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Project evaluation series

Final evaluation of the Improved Global Governance for Hunger Reduction Programme

April 2016

PROJECT EVALUATION SERIES

**Final evaluation of the Improved Global
Governance for Hunger Reduction Programme**

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

April 2016

Food and Agriculture Organization of the United Nations

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Acronyms and abbreviations

| | |
|---------------|--|
| 3N Initiative | <i>Les nigériens nourrissent les nigériens/</i> Nigeriens Nourish Nigeriens |
| ADePT-FSM | ADePT Food Security Statistics Module |
| AGRHYMET | Agriculture, Hydrology, Meteorology (research centre; Niamey, Niger) |
| AGIR | Global Alliance for Resilience |
| ASEAN | Association of Southeast Asian Nations |
| CAADP | Comprehensive Africa Agriculture Development Programme |
| CD | Capacity development |
| CFS | Committee on World Food Security |
| CFS-FFA | Framework for Action for Food Security and Nutrition in Protracted Crises |
| CILSS | <i>Comité permanent Inter-Etats de Lutte contre la Sécheresse dans le Sahel/</i> Permanent Interstate Committee for Drought Control in the Sahel |
| COMESA | Common Market for Eastern and Southern Africa |
| CORT | Collaborative Outcome Reporting Technique |
| CO | (FAO) Country Office |
| CoP | Community of Practice |
| CSM | Civil Society Mechanism |
| DEVCO | Directorate-General for International Cooperation and Development |
| DFID | Department for International Development (United Kingdom) |
| DRR | Disaster Risk Reduction |
| EC | European Commission |
| EC-JRC | European Commission Joint Research Centre |
| ECHO | Humanitarian Aid and Civil Protection department |
| ECOWAS | Economic Community of West African States |
| ENS | FAO Fisheries and Aquaculture |
| ESA | FAO Agricultural Development Economics Division |
| ESN | FAO Nutrition and Food Systems Division |
| ESS | FAO Statistics Division |
| EST | FAO Trade and Markets |
| ET | Evaluation Team |
| EU | European Union |
| FE | Final Evaluation |
| FAO | Food and Agriculture Organisation |
| FAPDA | Food and Agriculture Policy Decision Analysis |
| FIRST | Food and Nutrition Security Impact, Resilience, Sustainability and Transformation |
| FS | Food Security |
| FSIN | Food Security Information Network |
| FSN | Food Security and Nutrition |
| FSNR | Food Security, Nutrition and Resilience |
| HLEF | High-level Expert Forum on Food Insecurity in Protracted Crises |
| HLPE | High Level Panel of Experts |
| HQ | Headquarters |
| IFAD | International Fund for Agricultural Development |
| IFPRI | International Food Policy Research Institute |

| | |
|----------|---|
| IGAD | Intergovernmental Authority on Development |
| IGGHRP | Improved Global Governance for Hunger Reduction Programme |
| ILO | International Labour Organisation |
| INFORMED | Information for Nutrition Food Security and Resilience Decision Making |
| INGO | International non-governmental organisation |
| IPC | Integrated Food Security Phase Classification |
| LEGS | Livestock Emergency Guidelines and Standards |
| LOA | Letter of Agreement |
| M&E | monitoring and evaluation |
| MDD-W | Minimum Dietary Diversity – Women |
| MLLE | Multiple Lines and Levels of Evidence |
| MOSAICC | Modelling System for Agricultural Impacts of Climate Change |
| MTE | Mid-term Evaluation |
| NAIP | National Agriculture Investment Plan |
| NEPAD | New Partnership for Africa’s Development |
| PARM | Platform for Agricultural Risk Management |
| PO | Producer organisation |
| PSC | Programme Steering Committee |
| RAU | Regional Analysis Unit |
| RBA | Rome-based Agencies (IFAD, WFP, FAO) |
| REACH | Renewed Efforts Against Child Hunger and undernutrition |
| RIMA | Resilience Index Measurement and Analysis |
| RO | (FAO) Regional Office |
| ROSA | EuropeAid’s Operational Food |
| SICA | Central American Integration System |
| SO | Strategic Objective |
| SUN | Scaling Up Nutrition |
| TCE | Emergency Operations and Rehabilitation Division |
| TCI | The Investment Centre |
| TOC | Theory of Change |
| TOA | Theory of Action |
| TOR | Terms of Reference |
| TWG | Technical Working Group |
| UN | United Nations |
| UNFCCC | United Nations Framework Convention on Climate Change |
| USAID | United States Agency for International Development |
| VGGT | Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests |
| WDDP | Women’s Dietary Diversity Project |
| WFP | World Food Programme |

