



Food and Agriculture
Organization of the
United Nations



ENDING HUNGER IN THE HORN OF AFRICA: MOVING FROM RHETORIC TO ACTION

Strengthening partnerships and improving coordinated efforts on
ending hunger, malnutrition and poverty in the Horn of Africa



Cover photos

Large photo: ©FAO

Bottom left to right: ©FAO/L Tato, ©FAO, ©FAO/M Longari

**ENDING HUNGER IN THE HORN OF AFRICA:
MOVING FROM RHETORIC TO ACTION**

Strengthening partnerships and improving coordinated efforts on
ending hunger, malnutrition and poverty in the Horn of Africa

Recommended citation:

Ongile, G. 2018. ENDING HUNGER IN THE HORN OF AFRICA: MOVING FROM RHETORIC TO ACTION. Strengthening partnerships and improving coordinated efforts on ending hunger, malnutrition and poverty in the Horn of Africa. FAO Ending Hunger report. Ethiopia, Food and Agriculture Organization of the United Nations, Addis Ababa, 2018.

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.

ISBN 978-92-5-130540-9

© FAO, 2018

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 or addressed to copyright@fao.org.

FAO information products are available on the FAO website (www.fao.org/publications) and can be purchased through publications-sales@fao.org.

CONTENTS

Foreword	vii
Acknowledgements	viii
Acronyms	ix
Executive summary	xiii
CHAPTER 1: INTRODUCTION	1
1.1 Study context	1
1.2 Objective and overview of the study	1
1.3 Study methodology	2
1.4 Organization of the report	2
1.5 Background information	2
1.5.1 Climate and landscapes	2
1.5.2 Population growth and structure	2
1.5.3 Climate change	6
1.5.4 Poverty in Eastern and the Horn of Africa	6
1.5.5 Economy and GDP in the Eastern and HOA subregion	7
CHAPTER 2: FOOD AND NUTRITION SECURITY IN THE HOA	9
2.1 Introduction	9
2.2 Food production in the Eastern Africa subregion	9
2.3 Increasing reliance on imported staple food	11
2.4 Status and trends of undernourishment	12
2.5 Challenges to attainment of food and nutrition security	14
2.6 Opportunities for improving FNS in Eastern Africa subregion opportunities for improving FNS in HOA	15
CHAPTER 3: REVIEW OF FOOD AND NUTRITION SECURITY COORDINATION STATUS – CHALLENGES AND OPPORTUNITIES	17
3.1 Introduction	17
3.2 Status of FNS coordination in the targeted countries of the HOA region	19
3.2.1 Djibouti	19
3.2.2 Ethiopia	19
3.2.3 Kenya	19
3.2.4 Rwanda	20
3.2.5 South Sudan	20
3.2.6 Uganda	22
3.2.7 Scaling up nutrition (SUN movement)	22
3.3 Challenges	23
3.4 FNS coordination in Eastern Africa	25
3.5 Development partner efforts	26
3.5.1 United Nations and European Union	26
3.5.2 World Bank Group and Global Agriculture and Food Security Programme	26
3.5.3 The African Development Bank	27
3.5.4 African Leaders for Nutrition	27
3.5.5 International Food Policy Research Institute	27

CHAPTER 4: INSTITUTIONALIZING AND STRENGTHENING SUBREGIONAL FOOD AND NUTRITION SECURITY COORDINATION	29
4.1 Introduction	29
4.2 Proposed FNS subregional coordination institutions	30
4.2.1 Subregional FNS Coordination Secretariat	30
4.2.2 National Interministerial Coordinating Committee (NIMCC)	32
4.2.3 National Food and Nutrition Steering Committee	32
4.2.4 National Food and Nutrition Secretariat	32
4.2.5 FNS Coordination Technical Working Groups	33
4.3 Food and Nutrition Security Coordination Strategic Results Framework	34
4.4 Institutional membership	35
4.5 Institutional membership and value added	37
CHAPTER 5: MONITORING PROGRESS TOWARDS A HUNGER-FREE EASTERN AFRICA: AN EASTERN AFRICA PEER REVIEW MECHANISM ON HUNGER	39
5.1 Introduction	39
5.2 Justification	40
5.3 Objective	40
5.4 Expected outputs	40
5.5 Scope	41
5.6 Process	41
5.6.1 Assessment tools of the review process	41
5.6.2 Peer review methodology	41
5.7 Periodicity of the peer review	42
CHAPTER 6: CONCLUSION AND RECOMMENDATIONS	43
6.1 Conclusion	43
6.2 Recommendations	45
REFERENCES	46
ANNEXURE: COUNTRY BACKGROUND REPORT SUMMARIES	48

TABLES

Table 1.	Rural and urban populations and share (%) of agriculture and youth	5
Table 2.	Ranking of HOA countries based on the UN Human Development Index (HDI)	7
Table 3.	Number of undernourished (million people) and prevalence (%) of undernourishment in the African regions between 2004 to 2006 and 2014 to 2016	13
Table 4.	Availability of relevant food and nutrition policies in selected project countries in Eastern Africa	18
Table 5.	Availability of relevant food and nutrition coordination structures in selected project countries in Eastern Africa	18
Table 6.	Major FNS coordination challenges by countries	23
Table 7.	Value added by each institution	37

FIGURES

Figure 1.	Agro-ecological zones (AEZ) in the Horn of Africa	3
Figure 2.	Trends in rural population in major developing areas of the world (millions)	4
Figure 3.	Population structure for the regions in Africa	4
Figure 4.	Annual GDP growth rates for selected countries in HOA	7
Figure 5.	Cereal yields in some of Eastern and HOA countries	10
Figure 6.	Net export for Eastern Africa	11
Figure 7.	Number and prevalence of undernourishment in Eastern Africa	12
Figure 8.	Number of undernourished (million people) and prevalence (%) of undernourishment in the HOA for selected years between 1999-2001 and 2014-16	13
Figure 9.	Proposed Eastern Africa subregional Food and Nutrition Security Coordination Structure	31
Figure 10.	Interaction between regional and country governments and development partners	35



FOREWORD

Hunger and malnutrition are among the greatest challenges facing this continent. Despite progress against this goal, the continent as a whole faces considerable challenges in attaining the zero hunger target. Statistics from the 2017 FAO Regional Overview of Food Security and Nutrition in Africa confirm that Africa's food security and nutrition situation is worsening in absolute terms. The prevalence of undernourishment in Sub-Saharan Africa from 2015 to 2016 rose from 20.8 percent to 22.7 percent. In 2016, there were about 224 million undernourished people in Sub-Saharan Africa, up from 200 million in 2015. Although the prevalence of undernourishment decreased in Eastern Africa, it has the highest prevalence of undernourishment (33.9 percent) of all the regions, amounting to a total of 137.2 million people. Conflict, civil insecurity and extreme weather patterns resulting in recurrent drought were the main drivers of hunger, food insecurity and malnutrition in Africa.

Eradicating hunger is a complex issue that calls for concerted efforts from all stakeholders. In June 2014, the African Union Summit in Malabo endorsed the Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods. One of the main tenets of the Declaration is the "Commitment to Ending Hunger in Africa by 2025". In addition, the 2030 Agenda for Sustainable Development and the UN Decade of Action on Nutrition 2016–2025 call on all countries and stakeholders to act together to end hunger and prevent all forms of malnutrition. To achieve

this requires political, institutional and financial commitment to tackling hunger. It also requires forming sustainable partnerships with governments, organizations and individuals who understand and appreciate the gravity of hunger in the continent.

In response to these commitments, the FAO Subregional Office for Eastern Africa, in partnership with the African Union Commission (AUC) and Inter-Governmental Authority on Development (IGAD), initiated a Technical Coordination Programme (TCP) called Ending Hunger in the Horn of Africa: Moving from Rhetoric to Action. This TCP contributed to improved partnership and coordinated action on ending hunger, malnutrition and poverty in the Horn of Africa by providing a forum for governments, regional economic communities (RECs), development partners and stakeholders to discuss effective strategies to reduce hunger in the region. As part of this project, a high-level technical workshop was held on 23–24 October 2017 at which the main information in this paper was presented and validated. This publication offers an opportunity to use the information and recommendations presented to help achieve the continental target of ending hunger by the year 2030 under the sustainable development goals, which will require ambition and new ways of working.

Dr Patrick Kormawa

FAO Representative to the African Union and UNECA and Subregional Coordinator for Eastern African

ACKNOWLEDGEMENTS

This publication is based on work carried out under the FAO Technical Cooperation Programme titled, *Ending Hunger in the Horn of Africa: Moving from Rhetoric to Action*. This document was prepared by Dr Grace Ongile, under the guidance of the FAO Subregional Office for Eastern Africa. Project coordination was provided by Zita Ritchie, with technical support by Yergalem Beraki and under the supervision of Patrick Kormawa, FAO Subregional Coordinator for Eastern Africa. In addition, Mr Mafa Chipeta was a lead international consultant contributing substantially to the work during this project.

FAO would like to thank all contributors, without whom this document would not have been possible. In particular, the support provided by the national consultants in the six countries that the project covered, namely Bamlak Alamirew, Innocent Musabyimana, Phoebe Nyawalo, Agnes Atyang, and Michael Kenyi, is very much appreciated. Special thanks also go to Dr Laila Lokosang from the African Union Commission (AUC) for providing technical support as well as coordinating the validation workshop held in the AUC compound. Special thanks also go to Mr Mohammed Moussa, IGAD's Director of Agriculture and Environment, and his team for their valuable insight and contributions to the work included in this document. Thanks also go to FAO colleagues including Yergalem Beraki, Zita Ritchie, Mohamed AwDahir, Cindy Holleman and Andre Croppenstedt for thoroughly reviewing and providing technical inputs to this document.

ACRONYMS

AEZs	Agro-ecological zones
AGP	Agricultural Growth Program (Ethiopia)
AGP	Agricultural Growth Program (Ethiopia)
ALN	African Leaders for Nutrition
ARNS	Africa Regional Nutritional Strategy
ASALs	Arid and semi-arid lands
ASCU	Agricultural Sector Coordination Unit (Kenya)
ASDS	Agriculture Sector Development Strategy
ASDSP	Agriculture Sector Development Strategic Programme
ATFFND	African Task Force on Food and Nutrition Development
AU	African Union
AUC	African Union Commission
CAADP	Comprehensive Africa Agriculture Development Programme
CARDF	Community Agriculture and Rural Development Fund
CFS	Committee for Food Security
CGIAR	Consultative Group on International Agriculture Research
CIDA	Canadian International Development Agency
COHA	Cost of Hunger in Africa
CPoA	Country Programme of Action
CPRR	Country Peer Review Report
CSAR	Country Self-Assessment Report
DFID	Department for International Development (United Kingdom)
DRMFS	Disaster Risk Management and Food Security
EAC	East African Community
EAC RDP	East Africa Community Rural Development Policy
EAC-ARDP	East Africa Community Agriculture and Rural Development Policy
EACFSAP	East Africa Community Food Security Action Plan
EAPRM	Eastern Africa Peer Review Mechanism
ECA	Economic Commission for Africa
ECOWAS	Economic Community of West African States
EDPRS	Economic Development and Poverty Reduction Strategy
FAFS	Framework for Africa Food Security
FAO	Food and Agriculture Organization of the United Nations
FAO STAT	FAO Statistical Yearbook
FAO-SFE	FAO Subregional Office for Eastern Africa
FIRST	Food and Nutrition Security Impact, Resilience, Sustainability and Transformation
FNSP	Food and Nutrition Security Action Plan
FSC	Food Security Council (South Sudan)
FSNWG	Food Security and Nutrition Working Group

FSTS	Food Security Technical Secretariat (South Sudan)
GAFFSP	Global Agriculture and Food Security Programme
GDP	Gross Domestic Product
GIP	Girls' Incentive Programme
GNI	Gross national income
GRSS	Government of the Republic of South Sudan
HANCI-Africa	Hunger and Nutrition Commitment Index for Africa
HDI	Human Development Index
HIV	Human immunodeficiency virus
HOA	Horn of Africa
HSCC	Health Sector Coordinating Committee (Kenya)
HSNP	Hunger Safety Net Programme
ICCFN	Inter-Ministerial Coordinating Committee on Food and Nutrition (Kenya)
ICN2	Second International Conference on Nutrition
IDDRSI	IGAD Drought, Disaster, Resilience, Sustainability Initiative
IDIC	IGAD Documentation and Information Center
IFAD	International Fund for Agricultural Development
IFPRI	International Food Policy Research Institute
IGAD	Intergovernmental Authority on Development
IGADD	Intergovernmental Authority on Drought and Development
IMCC	Inter-Ministerial Coordination Committee (Rwanda)
IREAID	Irish Aid
ISCFN	Interministerial Steering Committee on Food and Nutrition
KFSM	Kenya Food Security Meeting
KFSSG	Kenya Food Security Steering Group
KOFI	Committee on Fisheries
M&E	Monitoring and evaluation
MDGs	Millennium Development Goals
MOU	Memorandum of Understanding
N4G	Nutrition for Growth Summit
NAFSIP	National Agriculture and Food Security Investment Plans
NAIPs	National Agriculture Investment Plans
NEPAD	New Partnership for Africa's Development
NFN	National Food and Nutrition
NFNP	National Food and Nutrition Policy
NFNSC	National Food and Nutrition Steering Committee
NFPCS	Nutrition and Food Programmes Coordination Secretariat
NGO	Non-governmental organizations
NICC	Nutrition Inter-Agency Coordinating Committee (Kenya)
NIMCC	National Interministerial Coordinating Committee

NMK	Njaa Marufuku Kenya
NNCB	National Nutrition Coordination Body (Ethiopia)
NNP	National Nutrition Program (Ethiopia)
NPCA	NEPAD Planning and Coordination Agency
OCHA	Office for the Coordination of Humanitarian Affairs
OECD	Organisation for Economic Co-operation and Development
RAIPs	Regional Investment Plans
REACH	Renewed Effort Against Child Hunger
RECs	Regional Economic Communities
RED&FS	Rural Economic Development and Food Security
RWANU	Resilience through Wealth, Agriculture and Nutrition
SADC	Southern African Development Community
SADC-FNSS	SADC Food Nutrition Security Strategy
SAKSS	Strategic Analysis and Knowledge Support Systems
SCF&NSC	Social Cluster Food and Nutrition Steering Committee (Rwanda)
SDG	Sustainable Development Goals
SLMP	Natural Resources Management Program (Ethiopia)
SRA	Strategy for Revitalizing Agriculture
SSA	Sub-Saharan Africa
SSFSC	South Sudan Food Security Council
STC	Stakeholder Technical Committee
SUN	Scaling up Nutrition (Kenya)
SWG	Sector Working Group
TCP	Technical Cooperation Programme
TOR	Terms of reference
TRP	Technical Review Panel
TSC	Technical Steering Committee
UFNC	Uganda Food and Nutrition Council
UFNC	Uganda Food and Nutrition Council
UN	United Nations
UNAP	Uganda Nutritional Action Plan
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commission for Africa
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
USAID	United States Agency for International Development
WASH	Water, sanitation and hygiene
WFP	World Food Programme
WFS	World Food
WHO	World Health Organization



EXECUTIVE SUMMARY

The Food and Agriculture Organization of the United Nations (FAO) supported the African Union Commission through its Department of Rural Economy and Agriculture (DREA) to develop a Technical Cooperation Programme (TCP/SFE/3505) to strengthen partnership and improve coordinated efforts on ending hunger in the Horn of Africa (HOA)¹ located in the eastern Africa sub-region². This project intended to provide a forum for governments, Regional Economic Communities (RECs), development partners and other stakeholders to develop strategies and policies that would contribute to the coordination of ongoing efforts to reduce hunger in six countries (Djibouti, Ethiopia, Kenya, Rwanda, South Sudan and Uganda). This report will hereon in make reference throughout to Eastern Africa, as well as to the HOA, understanding that the scope of this project spans outside of the traditional HOA countries (Ethiopia, Somalia, Eritrea and Djibouti). The programme focused on the two key Regional Economic Communities in this region – the Intergovernmental Authority on Development (IGAD) and the East African Community (EAC).

One of the objectives of this project was to review Food and Nutrition Security (FNS) coordination mechanisms at the subregional and national levels. The study analyses trends and key FNS indicators in the region including reliance on imported food, net exports and trends of undernourishment. It describes challenges, opportunities and gaps that need to be addressed to reduce hunger in the six countries and proposes (i) a strengthened subregional and national FNS coordination mechanism; (ii) an Eastern Africa peer review mechanism; and (iii) a policy brief for FNS coordination in the HOA.

In Eastern Africa poverty constrains the ability of farming households to invest in productive assets and agricultural technologies, resulting in insufficient agricultural productivity. Poverty is compounded by factors such as conflicts, disease epidemics and climate change (such as droughts and floods).

Conflict and civil wars in parts of Eastern Africa continue to undermine efforts to fight hunger, food insecurity and malnutrition, such as in South Sudan and Somalia. Conflicts contribute to the displacement of people, disrupt transportation and market transactions and subsequently, lack of access to food.

In Eastern Africa the prevalence of undernourishment was 32 percent between 2014-16 the highest prevalence in Africa (FAO *et al.*, 2017). This amounts to approximately 125.8 million (between the years 2014-2016), which is an increase from 112.9 million people from 2004-2006 (FAO *et al.*, 2017).

Factors such as rising food prices, droughts and political instability have worsened the hunger situation in several African countries. The most important problem is the high prevalence of chronic malnutrition or stunting, despite the fact that a decrease was observed during the period 2005 to 2014.

Food insecurity and malnutrition interact in a vicious downward spiral and are linked to disease. Inadequate food consumption heightens vulnerability to infectious diseases. It is believed that prolonged drought experienced in certain regions of the continent has negatively impacted the expected reduction in poverty and food insecurity, despite the economic growth experienced across the continent over the last decade. The global rise in food prices compounds these crises. Food crop production is not increasing at the adequate rate needed to meet higher demands caused by population growth, currently averaging 2.4 percent annually across Africa. Therefore, it is expected that food scarcity will drive up food prices in certain regions of the continent.

Low public investment in agriculture; lack of investment in modern farming practices and technologies; over-reliance on rain-fed agriculture; low investment in irrigation for smallholders, water pans and dams for pastoralists, post-harvest handling and food storage facilities, and climate-resilient crops and livestock varieties have all negatively impacted the attainment of food security in the region.

1 The HOA countries traditionally include Djibouti, Ethiopia, Eritrea, Kenya, Somalia, however the Greater Horn of Africa typically includes Sudan, South Sudan and Uganda. This project identified six countries for this project of which five lie in the Greater Horn of Africa region. Rwanda was included as the sixth country.

2 The subregional FAO office for Eastern Africa includes countries of Burundi, Djibouti, Ethiopia, Kenya, Rwanda, Somalia, South Sudan and Uganda

Realizing the potential for increased agricultural growth and food security would require investment in integrated approaches that would enable smallholder farmers to adapt and rapidly respond to the negative impacts of a changing climate in the agricultural environment. For instance, given the rising competition for water, policy-makers may need to focus on minimizing constraints to the adoption of appropriate technology focusing on sustainable water use through irrigation and implementing best farming practices. There is a need to stimulate the capacity of rural communities and individual families to take stock of their resources and the opportunities open to them, to help them test alternative solutions and to improve their access to sources of relevant knowledge and expertise as well as capital and markets. In the long term it is essential that conditions be created whereby people have increased access to employment opportunities outside agriculture.

In terms of FNS coordination at the national level, evidence from the six countries covered by the study indicates the presence of food security and nutrition coordination mechanisms. Even though in countries such as Rwanda, Kenya and Ethiopia, the food security coordination systems seem to be strong, generally they are characterized by lack of an effective FNS coordination body, weak FNS policy coordination and implementation, unclear roles of ministries responsible for the implementation of FNS, insufficient budgetary allocation, weak monitoring and evaluation tools and lack of clarity regarding linkage to global, continental and subregional declarations on ending hunger.

At the subregional level, while the two Regional Economic Communities have policies and strategies addressing FNS, subregional FNS coordination needs to be strengthened institutionally for effective support to member countries. The Food Security Nutrition Working Group (FSNWG) is an example of an existing coordination mechanism led by IGAD and supported by FAO for the analysis and dissemination of FNS information in the subregion, but still there is a need to further strengthen and institutionalize it within IGAD in a sustainable manner. In addition, inclusivity and the building of partnerships are key. Regional Economic Communities in collaboration with Member States, the private sector, civil society, development partners and the UN need to work together on the issue of ending hunger in the HOA.

In order to achieve the overall goal of food and nutrition security, the complexities of all the four dimensions of availability, accessibility, utilization

and stability must be addressed concurrently by establishing effective linkages for collaboration and coordination of all sectors. It is therefore important to strengthen linkages and put in place institutional structures involving the regional, national and county governments, development partners, the private sector, civil society and local communities.

