance of well targeted external training sessions/seminars</p> <p>Practicing of skills acquired through coaching and external training sessions is followed up</p> <p>See Recommendation 5, action 3). CHF support for cluster-wide monitoring is effective since 2013</p>	<p>visits of other programmes; some staff attended training sessions/seminars (little funding)</p> <p>Quality and relevance of work delivery is progressively improving;</p> <p>75 percent of FSL cluster projects have been monitored in 2013, lessons learnt are to be discussed at FSL sector meetings</p>	<p>4</p> <p>5</p>
<p><b>Recommendation 7</b> <b>Accepted</b> FAO uses in-house technical expertise to transfer knowledge to Governmental and NGO staff through training and dissemination of normative work it produces or has access to</p>	<p>1) Training workshops on LEGS (Livestock Emergency Guidelines and Standards), improved animal husbandry, water and soil conservation etc.( ERCU/FAOR)</p> <p>2) Training workshop on gender mainstreaming is planned (HQ)</p> <p>3) Trainings through FSL sector in areas such as DRM (ERCU/FAOR)</p>	<p>Training workshops take place regularly, are delivered by FAO staff or ministry staff with FAO support</p> <p>Workshop did not take place (when funding was available time was short and vice-versa)</p> <p>Training workshop on DRM for FSL members delivered by FAO staff with external support</p>	<p>More than 130 government and NGO staff trained in LEGS Hundreds of farmers and herders trained in different relevant subjects</p> <p>Around 30 sector partner staff trained in DRM</p>	<p>5</p> <p>1</p> <p>4</p>
<p><b>Recommendation 8</b> <b>Accepted</b> FAO ERCU establishes more strategic partnerships with NGOs, seeking to build a long term collaboration which would infer more</p>	<p>1) Identify NGO partners and areas of interest, and discuss the issue with them (ERCU/FAOR)</p>	<p>Selected NGOs contacted to develop common approach/action in key areas of work</p>	<p>See Recommendation 1, action 2). FSL Advisory Group established with NGOs to broaden strategic FSL cluster steering, AG needs to be further activated First talks with competent NGOs to develop common approach and action for promoting milk production in rural areas (strategic for improving livestock rearing, human and</p>	<p>4</p>

efficient use of capacity building investments.			animal nutrition, income generation)	
<b>Recommendation 9</b> <b>Accepted</b> FAO should keep very attentive to promoting peaceful livelihood considering the latent conflict between farmers seeking to expand their agricultural production and pastoralists seeking pasture.	1) capitalize on acquired field experience; organize assessment and workshop (ERCU/FAOR)	Further proposal submitted to DCPSF based on previous experience and lessons learnt	Funding acquired, new project ongoing	5
	2) support scaling up of lessons learnt at state level (ERCU/FAOR)	No consistent action taken yet; lack of time and of stable qualified resource person (capacity)		1
	3) organize workshop with UNEP, Darfur state ministries and possibly interested donors (ERCU/FAOR/UNEP)	Meetings with Darfur state line ministries (DGs and Heads of department) to brief them on FAO's NRM (Natural resource Mangement) strategic framework for Darfur Workshop did not take place; partnership with UNEP did not materialize		2
	4) fund raising (FAOR)	In absence of FAOR funds raised by ERCU (see above and Recommendation 2, action 1). Also refer to comments under recommendation 1 and 2, post FAOR and DFAOR appointment.		4