Executive summary

- ES1 This final evaluation (FE) of the Improved Global Governance for Hunger Reduction Programme (IGGHRP) fulfils two main purposes: (i) to ensure accountability towards the Programme Steering Committee and partners, and (ii) to share lessons learned for future EU/FAO/WFP/IFAD collaboration, FAO Strategic Planning and the diverse actors involved with the current programme.
- ES2 The programme was developed building on key lessons learned from previous and on-going initiatives related to food security and nutrition, many of which were funded by the EU¹. One main motivation on the part of the stakeholders was to move from a range of discrete projects to one larger and more strategic global programme aiming at improving food security and nutrition. The programme was to be embedded into FAO Strategic Framework, encouraging interdisciplinary work between divisions and strengthening linkages between FAO's normative and operational work. This would allow for greater collaboration among the Rome-based agencies and provide a platform for mainstreaming key cross-cutting issues such as gender and nutrition. The specific objective of the programme, in line with EU priorities and the FAO revised Strategic Framework (2010-2019)², is "better coordinated and informed food security and nutrition governance at global, regional and national levels". It is delivered through four interdependent Outcomes:
- **Outcome 1:** Strengthen CFS functioning in accordance with its renewed mandate;
 - **Outcome 2:** Improve methods, capacities and coordination for better information on food security and nutrition for decision-making
 - **Outcome 3:** Improve guidance, capacities and coordination for food security and nutrition policy and programme design and implementation
 - **Outcome 4:** Strengthen human and organizational capacities in the food security and nutrition domain
- ES3 The IGGHRP started in January 2012 and was expected to end in December 2015. A cost extension through September 2016 has been approved.
- ES4 This final evaluation (FE) fulfils two main purposes: (1) to ensure accountability towards the Programme Steering Committee and partners and (2) to share lessons learned that can be of interest for future EU/FAO collaboration, FAO Strategic Planning and the diverse actors involved with the current programme.
- ES5 The evaluation was conducted between October 2015 and April 2016. The team (ET) collected, analysed and triangulated primary data (e.g. interviews and focus group discussions) and secondary data (e.g. programme documents, meeting minutes, evaluations). It conducted in-person interviews, focus group discussions and Skype interviews with priority stakeholders in Rome and Brussels. The ET undertook two missions to Kenya and Niger to assess the results of country and regional components. In keeping with the Collaborative Outcome Reporting Technique, the ET shared initial findings with FAO's core task team, the reference group for discussion and consideration in preparing the draft FE report.

1 These include: the final evaluation of the EC/FAO Programme on Linking Information and Decision Making to Improve Food Security (2005-2008); the final evaluations of the first phase (2008-2009) and second phase (2009-2010) of the Integrated Food Security Phase Classification (IPC) global project; the Joint Thematic Evaluation of FAO and WFP Support to Information Systems for Food Security (2009); proceedings of the international symposium on ISFS (Brussels 1-2 September 2010); the evaluation of FAO's role in gender and development (2011); and the evaluation of FAO's work and role in Nutrition (2011).

2 See <http://www.fao.org/docrep/meeting/027/mg015e.pdf> and <http://www.fao.org/3/a-mm710e.pdf>

Key findings

Evaluation question 1: *To what extent have the programme structure/design and management arrangements leveraged effective collaboration within FAO and the programme partners; and how efficient has it been to work through a unique instrument bringing together a range of different components and activities? How has the programme contributed to the shaping and implementation of the FAO strategic framework?*

- ES6 Overall, the ET concluded that this was a very successful programme and accomplished a great deal in four years. The programme approach allowed IGGHRP to create synergies between FAO internally and the EU development agenda. The breadth and flexibility of the programme approach combined with a strong core management team allowed it to reach across sectors and unite people who did not usually work together focusing on food, nutrition and agriculture issues. A challenge in programme design was how to overcome fragmentation and unite disparate work streams into one coordinated programme. Adaptive management was helpful for allowing FAO and EU to deliver a more comprehensive approach to address FSN issues. By applying adaptive management, the programme design was able to evolve over time as new opportunities presented themselves. IGGHR programme staff used flexible programme resources to pilot innovative approaches (e.g. Women's Dietary Diversity Indicator, the Nutrition–Sensitive Agriculture Investments Checklist, CoOPEquity, and other innovative community based models), to provide bridge funding at strategic moments in potentially high impact initiatives when other funding was delayed (e.g. IPC, VGGTs) or uncertain (e.g. CFS), to provide funding for scaling up high impact initiatives (e.g. LEGS, IPC, E-learning, ADePT), and to provide investment to leverage other resources internally or external to FAO (e.g. Investment Centre, CFS, VGGTs, POs, and E-learning).
- ES7 Flexibility and adaptive management of the IGGHR programme allowed FAO to seize upon a number of strategic opportunities that emerged both within and outside of FAO. Within FAO, in 2013, the programme was able to strategically align itself and contributed to the new strategic thinking within FAO. For example, the IGGHRP was one of the first programmes to align its efforts to the new FAO strategic framework around the five new SOs and the EU/DEVCO C1 (Rural Development, Food Security and Nutrition) four Strategic Priorities. The programme was also able to support the social protection and smallholder agriculture research that ESA was carrying out, which was a key niche for FAO to fill in the social protection arena.
- ES8 Another external strategic opportunity that the IGGHRP was able to seize upon in 2012-13 was global and EU demand to engage in resilience programming and measurement. Taking advantage of the renewed global concern for nutrition being promoted through the SUN initiative, the programme was able to use its resources to strengthen its work on nutrition and agriculture. The programme also was able to capitalise on donor interest in improving FSN measurement in national surveys.
- ES9 Structural issues within the programme, inside FAO and outside FAO constrained the potential effectiveness of the programme. The design of the programme around four purposes as opposed to a Theory of Change (ToC) limited the IGGHRP impact on governance. Because FAO was in the early stages of its strategic re-organization, the corporate environment was not yet conducive to fully support such a multi-stakeholder and multi-sector effort (indeed the IGGHRP helped facilitate some of the needed corporate changes).
- ES10 IGGHRP also lacked a strategic focus on a target governance space (e.g. smallholder farmers and producer organisations) or a theory of change made it difficult to maintain horizontal linkages across the outcomes (e.g., social protection linked to resilience programming). The IGGHRP policy work aimed at improving the food security, nutrition and resilience of smallholders was remarkable as were efforts to build the institutional capacity of smallholder organisations. The lack of a programme specific ToC made it difficult to maintain horizontal linkages across the outcomes. Since governance was never clearly defined in the programme, it led to the programme being spread too thinly.