To achieve this, certain structures must be put in place to establish functional, organizational and legal frameworks. These include:

- i) A subregional Food and Nutrition Security Coordination Secretariat;
- ii) National Interministerial/Cabinet Committee;
- iii) Parliamentary Subcommittee on FNS;
- iv) National FNS Steering Committee;
- v) National FNS Secretariat (to be located at the office of the President, Prime Minister or Deputy President);
- vi) Coordination Technical Working Groups (Coordination; Policy Harmonization and Implementation; FNS Information; and Monitoring and Evaluation).

The study proposes a biennial Eastern Africa Peer Review Mechanism to end hunger in the subregion to ensure an effective and coordinated monitoring and evaluation system that can be used as an accountability tool for measurement and can track progress, address challenges, and identify opportunities and lessons learned by member states. Furthermore, progress and success are greatly increased if close attention is paid to regularly measuring impacts, reporting on progress and learning from past experiences. This tool will contribute towards tracking the subregion's success in increasing food supply, reducing hunger and malnutrition, and improving the effectiveness of responses to food crises.

The study moreover proposes a robust monitoring and evaluation tool. Careful selection of indicators at all levels is recommended for effective monitoring and evaluation to capture the active participation and reporting of all stakeholders in order to ensure improved planning and implementation of programmes towards the achievement of the common FNS goal.

Finally, the study recommends that each country mainstreams FNS into relevant policies, strategies and programmes. A legal framework addressing FNS must be developed by each country and passed into legislation.

CHAPTER 1: INTRODUCTION



©FAO/M Longari

1.1 Study context

The African Union Commission received support from the Food and Agriculture Organization of the United Nations (FAO) through a Technical Cooperation Programme (TCP) (TCP/SFE/3505) to strengthen partnership and improve coordinated efforts on ending hunger and malnutrition in the Horn of Africa. The project is intended to provide a forum for governments, Regional Economic Communities (RECs), development partners and other stakeholders to develop strategies and policies that would contribute to ongoing efforts to reduce and end hunger in the FAO Eastern Africa subregion, commonly referred to as the Horn of Africa (HOA) in this report.

The FAO Subregional Office for Eastern Africa (FAO-SFE) supports eight countries – Burundi, Djibouti, Ethiopia, Kenya, Rwanda, Somalia, South Sudan and Uganda. This project focuses on six countries (Djibouti, Ethiopia, Kenya, Rwanda, South Sudan and Uganda). Somalia was not incorporated into the study as planned due to challenging security conditions and Rwanda was included as the sixth country in

the project, acknowledging that it is technically not classified as a HOA country. This report will hereon in make reference throughout to Eastern Africa, as well as to the HOA, understanding that the scope of this project spans outside of the traditional HOA countries. The two key RECs in this region are the Intergovernmental Authority on Development (IGAD) and the East African Community (EAC).

1.2 Objective and overview of the study

This study reviews the food and nutrition security (FNS) coordination mechanism at the subregional level and describes the FNS challenges, opportunities and gaps that must be addressed to reduce hunger in the six targeted countries in the HOA.

Specific objectives include:

- a) Review the status of FNS coordination mechanisms in six countries (Djibouti, Ethiopia, Kenya, Rwanda, South Sudan and Uganda), stating challenges and opportunities.
- b) Propose recommendations for institutionalization and strengthening of

subregional FNS coordination, including a proposal for setting up FNS coordination mechanism, and terms of reference (TOR) for coordination and institutional membership.

- c) Prepare East Africa Peer Review Mechanisms for FNS coordination.

1.3 Study methodology

The report is based on a review and analysis of the six country background consultant reports (Djibouti, Ethiopia, Kenya, Uganda, Rwanda and South Sudan) on ending hunger in the HOA, review of other reports from the RECs (IGAD and EAC), international research organizations and multilateral development partners. Reports and policy documents on FNS from other regions were also reviewed. In addition, information was gathered from FNS stakeholder meetings held in each of the six countries.

1.4 Organization of the report

The report is organized as follows: Chapter 1 introduces the agro-ecological zones (AEZs) in the HOA region; the rural and urban population growth trends; and the economy, especially the role played by agriculture in the gross domestic product (GDP). It also looks at the impacts of climate change in agricultural productivity and introduces the objective of the study. Chapter 2 offers a brief overview of food and nutrition status and trends in the HOA region. FNS coordination in the HOA is addressed in Chapter 3. It details the country experiences and describes subregional FNS coordination status, challenges and opportunities. Chapter 4 dwells on the proposed subregional FNS coordination mechanisms, the TOR for the coordination and institutional membership and roles. Chapter 5 comprises the recommendations and conclusion.

1.5 Background information

1.5.1 Climate and landscapes

The Eastern Africa region has a variety of climates and landscapes (Knips, 2004). These include cool highlands, swamp areas, tropical rain forests and other features typical of an equatorial region.

Furthermore, the region possesses complex, diverse ecosystems and agro-ecological zones (AEZs) (Figure 1a) at different altitudes ranging from 150 metres below sea level to about 4 600 metres above sea level around Mount Kenya (IGAD, 2016; Knips, 2004). In almost any given year, some areas in most countries are food secure and generate food surpluses for sale, while other areas suffer moderate to severe shortages.

The HOA extends over 5 million km² of land area. Over 60 percent of this land is classified as arid (receiving less than 500 mm rainfall annually and having a growing period of less than 90 days). This zone is the largest in the HOA region (IGAD, 2016). The share of total land area classified as arid ranges from 100 percent in Djibouti and Somalia, over 73 percent in Kenya, 67 percent in Eritrea and 41 percent in Ethiopia to one percent in Uganda (Figure 1b).

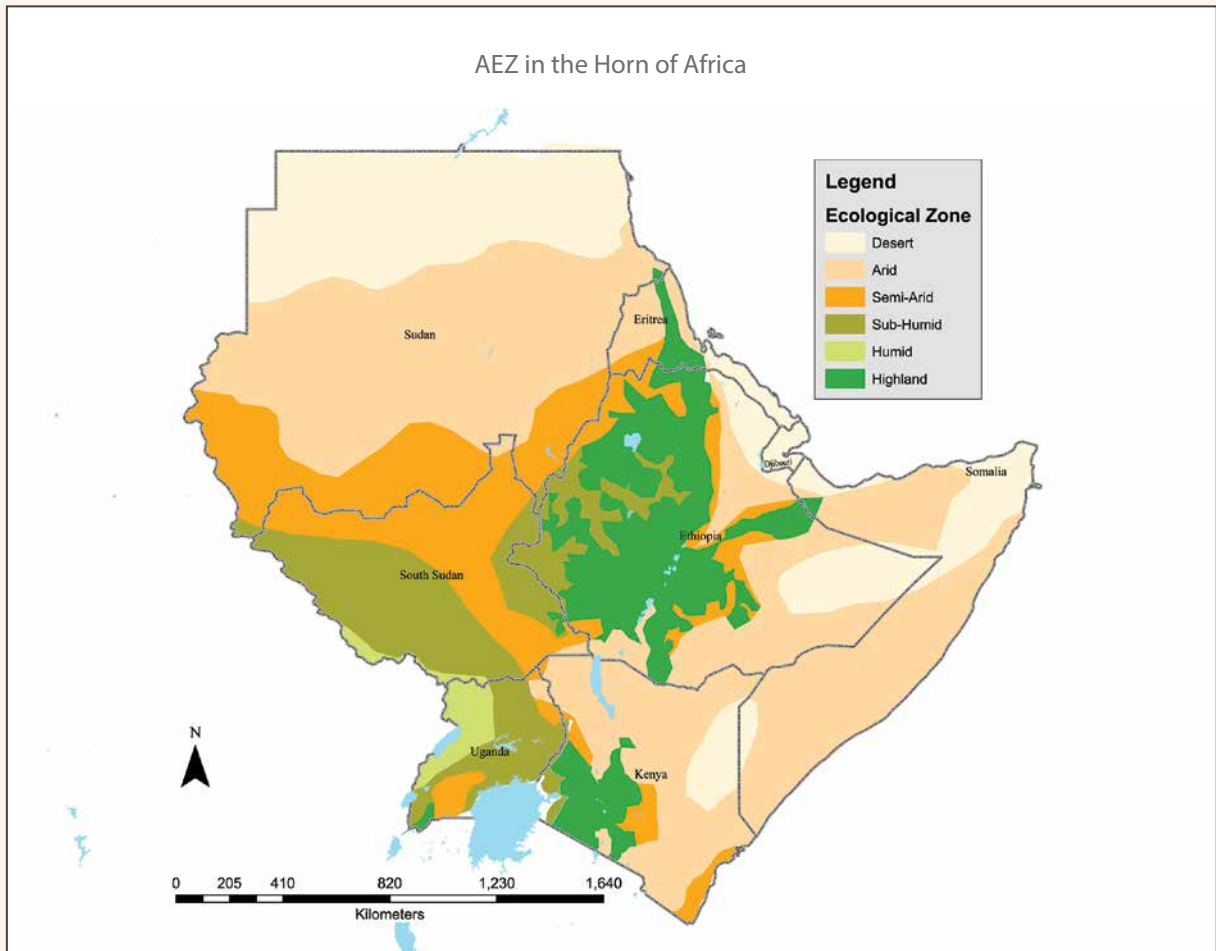
1.5.2 Population growth and structure

Africa has a total population of 1.2 billion people, roughly 16 percent of the world's population (UN, 2016). It is expected that this will rise to 1.5 billion by 2025 and 2.4 billion by 2050. By the end of this century, Africa's population is projected to quadruple to roughly four billion people.

Of the total population in Africa, about 249 million live in the Eastern Africa subregion³, and 223 million people in the six countries (Djibouti, Ethiopia, Kenya, Rwanda, South Sudan and Uganda) targeted by the project (FAOSTAT 2017). Compared with other major developing regions of the world, whose populations have started declining, population growth trends in Sub-Saharan Africa are increasing (Figure 2) and are expected to remain high in the coming decades (Jayne and Ameyaw, 2016). Population growth is expected to be even higher for the HOA countries (Figure 2b). The region's rapid population growth is due to rising life expectancy, declines in death rates, particularly of children, and fertility rates. While child mortality rates have declined, fertility rates have remained high, leading to the "youth bulge" (Filmer and Fox, 2014). Today, 62 percent of Africa's population is below the age of 25 years and Africa is the only region in the world where the population under the age of 15 is continuing to grow (UN, 2017).

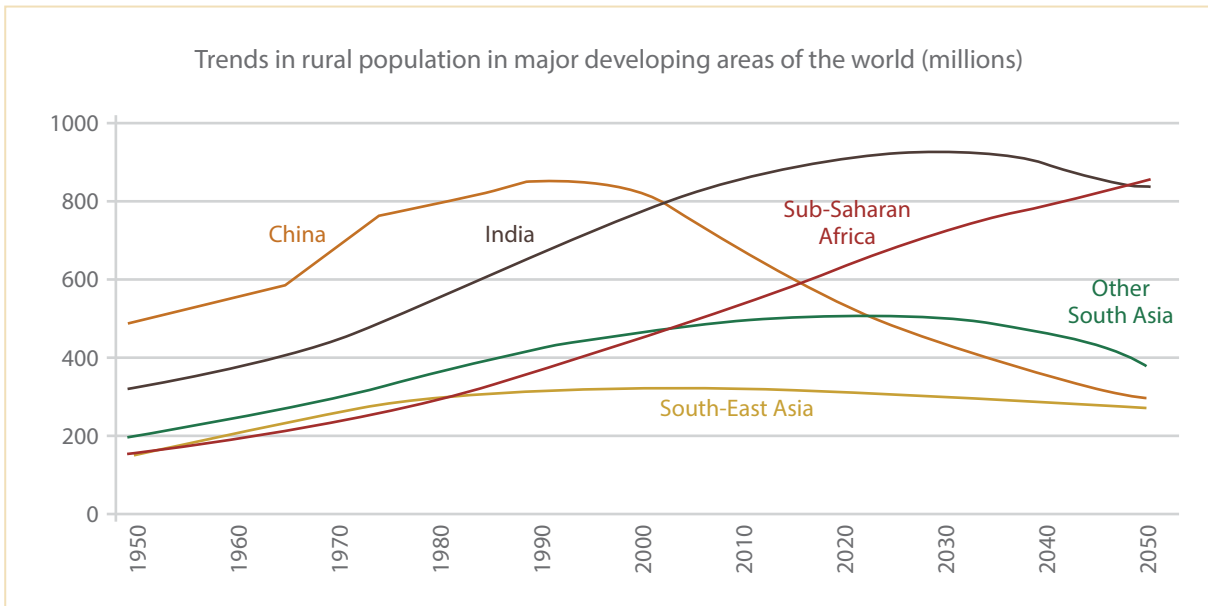
3 Population calculated for FAO Subregional Office designated countries in Eastern Africa including Burundi, Djibouti, Ethiopia, Kenya, Rwanda, Somalia, South Sudan and Uganda.

Figure 1. Agro-ecological zones (AEZ) in the Horn of Africa



Source: Map image recreated from Knips 2004

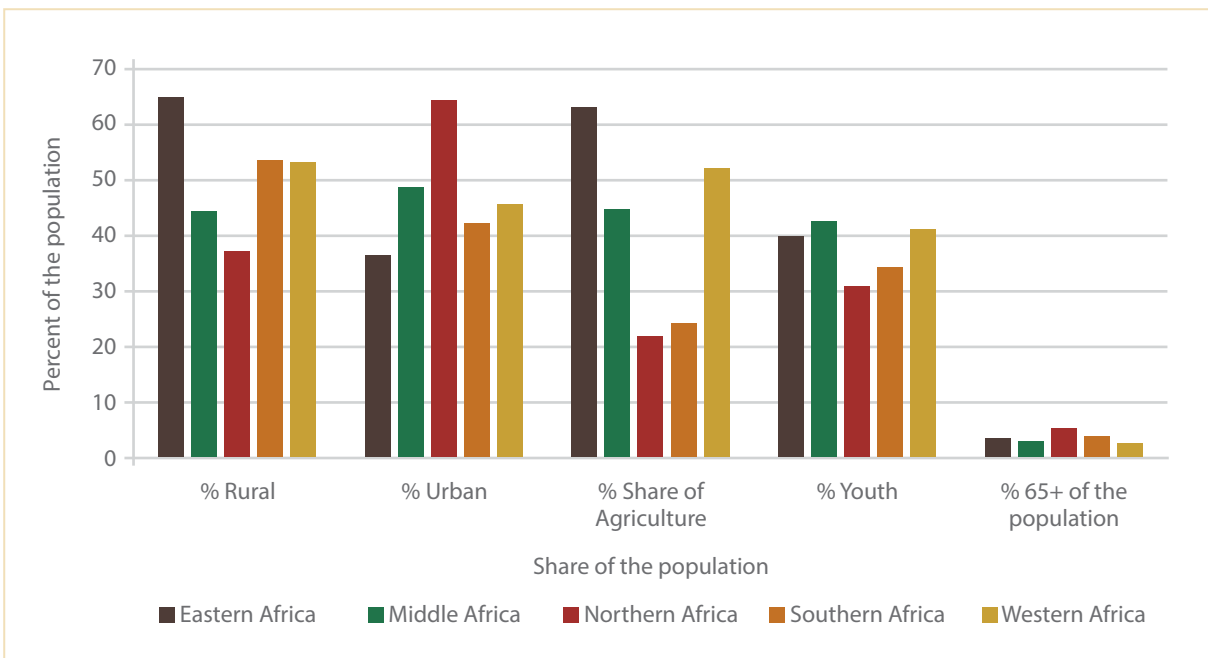
Figure 2: Trends in rural population in major developing areas of the world (millions)



Source: Jayne and Ameyaw 2016.

The regions in Africa (Central Africa⁴, Eastern Africa, North Africa, Southern Africa, and Western Africa) are dominated by rural populations, where Eastern Africa has the largest rural population shown in Figure 3 (FAO, 2017). Approximately 65 percent of the population in Eastern Africa are rural based and depend on agriculture as the main livelihood (Figure 3).

Figure 3: Population structure for the regions in Africa



Source: Based on FAOSTAT data 2017 and WDI 2017.

⁴ The regional categories are based on the UN M49 classifications where Central Africa is referred to as Middle Africa. Note, that for Eastern African data was calculated using 18 countries as identified in FAOSTAT.

The rural and urban populations for Eastern and Horn of Africa subregion countries (Table 1), clearly indicate that many countries have over 70 percent of the population living in rural areas and engage in agriculture as a major livelihood.

Table 1. Rural and urban populations and share (%) of agriculture and youth

Country	% of population		% of population engaged in agriculture (2017)	% youth population (0-14 years) (2016)	% of population of over 65 years (2016)
	Rural (2017)	Urban (2017)			
Burundi	87.3	12.7	91.0	44.9	2.5
Djibouti	22.5	77.5	22.8	31.7	4.1
Ethiopia	79.6	20.4	70.5	41.1	3.5
Kenya	73.5	26.5	61.9	40.9	2.6
Rwanda	69.3	30.7	75.0	40.5	2.9
Somalia	59.5	40.5	72.0	46.53	2.7
South Sudan	80.7	19.3	*	41.9	3.5
Uganda	83.2	16.8	72.0	48.0	2.1
Mean	70.2	29.8	66.5	42.0	2.3

*Data not available. Source: United Nations 2014 and WDI 2017.

Rapid population growth, including in rural areas, may be projected to affect the region's agricultural sectors in several important ways (Jayne and Ameyaw, 2016). First, rapid population growth will put rising pressure on food systems to feed its fast-growing cities. Second, we might expect to see rising land values and the growth of land markets, especially in areas of favourable market access, as more people seek land not only for farming but for housing and other non-farm purposes. Third, as finite land becomes more populated, it will be increasingly unlikely that young people can expect to inherit land, causing migration, demographic and labour market shifts that are already well under way in relatively densely populated areas, but not yet in others.



©FAO/G Napolitano

1.5.3 Climate change

Climate change poses a major and growing threat to Eastern Africa's food security. This is largely because of high poverty rates, high vulnerability levels, and low adaptation capacities in the region. Furthermore, the rural populations of countries for whom agricultural production is the primary source of direct and indirect employment and income, will be most affected because of agriculture's direct exposure to climate change. Mean annual temperature rise over Africa, relative to the late 20th century mean annual temperature, is likely to exceed 2°C (Niang *et al.*, 2014). Climate change will exacerbate vulnerability of agricultural systems, particularly in semi-arid areas, where increasing temperatures and changes in precipitation are very likely to reduce cereal crop productivity (Niang *et al.*, 2014). This will have strong adverse effects on food security, particularly for Eastern Africa that rely on rainfed agriculture.

Climate change affects *food availability* through its increasingly adverse impacts on crop yields, fish stocks, animal health and productivity, especially in the HOA, where most of today's food insecure live. It limits *access to food* through negative impacts on rural incomes and livelihoods. Along with a more volatile climate, there is expected to be an increase in the intensity and frequency of climate-related natural disasters. Poor people, including many smallholder farmers and agricultural workers, are more vulnerable to the impacts of such disasters. Severe droughts or floods can sharply reduce incomes and cause asset losses that erode future income-earning capacity. In addition, to the extent that food supply is reduced by climate change, food prices will increase. Both urban and rural poor would be most affected, as they spend much higher shares of their income on food. Also affected will be poor smallholder family farmers, most of whom are net buyers of food.

1.5.4 Poverty in Eastern and the Horn of Africa

About 70 percent of the world's very poor people live in rural areas, and a large proportion of the poor and the hungry are children and young people. This figure is higher in those regions of the world, such as Eastern Africa, where the rural populations are higher than urban populations. The prevalence of rural poverty is a challenge that can be met by improving agricultural performance, improving market access and reducing risks faced by farmers, and investing in rural infrastructure and enterprises.

The proportion of poor people in Sub-Saharan Africa living on less than is \$1.90/day (PPP\$), declined by 18.1 percent between 1993 and 2013 (World Bank, 2018). Despite a general decline in poverty, seven HOA countries are classified among the least-developed, low-income and food-deficit countries, with widespread poverty and undernutrition based on the UNDP Human Development Index (HDI). In 2016, only Kenya among the HOA countries was considered to have achieved "medium human development". Other countries were ranked in the "low human development" category of the UN HDI⁵ ranking (Table 2). Out of 188 countries ranked using UN HDI, the HOA countries ranked between 147 (Kenya) and 184 (Burundi). In 2015, Somalia was ranked 172 out of 174 countries on the HDI, but since then has been excluded from the ranking due to lack of data.

High national poverty rates in this subregion confirm the bleak picture of the region. Poverty incidence, based on national poverty lines, varies from 38 percent of the population classified as poor in Uganda to 53 percent in Eritrea (ECA, 2013). Based on international poverty lines, the picture would be worse still as even larger parts of the countries' populations would be classified as living in poverty.

5 **Definitions. Human Development Index (HDI):** A composite index measuring average achievement in three basic dimensions of human development – a long and healthy life, knowledge and a decent standard of living. See Technical note 1 at http://hdr.undp.org/sites/default/files/hdr2016_technical_notes.pdf for details on how the HDI is calculated.