ES11 Despite its considerable accomplishments, the core management structure was understaffed. From the beginning, the programme was missing some key core staff such as a monitoring and evaluation (M&E)/learning specialist and a communication specialist. Two gender specialists from ESP (ESW) played a key role in mainstreaming gender across the programme outputs; more could have been done. Despite the fact that the programme M&E was aligned with the new strategic framework M&E processes and used FAO internal mechanisms for M&E, limited M&E capacity could account for weak monitoring of governance outcome changes.

Evaluation question 2: *To what extent has the programme contributed to improved global governance through strengthening the CFS in accordance with its renewed mandate (Civil Society Mechanism; Evidence-based policy advice through the High Level Panel of Experts; Inclusion of regional perspectives in CFS work streams)? How did the programme strengthen governance at the regional and country level? How did the programme strengthen governance within FAO and in the Rome-based agencies (RBAs)?*

ES12 The EU programme was instrumental in renewing the CFS as a credible, influential multi-stakeholder global governance mechanism. The Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests (VGGTs) and Framework for Action for Food Security and Nutrition in Protracted Crises (CFS-FFA) exemplify how the CFS can influence governance. While the impact of the CFS on global governance is not easily assessed, monitoring CFS policy implementation in the future as a CFS work stream should provide the needed evidence base. The Civil Society Mechanism (CSM) has thus provided an essential voice of rights holders in the deliberations of the CFS, but in general, more field level input should be encouraged. Representation in the CSM is currently unsystematically determined, and input from the field is not deliberately sought through regular local/regional consultations.

Evaluation question 3: *To what extent has the programme linked information to decision-making and policy/programme development and implementation? To what extent has the programme contributed to enhanced capacities (enabling environment, institutional and individual levels) for improved food security, nutrition and governance? How has knowledge learning and management approaches used by the programme contributed to this effort?*

ES13 FAO capacity development, a cross-cutting issue, has some emerging good practices/models but lacks a coherent integrated strategy. E-learning has reached many users and is generally well received, and in some cases, as evidenced at AGHRYMET, a systematic capacity plan was developed at the start of IGGHRP investment. Several country level capacity assessments and follow up capacity development plans have also been implemented. The IGGHRP-funded work to build country level capacity to integrate nutrition into CAADP-related plans was successful, but government follow-up in the 48 countries covered was not as systematic as it could have been. Other efforts to strengthen capacities of organizations (e.g. NEPAD, CILSS, IGAD, and country level institutions such as producer organizations) were carried out by the programme. The Integrated Food Security Phase Classification (IPC) has done a good job building capacity and linking information to decision making. However, it is still too early and not yet clear if the work on the IPC Chronic Food Insecurity Classification scale and the nutrition scale will be widely adopted. The IPC Chronic scale is a new tool, launched in 2014, and the IPC Nutrition scale is still in development stage, with its release expected in 2016.³

Evaluation question 4: *How have the global public goods and policy instruments (normative products) such as tools, methods and guidelines been developed? To what extent are these normative products responsive to county needs and context? And to what extent have they been actually used and have had effect on the design and implementation of global, regional and country evidence-based policies? For the products that have been scaled up, are they adequately backstopped by regional offices and HQ?*

³ FAO. 2016. Per email communication with programme staff, 22 April 2016.

- ES14 Many of the normative products developed by IGGHRP in consultation with stakeholders were highly successful investments that led to vigorous field uptake and in some cases were used for policy and programme interventions. Tools highlighted in interviews and have been widely adopted by multiple agencies and scaled up include IPC, the Nutrition-Sensitive Agriculture Investments Checklist, LEGS, and VGGTs. A number of other products have real promise for scaling up, including MDD-W, ADePT and MOSAICC. The Resilience Index Measurement and Analysis (RIMA) approach for measuring resilience also is being tested in multiple countries.
- ES15 Although the programme supported a wide range of tools/products, it could have used more discipline in prioritizing investments that added value to existing public good tools/products and were relevant to the specific focus of the IGGHRP.
- ES16 The IGGHRP work to improve and make available food security indicators at the country level was very effective. Efforts supported by the programme included a review and development of improved methods for collecting consumption data in household budget surveys; revision of the methodology for compilation of the Prevalence of Undernourishment and a new suite of food security indicators; strengthening of countries' capacity to produce and analyse food insecurity indicators using ADePT software.
- ES17 Through the FSIN work, the IGGHRP also was effective in harmonizing price data streams and building consensus on principles and concepts underpinning resilience measurement. However, FSIN represented a missed opportunity to make much greater progress to prioritise, harmonise and peer review Food Security/Nutrition/Resilience (FSNR) measurement tools.

Evaluation question 5: *To what extent has the programme contributed to improved multi-sectoral coordination and technical synergies around the integration of nutrition and social protection in agriculture, food security, and resilience at a global level; and what have been the effects at regional and country level?*

- ES18 Programme coherence was evident at headquarters (HQ) level and less so at the country level. The IGGHRP created novel interactions among HQ SO teams and divisions at the HQ level that can be attributed to the programme. At HQ, the programme strengthened linkages between FAO's normative and operational work and encouraged interdisciplinary work between divisions bringing together different FAO divisions that normally did not work together. However, the work on resilience was not integrated with other programming initiatives such as social protection and sustainable agriculture. This is just now starting to occur. FAO is developing a position paper on the role of social protection in building resilience, the FAO Social Protection Team contributes to FAO's Strategic Programme 5 and the FAO Social Protection Team is generating evidence and providing country level technical assistance on strengthening shock-responsive social protection. Not having country-level programme staff—at least in selected focus countries after the MTE—to facilitate implementation as a programme, affected vertical and horizontal linkages and technical synergies among sectors operating at the country level.⁴ The programme management is very capable but short-staffed, and with no specific country-level focal points in the final years of the programme, it was hard to draw together the multi-faceted aspects of the programme at the country level.

Evaluation question 6: *How well have gender equality, nutrition, good governance and capacity development considerations been mainstreamed and internalized?*

- ES19 ***Gender Mainstreaming:*** The gender mainstreaming agenda of IGGHRP was very effective despite not being funded robustly by the programme. The programme developed creative approaches to gender mainstreaming within FAO. The CoOPEquity initiative was a particularly successful aspect of mainstreaming gender in FAO's work with Producer Organisations.

4 There were country level focal points for the focus countries of the programme for the first 2 years. However, after the MTE, and with the new arrangements at FAO, it was decided to use internal structure for country support (e.g. SO5 country support teams, SO1 country support mechanisms through Africa Regional Initiative). This country-level support was not consistent.

ES20 **Nutrition mainstreaming:** The programme was exemplary in the extent to which nutrition was mainstreamed and internalised within FAO and extended into major international nutrition forums. The IGGHRP enabled FAO to strengthen its position in global, regional and national nutrition-related governance forums. At the regional level, the programme led the integration of nutrition in National Agriculture Sector Investment Plans in the CAADP process in Africa and linking SUN Nutrition Multi-sectoral process to national policies⁵. At the country level, IGGHRP tools are being used to improve the evidence base for nutrition in agriculture, and IGGHR programme tools are widely used (e.g. nutrition sensitive agriculture investments checklist). The programme enabled FAO to participate as a substantive partner in key international forums, such as the ICN2, SUN and REACH, and to ensure implementation of these initiatives in some of its focus countries.

ES21 **Good governance:** The programme has contributed to mainstreaming good governance in terms of types of policies supported and institutional capacity development.

Evaluation question 7: *How has the programme contributed to enhance the visibility and collaboration between the EU and the three RBAs and among the three RBAs in the areas of food security and nutrition? How has such a contribution been in line with EU/RBA Statement of Intent of 2011? How has it evolved and adapted to revised priorities through the programme?*

ES22 This area of work yielded more modest results. At the beginning of the programme, partnership between IGGHRP and EU was affected by EU staff turnover. The IGGHRP made efforts to improve collaboration and establish regular dialogue, and communication has improved over time but is yet insufficient for creating meaningful, ongoing partnership with the EU.

ES23 IGGHRP implemented some activities that improved collaboration among the RBAs, but collaboration would have been better if the RBAs benefited from a more programmatic collaboration, shared funding and joint planning. WFP and IFAD did not participate in the design. Despite this, the RBAs have successfully collaborated on numerous initiatives (more in 2014 than 2013). The main areas of collaboration are CFS (WFP, IFAD and FAO), IPC/FSIN (WFP and FAO), gender and nutrition-sensitive agriculture.

Evaluation question 8: *What are the current and potential links between the IGGHR programme and other EU-FAO partnership programmes, such as the FIRST and INFORMED initiatives?*

ES24 While FIRST and INFORMED grew out of IGGHRP and continued work streams to strengthen country level results, FIRST and INFORMED risk being fragmented as separate programmes and departing from the highly successful IGGHR programme model. The IGGHRP demonstrated the utility of integration for achieving policy results, especially vertical and horizontal linkages across FAO. Only 11 out of 19 countries targeted by INFORMED will overlap with FIRST, separating information from policy decision making. The ET is concerned about the "pendulum swing" that this balancing act involved: while the IGGHR programme may be too HQ-centric, FIRST and INFORMED may be too field-centric. Better balance is needed.

Evaluation question 9: *How has the programme benefited from the Mid-term Evaluation and leveraged the seven recommendations for improved strategic coherence, delivery and efficiency in the second phase of the programme?*

ES25 The IGGHRP management team was meticulous in responding to the MTE and took actions to strengthen programme coherence by de-emphasizing "satellite" projects, building on areas of success and focusing on increasing programme relevance at the regional and country levels. Additional emphasis was placed on contributing to on-going policy processes at global (e.g. CFS), regional (e.g. AGIR/SHARE, CAADP) and country levels, (in particular in focus countries, adding value to on-going Country Programming

5 For example in Ghana the Medium Term Agriculture Sector Investment Plan (METASIP) 2011-2015 was revised in 2013 to integrate nutrition as recommended in the roadmap; The National Nutrition Policy (2013-2017) reflects the expected contribution of the food and agriculture sector <http://faolex.fao.org/docs/pdf/gha145267.pdf>

Frameworks). Since the MTE, the IGGHRP also developed a series of briefs describing the programme's achievements, which were well received by the EU, as well as an inventory of tools, methodologies and guidance, which is published on the FAO-EU partnership website.

Evaluation question 10: *What has been the return on investment in each of the components supported by the project? How has the project leveraged resources internally within FAO and externally?*

ES26 The programme's funding structure was innovative and was the first to use external funds to support the new SO framework. Programme achievements and funding have further catalysed external funding and support. The ET was very impressed at how resources were leveraged to secure additional funding and support from other sources.

Recommendations

ES27 Based on the findings of this evaluation, the ET puts forth the following recommendations:

Recommendation 1 (to FAO and EU): **Any new allocation for a global programme might strike a better balance between targeting governance spaces and pursuing emergent opportunities for food security and nutrition governance change.**

ES28 The FE considers of fundamental importance for FAO and EU to continue global level collaboration on topics related to food security and nutrition under a governance framework. The ET recommends that strategic governance interventions focus on improving smallholders' food and nutrition security. This focus clearly aligns with the EU strategic priorities (i.e. food and nutrition-sensitive agriculture, climate change and agriculture, resilience). Such a strategic focus will enable stronger horizontal linkages between capacity, data, policy and programming. Stronger vertical links can be achieved by having dedicated programme focal points at the country level. A new global programme will be instrumental in linking FAO normative work with operational work and creating space for FIRST and INFORMED to have a better connection between global work and country implementation. The new programme, however, should continue to enable FAO to flexibly pursue emergent opportunities to support the FAO reform process, seize on shifts in external/contextual factors and leverage resources in a catalytic way to achieve greater impacts.