Gross national income (GNI) per capita: Aggregate income of an economy generated by its production and its ownership of factors of production, less the incomes paid for the use of factors of production owned by the rest of the world, converted to international dollars using PPP rates, divided by midyear population.

HDI rank for 2014: Ranking by HDI value for 2014, which was calculated using the same most recently revised data available in 2016 that were used to calculate HDI values for 2015.

Table 2. Ranking of HOA countries based on the UN Human Development Index (HDI)

Countries	HDI values (2016)	Rank level* (VH, H, M, L)	Gross national income (\$)	HDI ranked (based on 188 countries)
Djibouti	0.473	L	3,216	171
Eritrea	0.420	L	1,490	181
Ethiopia	0.448	L	1,523	174
Kenya	0.555	M	2,881	147
South Sudan	0.418	L	1,882	179
Sudan	0.490	L	3,846	166
Uganda	0.493	L	1,670	165
Burundi	0.404	L	691	184
Rwanda	0.498	L	1,617	162
Tanzania	0.531	L	2,467	152

VH - Very High Human Development, H - High Human Development, M - Medium Human Development, L - Low Human Development.
 Source: UNDP Human Development Report (UNDP, 2016b).

In all Eastern and HOA countries for which data are available, poverty is even more prevalent in rural areas than on the national level. Rural poverty rates range from 42 percent in Uganda to 86.5 percent in Djibouti.

1.5.5 Economy and GDP in the Eastern and HOA subregion

Economic performance has been extremely weak in the region over the last decade. With the exception of Ethiopia and Rwanda, the GDP growth rates were very low (3.8 percent per year on average) in the last decade and barely kept pace with population growth (2.4 percent per year), leading to a decline in per capita incomes in Djibouti and Kenya. This is a particular concern seeing that per capita GDP is already among the lowest in the world, even within the low-income countries group.

Figure 4: Annual GDP growth rates for selected countries in HOA



Source: Generated from FAO Statistics (FAOSTAT 2017).



CHAPTER 2: FOOD AND NUTRITION SECURITY IN THE HOA



©FAO/L. Tato

2.1 Introduction

Based on the definitions and the determinants of nutritional status, the Eastern and HOA region is one of the world's most food-insecure regions. The countries including Burundi, Djibouti, Ethiopia, Kenya, Somalia, Sudan, South Sudan and Uganda have a combined population of 223 million people (FAOSTAT, 2017). Over 102 million, representing nearly 44 percent of the population, live in areas prone to extreme food shortages and suffer from food insecurity at one time or another. Between 1970 and 2016, these countries were frequently threatened by famine and conflicts according to the State of Food Insecurity Report (FAO *et al.*, 2017). However, due to the impacts of climate change, and threats or famine resulting from droughts and conflicts have increased to twice in five years (OCHA, 2009; USAID, 2012). Conflict, growing populations and declining per capita agricultural capacity further threatens FNS in this region.

As a result of frequent droughts, emergency food assistance has become common in the arid and semi-arid areas of Ethiopia, parts of Uganda and Kenya, as well as war-ravaged areas of South Sudan and Somalia.

Though there are many areas of food surplus close to areas of food deficit, food does not move efficiently or reliably from surplus to deficit areas, limiting the potential market-based response to regional food insecurity (Frankenberger *et al.*, 2012).

2.2 Food production in the Eastern Africa subregion

Average per capita food production in most countries of the region has not been enough to feed the growing human population. The level of productivity for the different food crops is crucial as the food basket is a mix of essential foodstuffs, where sources of energy (cereals) are critically important. As an illustration, Figure 5 shows the trends in cereal yields in the region between 2001 and 2014. It is evident that overall productivity is low and stagnant, if not a slight increment. The low cereal productivity in the region can be partly attributed to limited adoption of high-yielding varieties, low usage of improved technologies (e.g. hybrid seed, chemical fertilizer) and poor agronomic practices.

Roots and tubers are primary staple foods in Rwanda

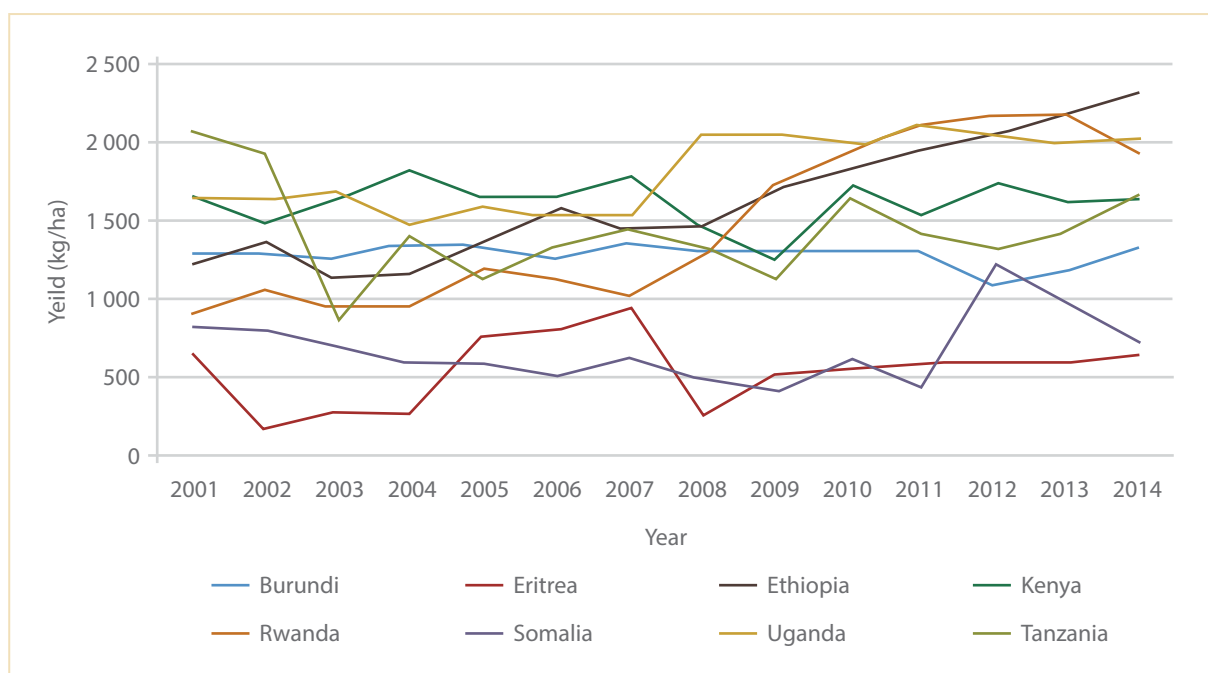
and Burundi. Kenya has an average root crop production of about 14 tonnes/ha, with the other countries producing between 4 tonnes/ha and 10 tonnes/ha (FAO, 2012). Except for Irish potatoes, markets for roots and tubers are not well-developed on a national or regional scale due to the bulkiness and perishability of these food commodities (Omiti *et al.*, 2011).

Pulses (e.g. beans and peas) are an important source of protein, especially for rural populations in most Sub-Saharan African countries, who may not frequently be able to afford the relatively more expensive meat (e.g. beef and chicken). In the Eastern Africa region, the productivity of pulses ranges from 0.53 tonnes/ha in Kenya to 1.27 tonnes/ha in Ethiopia. FAO 2014 indicates that pulses are produced on 7.76 million ha with a production of over 6 million MT and a mean yield of 0.77 MT/ha, which is low compared to other regions. Although productivity is low, the annual production of pulses has been increasing in the countries in the eastern Africa subregion due to increased acreages. A major challenge to increasing pulse production lies in the fact that most pulses are intercropped and therefore proper crop husbandry is not practised widely. Livestock production systems range from subsistence

to intensive commercial production. The countries in the region have production systems ranging from nomadic grazing, through small-holder farming based on animal traction, which includes growing of legumes and forage to enhance livestock production and to increase soil fertility and crop yields. Average productivity ranges from 550 kg/animal in Kenya compared with other HOA countries which recorded average productivity levels in the range of 150–250 kg/animal (FAO, 2011). These low levels of performance demonstrate production efficiencies especially in nutrition and feeding.

Fish is produced for human consumption and other purposes through capture fisheries and aquaculture. Fish production from natural stocks has already reached its limits and is declining, while aquaculture production is increasing. Aquaculture is making a significant contribution to fish production in several African countries, thus proving to be a potential alternative to supplement the declining capture fisheries. In Eastern Africa the contribution of aquaculture to the total fish production is still insignificant although it has been practised in the region since the 1900s. The predominant aquaculture production system in East Africa at present is small-scale earthen ponds characterized by low inputs and

Figure 5: Cereal yields in some of Eastern and HOA countries



Source: Jayne and Ameyaw, 2016

low yields. An important ingredient for the emergence of a commercial aquaculture industry is the need for a conducive and harmonized policy framework across the region.

Despite the negative effects of climate change, agriculture in the Eastern and HOA region still has enormous potential for growth. Unlike the developed world where yields for major cereals have already plateaued, the region's low levels of yields indicate the potential to experience continued growth in food production before reaching the region's biophysical limits (Grassini, et al, 2013). However, realizing this potential for increased agricultural growth and food security would require some investment in integrated approaches that will enable smallholder farmers to adapt and rapidly respond to the negative impacts of a changing climate in the agricultural environment. For instance, given the rising competition for water, policy-makers may need to focus on developing irrigation technology that improves water use efficiency and enhances farmers' ability to adapt to climate change (Cassman, et al 2010).

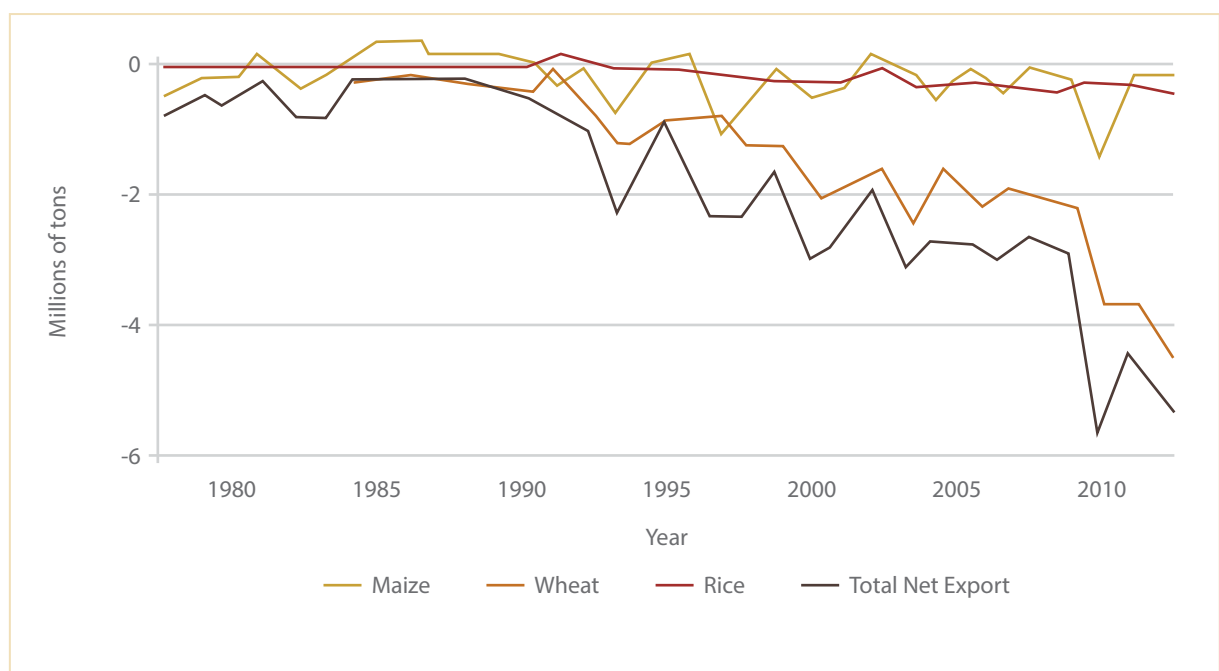
food

There is increasing recognition of the pace and breadth of dietary change in the HOA, featuring more diversified and processed food both in urban and rural areas, and across the entirety of the income spectrum (Tschirley *et al.*, 2015). As the population and incomes grow, the demand for food is rising rapidly in the region, and local production, especially for the main staple grains, is not keeping up. This is further affected by the frequent droughts. Consequently, many types of high-value food products consumed in HOA cities are increasingly being supplied by world markets. The Organisation for Economic Co-operation and Development (OECD-FAO) projects a growing demand in the consumption of high-value food products associated with rising consumer incomes, which is mainly met through imports.

Estimates of net exports of grains (rice, maize, and wheat) across the various regions of Africa (Figure 6) show a rapidly growing dependence on imported staple grains (Jayne and Ameyaw, 2016; Yebo and Jayne 2016). This clearly suggests that employment prospects arising from agricultural trading and processing have not been fully realized, as potential gains in job creation in downstream stages of the agri-food system are being lost to overseas suppliers.

2.3 Increasing reliance on imported staple

Figure 6. Net export for Eastern Africa



Source: Yebo and Jayne, 2016.

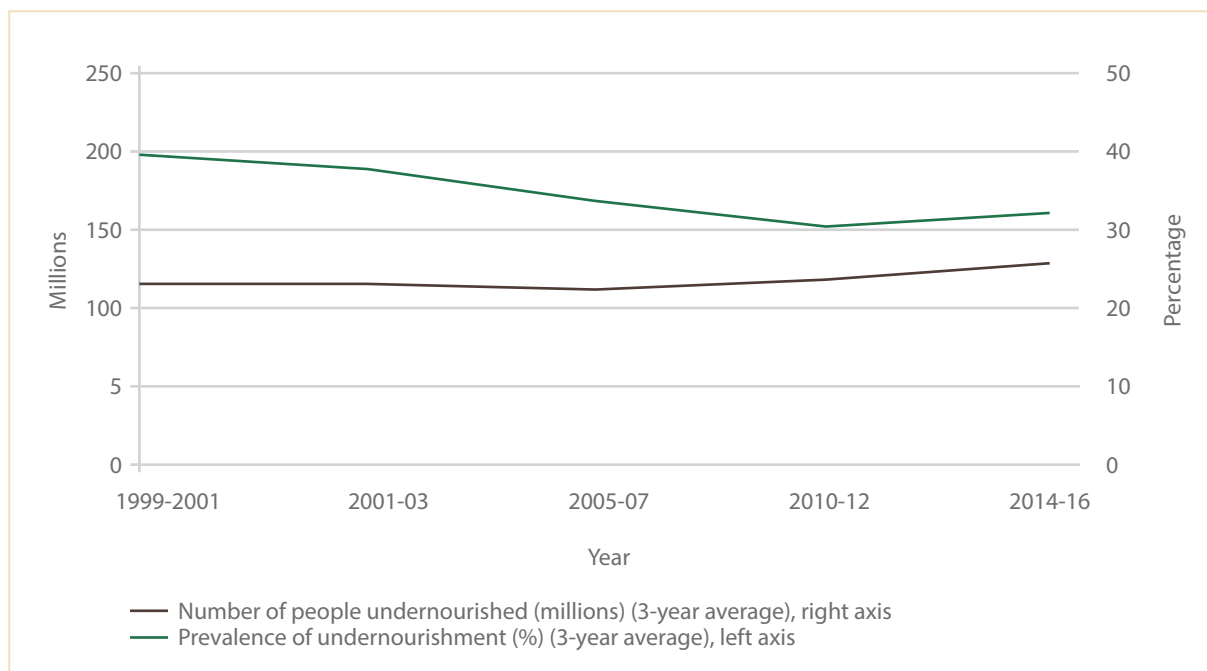
2.4 Status and trends of undernourishment

Over the past two decades, the world has seen dramatic improvements in the fight against hunger and undernutrition. However, despite progress made, chronic hunger, undernutrition and micronutrient deficiencies remain widespread. According to the State of Food Insecurity Report for 2017, the estimated number of undernourished people worldwide increased to 815 million in 2016, up from 777 million in 2015 (FAO *et al.*, 2017). In sub-Saharan Africa, the prevalence of undernourishment appears to have risen from 20.8 to 22.7 percent between 2015 and 2016, and the number of people undernourished rose from 200 to 224 million, accounting for 25 percent of the 815 million people undernourished in the world in 2016 (FAO, 2017b). However, multiple forms of malnutrition coexist, with countries experiencing simultaneously high rates of child undernutrition,

anaemia among women, and adult obesity. Child overweight and adult obesity are on the rise, including in low- and middle-income countries (FAO *et al.*, 2017). This represents the triple burden of malnutrition that brings with it a range of major health, social and economic challenges.

In Eastern Africa, although the prevalence of undernourishment decreased from 39.3 percent in 2000 to 33.9 percent in 2016, it remains to be the highest prevalence in Africa. In addition, the number of undernourished increased from 112.7 million in 2000 to 137.2 million in 2016, an increase of 24.5 million (FAO, 2017b). Similarly, the number of children stunted (under 5 years of age) increased from 22.4 million to 24 million. These increments are mainly due to declines in agricultural productivity, recurring food crises associated with drought and conflict, and increasing levels of poverty.

Figure 7: Number and prevalence of undernourishment in Eastern Africa



Source: FAOSTAT, 2017.

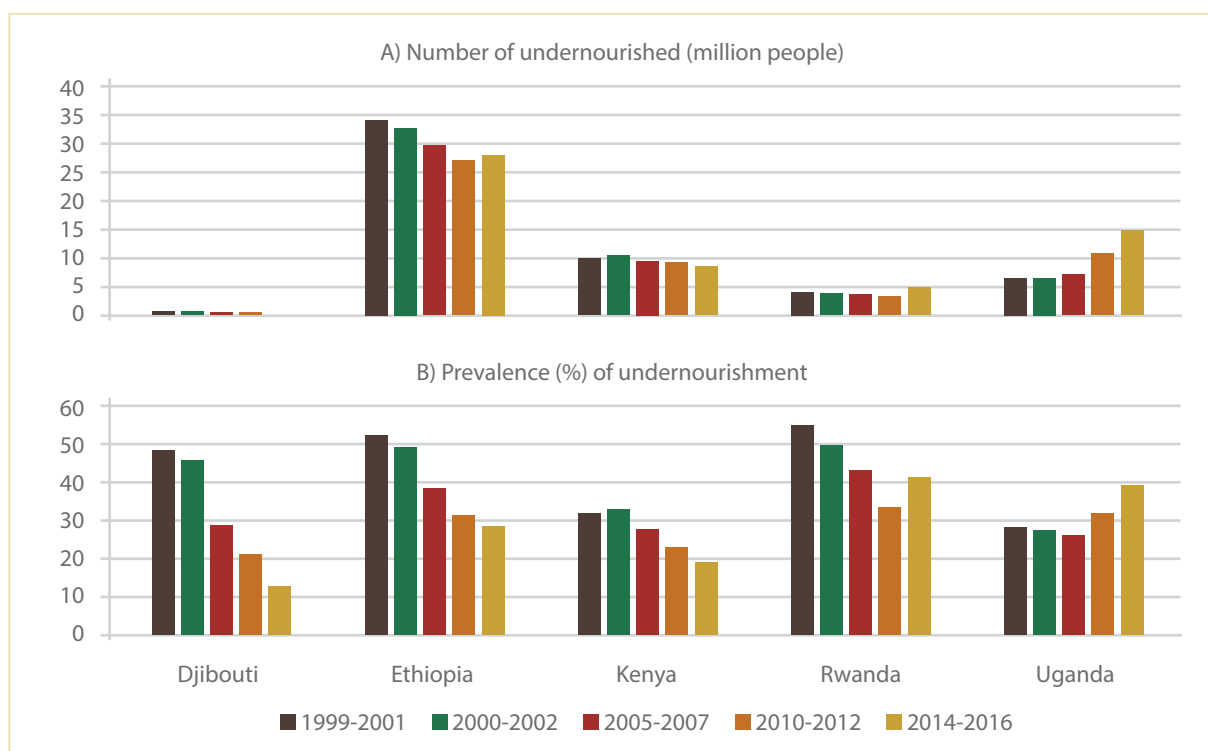
Table 3. Number of undernourished (million people) and prevalence (%) of undernourishment in the African regions between 2004 to 2006 and 2014 to 2016

	2004-06		2014-2016	
	No	% Prev	No	% Prev
North Africa (including Sudan)	9.7	6.3	18.6	8.3
Sub-Saharan Africa	171.9	23.7	205.2	21.3
Eastern Africa	112.9	34.3	125.8	32.0
Central Africa (Middle Africa)	32.9	29.4	37.6	24.8
Southern Africa	3.6	6.5	4.4	7.0
Western Africa	32.4	12.0	37.37	10.6
AFRICA	191.5	20.8	223.8	18.9

Source: FAO et al., 2017

Children under five years and mothers suffer the most from undernutrition in the developing world. According to the report on the Status of Food Insecurity in the World (FAO *et al.*, 2017), the Eastern Africa has shown no improvement since 1990 in reducing the proportion of underweight children. While progress in halving the proportion of undernourished has been slow overall in Sub-Saharan Africa, there are many success stories at country and subregional levels. In the Eastern Africa subregion countries, though the prevalence percentage has come down significantly between 1990 and 2016, except for Uganda (Figure 8b), the number of undernourished people were only reduced, not halved, in Ethiopia. For Kenya and Rwanda, the number of undernourished people either remained constant or increased slightly (Figure 8a), while for Uganda there was an increase in the number of undernourished people. In Somalia and Southern Sudan, the situation is even worse due to conflicts and drought.

Figure 8: Number of undernourished (million people) and prevalence (%) of undernourishment in the HOA for selected years between 1999-2001 and 2014-16



Source: Generated from FAOSTAT, 2017. Note: No data for Burundi, Somalia and South Sudan

2.5 Challenges to attainment of food and nutrition security

The causes of food insecurity and malnutrition in Africa are diverse, multifactorial and interlinked. Poverty and food access are the main causes of food insecurity in the HOA region. The HOA region has more than 102 million people who live on less than \$1.90 per day. These people are unable to afford all the staple food they require. For many, meat and fish consumption is a luxury. Although the proportion of the population living in extreme poverty in HOA declined between 1999 and 2015 (Beegle *et al.*, 2016), the region still has the highest concentration of ultra-poor in the world. Poverty constrains the ability of farming households to invest in productive assets and agricultural technologies, resulting in insufficient agricultural productivity. Poverty is compounded by factors such as conflict, disease epidemics and climate change (such as droughts and floods).

The food security situation has worsened in particular in parts of sub-Saharan Africa, including the HOA and deteriorations have been observed most notably in situations of conflict and combined with droughts or floods (FAO *et al.*, 2017). Violent conflicts in some countries have impacted efforts to establish food and nutrition security, with Somalia and South Sudan having more than 20 percent of their population displaced as refugees or internally displaced people (IDPs) (FAO *et al.*, 2017). Many of the most protracted conflicts flow across borders and are regional in nature, including in the HOA, which disrupts transportation, market transactions and subsequently, lack of access to food.

Food insecurity and malnutrition are linked to disease in a vicious cycle. Inadequate food consumption heightens vulnerability to infectious diseases. In turn, infections, particularly malaria, measles, persistent diarrhoea and pneumonia, can keep the body from absorbing adequate food nutrients. Insufficient access to potable water and poor sanitation act in conjunction with diseases such as HIV/AIDS and malaria to perpetuate food insecurity in HOA. For example, a child infected with HIV is more vulnerable to acute malnutrition than a healthy child. Not only does HIV and AIDS precipitate and exacerbate food and nutrition insecurity, but the spread of the virus is accelerated when people – because of their worsening poverty – are forced to adopt ever more risky food provisioning strategies.

Over the past 30 years, Africa has been subject to erratic weather patterns and is often plagued by prolonged droughts followed by floods. These natural shocks trigger adverse consequences, including widespread food insecurity. The SSA is the second-most severely affected region with regard to climatological disasters among the developing regions of the world. This is because the temperatures are generally already high, and most of the region's inhabitants depend on rain-fed agriculture for their livelihoods. Only four percent of cropland in SSA is irrigated, compared with a global level of almost 20 percent. Furthermore, the rural farming populations are the most affected because of their extremely low adaptive capacity, which is linked to acute poverty levels.

It is believed that prolonged drought experienced in certain regions of the continent frustrated the expected reduction in poverty and food insecurity, despite the economic growth experienced across the continent over the last decade. Prior to 2010, drought-related acute food shortages in the HOA have resulted in the deaths of tens of thousands of people, while between 2014 and 2017, about 18.7 million people in the HOA have been in need of emergency assistance (FAO, 2017a; FSIN 2017). This has been compounded by the global rise in food prices and conflicts.

Food crop production is not increasing at a sufficient rate to meet the demands of population growth, currently averaging 2.4 percent annually across Africa (Frankenberger *et al.*, 2012). Therefore, it is expected that food scarcity will drive up food prices in certain regions of the continent.

Low public investment in agriculture; lack of investment in modern farming practices and technologies; over-reliance on rain-fed agriculture; low investment in irrigation for smallholders, water pans and dams for pastoralists, post-harvest handling and food-storage facilities and low investment in climate-resilient crops and livestock varieties have all negatively impacted the attainment of food security in the region.

Other critical challenges to food and nutrition security in the region are poor infrastructure such as lack of or inadequate rural feeder and access roads, which limit market access; low electric power connectivity, which inhibits the preservation and processing of agricultural and livestock products; poor access to affordable agricultural credit; weak early warning,

food security and monitoring and reporting systems at both the national and community levels.

The change in dietary preferences in the region towards reliance on a few cereal food crops is another critical challenge to food and nutrition security. Additionally, weak institutions and inhibiting laws and legislation such as those restricting the movement of food from surplus to deficit areas among different regions in a country, and between countries in the region, and lack of livestock and crop insurance schemes also constitute key challenges to the attainment of food and nutrition security in the region.

2.6 Opportunities for improving FNS in Eastern Africa subregion opportunities for improving FNS in HOA

Most HOA countries have experienced so-called 'jobless growth'. Youth employment in the region is a problem because of the focus on wage jobs. Instead, the focus should be on tapping the dynamism and resourcefulness of the youth to establish productive and pro-poor ventures in agriculture and helping them to create jobs for themselves (and others) within the agriculture value chain. Meeting the youth employment challenge in all its dimensions – demographic, economic, and social – and understanding the forces that created the challenge, can open potential pathways towards a better life for young people and better prospects for the countries where they live.

There is immense variation in the agro-ecological conditions within the region and, hence, in the range of opportunities for improving livelihoods. No wholesale solutions can be prescribed because each community, and indeed each household, is faced with different options, depending on the resources at its disposal and its aspirations. There is a need to stimulate the capacity of rural communities and individual families to take stock of their resources and the particular opportunities open to them, to help them test alternative solutions and to improve their access to sources of relevant knowledge and expertise as well as capital and markets.

The broadening or diversification of the household economic base is fundamental to reducing food and nutrition insecurity and vulnerability. In some areas, this can be achieved by diversifying the farming

system, particularly by expanding the use of short-cycle livestock such as poultry, sheep, goats, pigs and, where water resources allow, fish. In pastoral areas, the processing of milk and meat products, hides and skins may provide opportunities for supplementing incomes. Options for raising additional earnings from non-wood forest products have also been noted.

There is a huge opportunity in the role of the private sector and other non-state actors in FNS. The non-state actors, especially the private sector, can enhance engagement and coordination in availing foods through processing or importation. The private sector and non-state actors can play a role in targeting vulnerable groups; controlling and regulating food prices and food safety especially for imported foods; boosting local trade/markets especially for smallholders; and employment opportunities, especially aimed at addressing the challenge of youth employment.

Another opportunity is embracing research, science and technology in the food sector. Research will provide evidence on available natural resources, best practices aimed at improving FNS based on traditional practices and climate change. Lastly it should be noted that modern technologies as well as hi-tech agro-business is more attractive to the youth of today than traditional farming.

In the long term, it is essential that conditions be created whereby people have increasing access to employment opportunities outside agriculture. The ingredients for this include a combination of improved education, better transport and communication, easier access to markets and financial services and, in some cases, a reduction in the legal and bureaucratic barriers to entry into business.



©FAO/M Longari



©FAO/M Longari

CHAPTER 3: REVIEW OF FOOD AND NUTRITION SECURITY COORDINATION STATUS – CHALLENGES AND OPPORTUNITIES



©FAO/L. Tato

3.1 Introduction

This section focuses on the extent to which Eastern and HOA governments regard FNS as an interdisciplinary priority by setting up high-level inter-ministerial units responsible for FNS responses. Further, it looks at whether government takes a leading role in managing partnerships and coordinated action across a broad range of actors involved in FNS at national and decentralized levels, creating space for civil society participation. FNS coordination is represented by the following three indicators: i) existence of a high-level inter-ministerial FNS coordination mechanisms; ii) accountability mechanism; and iii) multi-stakeholder participation and civil society engagement.

Effective coordination is determined by ensuring:

- Consensus among representatives of different stakeholders by developing a shared understanding around FNS issues;

- Buy-in from all represented stakeholders by recognizing their specific contribution and by respecting their decision-making autonomy;
- Alignment between individual stakeholders' agendas around common results, including measurement of collective success;
- Ensure proper credit for success is given to each stakeholder, together with building mutual accountability.

The study found that in most of the countries, coordination of FNS seems to be either agriculture sector-based (food security) and the responsibility of the Ministry of Agriculture; or nutrition-based (malnutrition), coordinated by the Ministry of Health (Tables 4 and 5). The coordination of food security and nutrition seems to be undertaken in parallel and not coordinated from one secretariat as indicated in the following case studies.

Table 4. Availability of relevant food and nutrition policies in selected project countries in Eastern Africa

Country	Type of policy		
	National Agriculture Policy	National Nutrition Policy	National Food and Nutrition Policy
Djibouti	Yes	Yes	Proposed
Ethiopia	Yes	Yes	Yes
Kenya	Yes	Yes	Yes
South Sudan	Yes	No	Yes
Rwanda	Yes	Yes	Yes
Uganda	Yes	Yes	Yes

Source: Generated by the research undertaken by national consultants from the country reports as part of the Ending Hunger TCP.

Table 5. Availability of relevant food and nutrition coordination structures in selected project countries in Eastern Africa

Country	Inter-ministerial Committee	National Coordination Secretariat	Coordination mechanism/structure	Multistakeholder participation
Djibouti	Existing	Proposed	Proposed	Existing
Ethiopia	Proposed	Existing	Proposed	Existing
Kenya	Existing	Proposed	Proposed	Existing
South Sudan	Proposed	Proposed	Proposed	Existing
Rwanda	Existing	Existing	Existing	Existing
Uganda	Proposed	Proposed	Proposed	Existing

Source: Information generated by country reports from the Ending Hunger TCP.



3.2 Status of FNS coordination in the targeted countries of the HOA region

3.2.1 Djibouti

Currently the Government of Djibouti and its development partners have set up two working groups – the Food Security Sector and the Nutrition Sector working groups. The membership of the group includes representatives from various ministries (Health, Education, Finance, Agriculture, Environment), UN Agencies (FAO, WHO, UNICEF) and NGOs. Although the membership includes civil societies and the private sector, their representation remains weak.

A secretariat in charge of Nutrition and Food Programmes Coordination (NFPCS) is proposed under the Prime Minister's office. The secretariat is to serve as an advisory body to the ministries by promoting synergy among the various actors and by assisting with oversight of the country's food and nutrition activities.

3.2.2 Ethiopia

Food and nutrition security interventions in Ethiopia are coordinated from the Ministry of Agriculture by a secretariat called Rural Economic Development and Food Security (RED&FS). The secretariat performs its functions under the guidance of a sector working group (SWG) composed of all government and relevant donor organizations. The SWG serves as a government-donor platform for reviewing sector-level implementation status. In addition, it coordinates and harmonizes the various efforts of development partners supporting thematic areas being coordinated by RED&FS. International donors participating in this coordination platform include the World Bank, USAID, DFID, CIDA, IREID, Sweden, Spain, the Netherlands, WFP and GOE, among others.

The hierarchy of RED&FS is organized in such a way that at the higher level, there are executive committees being co-chaired by the Ministry of Livestock and Fisheries, and the Ministry of Agriculture and Natural Resources. In each flagship programme, the activities of the executive committees are supported by technical committees, which are organized across:

- 1) the Agricultural Growth Program (AGP);
- 2) the Natural Resources Management Program (SLMP);
- 3) Disaster Risk Management and Food Security Program (DRMFS);

- 4) cross-cutting issues (there are two technical committees here: one focuses on gender and nutrition and the other on climate and overlapping issues); and
- 5) the livestock sector. Within each technical committee there are working groups and task forces.

In principle, it is expected that each of the working groups, committees and task forces should hold scheduled meetings to review the implementation and coordination of programmes. However, that fact that the resource-limited technical committees could be engaged in routine activities other than the assignments given to them creates challenges.

Apart from the National Food and Nutrition Security coordinated by the Ministry of Agriculture and Natural Resources, the National Nutrition Coordination Body (NNCB) was established in 2008 under the National Nutrition Program (NNP) headed by the Ministry of Health to ensure effective coordination and linkages in nutrition. The NNCB covers government sectors, donors, partners, civil society organizations, academia, and the private sector. NNCB's main purpose is to enhance the nutritional impact of programmatic activity, improve existing multisectoral coordination and strengthen linkages based on lessons learned. Ethiopia has well-defined policies, strategies and implementation guidelines in the various sectors with the potential to effect better nutrition.

3.2.3 Kenya

In Kenya, several mechanisms are contributing, to different degrees, to interministerial coordination in FNS. These include, i) the Inter-Ministerial Coordinating Committee on Food and Nutrition (ICCFN) housed in the Ministry of Planning, and only activated under emergency situations; ii) Nutrition Inter-Agency Coordinating Committee (NICC), the coordinating structure for the nutrition sector housed under the Health Sector Coordinating Committee (HSCC), which is a mechanism that coordinates all operational and strategic actions in the Health Sector, and represents the coordination structure to scale up nutrition under the Scaling up Nutrition (SUN) framework; iii) Agricultural Sector Coordination Unit (ASCU) for the 10 agriculture-related ministries under the Strategy for Revitalizing Agriculture (SRA) and focused on production and economic aspects with a limited interest in nutrition; and iv) the Kenya Food Security Steering Group (KFSSG) and Kenya Food

Security Meeting (KFSM) under the authority of the Ministry of Special Programmes and mandated to coordinate response to droughts and food insecurity.

As a result, there are gaps and overlap in dealing with the implementation of food and nutrition policies and programmes at both national and county levels. It is therefore important to strengthen linkages and put in place institutional structures involving the national and county governments, development partners, the private sector, civil society, and local communities. To achieve this, certain steps have been taken to establish functional, organizational and legal frameworks⁶. These include establishing the National Food and Nutrition Security Council, and at both levels, Government, Food and Nutrition Security Steering Committees and Secretariats; and/or strengthening Food and Nutrition Security Stakeholder Technical Committees. These envisaged structures will be essential for creating an enabling environment to facilitate multisectoral stakeholder participation. These will also enable the effective flow of information from policy-making to the implementation and beneficiary levels.

3.2.4 Rwanda

In order to achieve FNS targets in Rwanda, several multistakeholder platforms have been set up at both central and local government levels. According to the current Nutrition Policy and Strategy, and with regards to SUN, the Inter-Ministerial Coordination Committee (IMCC) is the highest-level convening body under the leadership of the Minister of Health and co-chaired by the Minister of Finance and Economic Planning as well as the United Nations Resident Coordinator. The committee brings government and development partners together and reports to the Office of the Prime Minister, where overall coordination of National Food and Nutrition Policy (NFNP) implementation is located. The Inter-Ministerial Coordination Committee (IMCC) meets quarterly to review progress reports on Food and Nutrition from the Social Cluster Ministries.

At the next level, there is the Social Cluster Food and Nutrition Steering Committee (SCF&NSC), which comprises senior officers from the Ministries of Health, Agriculture and Animal Resources and Local Government (or from affiliated agencies). It is

the SCF&NSC that coordinates and implements the National Food and Nutrition Policy (NFNP) and the National Food and Nutrition Strategic Plan (NFNSP) with the support of the Ministries of Education, Gender and Family Promotion, Disaster Management and Refugees, and Public Service and Labour.

The National Food and Nutrition Technical Working Group (NF&NTWG) was set up in 2013 and serves as Rwanda's multisectoral food and nutrition coordination platform. The NF&NTWG includes representation from the SCF&NSC, donors, UN agencies, civil society, academia and the private sector.

In June 2016 the Nutrition Steering Committee agreed to set up a secretariat in charge of Nutrition and Food Programs Coordination (NFPCS) under the Ministry of Local Government and various partners have committed to support its operationalization. The establishment of the National Food and Nutrition Coordination Secretariat came as a government response to implement a higher priority targeted monitoring, evaluation and coordination mechanism that aims to improve nutrition and related household food security issues. The secretariat therefore serves as an advisory body to the Social Cluster Ministries by promoting synergy among the various actors and by assisting with oversight of the country's food and nutrition activities.

3.2.5 South Sudan

The FNS situation in South Sudan has been inadequate for decades, particularly due to the independence-related conflict and the lack of development. With the signing of the peace agreement in 2005 and the independence from Sudan in 2011, there were high expectations of substantial improvement in the food security situation in the country. Unfortunately, this is being seriously impacted by the consequences of the current civil conflict, which erupted in December 2013, including the ongoing economic deterioration throughout the country, resulting in a dramatic widespread escalation of food insecurity.

Given the current situation, there is increased demand for monitoring the deteriorating food security situation and analysing the humanitarian needs of the country by the Government of the Republic of

6 Kenya National Food and Nutrition Policy Implementation Framework, August 2016.

South Sudan (GRSS) and the international community. Effective and coordinated humanitarian assessments, coordination of agencies, efficient institutional set up, and coordination mechanisms are crucial in order to properly inform humanitarian response to address food insecurity in a context of declining aid resources and GRSS fiscal capacity. In addition, increased attention is to be given to effective policy and development planning that can effectively bridge humanitarian and development efforts through a robust resilience-building framework.

In 2008, the GRSS established a Food Security Council (FSC) 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 has an institutional structure that consists of three bodies: the Council, the General Secretariat, and the Technical Steering Committee (TSC). Members of the Council are drawn from ministries that have a role in food security-related issues. The chairperson of the Council is the President of the Republic of South Sudan, while the secretary of the Council is the Minister of Agriculture, Forestry, Cooperatives and Rural Development. The

Council has power and mandate as the highest decision-making body for food security policies and related initiatives in the Republic of South Sudan. The Secretariat has the role to support, coordinate, document and compile information and policy briefs to be provided to the Council.

The General Secretariat receives information from the Food Security Technical Secretariat (FSTS). The FSTS is the technical arm of the FSC and is housed at the National Bureau of Statistics. The FSTS is the national centre for the compilation of food security information and analysis, whose role is to provide evidence to support policy and planning decisions by the FSC on food security-related issues.

The TSC brings together various stakeholders comprising the government institutions already represented on the Council, as well as nongovernmental actors and international organizations that carry out food and nutrition security activities. The main function of TSC is to assist the General Secretariat by articulating a national strategic framework required for promoting and coordinating FNS activities.



©FAO/A Vitale

3.2.6 Uganda

The Uganda National Agriculture Policy proposes a number of institutional arrangements for coordinating and managing nutrition activities. These include the Cabinet Subcommittee on Nutrition to discuss policy issues and strategies, the Uganda Food and Nutrition Council (UFNC), and the National Nutrition Secretariat in the Office of the Prime Minister, to be responsible for coordinating the implementation of the National Food Security Strategy to enhance food and nutrition security at national level.

Three committees (the Multi-Sectorial Technical Committee; the Sector Nutrition Coordination Committee and the Development Partners Nutrition Committee) have been proposed at National Nutrition Secretariat level. At the district and subcounty levels there are district nutrition and subcounty coordination committees.

The implementation of the Food and Nutrition Security policy is multisectorial in nature. The role of the UFNC is to hold relevant sectors responsible for successfully accomplishing their food and nutrition mandated tasks.

The UFNC comprise a chairperson appointed by the Ministry of Agriculture, Animal Industry and Fisheries and 13 members representing the institutions and the private sector such as the Ministry of Agriculture, Animal Industry and Fisheries; Ministry of Health;

Ministry of Gender, Labour and Social Development; Ministry of Planning, Finance and Economic Development; Ministry Education, Sports; Ministry of Trade, Industry and Co-operatives; Ministry of Local Government; Makerere University; Uganda National Bureau of Standards; civil society representative; farmers' representative; private sector representative; and the director of the Plan for Modernisation of Agriculture (PMA) Secretariat.

The UFNC is linked to other structures and institutions at various levels of government. These structures are supposed to feed into each other and work in a harmonized way. Unfortunately, the UFNC and some of these institutions are not yet functional or active. Addressing food and nutrition security requires coordinated actions by many actors, across sectors and across levels of government. This means that an inactive UFNC does not augur well for food and nutrition security in Uganda.

3.2.7 Scaling up nutrition (SUN movement)

The study found that apart from Djibouti, the remaining five targeted countries are all members of the SUN movement. It is expected that the countries would be reporting regularly on the four SUN progress markers: i) engagement with stakeholders; ii) coordination of nutrition and related outcomes; iii) common results framework; and iv) legislation and financial tracking.



3.3 Challenges

The main challenges hindering FNS coordination and existing opportunities for the various countries are presented in Table 6. This table was compiled during research throughout the project in consultation country's workshops and validated at a high level workshops in Ethiopia in October 2017.