Recommendation 2 (to CFS and EU): **The CFS Civil Society Mechanism effectiveness should be strengthened through more systematic representation and regional-/country-level consultations in support of CFS work streams. CFS/CSM meetings should be held at the regional level every other year. EU should consider funding CFS monitoring and evaluation of implementation.** Metrics should be devised to track governance changes. The next programme should prioritise monitoring and evaluation of CFS policy implementation and other strategies to measure institutional capacity development in areas of programme focus.

Recommendation 3 (to FAO): **FAO should continue to work towards harmonization of resilience measurement approaches.**

ES29 FAO's contribution to resilience measurement should focus on food and nutrition outcomes since this is a comparative advantage of the agency. Resilience measurement should be more effectively linked to programme and policy work carried out by FAO and should be more crosscutting, linking to social protection, nutrition and Disaster Risk Reduction. In terms of developing methods to measure resilience and gathering and analysing data for decisions, data need to be better linked to decision making and the needs of decision makers. FAO should better coordinate activities so that resilience measurement occurs in the same areas where social protection analysis and policy and capacity development are occurring.

Recommendation 4 (to FAO and EU): **Strengthen the partnership between FAO and the EU through a more systematic collaboration strategy to engage EU technical staff across divisions and in the field. Newsletter and blog exchanges and regular meetings will help facilitate this engagement.**

Recommendation 5 (to FAO, WFP and IFAD): **Collaboration among the RBAs (FAO, WFP and IFAD) should be purposeful in areas of comparative advantage and shared interest. Future collaboration could be improved by more directly involving RBAs in consultations planned during the design process of the next global programme, providing discrete resources to each RBA and by integrating the programme with WFP and IFAD existing initiatives.**

Recommendation 6 (to FAO): **The next version of the global programme should continue to support substantive work on nutrition and nutrition-sensitive agriculture and food systems; Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests; resilience; the link between social protection and agriculture; and producer organisations and sustainable crop production intensification.**

Recommendation 7 (to FAO): **More emphasis should be given to capacity development in the next global programme. The types of capacity to be strengthened should be linked to the types of outcomes to be achieved. If FAO strengthens its strategic focus on smallholders and producer groups, capacity development will be more focused on improving outcomes related to smallholder governance.**

Recommendation 8 (to FAO): **The future global programme, FIRST and INFORMED should be jointly managed through a mechanism such as a global facility or appropriate unit within FAO, which will promote greater programming coherence, collaboration and coordination across programmes and SOs.**

Recommendation 9 (to FAO): **As a corollary, the future global programme should continue working with regional organisations on policy processes within the CAADP, SUN and REACH frameworks.**

ES30 Analytical capacity development has been an area of success and should be continued. The next programme should support regional organisations' capacity by ensuring that linkages between HQ, regional and country offices are maintained (i.e. HQ provides a global synthesis and normative product function, regional offices integrates the global synthesis and normative product and country offices ensures implementation at country level) these linkages will foster better learning and feedback loops).

Recommendation 10 (to FAO): **The FSIN should continue to focus on resilience measurement and food security and nutrition indicators as a global leadership flagship effort.**

ES31 The FSIN provides the only regular forum that brings together many agencies and research organisations to harmonise measurement approaches and indicators related to resilience, food security and nutrition measurement within the food security and nutrition community of practice. FSIN should continue to have a strong focus on strengthening country-owned information systems as well.

1. Introduction

1.1 Background and purposes of the evaluation

- 1 The Improved Global Governance for Hunger Reduction Programme (IGGHRP) began with an agreement between the European Union (EU) and the United Nations Food and Agriculture Organisation (FAO) in 2011. With funding from the EU (€31.5 million) and FAO (approximately €17 million), IGGHRP started January 2012 and was expected to end December 2015. A US\$500,000 cost extension to fund CFS related results through September 2016 has been approved.
- 2 This final evaluation (FE) fulfils two main purposes: (1) to ensure accountability towards the Programme Steering Committee and partners and (2) to share lessons learned that can be of interest for future EU/FAO collaboration, FAO Strategic Planning and the diverse actors involved with the current programme.
- 3 The evaluation provides forward-looking recommendations to maximise the strategic relevance of FAO/EU/Rome-Based Agency (RBA) collaboration on food security and nutrition related policies and governance, nutrition and gender mainstreaming and capacity development.
- 4 The main audiences of the evaluation to which the findings and recommendations are presented are the Programme Steering Committee (PSC) and in particular the EU (i.e. Directorate-General for International Cooperation and Development [DEVCO] and Humanitarian Aid and Civil Protection department [ECHO]) and the Rome-based agencies (i.e. International Fund for Agricultural Development [IFAD] and World Food Programme [WFP]), the Programme Executive Committee (in particular SO coordinators/teams), the programme management team, the Committee on World Food Security (CFS) secretariat and FAO Regional and Country Offices (ROs and COs).