Table 6. Major FNS coordination challenges by countries

Country	Challenges
Djibouti	Lack of detailed information on responsibilities and actions.
	NGOs generally focus directly on humanitarian assistance and sustainable development in the most deprived urban and rural communities.
	Lack of effective national FNS coordination body.
	Lack of disaggregated data on outputs and outcomes in most of the interventions on FNS programmes.
	Lack of sector production data (crop and livestock production) and related food and nutrition interventions.
Ethiopia	Nutrition interventions are fragmented across the various sectors and actors and difficult to address effectively. For instance, nutrition is being considered by both the Ministry of Agriculture and Natural Resources and the Ministry of Health.
	Mechanisms for triangulated nutrition information capturing data from all relevant sectors (for use in improved programme implementation and early warning) are inadequately integrated.
	Lack of better targeting and more meaningful outcomes due to poor coordination among stakeholders, resulting in duplication of interventions by stakeholders, especially the Ministry of Agriculture and Natural Resources, the Ministry of Health, and NGOs.
	Programmes were not designed based on gender analyses, and adequate structures and systems were not put in place to oversee gender mainstreaming and human capacity development for nutrition.
	Limited human resource and institutional capacity.
	Lack of an enabling environment to attract the private sector to play a meaningful role in FNS, including agriculture.
	Nationally, horizontal ministerial-level intersectoral coordination mechanisms are limited; at regional level, these are either inadequate or non-existent. It has been difficult to create operational, effective linkages with relevant sectors at all levels.
	Lack of mainstreaming nutrition in relevant sector policies, strategies and programmes, resulting in missed opportunities to improve nutrition and complement successes both in these sectors and in existing nutrition interventions.
Rwanda	Lack of policy coordination.
	The lack of an effective coordination mechanism may negatively impact expected outcomes and achievements.
Kenya	Competing parallel systems and structures.
	Limited engagement of local or community-based civil society organizations and the private sector.
	Limited coordination and capacity beyond the national level.
	Lack of decision-making authority accompanied by limited capacity to position nutrition outcomes at the core of the development agenda.
	Conflicting agendas and interests at different levels.
	Lack of evidence-based data.
	Cascading and domesticating national policies at county level.
Lack of effective monitoring and evaluation.	
South Sudan	Lack of an institutional arrangement that is practical and maximizes collaboration, harmonization and coordination of food security and nutrition efforts.
	Lack of institutional capacity.
	Unclear working relationship between the Ministry of Health and other stakeholders.
	Lack of integration of South Sudan's Comprehensive Agriculture Medium Plan and IDMP into the IGAD and EAC food security strategies and their linkage to the AU Maputo and Malabo Declarations on ending hunger by 2025.
	Some actions by aid agencies or those of private traders hinder sustainable development efforts by government on FNS.
Uganda	Institutions charged with coordination of food security on all levels of government such as UFNC, sector nutrition coordination committees and district nutrition committees are dormant.
	Limited capacity of institutional actors to scale up nutrition in line with the Nutrition Action Plan.
	Weak coordination linkages between national agencies, district local governments and multisectoral nutrition coordination within districts.

In addition, the following challenges came out from in-depth discussions during the country workshops.

- Lack of good useable data to provide the basis for research both within and outside national Government, limits the capacity to utilize evidence available in policy processes. As such, food security policy change in the Horn of Africa needs a holistic and regional approach from the perspective of generating evidenced-based outcomes and impact results, warrants considerable improvements. At the sub-regional level, there is need for more systematic use of evidence that enables a more rigorous approach to policy making, but also allows adaptation as interventions have effects. Given the capacity constraints, key technical gaps may perhaps be the absence of capacity to utilize evidenced-based analysis.
- Gaps in capacity have had an effect in coordination of implementation which remains a serious challenge where several regional initiatives compete with one another at the political and the project levels, in a complex and fragmented institutional context. Structural reforms in implementation processes including addressing capacity gaps are needed to overcome the key challenges of sluggish investment in agriculture. The sub-region needs better coordination of policies ensuring the fragmented implementation and institutionalization of policy is done in a harmonious way.
- In a context where policies require a wider engagement of many actors beyond the selected primary ministry, there is seemingly inadequate orientation of the partner States beyond the relevant line ministry. Food security nutrition and agriculture policies may require engagement with for example health, trade education actors at the country level, beyond the Ministries of Agriculture.
- Lack of an M&E system that can track progress may also affect the impact of the policy. At the partner states level, there is need for a clearer understanding of the extent to which Ministries responsible for Agriculture, Food Security and Rural Development are implementing the strategy, and the extent to which Inter-Ministerial Coordination Team are working.
- The issue of inclusiveness of public, organized private sector, NGOs, and farmers' organizations are critical. There is need to conduct in-

depth evaluation and implementation of strategies addressing food security including: a) Institutional frameworks and role of RECs; b) Synchronization and coordination between regional initiatives and country level policy (c) Financing arrangements integrating lessons on resource mobilization (d) Establishment of a common monitoring and evaluation strategy for the region.

- Mainstreaming nutrition into agricultural development plans and in CAADP in particular, presupposes that nutrition is embedded in policies, strategies and developmental plans at all governance levels. It is anticipated that by so doing quality nutrition-sensitive programs are implemented at scale. It also requires that adequate support systems are in place, including generating evidence for monitoring and informing action.
- Specific efforts are required to build the capacity of food and agriculture professionals to mainstream nutrition in development work, strengthen inter-sectoral collaboration for nutrition at central and decentralised levels, and implement integrated food and nutrition security interventions at scale. The proposed coordination structure will provide technical assistance and support to specific projects to achieve these objectives.



3.4 FNS coordination in Eastern Africa

Following the Malabo Declaration that was adopted by African countries (AUC, 2014), FAO has been supporting African countries through the AU and NEPAD in producing and implementing a roadmap to end hunger across the whole region. FAO, in collaboration with different partners, has guided countries in outlining the need for greater policy focus, coherence and coordination across relevant sectors to achieve better food security and nutrition.

There are a number of initiatives that improve coordination and strengthen coherence between ongoing policy initiatives at the global level and local policies, programmes and investment plans related to food security and nutrition. These include the Scaling up Nutrition (SUN) movement, the Renewed Effort Against Child Hunger (REACH) initiative, the Global Climate Smart Agriculture Alliance, the Second International Conference on Nutrition (ICN2), the Commission on Genetic Resources, the Committee on Fisheries (COFI) and the Committee on World Food Security (CFS). FAO plays a major role in these global initiatives by supporting the countries to monitor progress in implementing the 2030 agenda and to continue promoting a common understanding of food security and nutrition solutions, thus enabling the countries to make transparent decisions on improved policies and actions aimed at improving food security for their citizens.

Translating policies and investment plans into action requires effective mobilization of increased financial resources for food security and nutrition. Africa's commitment to ending hunger (AUC, 2013) was demonstrated through the Comprehensive Africa Agriculture Development Programme (CAADP) initiative (CAADP 2009) and the Malabo Declaration (AUC, 2014) on "Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods". These commitments have been domesticated by the subregional RECs and governments.

At the Sub-Saharan Africa (SSA) regional level, a policy assistance facility was created in 2015 to demonstrate political commitment for improved FNS and sustainable agriculture in 34 countries. The Food and Nutrition Security Impact, Resilience, Sustainability and Transformation (FIRST) programme was established in collaboration with the European Union, a long-term partner in development that shares FAO's vision of a world without hunger, food insecurity and malnutrition. FIRST provides policy assistance and capacity development support to national government institutions and subregional organizations involved in food security, nutrition and sustainable agriculture policy and governance.



©FAO

In the Eastern Africa and HOA subregion, the Intergovernmental Authority on Development (IGAD) and East Africa Community (EAC) have designed various policies and strategies in an effort to combat hunger and malnutrition. Of importance in this regard is the IGAD Food Security Strategy whose objective is to “assist member states to ensure that the people of the region have access to sufficient and nutritious food at all times while preserving the natural base and environment”. In addition, the IGAD Drought Disaster Resilience Sustainability Initiative (IDDRSI) was formed in 2013 with an overall aim of ending drought emergencies in the HOA. The IDDRSI Strategy is a roadmap that gives clear directives on dealing with drought emergencies through attaining sustained socio-economic development in the IGAD region by adopting a comprehensive and holistic approach to combating chronic food and nutrition insecurity. Among other things, IDDRSI addresses coordination, institutional strengthening and partnerships. Lastly, the IGAD RAIP framework is a “Regional Comprehensive Socio-economic Development” approach triggered by dynamic, private sector supported, and pro-poor development to realize economic growth inspired by the agriculture sector. The key vision and mission of IGAD RAIP are to contribute to IGAD’s vision through restoration of sustainable agricultural growth, food security and rural development.

The East Africa Community includes Kenya, Uganda, Tanzania, Rwanda and Burundi, with a secretariat in Arusha in the Republic of Tanzania. EAC has designed various policies and strategies in an effort to combat hunger and malnutrition in the subregion. Of importance here are the Agriculture and Rural Development Policy (EAC-ARDP), the Rural Development Policy Strategy (EAC-RDP) 2005-2030, the EAC Food and Nutrition Security Policy (FNSP) and the EAC-Food Security Action Plan (EAC-FSAP) 2011-2015.

In addition, there is a Food Security and Nutrition Working Group (FSNWG) at the HOA subregional level to bring together a diverse group of donors, UN agencies, research organizations and international NGOs. It is a regional multisectoral inter-agency platform for sharing information and building food security consensual situation analysis, promoting mitigation and resilience responses for vulnerable households and monitoring cross-border market

information. It is co-chaired by IGAD and FAO and covers 13 countries: Burundi, Central African Republic, Democratic Republic of Congo, Djibouti, Eritrea, Ethiopia, Kenya, Rwanda, Somalia, South Sudan, Sudan, Tanzania and Uganda.

3.5 Development partner efforts

3.5.1 United Nations and European Union

Various development partners have supported countries in the HOA to reduce the negative impacts of food and nutrition insecurity. These include the UN agencies (FAO, UNDP, OCHA, WFP) together with the European Union which have been active in bringing together donors and partner countries to boost their commitment to improving nutrition. Such efforts have been key in contributing to the coordination of global efforts, mainly through the SUN movement, an international initiative responds to the continuing high levels of undernutrition.

3.5.2 World Bank Group and Global Agriculture and Food Security Programme

The World Bank Group provides emergency support through building social safety net programmes, strengthening community resilience and delivering emergency food and water assistance in affected countries. In addition, the World Bank Group works with partners to improve food security through encouraging climate-smart farming techniques, improving supply chains for reducing food losses and strengthening safety nets to ensure vulnerable families have access to food and water.

In terms of supporting long-term global food security programmes, the financing gaps in national and regional agriculture and food security strategies are addressed through the Global Agriculture and Food Security Programme (GAFSP). Furthermore, in addressing food security challenges, the Bank holds high-level engagement through policy dialogue and analysis and coordination with countries and partners. Currently, the Bank is undertaking a comprehensive analytical programme on food security and working closely with various agencies working in the area of food and agriculture. It is worth noting that the Bank supports the Consultative Group on International Agriculture Research (CGIAR) and also strengthens global collaboration in FNS through the Secure Nutrition knowledge platform.

3.5.3 The African Development Bank

The African Development Bank has developed various strategies reflecting commitments made in the 2003 Maputo Declaration and 2014 Malabo Commitments through the Comprehensive African Agricultural Development Programme (CAADP)⁷. The African Development Bank's High 5 Agenda and the objectives of "Feed Africa" have elaborated a strategy for its support to the four specific goals of CAADP viz.:

- Contribute to eliminating extreme poverty in Africa by 2025;
- End hunger and malnutrition in Africa by 2025;
- Make Africa a net food exporter; and
- Move Africa to the top of export-orientated global value chains where it has comparative advantage.

The strategy spells out seven enablers and key activities for agricultural transformation: i) increase productivity; ii) realize the value of increased production; iii) increase investment into enabling hard and soft infrastructure; iv) catalyse flows of increased agricultural finance; v) create an improved agribusiness environment; vi) increased inclusivity and nutrition⁸; and vii) coordination of actors as a partnership to drive transformation⁹.

3.5.4 African Leaders for Nutrition

A high-level body, the African Leaders for Nutrition (ALN), was launched in May 2016 after the Nutrition for Growth Summit (N4G) in Rio to champion the implementation of diverse policies and interventions to address malnutrition in all its forms through agriculture, the food system and other areas. It is expected that ALN will elevate the issues of nutrition on the continental and global agendas and deliver a wide range of economic, health and social returns. The new partnership will assess how to use the Hunger and Nutrition Commitment Index for Africa (HANCI-

Africa) to monitor progress and to support advocacy at continental, regional, national and subnational levels to foster mutual accountability. Secondly, the initiative will also support NEPAD in its mandate to facilitate and coordinate the implementation of the Malabo Declaration. Thirdly, it will contribute to NEPAD's Africa Nutrition Accountability Mechanism and lastly, the initiative will support other initiatives such as the African Leaders for Nutrition platform.

3.5.5 International Food Policy Research Institute

The International Food Policy Research Institute (IFPRI) is an evidence-based research organization that partners for impact and aims at achieving a world free of hunger and malnutrition. The IFPRI Strategy covering the period 2013-2018 takes note of the rapidly changing food policy landscape due to a number of challenges such as rising incomes, urbanization, and changing dietary preferences, thus transforming food supply chains. Furthermore, the situation is aggravated by climate change and weather-related shocks, growing scarcity of water, energy, land and a growing global population. IFPRI believes in working across disciplines and sectors and relying on the CGIAR Research Programmes and networks built over the years. Building capacity for policy research as well as communicating results to policy-makers is equally critical.

In terms of partnership, there is a longstanding partnership between FAO and IFPRI. For instance, in December 2015, the two institutions signed an MOU to enhance their collaboration and joint leadership in tackling poverty, hunger and malnutrition. IFPRI also collaborates with various partners all over the world including development implementers, public institutions, the private sector and farmers' organisations.

7 In October 2015, the Bank – in association with the AUC, UNECA, and the Government of Senegal – organized a high-level Ministerial Conference on "Feed Africa: An Action Plan for African Agricultural Transformation" in Dakar to map out, within the CAADP goals and Malabo commitments, how to unlock Africa's agricultural potential and boost job creation with a view to diversifying African economies.

8 Scale up and replicate successful programmes to raise access to quality nutrition and end hunger, including community-based nutrition programmes to promote breast-feeding and nutrient supplements for infants and children in their first 1 000 days; vouchers or subsidies for biofortified maize, cassava, and other staple food; school meal programmes; and advocacy for country governments allocation to nutrition interventions.

9 Coordinate activities of actors in the sector and bring coherence to shared goals and commitments, intervention plans, and resource allocation. Play advocacy role with heads of states through CAADP to ensure the necessary political will to achieve the goals of the strategy (via special panel advising the President on Ten Year Strategy and other bodies).



©FAO/L. Tato

CHAPTER 4: INSTITUTIONALIZING AND STRENGTHENING SUBREGIONAL FOOD AND NUTRITION SECURITY COORDINATION



©FAO/M Longari

4.1 Introduction

Addressing structural Food and Nutrition Security (FNS) problems requires a comprehensive coordinated approach combining interventions related to food security, education, health care and social protection. Despite the fact that there is a strong political commitment as reflected in the CAADP and Malabo Declaration, many factors – including governance in each of the HOA states – weaken the efforts to attain effective coordination of FNS. The result is numerous gaps in the coordination of FNS at regional, national and field levels that lead to a distinct possibility of replication and overlap in projects and insufficient national- and regional-level coordination.

FAO, in collaboration with RECs such as the EAC and IGAD, is in the process of developing a regional programme to coordinate FNS in the HOA. In line with this, the EAC and IGAD have resolved to develop a strategy for the coordination of FNS in the HOA, which will assist in the eradication of hunger by

informing the revision of country-specific strategies and enabling greater regional coordination. As past attempts at FNS have been hampered by the lack of coordination across and within the states, this provides an essential opportunity for the region to develop and implement fully integrated solutions for FNS strategies and policies.

This chapter sets out the implementation framework consisting of institutional and legal frameworks. The implementation framework takes into consideration the wide range of actors who will be involved in the implementation of the national FNS programmes. The chapter describes a coordinated framework for the effective management of resources, by building on the existing structures to implement programmes and projects. However, to successfully implement the specified strategic programmes and subprogrammes requires a parallel advocacy plan based on principles of social justice and equity, environmental sustainability, and health as they relate to issues of nutrition and food.

4.2 Proposed FNS subregional coordination institutions

The improvement of food and nutrition security requires multidimensional and multisectoral interventions. In order to achieve the overall goal of FNS, the complexities of the four dimensions of availability, accessibility, utilization and stability must all be addressed concurrently by establishing effective linkages for collaboration and coordination of all sectors.

Many of the existing coordination structures in the six targeted countries in the HOA region lack clarity of function and are not effectively linked and coordinated. As a result, there are gaps and overlaps in dealing with implementation of food and nutrition policies and programmes at regional, national and county/district levels. The study reviewed all the existing/proposed FNS coordination structures in the six countries and found a number of similarities. However, the missing link is how these structures feed into the subregional coordination including the RECs and the SUN. An attempt is therefore made to address the gap at the subregional structure. In other words, this is not an attempt to create a parallel structure. It is therefore important to strengthen linkages and put in place institutional structures involving the regional, national and county governments, development partners, the private sector, civil society, and local communities.

To achieve this, certain structures must be put in place to establish functional, organizational and legal frameworks. These include:

- A Subregional Food and Nutrition Security Coordination Secretariat;
- National Interministerial/cabinet Committee;
- Parliamentary Subcommittee on FNS;
- National FNS Steering Committee;
- National FNS Secretariat (to be located at the Office of the President/Prime Minister);
- Coordination Technical Working Groups (Coordination; Policy Harmonization and Implementation; FNS Information; and Monitoring and Evaluation).

The envisaged structures will be essential for creating an enabling environment to facilitate multisectoral stakeholder participation. These will also enable the effective flow of information from policy-making

to the implementation and beneficiary levels. The project is intended to support coordination of FNS in six countries (Kenya, Uganda, South Sudan, Djibouti, Rwanda, and Ethiopia) of the Eastern Africa Subregion. The proposed coordination structure is presented in Figure 9 and described below.

4.2.1 Subregional FNS Coordination Secretariat

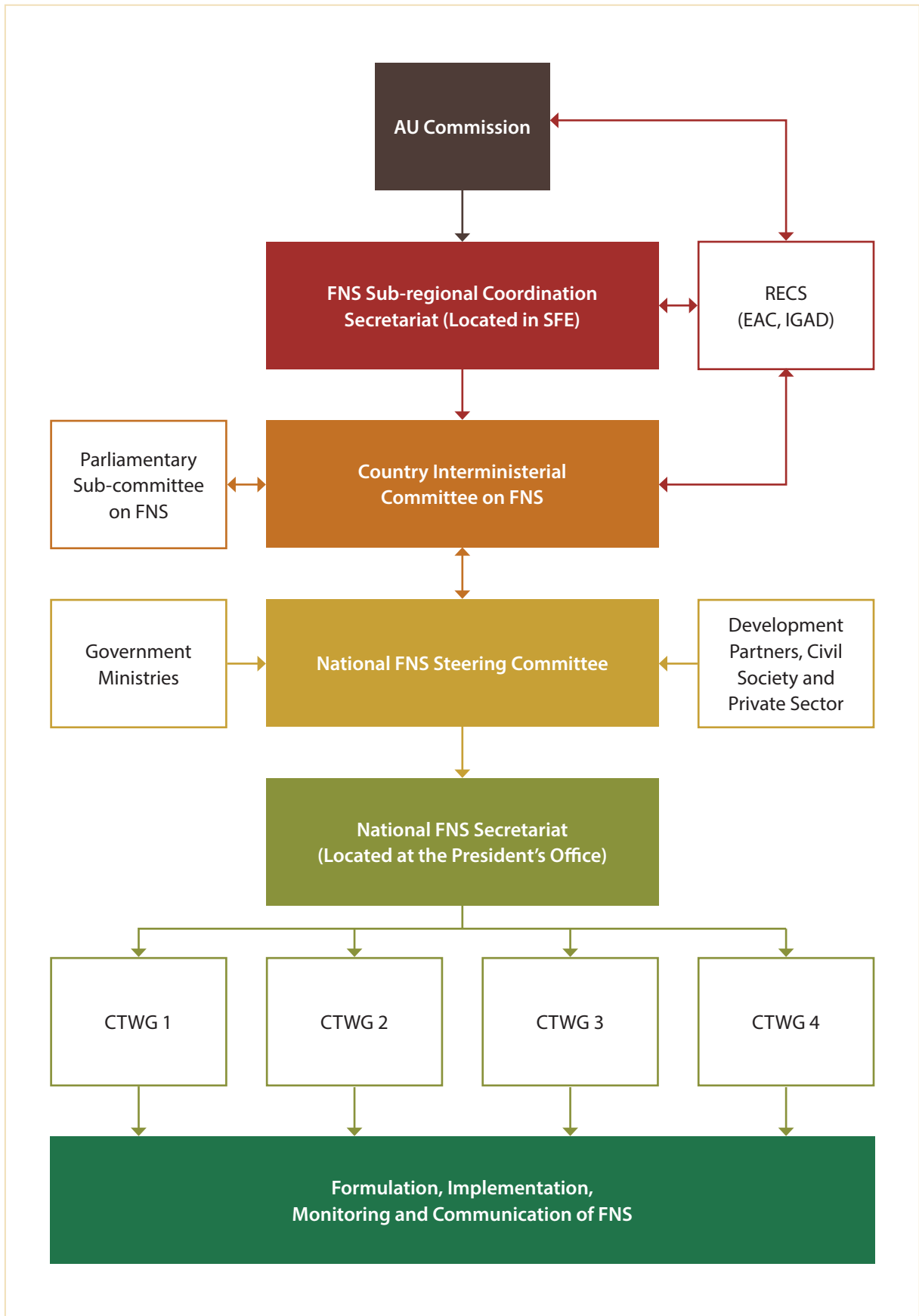
It is proposed that a HOA subregional-level FNS coordination secretariat be established to participate in, and support food security and nutrition coordination mechanisms. The role of the secretariat will include:

- Support countries in the development of roadmaps and strategies to implement global and regional initiatives related to FNS.
- Overall subregional FNS policy guidance and oversight.
- Develop appropriate communication tool for advocacy sessions at high level.
- Technical support to ongoing FNS initiatives at subregional and national levels (such as SUN, REACH, Ending Hunger, School Feeding Programmes and Social Protection).
- Ensure REC participation in the CAADP process and intercountry exchanges on food and nutrition security at the subregional level.
- Support for leveraging funds at regional level.
- Develop subregional markers and monitoring and evaluation frameworks to track progress in implementation of subregional targets at country level.