1.2 Evaluation scope and objectives

- 5 **Temporal scope:** This final evaluation covers the period of programme implementation, from January 2012 to date. The evaluation was carried out between September 2015 and January 2016⁶.
- 6 **Geographic scope:** The programme has activities at global, regional and country levels, including 50 countries and 12 focus countries, most of which are in Africa. The evaluation team (ET) assessed the programme's global, regional and country dimensions through interviews via Skype and/or direct face-to-face meetings. The final evaluation included field missions to FAO Headquarters in Rome and to Brussels. Case study countries for field missions included Kenya, where activities focused on country support and support to Intergovernmental Authority on Development (IGAD), and Niger, where activities focused on country support and support to the Permanent Interstate Committee for Drought Control in the Sahel (CILSS) and the Global Alliance for Resilience (AGIR).
- 7 **Evaluation objectives:** The MTE and internal monitoring system for the IGGHRP focused substantially on assessing programme process and management structure. The final evaluation instead focuses on the results achieved and the effectiveness, efficiency and sustainability of the effects of the IGGHRP. Process and management are assessed to the extent that they have particular bearing on the outcomes and impact of the programme.
- 8 The final evaluation focuses on three main objectives:
 - To identify the overall contribution of the programme to enhanced, coordinated and informed food security and nutrition governance at global, regional and national levels,

6 The evaluation partially covered 2015 due to a number of ongoing activities

- To identify the added value and catalytic role of the programme; and
- To assess the extent to which measures were taken to respond to the Mid-term Evaluation recommendations.

9 **Evaluation questions:** Evaluation questions were formulated to guide the evaluation analysis and were refined based on information gathered during consultations in Rome. Questionnaires contain topical outlines to be addressed by specific stakeholder groups (Annex 4).

1.3 Methodology of the evaluation

10 **Data collection procedures and instruments:** The ET used mixed-methods to analyse a combination of primary data (i.e. interviews and focus group discussions) and secondary data (e.g. programme documents, meeting minutes, reports) to triangulate findings. The selected data collection methods and interpretation for this evaluation are detailed below.

11 **Literature review:** The ET conducted a structured synthesis of available literature and programme documents, using an evaluation matrix based on the key evaluation questions to organise findings and emerging issues. In total, over 60 documents were included in the structured literature review.

12 **Key informant/expert opinion interviews and focus group discussions (FGDs):** The ET conducted semi-structured individual interviews and focus group discussions, in person and/or via Skype lasting up to 90 minutes with one facilitator and no separate note taker. Topical outlines, based on evaluation questions tailored to the stakeholder group, were used to guide interviews and FGDs. ET members shared findings from all primary data collection and jointly determined findings that were also triangulated with secondary data.

13 **Collaborative Outcome Reporting Technique (CORT)⁷ and Multiple Lines and Levels of Evidence (MLLE)⁸:** The ET, in collaboration with FAO beginning in the scoping/inception phase, gathered and assessed a mix of qualitative and quantitative information from primary and secondary sources described above. The ET collaborated with FAO to formulate the evaluation questions and develop an initial Theory of Change/Theory of Action with potential causal relationships. The ET and stakeholders clarified programme logic and gathered data to fill remaining gaps. The ET identified and documented relevant potential causes and effects, continued gathering primary and secondary data and refined the Theory of Change (TOC)/Theory of Action (TOA) to reflect new data and contributing factors. During data analysis, the ET catalogued and weighed evidence, giving greater weight, for example, to information from key informants and less to information from people less closely associated with or informed about the IGGHR programme. Finally, the ET assessed the weighted evidence, determined whether to accept or reject the hypotheses and reported findings to IGGHRP staff in Rome and the Reference Group (described below) to validate findings.

14 **Reference Group:** A Reference Group comprised of technical and policy experts at country and regional level was established comprised of Margie Buchanan-Smith (external consultant and MTE lead evaluator), Willem Olthof (head of the EU Delegation in Rome), and senior FAO management and representatives from NEPAD, EC-JRC, WFP and SUN. The purpose of the Reference Group was to corroborate the findings and validate contributions by examining evidence in terms of strength, consistency, specificity, temporality and coherence.

15 **Evaluation considerations:** During the inception period, after reviewing programme documents and preliminary stakeholder interviews in Rome, the ET identified the following key issues to address in the FE:

7 Roberts J and Roberts M. N.d. Collaborative Outcomes Reporting. Better Evaluation brief. Available at <http://www.clearhorizon.com.au/wp-content/uploads/COR.pdf> Accessed 9/15/15.

8 Norris R, Nichols S, Ransom G, Liston P, Barlow A, and J Mugodo. 2008. Causal Criteria Methods Manual: Methods for applying the multiple lines and levels of evidence (MLLE) approach for addressing questions of causality. eWater Cooperative Research Centre and Institute for Applied Ecology School of Resource Environment and Heritage Science, University of Canberra.

- 16 **Measurement of results—improved governance:** One of the challenges of this evaluation was determining how to measure improved governance. The ET understands that the FAO corporate framework results reporting captures some information on this outcome; however, a number of concerns (e.g. OO level measures, frequency of measurement) may make the use of the corporate results reporting system of limited value for measuring improved governance. Improved governance can include both (1) quantitative aspects (e.g. number of countries adopting programme related policies or utilizing information generated by programme-supported tools) and (2) qualitative information related to food security, nutrition and resilience (FSNR) that has been incorporated into policy/programme documents (e.g. National Agriculture Investment Plans incorporating nutrition). At the country level, results metrics included appreciative inquiry of key stakeholders. The ET especially measured results among focus countries, where resources invested should have been sufficient to clearly identify governance changes and map these to programme outputs/activities.
- 17 **Tracing the role of the IGGHRP as a catalyst to governance change:** While the ET recognises that attribution is not possible, the ability to trace causal links from activities to outputs that are congruent with observed outcomes seems to be a reasonable expectation, if not for all activities, then for at least a sample of key areas where investments have been substantial (e.g. resilience). This effort focused on answering the first objective of the FE.
- 18 **Breadth and focus of technical activities:** The programme, while in theory focused on key thematic areas (i.e. resilience, gender, integration of nutrition and social protection with agriculture) was apparently supported by a wide range of inputs as listed in the programme mapping tool (e.g. agriculture and food security risk management guidelines, land tenure, responsible investment in agriculture, climate modelling). The ET assessed (1) whether the scope of thematic work is too broad, (2) the extent of added value or additionality and (3) whether such issues have affected efficiency and effectiveness of resource use. This effort focused on answering the second objective of the FE.
- 19 A related issue is the **vertical and horizontal linkages** between global, regional and country levels on one hand and outputs on the other. Vertical linkages are those within different levels of a value chain or programme (e.g., country office linkages to regional and headquarter offices), whereas horizontal linkages are those found across similar levels (e.g., among projects/initiatives within country offices, across FAO divisions). For example, in considering addressing food security/nutrition in protracted crises, the ET examined whether the work sufficiently linked across agencies at the global, regional and national levels (i.e., vertical linkages) and to the resilience-related output teams (i.e., horizontal linkages). The ET also assessed whether guidelines for action and capacity development were linked so that regional and country-level change in governance related to food security/nutrition in protracted crises could occur. This effort focused on answering evaluation objective 2.
- 20 **Stakeholder analysis:** IGGHRP stakeholders include a large group of decision makers involved in food security such as policy makers at international, national, and local levels, donors and international technical support agencies, international non-governmental organisations (INGOs) and civil society, private sector and food producer groups. Stakeholders, including IGGHRP and its partners, were interviewed with a particular focus on assessing the relevance, process and efficiency of the IGGHR programme approach at multiple levels (i.e. global, regional, country).
- 21 The ET interviewed more than 150 stakeholders as jointly identified by FAO and the ET. Semi-structured interviews and follow-up interviews were used to identify most significant impacts of the programme, to triangulate findings based upon document review, and to explore key issues identified during the inception phase.
- 22 The ET conducted in-person interviews with priority stakeholders in Rome, Brussels, and in case study countries, Kenya and Niger. In-person and distance interviews via Skype included all FAO programme focal points, resource persons supporting mainstreaming of cross-cutting issues, FAO programme management, focal points and other key stakeholders in IFAD, WFP, EU; the Programme Steering Committee; CFS; members of the High Level Panel of Experts (HLPE); regional organisation staff (e.g. NEPAD-CAADP, CILSS, IGAD, COMESA,

SICA and Association of Southeast Asian Nations [ASEAN]), and national stakeholders (see Annex 5).

- 23 **Major limitations:** The primary constraint is the IGGHRP's broad strategic and geographic scope, which was difficult to assess in the short timeframe and with the resources available to the ET. Other constraints include stakeholders' limited knowledge and awareness of the programme, as reported in the MTE⁹ and which was found to be a persistent constraint. Moreover, the IGGHR programme is just finishing its fourth year, and some projects are still underway. Especially policy and governance interventions most frequently require longer timeframes to achieve results. Projects may have longer-term impacts, which cannot yet be measured, while others may have multiple contributing funding streams and partners, making attribution difficult. The evaluation timeline was relatively short for reviewing and synthesizing a large amount of information. Further limitations and mitigation strategies employed by the ET are outlined in Table 1.

Table 1: Limitations and mitigation strategies

| Limitation | Description | Mitigation strategy |
|--------------------------------------|---|---|
| Institutional Knowledge | Turnover may affect the level of institutional knowledge among internal and external stakeholders | The ET used a structured approach to stakeholder listing and analysis in close consultation with the FAO, to identify the most appropriate key informants. |
| Dynamic and complex unit of analysis | Global scope of the programme. Changes in processes, operations and policies pose structural or content limitations | The ET conducted the literature review in an organised manner to understand the changes in the logframe and highlight these in the Theory of Change for specific assessment. |
| Aggregation of evaluation findings | The changing political environment and capacity constraints at various levels may affect how IGGHRP performance can be aggregated at national, regional, and global levels. | This FE focused on the evaluation matrix to understand external factors that affect IGGHRP outcomes. These factors are organised in the Theory of Change to allow a structured assessment of their combined impact. |
| Maturity of IGGHRP activities | IGGHRP is just finishing its four-year programme. Some projects may still be underway. Projects may have longer-term impacts that cannot yet be measured. | The ET has assessed what can be realistically achieved in the four-year timeframe, given the dynamic environment, changing contexts from operationalization to the evolution of the programme. |

9 FAO. 2014. *Mid-Term Evaluation of the Improved Global Governance for Hunger Reduction Programme, GCP/INT/130/EC*, by Buchanan-Smith, M. and N. Nicholson. Final Report. Rome.