©Sebastian Liste/NOOR for FAO

Figure 9. Proposed Eastern Africa subregional Food and Nutrition Security Coordination Structure



4.2.2 National Interministerial Coordinating Committee (NIMCC)

In order to ensure political commitment, the study proposes that each country establish a National Interministerial/Cabinet Coordinating Committee on FNS. The roles of the committee are to:

- Direct commitment of national resources for effective implementation of the FNS policy and strategy.
- Provide policy direction, guidance and oversight on FNS issues.
- Provide a regular platform for timely deliberation on and approval of recommendations from the FNS steering committee.
- Table FNS legislative matters at parliament.
- Solicit highest political commitment for FNS agenda as recommended by the FNS steering committee.
- Approve and oversee the implementation of the National Food and Nutrition Implementation Framework.
- Ensure mainstreaming of national food and nutrition policy function by the national and county governments.
- Monitor and evaluate FNS performance.

The membership of the committee shall be drawn from the relevant government ministries. The committee will be chaired by the highest office (President's Office, Deputy President or Prime Minister).

The committee shall meet at least twice in every financial year and not more than six months shall elapse between the date of one meeting and the date of the next meeting. The President may convene a special meeting of the committee where it is expedient for the transaction of the business of the committee.

4.2.3 National Food and Nutrition Steering Committee

The National Food and Nutrition Steering Committee (NFNSC) shall be composed of permanent/principal secretaries of relevant ministries, development partners, the private sector, civil society and local community representatives where appropriate. The committee shall be chaired by a permanent or principal secretary of a relevant ministry on rotational basis. The director of the NFNS Secretariat shall be the secretary of NFNSC. The committee shall meet at least

once every quarter in a fiscal year. The National Food and Nutrition Steering Committee shall:

- Regulate a platform to deliberate on and synthesize recommendations on the FNS agenda to the National Interministerial Coordination Committee/Council.
- Recommend for approval of policies to the council.
- Provide policy direction, guidance and oversight to National Interministerial Coordination Committee/Council.
- Prepare and table FNS status report to the National Interministerial Coordination Committee/Council.
- Facilitate resource mobilization, allocation, supervision and guidance for FNISP implementation.
- Facilitate multisectoral stakeholder collaboration in addressing FNS matters.
- Facilitate capacity building, research and analysis to improve food and nutrition security.
- Coordinate the development of a national gender and intergenerational responsive public education strategy and implementation programme on NFNSP.

4.2.4 National Food and Nutrition Secretariat

The National Food and Nutrition Secretariat (NFNS Secretariat) is proposed to be set up in the Office of the President or Prime Minister. The Secretariat shall be headed by a director who shall be the chief executive officer of the Secretariat and secretary to the National Interministerial Coordination Committee/Council. The Secretariat for the Executive Committee and Steering Committee shall have four desks: for i) Agriculture, Animal Resources and Fisheries; ii) Food Safety and Standards; iii) Nutrition and Public Health; and iv) Monitoring and Evaluation. Emergency response, including early warning and preparedness (strategic food reserves), is encompassed under each specialized unit.

The Secretariat will work with all relevant institutions to ensure all counties/regions in a country are actively involved in addressing issues of food and nutrition for their communities. It will be at the centre of the structure drawing two critical factors into the institutional coordination process and decision-making. First it brings the government and all stakeholders (public and private) together and secondly, through technical, thematic and

other work groups, ensures that strong technical competencies are included and coordinated. This inclusion of stakeholders helps ensure appropriate linkages among diverse food and nutrition sectors and subsectors, institutions and actors such that each contributes from its own technical and operational base to achieving immediate and longer-term objectives. An important early task for the NFN Secretariat is to establish the right set of committees and working groups and draw appropriate stakeholders into them. The mandate of the NFN Secretariat shall include:

- Regular coordination of multisector stakeholders for FNS;
- Monitoring and evaluation, data base management and feedback, and communication of FNS-related performance across stakeholders;
- Budget reviews and recommendations;
- Working closely with, and supporting line ministries during policy reviews/development

to ensure multisector approaches and coordination for FNS outcomes;

- Reporting and communication between implementation and policy/decision-making;
- Advisory role to steering committee and technical levels.

4.2.5 FNS Coordination Technical Working Groups

Each country will establish the Technical Working Groups spearheaded by the relevant line ministries to analyse constraints and opportunities in the FNS “fast-track” thematic areas. The groups will be based in the relevant line ministries such as i) Agriculture, Animal Resources and Fisheries; ii) Food Safety and Standards; iii) Nutrition and Public Health; and iv) Monitoring and Evaluation. Membership of the TWGs includes representatives from the private sector (who chairs the TWGs) and nongovernmental organizations, directors from the sector ministries and development partners.



©Sebastian Liste/NOOR for FAO

4.3 Food and Nutrition Security Coordination Strategic Results Framework

The FNS Coordination Strategic Results Framework sets out the goals, objectives and outcomes that build a logical framework to achieve FNS coordination. FNS has a multidimensional and a multisectoral nature in terms of both effect and outcomes. Thus, in order to accelerate progress on FNS policy/programme implementation, appropriate and effective coordination arrangements are vital. This issue will be addressed through a set of objectives and subcomponents.

The Implementation Framework operates as an effective communication tool as it succinctly captures the elements of the multisector approach. Further, the harmonization of programmes by the countries,

development partners and other investors will be facilitated through the use of this Strategic Results Framework. The design of individual programmes and the selection of their inputs, outputs and outcomes will be driven by this results framework. The existing food and nutrition programmes operating across multiple sectors also have outcomes that support the planned results.

Impact, outcome and outputs

Impact: Improved food and nutrition security in the HOA.

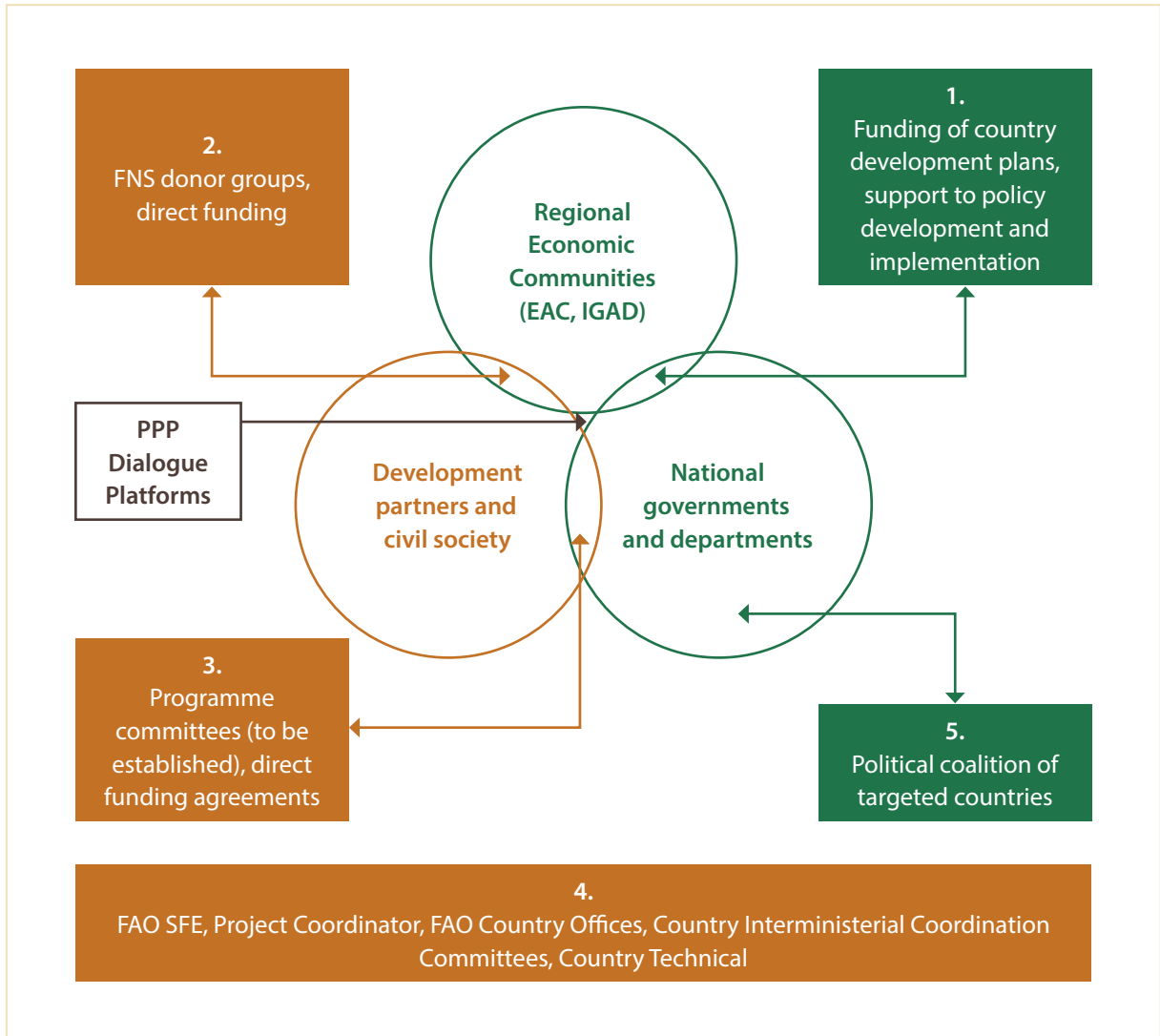
Outcome: Contribute to informed and effective multistakeholder FNS coordination in the HOA countries.

Output 1:	Regional FNS coordination mechanism in place and functional.
Activities	1.1 Establish HOA subregional secretariat for FNS coordination and provide technical support. 1.2 Establish national coordination mechanisms to ensure a harmonized regional approach. 1.3 Support regional and national intersectoral planning and joint programming with UN bodies, nongovernmental organizations and the private sector. 1.4 Establish linkages with development partners, regional committees on ending hunger and other organizations such as SUN and REACH. 1.5 Support to subregion's participation in the CAADP process and intercountry exchanges on FNS at the subregional level. 1.6 Support to leveraging of funds at regional levels.
Output 2:	FNS mainstreamed in relevant national-level policies, strategies and programmes.
Activities	2.1 Sensitize policy-makers and programme planners (government and partners) on the role of the agriculture sector in improving nutrition. 2.2. Support policy-making processes.
Output 3:	FNS information systems are more effectively harmonized to better inform programme design and measure the nutrition impact of food security interventions.
Activities	3.1 Conduct food and nutrition security surveillance and monitoring and evaluation through harmonized data collection and management methods, to ensure information is complementary and thus better respond to programme needs. 3.2 Technical support to FNS surveillance, in particular regarding the monitoring of food consumption patterns. 3.3 Monitor the nutritional impact of food security interventions.

4.4 Institutional membership

In order to improve the utilization of development resources, the project will engage with a number of stakeholders. The stakeholder environment within the FNS in HOA is currently exceptionally complex and fluid. A broad stakeholder analysis is presented in Figure 10 (the numbering of the boxes in the diagram corresponds with the numbering of the following paragraphs):

Figure 10. Interaction between regional and country governments and development partners



1. The Regional Economic Communities (EAC, IGAD) and the national government departments have a direct and well-structured relationship. While this relationship is still being refined, it is outside the scope and influence of development partners.
2. Collaboration between development partners and the national government is mediated through a variety of structures including the FAO Country Offices, FNS coordination team and Country Technical Committees. Each country may agree on an effective umbrella body to ensure effective coordination of FNS and nominate a coordinator.
3. There are no direct linkages between development partners and county governments at present. There is an allowance for development partners to provide direct funding to county governments, but these linkages need to be established. Moreover, state governments will need to be informed of development in other states (ideally through some of the groups mentioned below). It may be necessary to form interstate committees to oversee projects that target more than one country. This will enable programmes with a regional focus to be implemented effectively at state level.
4. At the intersection of the three parties, a number of regional and national bodies including Private and Public Institutions have a coordination role in the countries. This is where there is Public, Private, Partnerships Dialogues. Development partners are working closely with these groups and therefore have some influence at this level. What would be useful for all parties is a clear indication of who is doing what and who is funding what in each country.
5. In order to drive much of the above and ensure that development and humanitarian interventions are anchored and accountable to communities, there is a need for a political-level coalition of the targeted countries. Parliamentarians, especially the Agriculture and Food committees in each country, should discuss FNS issues and support this process. If this group becomes effective, it would be an ideal high-level group which could hold government and development partners accountable to impact against a common set of indicators as they are in turn accountable to their constituents.

While the project will have little impact on or influence over paragraphs 1 and 5 above, it will support the harmonization of regional- and national-level coordination systems through regional-level mapping of funds and interventions and building national level capacities to replicate this. Further, the project will support the identification of key indicators and monitor progress on malnutrition indicators.

This information will be fed into coordination systems (through the development partner/government groups under paragraph 2 above and through the government coordination bodies mentioned in paragraph 4 above) in order to stimulate improved alignment of projects and programmes to both national/regional priorities and to the indicators which have the greatest impact.

In support of paragraph 3 above, the project will analyse the possibility of establishing an inter-state FNS committee or forum with the directors of each county's agriculture sectors. This committee will review progress against the national FNS policy implementation strategy at country level as well as available resources for ending hunger.



©FAO/M Longari

4.5 Institutional membership and value added

This project is designed to add value to African Union Commission (AUC) development work on FNS. For effective coordination, the roles of specific partners and the value they add must be specified. The major implementing and development partners in FNS in the East Africa Subregion are the member states themselves, the RECs (IGAD and EAC), research organizations, development partners (nongovernmental organizations, the private sector), and UN agencies (Table 7).

UN agencies (FAO, UNDP, UNICEF, WHO, and WFP) support the countries in the HOA to promote and monitor a common understanding of FNS programmes, thus enabling countries to make transparent decisions on improved policies and actions aimed at improving food security.

The main role of the subregional programmes, especially the RECs (IGAD, EAC, COMESA) including the partner states, is to build institutional and human capacity, mobilize resources and guide the

implementation of FNS programmes in an integrated manner. They also promote exchange of information and flow of commodities within and between countries.

IGAD's major role in the HOA has been constructing the roadmap for ending drought emergencies, building resilient production systems, monitoring food security and mitigating risk. EAC major roles are the promotion of food security and rural development and regional integration including trade and marketing.

The role of other institutions, particularly the private sector and civil societies, is mainly that of financing and implementation, while the role of research and other development partners is primarily that of research, knowledge management, technology transfer and funding. The institutions support applied/adaptive research; promote the network of national, regional and global dryland collaborative, adaptive and applied research centres; knowledge management and communication; and advisory and extension services/systems.

Table 7. Value added by each institution

Institutions	Value added
RECs (EAC, IGAD)	<ul style="list-style-type: none"> • Build institutional and human capacity. • Mobilize resources and guide the implementation of FNS programmes in an integrated manner. • Promote exchange of information and flow of commodities within and between countries.
Member states	<ul style="list-style-type: none"> • Financing and implementation.
Private sector	<ul style="list-style-type: none"> • Increased investment in production, processing and marketing of high-quality, safe and beneficial food products for local consumption and export. • Increased support for implementation of NFNP interventions and activities at national and decentralized levels. • Support for, and participation in the 1st 1 000 Days national campaign, including company programmes that promote services and practices to prevent stunting and underweight.
Civil society	<ul style="list-style-type: none"> • Advocacy, financing and implementation.
Development partners and UN agencies	<ul style="list-style-type: none"> • Support and participate in sustained advocacy for nutrition. • Technical and financial support for the NFNP strategies, interventions, operational and supportive activities and services. • Active participation in the NF&NTWG and support for its activities. • Promotion of greater information-sharing on interventions and operational issues relevant to improving implementation of NFNP strategies at all levels.



©FAO/M Longari

CHAPTER 5: MONITORING PROGRESS TOWARDS A HUNGER-FREE EASTERN AFRICA: AN EASTERN AFRICA PEER REVIEW MECHANISM ON HUNGER



©FAO/L.Tato

5.1 Introduction

The subregional approach to ending hunger in the Horn of Africa (HOA) by 2025 is a critical priority and must be linked to ongoing regional efforts within the continent, such as the implementation of the Malabo Declaration, CAADP, Sustainable Development Goal 2 and its linkages to other goals, UN Vision 2030 and the AU Vision 2063.

At the subregional level, there is a need for more systematic use of evidence that enables a more rigorous approach to policy-making, but also allows adaptation for interventions that have effect. Lack of good useable data to provide the basis for research both within and outside national government, and the capacity to utilize evidence available in policy processes, is a major challenge.

The fact that FNS and agriculture policies may require engagement with other ministries such as

Health, Trade, Education – beyond the ministries of Agriculture – and the extent to which interministerial teams are working, present further challenges to FNS coordination.

Food security policy change in the HOA needs a holistic and regional approach from the perspective of generating evidence-based outcomes and impacting results. This warrants considerable improvements. Given the capacity constraints, key technical gaps may be the absence of capacity to utilize evidence-based analysis.

Gaps in capacity have affected the coordination of implementation programmes. This remains a serious challenge where several regional initiatives compete at the political and project levels, in a complex and fragmented institutional context. Structural reforms in implementation processes, including addressing capacity gaps, are needed to overcome the key challenge of sluggish investment in agriculture. The

subregion needs an effective coordination approach that ensures the fragmented implementation and institutionalization of FNS policies are done in a harmonious way.

An Eastern Africa Peer Review Mechanism on the challenge of ending hunger is proposed at national and regional levels to provide regular assessment and measurement. The proposed peer review mechanism will ensure an effective coordinated monitoring and evaluation system that can be used as an accountability tool to track progress, address challenges, and identify opportunities and lessons learned by member states. Furthermore, progress and success can be greatly increased if close attention is paid to measuring impacts regularly and learning from past experiences.

5.2 Justification

Effective monitoring and evaluation of FNS coordination, challenges and opportunities discussed above is critical for a hunger-free subregion by the year 2025. As discussed above, coordination of food security and nutrition activities is therefore crucial for both the implementation of policies and programmes, and for the monitoring and evaluation of outcomes. An effective monitoring and evaluation tool will contribute towards tracking the subregion's success in increasing food supply, reducing hunger and malnutrition and improving the effectiveness of responses to food crises.

Case studies of the six HOA countries indicated that:

- Coordination of FNS is weak and not harmonized.
- FNS policies in many countries are proposed and in draft form, but not harmonized.
- Food security and nutrition are seldom integrated into national development agendas.
- Resources for programmes to improve food security and nutrition are often insufficient.
- There is minimal coordination of action and use of resources among agencies and no clear responsibilities towards attaining food security.
- FNS support to member countries by Regional Economic Communities is inadequate.

5.3 Objective

The overarching objective of the Eastern Africa Peer Review Mechanism for ending hunger is to encourage and build responsible leadership through a self-assessment process and constructive peer-dialogue, to foster the adoption of FNS policies, standards, and practices that lead to the achievements of ending hunger in the Eastern Africa subregion.

The peer review mechanism will support member states in the HOA to conduct periodic reviews of FNS achievements and challenges. In addition, it will assist in up-scaling and re-enforcing successful and best practices, identifying deficiencies and assessing the capacity-building needs of participating countries.

The peer review mechanism is expected to contribute to the achievement of the following specific objectives:

- A monitoring and peer review framework for ending hunger in the HOA.
- Enhance institutional subregional FNS and participation mechanisms of member states in the peer review mechanism process.
- Strengthen subregional FNS coordination.
- Improve partnership and coordinated action on ending hunger, malnutrition and poverty in the HOA by providing a forum for governments, RECs, development partners and stakeholders to come together to discuss and devise effective strategies to end hunger in the region.
- Generate and communicate knowledge efforts from various sectors and stakeholders¹⁰.

5.4 Expected outputs

- Harmonized coordination at all levels.
- Improved institutional FNS capacity at regional and national levels.
- Improved implementation of FNS policies and programmes.
- Shared lessons learned on good practices.

¹⁰ Groups working with different partners on ending hunger at the national, regional and global scale, including international and regional organizations, civil society, youth, the private sector, academia, and family farmers.

5.5 Scope

The peer review mechanism will focus on thematic/sectoral areas on ending hunger by 2025. Considerable work has gone into the development of indicators on ending hunger. Key reference documents will include implementation of the Malabo Declaration, CAADP Pillar III, Sustainable Development Goal 2, regional strategies and policies (IGAD and EAC), the Regional Agricultural Investment Programme (RAIP) and UN Vision 2030. The peer review mechanism is not a duplication of existing evaluation efforts of the AU and RECs. It will focus on harmonized coordination at all levels, improved institutional FNS capacity at regional and national levels, implementation of FNS policies and programmes, and successful FNS programmes, lessons learned and good practices that will be up-scaled.

Focusing on subregional and national FNS coordination, the indicators will revolve around budget allocation to the agricultural sector in each member state and level of implementation of food- and nutrition-related policies. At the REC level the assessment will focus on institutional effectiveness, technical support given to member states, capacity building, partnerships and resource mobilization. The final criteria will be on assessment of advocacy, knowledge management and communication.

The above assessments will ensure that member states' performance on ending hunger accounts for outputs as well as institutional efficiency and effectiveness, coordination mechanism, resource allocation to the relevant sectors, agriculture policy implementation, knowledge management, communication and advocacy.

Participants in the review process will include all relevant stakeholders, e.g. the private sector, civil society, farmers' organizations and farmers. The peer review assessment on ending hunger will be conducted biannually to ensure that member states focus on the impact of policy and strategies on ending hunger in the region.

There will be two outputs of the assessment process – a Country-Self Assessment Report (CSAR) and a Country Programme of Action (CPoA), which addresses the shortcomings identified in the CSAR.

5.6 Process

The process involves a review of assessment tools and methodology.

5.6.1 Assessment tools of the review process

The peer review mechanism will rely fundamentally on the prior preparation and adoption of the instrument of assessment principles tools to guide its conduct. The tools are developed at both national and regional levels.

National level

- FNS coordination and operationalization.
- FNS policy implementation and impact.
- Existence of policy legal framework on FNS.
- Partnership forums on ending hunger in the HOA.
- Resource mobilization.
- Budgetary allocation.
- High-level panels on ending hunger at various levels.
- Communication, knowledge management and advocacy.

Subregional level

- FNS coordination by member states.
- FNS policy implementation and impact.
- Institutional efficiency and effectiveness.
- Technical support given to member states.
- Capacity building towards member states.
- Partnership forums on ending hunger in the HOA.
- Resource mobilization.
- Communication, knowledge management and advocacy.
- High-level panel on ending hunger at the subregional level.

5.6.2 Peer review methodology

The peer review process will be voluntary. Upon commencement, documentation on the member state will be gathered to be reviewed, including relevant assessments and baseline studies on FNS. This information will be useful to the Technical Review Panel.

The gathered information will lead to the development of the instrument of assessment. This will be forwarded and discussed with the state to

enable it to prepare for the assessment. It will also assist the member state to organize a workshop for key officials of its government and stakeholders to sensitize them to the objectives, questions, indicators and methodology of the assessment process. The methodology will adopt the following four stages:

The first stage of the peer review process is the initiation and stakeholder workshop to sensitize state stakeholders to the methodology, objectives, questions and indicators of the assessment instrument.

The second stage is the preparation of the Country Self-Assessment Report (CSAR) and Country Programme of Action (CPoA), and their submission to the RECs. The secretariat will review both documents (drawing on external advisers, if necessary) to ascertain that all the questions in the instrument have been answered according to the indicators. The CPoA will be assessed based on the pertinence and effectiveness of the remedies proposed to address the shortcomings in food and nutrition policies and strategies. If either falls short, the Country Self-Assessment Report (CSAR) will be sent back to the member state for revision. The CSAR's structure should set out clearly the achievements, best practices, challenges and shortcomings in the processes and the thematic areas/sectors assessed.

The third stage is the process of validation. To carry out the validation, the AU, RECs and FAO will assemble a Technical Review Panel. The panel will be made up of state representatives selected according to their knowledge, expertise and experience, representatives of the AU and FAO, EAPRM, as well as experts nominated by the development partners and selected relevant and experienced academics.

The panel will consult with those who prepared the CSAR and other state officials to confirm the data/documentation provided. It will also consult other stakeholders to confirm the findings of the CSAR and engender a consensus on the CPoA. Following the consultations, the panel will produce and discuss a Country Peer Review Report (CPRR) with the specific member state and iron out factual differences before finalizing the report. The final CPRR will be tabled before the RECs and FAO.

The structure of the report, like the CSAR, will include an Executive Summary, Introduction, Methodology, Achievements, Best Practices, Lessons Learned, Challenges and Opportunities, Recommended Remedial Actions, and Conclusions.

The fourth stage is the tabling of the CPRR and CPoA reports before the RECs.

5.7 Periodicity of the peer review

The member state peer review assessment should take place every two years. The two-year interval between reviews allows ample time for the states to implement their CPoA, to review the results and to learn from the process. Every reviewed state will periodically submit progress reports on the implementation of the CPoA to the REC. The first country progress report will be due six months after the review.

CHAPTER 6: CONCLUSION AND RECOMMENDATIONS



©FAO/L. Tato

6.1 Conclusion

In the Eastern Africa subregion and Horn of Africa countries, meeting food and nutrition security is still a major challenge. Poverty constrains the ability of farming households to invest in productive assets and agricultural technologies, resulting in insufficient agricultural productivity. Poverty is compounded by factors such as conflict, disease epidemics and climate impacts (such as droughts and floods). Conflict and civil wars in parts of Eastern Africa continue to undermine efforts to fight hunger, food insecurity and malnutrition, such as in South Sudan and Somalia through the displacement of people, disruption of transportation and market transactions and subsequently, lack of access to food.

Agriculture in the subregion still has enormous potential for growth. There is immense variation in the agro-ecological conditions within the region and, hence, in the range of opportunities for improving livelihoods. No wholesale solutions can be prescribed because each community, and indeed each household,

is faced with different options, depending on the resources at its disposal and its aspirations. There is a need to stimulate the capacity of rural communities to take stock of their resources and enhance opportunities available to them, to test alternative solutions and improve their access to knowledge and expertise, as well as capital and markets.

The broadening or diversification of the household economic base is fundamental to reducing food and nutrition insecurity and vulnerability. This can be achieved by diversifying the farming system, particularly by expanding the use of short-cycle livestock such as poultry, sheep, goats, pigs and, where water resources allow, fish. In pastoral areas, the processing of milk and meat products, hides and skins may provide opportunities for supplementing incomes. Options for raising additional earnings from non-wood forest products have also been noted. In the long term it is essential that conditions be created whereby people have increased access to employment opportunities outside agriculture.

Low public investment in agriculture; lack of investment in modern farming practices and technologies; over-reliance on rain-fed agriculture and low investment in irrigation for smallholders, water pans and dams for pastoralists, post-harvest handling and food storage facilities, and climate-resilient crops and livestock varieties have all negatively impacted the attainment of food security in the region.

Realizing the potential for increased agricultural growth and food security would require investment in integrated approaches that would enable smallholder farmers to adapt and rapidly respond to the negative impacts of a changing climate in the agricultural environment. For instance, given the rising competition for water, policy-makers may need to focus on minimizing constraints to the adoption of appropriate technology focusing on sustainable water use through irrigation and implementing best farming practices.

Other critical challenges to food and nutrition security in the region is poor infrastructure of rural feeder and access roads, which limits market access, low electric power connectivity which inhibits the preservation and processing of agricultural and livestock products, poor access to affordable agricultural credit.

The change in dietary preferences in the region towards reliance on a few cereal food crops is another critical challenge to food and nutrition security. Additionally, weak institutions and inhibiting laws and legislation such as those restricting the movement of food from surplus to deficit areas among different regions in a country, and between countries in the region, and lack of livestock and crop insurance schemes also constitute key challenges to the attainment of food and nutrition security in the region.

There is a huge opportunity in the role of the private sector and other non-state actors in FNS. The non-state actors, especially the private sector, can enhance engagement and coordination in availing foods through processing or importation. The private sector and non-state actors can play a role in targeting vulnerable groups; controlling and regulating food prices and food safety especially for imported foods; boosting local trade/markets especially for smallholders; and employment opportunities, especially aimed at addressing the challenge of youth employment.

In the long term, it is essential that conditions be created whereby people have increasing access to employment opportunities outside agriculture. The ingredients for this include a combination of improved education, better transport and communication, easier access to markets and financial services and, in some cases, a reduction in the legal and bureaucratic barriers to entry into business.

In terms of FNS coordination at the national level, evidence from the six countries covered by the study indicates the presence food security and nutrition coordination mechanisms. Even though in countries such as Rwanda, Kenya and Ethiopia, the food security coordination systems seems to be strong, they are generally characterized by lack of an effective FNS coordination body and weak FNS policy coordination and implementation. There are also unclear roles of ministries responsible for the implementation of FNS, insufficient budgetary allocation, weak monitoring and evaluation tools and lack of clarity regarding linkage to global, continental and subregional declarations on ending hunger.

6.2 Recommendations

a) The study recommends the following structure for the effective coordination of FNS in the region:

- Subregional Food and Nutrition Security Coordination Secretariat.
- National Interministerial/Cabinet Committee.
- Parliamentary Subcommittee on FNS.
- National FNS Steering Committee.
- National FNS Secretariat (to be located at the Office of the President, Prime Minister or Deputy President).
- Coordination Technical Working Groups (Coordination; Policy harmonization and implementation; FNS information and Monitoring and Evaluation).

b) The study proposes a biannual Eastern Africa Peer Review Mechanism for the six countries. The scope of the EAPRM, therefore, should cover a select set of core sectors/thematic areas common to all member states in the area of ending hunger. It is worth noting that the

selection of indicators will be based on earlier work that has been conducted, as mentioned above. Member states will be assessed against general good practice on each indicator and not against other member states.

- c) It is proposed that a robust monitoring and evaluation tool be designed to collect and analyse information on all indicators covering the four food and nutrition security pillars (food availability and access, food in crisis and emergency, food safety and quality control and nutrition improvement) and the EAPRM. This will effectively capture the active participation and reporting of all stakeholders in order to ensure improved planning and implementation of programmes towards achievement of the common FNS goal.
- d) The study recommends that each country mainstreams FNS into relevant policies, strategies and programmes. A legal framework addressing FNS must be developed by each country and passed into legislation.



REFERENCES

- AUC. 2013. African Union Commission (2013) *High-level Declaration on Renewed Partnership for a Unified Approach to End Hunger in Africa by 2025*.
- AUC. 2014. African Union Commission (2014) Malabo Declaration on Accelerated Africa Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihood. *In* Declarations of the 23rd Ordinary Session of the Assembly of the African Union. African Union Commission, Addis Ababa, Africa.
- Beegle, K., Christiaensen, L., Dabalén, A. & Gaddis, I. 2016. Poverty in a Rising Africa. *In* Africa Poverty Report Overview. World Bank, Washington, DC. License: Creative Commons Attribution CC BY 3.0 IGO.
- Cassman, K.G., Grassini, P., and van Wart, J. 2010. Crop yield potential, yield trends and global food security in a changing climate. *In* Rosenzweig C., and Hillel, D., Eds. *Handbook of Climate Change and Agro-eco-systems*. Imperial College Press. London. P 37.
- CAADP. 2009. New Partnership for Africa's Development (2009) *CAADP Pillar III Framework for Africa's Food Security (FAFS)*. Midrand, South Africa: NEPAD Secretariat, South Africa.
- ECA, 2013. Economic Commission of Africa (ECA). Report on sustainable development goals for the eastern Africa subregion. Regional Consultative Meeting on Sustainable Development Goals. Addis Ababa, Ethiopia 31st Oct to 5th Nov 2013.
- FAO, 2011. FAOSTAT. Food and Agricultural Organization of the United Nations. Available at <http://faostat.fao.org/default.aspx>. FAO, 2012. *The State of Food Insecurity in the World 2012 – Economic growth is necessary but not sufficient to accelerate reduction of hunger and malnutrition*. FAO, Rome.
- FAO. 2013. *The State of Food Insecurity in the World 2013 – The Multiple Dimensions of Food Security*. FAO, Rome.
- FAO. 2014. FAO Statistical yearbook 2014. Africa Food and Agriculture. FAO Regional Office for Africa, ACCRA 2014.
- FAO. 2017a. FAO in the 2017 humanitarian appeals. Saving livelihoods saves lives.
- FAO. 2017b. Regional Overview of Food Security and Nutrition in Africa 2017. The food security and nutrition–conflict nexus: building resilience for food security, nutrition and peace. Accra.
- FAOSTAT. 2017. Food and agriculture data. Available at: <http://faostat.fao.org/beta/en/#home>. Accessed on March 2018
- FAO, IFAD, UNICEF, WFP and WHO. 2017. The State of Food Security and Nutrition in the World 2017. Building resilience for peace and food security. Rome, FAO.
- FSIN, 2017. A global report on food crises. Compiled by Food Security Information Network together with EU, FAO, Fewsnet, IPC, UNICEF and WFP.
- Filmer, D. & Fox, L. 2014. *Youth Employment in Sub-Saharan Africa*. Africa Development Series. Washington, DC: The World Bank.
- Frankenberger, T., Spangler, T., Nelson, S. & Langworthy, M. 2012: *Enhance Resilience to Food Security Shocks in Africa*. (Discussion paper, 7 November 2012).
- Grassini P., Eskridge K.M., and Cassman K.G., 2013. Distinguishing between yields advances and yield plateaus in historical crop production trends. *Nature Communication*. 42918
- IFPRI. 2010. *Global Hunger Index: Facts, Determinants and trends*. Washington DC: International Food Policy Research Institute.
- IGAD. 2016. *The IGAD Region*.

- Jayne, T.S., and Ameyaw, D. 2016. Chapter 1. Africa's Emerging Agricultural Transformation: Evidence, Opportunities and Challenges. Africa Agriculture Status Report 2016: Progress towards Agricultural Transformation in Africa.
- Knips, V. 2004. *Livestock Sector Report Horn of Africa. Review of the Livestock Sector in the Horn of Africa (IGAD countries)*. Rome, Italy: FAO.
- Niang, I., O.C. Ruppel, M.A. Abdrabo, A. Essel, C. Lennard, J. Padgham, and P. Urquhart, 2014. Africa. *In: Climate Change 2014: Impacts, Adaptation, and Vulnerability. Part B: Regional Aspects. Contribution of Working Group II to the Fifth Assessment Report of the Intergovernmental Panel on Climate Change* [Barros, V.R., C.B. Field, D.J. Dokken, M.D. Mastrandrea, K.J. Mach, T.E. Bilir, M. Chatterjee, K.L. Ebi, Y.O. Estrada, R.C. Genova, B. Girma, E.S. Kissel, A.N. Levy, S. MacCracken, P.R. Mastrandrea, and L.L.White (eds.)]. Cambridge University Press, Cambridge, United Kingdom and New York, NY, USA, pp. 1199-1265.
- OCHA. 2009. *Horn of Africa Crisis Report*. United Nations Office for the Coordination of Humanitarian Affairs, Central and Eastern Africa.
- Omiti, J., Ommeh-Natu, H., Ndirangu, L., Laibuni, N. & Waiyaki N. 2011. Exploration of food security situation in the Nile basin region. *Journal of Development and Agricultural Economics* Vol. 3(7), pp. 274-285. Available online at <http://www.academicjournals.org/JDAE> ISSN 2006- 9774 ©2011 Academic Journals.
- Tschirley, D., Reardon, T., Dolislager, M., and Snyder, J., 2015. The rise of a middle class in Eastern and Southern Africa. Implications for Food Systems Transformation. *Journal of International Development*. 38 (1) 76-87.
- UNDP. 2016. *Human development report – the real wealth of nations: pathways to human development*. United Nations Development Programme (UNDP), New York.
- UNDP. 2016b. Human Development Report 2016, *Human Development for Everyone*, United Nations Development Programme (UNDP), New York.
- United Nations. 2014. Department of Economic and Social Affairs, Population Division. World Urbanization Prospects: The 2014 Revision. Available online at <https://esa.un.org/unpd/wup/DataQuery/>. Date accessed 3 May 2018.
- United Nations. 2016. *The Demographic Profile of Africa Countries*. By the United Nations and the Economic Commission for Africa.
- United Nations, Department of Economics and Social Affairs, Population Division, 2017. World Population Prospects. The 2017 Revision, Key Findings and Advance Tables. Working Paper No ESA/P/WP/248.
- USAID. 2012. *Building Resilience to Food Security Shocks in the Horn of Africa*.
- World Bank and IMF. 2012. *Global monitoring report: food prices, nutrition, and the millennium development goals*. World Bank and International Monetary Fund (IMF), Washington, D.C.
- World Bank. 2018. *PovcalNet, Regional aggregation using 2011 PPP and \$1.9/day poverty line*, <http://iresearch.worldbank.org/PovcalNet/povDuplicateWB.aspx>.
- Yeboah F.K., and Jayne, T.S. 2016. Africa's Evolving Employment. Causes and Consequences. A paper presented at the FAO Technical Workshop on Rural Transformation, Agricultural and Food Systems Transition. FAO Headquarters, Rome, Italy, September 19-20, 2016.

ANNEXURE: COUNTRY BACKGROUND REPORT SUMMARIES

Presentations were made by consultants recruited by the FAO's Technical Cooperation Programme (TCP) unit to conduct in-country assessments on interventions towards ending hunger while documenting some best practices that could be shared and/or scaled-up. The presentations covered the following countries: Djibouti, Ethiopia, Kenya, Rwanda, South Sudan and Uganda. Below is a brief summary of the key issues raised in each of the country presentations.

DJIBOUTI

The economy of Djibouti is mainly dependent on services, which account for around 70 percent of the GDP and 60 percent of the labour force. The contribution of the agricultural sector to the GDP is 4 percent (75 percent livestock, 25 percent crops) for an estimated 30 percent of the labour force. Poverty at national level is the major cause of food and nutrition insecurity. In rural areas, poverty levels are as high as 95 percent. Scarcity of water is a major constraint for domestic food production.

However, the trends of food insecurity in rural Djibouti (2013-2017) demonstrate some hope for the country. In 2013, 59 percent of country's population were classified as food insecure. Food insecurity dropped to 45 percent in 2017, indicating significant progress. The government aims to reduce food insecurity to 30 percent. The increase in poverty is strongly associated with the development of unemployment (48.4 percent) associated with the recurrent drought.

Food production: Djibouti is not self-sufficient in food products. It relies on imports (90 percent) for its food consumption.

Malnutrition: Malnutrition levels fluctuated from 34.1 percent in 1990 to 19.5 percent in 2014 and 32.7 percent in 2016 due to the severe drought and hence the unavailability of water and food. About 29.7 percent of the children are stunted and 35 percent of child deaths are caused by malnutrition. In addition, over 29 percent of women are anemic, while 21 percent are wasted.

Policy and programmes: In terms of FNS, regional policies/programmes and strategies implemented in Djibouti include the Comprehensive Africa Agricultural Programme (CAADP-2003), the Maputo

Declaration (2003-2013) and the Malabo Declaration (2015-2025). These all focus on doubling agricultural productivity by 2025, halving post-harvest losses by 2025; and eliminating child malnutrition, reducing stunting to 10 percent and underweight to 5 percent. Djibouti aligned its Vision 2035 to the Millennium Development Goals (MDGs) and updated it in accordance with the Sustainable Development Goals (SDGs).

At national level, several policies have been put in place to reduce hunger and malnutrition. These include the:

- Strategic Framework to Fight against Poverty (CSLP) 2004-2006;
- National Nutrition Policy of 2007;
- National Food Security Programme (NFSP) initiated in 2007;
- Primary Sector Development (2009-2018) developed with MAEPE involvement;
- Djiboutian Society for Food Security (SDSA) created in 2009;
 - National Food Security Programme (PNSA) in 2009, actualized by FAO in 2011;
 - National Food Security Programme (PNSA -2012-2017);
 - National Programme for Agricultural Investment and Food and Nutritional Security (2016-2020);
 - Strategic Paper on Poverty Reduction (DSRP-2015); and
 - Accelerated Growth and Promotion of Employment Strategy (SCAPE, 2015-2019).

Nevertheless, several gaps were identified in information and data improvement for FNS in Djibouti. These include a lack of disaggregated data on outputs and outcomes in most of the FNS programmes, and a lack of updated primary sector production data including data on livestock, crops and fisheries and related FNS interventions. These trends complicate the comprehensive analysis of FNS responses nationally.

Food and nutrition coordination: Djibouti has an FNS Coordination Mechanisms referred to as the Food Security Working Group, with a proposed secretariat at the Office of the Prime Minister, and guided by public-private investment.

ETHIOPIA

Poverty and food insecurity are high priority areas for the Government of Ethiopia. The country is predominantly an agrarian economy.

Food production: Despite the fact that agriculture in Ethiopia is traditional and rain-fed, gross production value of food increased from 1.7 billion USD in 1993 to 11.9 billion USD in 2014. Cereal production (which increased from 892 million USD in 1993 to 6.4 billion USD in 2014), takes the lion's share of food production in the country. However, this domestic production does not satisfy the food requirements of the population. The unmet demand for food is fulfilled by food imports, which make up 10.6 percent of merchandise imports (worth 2 billion USD in 2015), while food exports constitute 71.7 percent of merchandise exports. Ethiopia is one of the countries in the region where food exports have always been greater than food imports, exhibiting a positive trade balance throughout the last two decades.

In addition to crop production, agriculture in Ethiopia is dominated by a vibrant livestock sector. Estimates indicate that the country has more than 567 million heads of cattle and 584 million sheep and goats, 57 million poultry birds, 1.2 million camels and 2.4 million horses and mules, making the country the tenth largest livestock producer in the world. Attributed to the increment in the total livestock resource of the country and the increasing price for livestock products, the value of livestock production in Ethiopia has been increasing over time – from 106 million USD in 1993 to 247 million USD in 2014, with an average growth rate of 4.2 percent. Cereals, potatoes and tubers constitute the main diet, with a very minimal consumption of animal products (such as meat, milk and eggs), fruits and vegetables, indicating that the main sources of nutrition are missing from the Ethiopian diet.

Malnutrition: Chronic malnutrition (stunting) strikes as high a figure as 44 percent, which is one of the highest in the world. Reports indicate that

malnutrition in Ethiopia annually contributes to an estimated 270 000 deaths in children under five years. Data from the 2016 World Nutrition Report and UNDP's 2016 Human Development Report indicate a similar figure, putting the prevalence of stunting in Ethiopia at 40.4 percent and wasting at 8.7 percent. Stunting is slightly higher among male children (41%) than among females (35%). It is also higher among children in rural areas (40%) than those in urban areas (25%). In 2016, 24 percent of the children in the country were underweight and 7 percent severely underweight. Children in rural areas were more underweight (25%) than those in urban areas (13%).

Successful programmes: The Agricultural Growth Programme (AGP), National Employment Policy and Strategy of Ethiopia (NEPS), National Nutrition Programme (NNP) and Productive Safety Net Programme (PSNP) are some of the key successful initiatives aimed at combating food and nutrition insecurity. These programmes have proved to be effective, especially the PSNP which has relatively clear coordination and monitoring mechanisms. However, even though the trends are promising, Ethiopia still faces numerous challenges in its efforts towards ending hunger.

Food and nutrition coordination: FNS interventions in Ethiopia are coordinated at the Ministry of Agriculture by a Secretariat called Rural Economic Development and Food Security (RED&FS), which is the largest and overarching platform for project funding, coordination and harmonization. The secretariat performs its functions under the guidance of a sector working group (SWG) composed of all government and relevant donor organizations. The SWG serves as a government-donor platform for reviewing sector-level implementation status. It moreover coordinates and harmonizes the efforts of various development partners supporting the thematic areas being coordinated by RED&FS. International donors participating in this coordination platform include the World Bank, USAID, DFID, CIDA, IRECID, Sweden, Spain, the Netherlands, WFP and GOE.

KENYA

Agriculture is key to Kenya's economy, contributing 26 percent of the gross domestic product (GDP) and another 27 percent of GDP indirectly through linkages with other sectors. The sector employs more than 40 percent of the total population and more than 70 percent of Kenya's rural people. The sector accounts for 65 percent of export earnings and provides livelihoods (employment, income and FNS needs) for more than 80 percent of the Kenyan population. The country's population has increased significantly (from 11 million in 1970 to 39.5 million in 2011¹¹). At the current rate of growth, the population will double in the next 27 years,¹² reaching 81 million by 2039 and exerting pressure on productive land.

Food production: The major food crops produced in Kenya include grains (maize, wheat, rice, sorghum and millet), pulses (beans, various peas and green grams), roots and tubers (sweet potatoes, yams, cassava) and vegetables. Kenya as a country is hardly self-sufficient in these basic food items. The production of maize, the main staple diet, increased from 2.4 million tonnes in 2002 to 3.2 million tons in 2006 and an estimated 3.6 million in 2016. The country imports about 70 percent of its wheat requirements and nearly 73 percent of its rice requirements, thereby spending (Ksh 7 billion).

Livestock products in Kenya are milk, beef, mutton, goat meat, pork, poultry and eggs. On average, 4 billion litres of milk is produced annually, while local milk demand is 2.8 billion litres. The meat subsector is dominated by red meat (beef, mutton and goat meat). Red meat accounts for about 70 percent of the meat consumed locally, while white meat (pork and poultry) makes up the remaining 30 percent. The production of red meat is 430 000 tonnes against the national requirement of 330 000 tonnes, while white meat production amounts to 40 000 tons against the requirement of 39 600 tonnes. Annual fish production in Kenya is estimated at 150 000 metric tonnes valued at Ksh 9 billion. Fisheries currently contribute about 0.5 percent to the country's GDP and could be a major source of food and income for a large section of the population if it is further developed.

Malnutrition: The under-five mortality rate in Kenya declined significantly between 2003 and 2009, but increased again in 2013. Currently, 26 percent of children under the age of five are stunted and 16 percent are underweight, while 7 percent are wasted. There is a strong regional disparity in nutrition indicators in Kenya, with the North Eastern province having the highest proportion of children exhibiting severe wasting (8 percent), while the Eastern province has highest proportion of stunted children (44 percent). Children living in rural areas and children from poorer households in Kenya are more likely to be malnourished. The country is also increasingly faced with diet-related non-communicable diseases, especially in urban areas. These are mainly caused by excessive energy intake associated with purchased meals and processed foods and decreasing levels of physical activity in urban settings. Changing lifestyles and eating habits have resulted in non-communicable diseases (including cardiovascular, cancers and diabetes) which are closely related to obesity and represent a significant development challenge. The health consequences of obesity-related diseases range from premature death to disabilities that reduce the quality of life.

Food and nutrition policies and programmes: There are several policies and strategic plans that touch on FNS in Kenya. These include the:

- Kenya Vision 2030, which aims to transform smallholder agriculture from low-productivity subsistence activities to an innovative, competitive agricultural sector;
- Agriculture Sector Development Strategy (ASDS), which is expected to position the agricultural sector as a key driver in achieving the 10 percent annual economic growth rate envisaged under the economic pillar of Vision 2030;
- the Maputo declaration; and
- National Food and Nutrition Security Policy (FNSP-2011) that ensures that Kenyans, throughout their life cycle, enjoy safe food in sufficient quantity and quality at all times to satisfy their nutritional needs for optimal health.

11 Kenya National Bureau of Statistics, *Kenya Facts and Figures 2012*.

12 IFAD Rural Poverty Portal (<http://www.ruralpovertyportal.org/>).

Successful programmes/projects targeting FNS:

Successful programmes in agriculture include the promotion and production of traditional high-value crop interventions, currently benefiting 1.6 million farmers; the Njaa Marufuku Kenya (NMK), the school feeding programme; and the Hunger Safety Net Programme (HSNP), which has enhanced purchasing capacity, health and education opportunities for children, and entrepreneurship in economic activities by giving cash transfers to poor and vulnerable households.

Coordination of the food security sector: There are currently three national institutions in Kenya involved in the coordination of food and nutrition matters. These are i) the Kenya Food Security Meeting (KFSM) of the Office of the President (responsible mainly for food aid and relief activities); ii) the Interministerial Coordinating Committee on Food and Nutrition (ICCFN) of the Ministry of Planning (responsible mainly for nutrition issues); and iii) Agricultural Sector Coordination Unit (ASCU), now the Agriculture Sector Development Strategic Programme (ASDSP) of the sector Ministries within Agriculture (responsible mainly for food production). The institutions have performed relatively well, but there is a need for more interaction and cross-sectoral collaboration. The

coordinating institution must be of a high profile to enable enforcement of decisions and mobilization of resources.

The government is in the process of establishing the Interministerial Steering Committee on Food and Nutrition (ISCFN), the Stakeholder Technical Committee (STC), and the Food and Nutrition Committees at district and division levels to coordinate and monitor the implementation of all food and nutrition programmes in the country. The ISCFN will bring together all relevant ministries to ensure broad, multisectoral coordinating and monitoring mechanisms, provide a forum for an integrated response to emergency and chronic food and nutrition security issues, and serve as an advisory body to the government on issues relating to food and nutrition and how to meet international commitments. Members of the ISCFN will include the Office of the President – Special Programmes; and the Ministries of Agriculture, Livestock and Fisheries Development, Health, Education, Cooperatives and Marketing, Water and Irrigation, Planning and National Development, Finance, Labour and Human Resource Development, Trade and Industry, Roads and Public Works, and Local Government.



©FAO/Ikasamani

RWANDA

Agriculture is the backbone of the Rwandan economy, accounting for 33 percent of its GDP and 69 percent of the labour force employment. In addition, the sector meets 90 percent of the national food needs and generates more than 50 percent of the country's export revenues.

Food production: When compared with population growth, the country is self-reliant on its agricultural production. The 2015 Food Security Status Assessment report showed that 74 percent of the population in Rwanda had acceptable food consumption, while 19 percent and 7 percent of the population had borderline and poor food consumption, respectively.

Malnutrition: Malnutrition has reduced significantly, indicating an average annual rate of reduction of three percent. However, preventing stunting among children under the age of five years demands more effort if the country is to meet the 2018 national target of 18 percent reduction. The current trajectory shows an estimated difference gap of 15 percent.

Policies and programmes: Policies for food security and nutrition in Rwanda have evolved in recent years. Boosting agricultural productivity and improving food security is a priority under Rwanda's Vision 2020, which includes reduction in child undernutrition as one of the key indicators. FNS is also considered essential in the Economic Development and Poverty Reduction Strategy (EDPRS 2) for 2013-2018. Rwanda was the first country in HOA to sign the CAADP instrument in 2007; it adopted the Investment Plan in 2009 and established the Strategic Analysis and Knowledge Support Systems (SAKSS) node in 2010. The country has consistently allocated at least 10 percent of the national budget to agriculture since 2006 (except in 2007), with the sector growing at an estimated rate of six percent since 2011.

Successful programmes: Rwanda has successfully implemented a number of programmes and initiatives to address FNS challenges. The most successful projects are the i) Crop Intensification Programme, whose main aim was to work on access to input, land-use consolidation, irrigation and mechanization, proximity extension, and postharvest handling and storage which resulted in three-fold productivity increase; and ii) the Girinka Programme established in 2006, aimed at fighting malnutrition through increased milk consumption, income generation through surplus milk sales and manure for crop production.

Coordination of FNS: In Rwanda, the responsibility for overall FNS coordination lies with the Prime Minister's Office, with effective structures including an Inter-Ministerial Coordination Committee (IMCC), Social Cluster Food and Nutrition Steering Committee and the National Food and Nutrition Technical Working Group.

In June 2016, the Nutrition Steering Committee agreed to set up a secretariat in charge of the coordination of nutrition and food programmes under the Ministry of Local Government and various partners have since committed to support its operationalization. The establishment of the National Food and Nutrition Coordination Secretariat came as a government response to implement a higher priority, targeted monitoring, evaluation and coordination mechanism that aims to improve nutrition and related household food security. The secretariat serves as an advisory body to the social cluster ministries by promoting synergy among the various actors and by assisting with oversight of the country's food and nutrition activities.

SOUTH SUDAN

The economy of South Sudan consists predominantly of oil extraction and small-scale agriculture. The country faces serious hunger and chronic food insecurity problems. Half of the population was estimated to be food insecure in 2017.

Food production: South Sudan has faced ongoing food shortages over time, despite its fertile soils and favourable climatic conditions. The effects of prolonged war and internal conflicts in some areas, combined with other factors such as a lack of inputs, low mechanization, reliance on traditional farming techniques and lack of relevant policies, among other issues, have continued to impede crop and livestock production.

Malnutrition: Acute malnutrition remains a major public health emergency. Its prevalence is above the World Health Organization (WHO) emergency threshold of 15%. Key drivers of the high levels of acute malnutrition across South Sudan are widespread fighting, displacement and poor access to services, disease outbreaks, extremely poor diet (in terms of both quality and quantity), low coverage of sanitation facilities and poor hygiene practices.

Policies and programmes: To end hunger, there are programmes that target mainly children, such as the national school feeding and farming programme and the Girls' Incentive Programme (GIP). These programmes have been effective in decreasing the number of school dropouts. In addition, the national school feeding and farming programme is a safety net that addresses several dimensions of social development including education, health and

nutrition, social protection, food production and gender. The GIP addresses the low enrolment and retention of female students. The key challenge for South Sudan is the continued insecurity that affects the capacity of the people to invest in agricultural production. Conflict has also affected other investments, including infrastructure and markets which are vital for economic growth.

Coordination of FNS: In South Sudan, the United Nations Office for Coordination of Humanitarian Assistance (UNOCHA) has established a Food Security and Livelihoods Cluster (FSLC) Secretariat with membership of the UN agencies and national and international NGOs at the national and state levels. The purpose of the FSLC, which is led by the UN's WFP and FAO, is to re-establish links with subnational forums so as to: i) extend the two-way flow of information-sharing and learning – from the field on changing contexts, and from the FSLC secretariat in terms of the products produced and wider dissemination of advice, guidance and support; and ii) to support existing forums to better coordinate, advocate and respond to a rapidly changing humanitarian context.

In 2006, the establishment of the South Sudan Food Security Council (SSFSC) was proposed. The SSFSC document identified potential programme areas for addressing gaps and shortcomings, as well as for improving the food security situation in South Sudan. One of the areas where improvements are needed is the Institutional and Policy Framework. One measure to improve the framework would be to enhance coordination through the constitution and strengthening of the interministerial higher council. However, the SSFSC has yet to be implemented.

UGANDA

Uganda had an estimated population of 36.6 million in 2016, with an annual growth rate of three percent, considered one of the highest in Sub-Saharan Africa. This population is projected to increase to 47.4 million by 2025. Uganda is largely an agricultural country, with the sector contributing about 25 percent to GDP.

Food production: Between 2005 and 2015, the area under food crops increased by six percent from 5 447 000 to 5 791 000 hectares. Uganda grows a wide variety of crops including cereals (maize, millet, sorghum, wheat and rice), root crops (cassava, sweet potatoes and Irish potatoes), pulses (beans, cow peas, field peas and pigeon peas), oil crops (groundnuts, soya beans, sesame and sunflower) and bananas. Crop production is constrained by low productivity attributable to limited use of fertilizers amid declining soil fertility, use of poor quality planting materials, limited mechanization, inadequate access to appropriate agricultural technologies, and inadequate access to agricultural extension services, leading to limited knowledge and limited adoption of good agronomic practices.

In the period 2010-2014, the country experienced a steady increase in the number of livestock. Cattle increased by 12.5 percent from 12.1 to 13.6 million, the majority of which are indigenous breeds. The number of goats and sheep increased by 6.1 percent and 3.8 million, respectively during the same period. Over the last 10 years, total fish catch has averaged 403 000 MT annually. Most of the fish produced is consumed domestically. Despite the large livestock numbers, livestock productivity is very low.

Although the proportion of food insecure Ugandans has remained stable at about 10 percent for a number of years, the drought of 2016 caused crop failure across the country, particularly in the “cattle corridor”. This resulted in heightened food insecurity, with the population suffering hunger increasing to 6.35 million by July 2016. By January 2017, about 30 percent of the population, or 10.9 million people, were experiencing acute food insecurity, of which 1.6 million were facing a food crisis.

Malnutrition: The nutritional status of Ugandan children has improved since 2001. Chronic malnutrition in children under five years has been

reduced from 45 percent in 2001 to 29 percent in 2016, which is below the national target of 32 percent. Underweight children have also been reduced from 18 percent in 2001 to 11 percent in 2016. Data indicate that the prevalence of undernourishment in Uganda is high at 25.5 percent in 2015, up from 25.3 percent in 2014. This reflects the proportion of the population with insufficient caloric intake. Furthermore, the nutritional quality of the foods consumed is low and poorly diversified. The most consumed food stuff in Uganda are staples (cereals, roots, tubers and matooke), which are normally relatively cheap but are generally low in nutritional density due to low protein and micronutrient content, except beans and ground nuts. Staples (cereals, roots and tubers) contribute 68 percent of the caloric intake, contrary to the national target of having 75 percent of the dietary energy provided from foods other than cereals and starchy foods.

Agricultural growth: The Ugandan agricultural growth rate has persistently fallen short of meeting the six percent target set by African governments through the CAADP. It has fluctuated over the last 10 years, averaging 2.1 percent. Although the budgetary allocations to agriculture-specific activities have increased over the years, averaging 3.8 percent in the last nine years, this is still below the 10 percent target agreed in the African Union’s Maputo Declaration of 2003. Perhaps the low budget allocation towards agriculture partly explains the weak performance of the sector. It is unlikely, with such low funding, that the agricultural sector will undergo the transformation needed to create household wealth, increase government earnings from agricultural exports or meet the FNS targets of 2030.

Food and nutrition policies and programmes: Uganda has enshrined the right to food in its constitution. The constitution specifies the obligation of ensuring FNS for all Ugandans. The Ugandan Vision 2040 proposes to improve the hunger and nutritional status of Ugandans, particularly among young children. Specifically, the NDP II prioritizes increasing access to basic needs such as food and health. The government effort is also embedded in the 2010-2016 Uganda Nutritional Action Plan (UNAP), a framework for scaling up nutrition (SUN) in the country. The Uganda Food and Nutrition Policy seeks to improve the nutritional status of people using a multisectoral and co-coordinated approach to FNS. The policy identifies strategies to

increase and improve food supply and accessibility, food processing and preservation, food storage, marketing and distribution, among others. It also seeks to provide information and develop skills to promote proper food and nutrition practices in rural areas. Good food and security nutrition contributes to the resilience of households and subsequently, the communities. The National Health Policy (NHP) 2010 addresses some aspects of nutrition security. The focus of the NHP is on health promotion, disease prevention and the early diagnosis and treatment of diseases.

Uganda has developed several policies and strategies to support FNS. These include policies to develop agricultural production, provide social protection, enable youth to create jobs and promote agricultural trade. Implementation of the various policies and strategies is constrained by limited resources and an ineffective FNS coordination mechanism.

Successful projects: There are many relevant programmes in Uganda, but two stand out as the most successful in food and nutrition – the Uganda Community Connector and the Resilience through Wealth, Agriculture and Nutrition (RWANU) projects. Both projects are funded by the USAID. Community Connector was a USAID-funded community-based project to improve the nutritional status of women and children, and the livelihoods of vulnerable populations. The project used an integrated approach to a series of interventions inculcating gender dynamics; nutrition behaviours and health; agriculture and food security; water, sanitation and hygiene (WASH); and economic livelihoods, in a bid

to improve the nutritional status of children and women as well as to improve disposable incomes in poor rural households that mostly rely on subsistence farming. The RWANU project had the overall goal of reducing food insecurity among vulnerable people in Southern Karamoja. The main objectives were to improve access to food for both men and women and reduce malnutrition in pregnant and lactating women and children under five.

FNS coordination: The Uganda Food and Nutrition Council (UFNC), with the secretariat in the Office of the Prime Minister, is responsible for coordinating the implementation of the national Food and Nutrition Security Policy. The council is responsible for promoting awareness of food and nutrition problems in Uganda, undertaking and promoting analytical and normative work to provide policy advice on food and nutrition issues and to develop normative guidelines for the implementation and monitoring of the policy and strategic plans. It is moreover responsible for coordinating food- and nutrition-related activities among national and subnational government institutions and non-governmental and civil society organizations.

The implementation of the Food and Nutrition Security Policy is multisectoral in nature. The role of the UFNC is to hold relevant sectors responsible for successfully accomplishing their mandated food and nutrition tasks. The UFNC comprise a chairman appointed by the Ministry of Agriculture, Animal Industry and Fisheries and 13 members representing public institutions, NGOs and the private sector.

FAO SUBREGIONAL OFFICE FOR EASTERN AFRICA

CMC Road Near ILRI, Kebele 12/13
Bole Sub City, Gurd Shola;
PO Box: 5536, Addis Ababa, Ethiopia
Tel: +251 11 647 8888
E-mail: FAO-Latest@fao.org

www.fao.org/eastern-africa

Follow us: @FAOEastAfrica
Like us on Facebook: FAOoftheUN

ISBN 978-92-5-130540-9



9 7 8 9 2 5 1 3 0 5 4 0 9

19457EN/1/05.18