2. Programme context and evolution

- 24 During the past decade, food security and nutrition are more prominent as concerns in both the international public and private sectors. Donors, including the Bill and Melinda Gates Foundation, USAID, DFID and the EU have dramatically increased resources available for programmes to address food security, nutrition (FSN) and resilience. The Mid-Term Evaluation (MTE) did an excellent job of summarizing the dramatically shifting context in which the IGGHRP is situated.¹⁰ Therefore, the focus in this evaluation is on the recent shifts in programme context that affect the results of the programme.
- 25 Most notable among the context evolution was the ascent of “resilience” in the interest of donors. USAID, EU, DFID and then their host of implementing agencies began to focus on resilience measurement and resilience programming as a high funding, technical and programmatic priority. This affected the political climate of the programme, which also embraced resilience as one of its centrepiece areas of concern. The drive to define, measure and improve resilience remains a priority pre-occupation of the food security/nutrition community. This situation created a highly competitive and often complex political environment for the programme as donors and implementing agencies were competing for dominance/recognition in this sphere.
- 26 Similarly, renewed interest and rise of global efforts to combat malnutrition provided an opportunity for FAO to recapture its leadership as a significant influencer of the nutrition agenda. SUN, REACH and ICN2 are major global multi-stakeholder platforms that have recently emerged together with numerous donor programs. An area of particular interest and comparative advantage for FAO is nutrition sensitive programming, especially the link between nutrition and agriculture. This provided an important opening for FAO to resurrect its status in international nutrition.
- 27 The expansion of social protection programmes since the 1990s has also been a key contextual factor. Between 1990 and 2015, social protection programmes have grown exponentially¹¹. FAO and WFP have played important roles in designing and implementing efficient and effective safety net programmes and social protection systems in the countries with a focus on food security and nutrition. The evidence gathered by FAO suggests that increasing spending for strengthened social protection programmes can be a highly cost-effective way to promote rural poverty reduction and improved food security and nutrition, and, hence, to achieve development goals.¹²
- 28 Another contextual factor was the continued support of key donors to the CFS as a promising mechanism for global governance. For different reasons, USAID and EU engaged substantively to develop the CFS agenda and focus on issues affecting the most food insecure in the World.
- 29 **The Programme Evolutions: From initial design to strategic reorientations:** The programme started with a six-month inception period between January 2012 and June 2012. Concerned about the breadth of the programme and how this may dilute its strategic focus, the Programme Steering Committee meeting in March 2013, 15 months after the starting date of the programme, identified five priority themes of emphasis: (1) CFS and some of its main work streams; (2) Implementation of guidelines to improve tenure governance; (3) Resilience related initiatives (programming and measurement) with a particular focus on the Sahel; (4) Stepping up nutrition mainstreaming; and (5) the CAADP Process.
- 30 Between September 2013 and January 2014, an MTE was conducted by two external evaluators. The MTE focused on management structure and processes, but it also concluded

10 FAO. 2014. *Mid-Term Evaluation of the Improved Global Governance for Hunger Reduction Programme, GCP/INT/130/EC*, by Buchanan-Smith, M. and N. Nicholson. Final Report. Rome.

11 SOFI Report 2015.

12 H. Alderman and M. Mustafa. 2013. Social protection and nutrition. Note prepared for the Technical Preparatory Meeting for the International Conference on Nutrition (ICN2), Rome, 13–15 November 2013. Rome, FAO and World Health Organization

that the programme should increase its programmatic focus and proposed areas of emphasis/de-emphasis which were applied. The programme coordination team embraced the MTE as a serious learning opportunity, and sought to improve the programme's results orientation through a workshop in 2014 and various senior management dialogues. The programme coordination team prepared a technical note on MTE recommendations and programme reorientation for 2014–2015, which was agreed upon during the March 2014 Steering Committee meeting. This revision created more space for emerging priority issues (e.g. social protection) and led to the reduction in the number of programme outputs. However, it never clearly isolated the governance space that the programme should prioritize.

- 31 **Geographic focus:** The IGGHR programme is global in nature, but it envisioned connectedness to regional and country level change. Through the CFS support, the IGGHRP supported important global policy instruments. At the same time, it envisioned and supported implementation of these at the regional and country level to a limited degree. The programme also targeted key normative tools and methods that could support implementation of governance intentions. Through its tools and delivery mechanisms, the IGGHRP also supports regional platforms and more than 50 countries out of which a number of focus countries have been selected in the Horn of Africa (Ethiopia, Kenya, Somalia, South Sudan, and Uganda), the Sahel (Burkina Faso, Mali, Mauritania, Niger, Senegal) plus Malawi and Tanzania (underlined countries were added after the Mid-term Evaluation).

3. Theory of change/Theory of action

- 32 Development of the IGGHRP theory of change model was challenging from a number of perspectives. First, programmes as opposed to projects often are broad in scope, serving as flexible instruments for organisations to tackle important drivers of food security and nutrition using the organisation's wide array of resources. The IGGHRP initially was intended to provide flexibility, though the logical framework (logframe) provided more than 100 specific indicators to track including process indicators (which could be considered as "milestones") and 13 outcome-level indicators from FAO SF (output level of the FAO SF). The logframe was revised in 2013 by an external specialist in consultation with all programme stakeholder groups, concluding with a final list of 85 indicators. This large number of measures often made it difficult to uncover the programme logic behind the IGGHRP. Another issue was that "governance" was never operationally defined, making it difficult to determine when this impact level outcome was actually achieved. After interviewing several stakeholders, the ET defined global governance as "...a constellation of entities working together on a common understanding of Food and Nutrition security issues and tackling these issues through consensus."
- 33 The ET developed the ToC/A based upon review of programme documents. The ET synthesised IGGHRP progress reports, logframe and the MTE results and management response. The ET adopted the definition used by FAO for impact, outcomes, and outputs as per the FAO corporate strategic framework. The ET also attempted to build upon the extensive reflection work that the IGGHRP strategic management team has done (e.g. programme inception phase, MTE and response). The ET therefore developed a ToC that is closely aligned with the conceptual development and evolution of IGGHRP management learning.
- 34 Figure 1 provides a summary programme logic framework. Goal level results of this programme are sustainable attainment of food security and nutrition. Impact level measures track improvement in food security, nutrition and resilience. The IGGHR programme contributes to this goal specifically by tackling governance constraints to attain this goal. A key assumption is that the IGGHR programme is tackling/targeting specific governance problems that will make a difference. Though this FE is not focused on goal-level impact but rather on governance changes, part of the ET mission was to assess the "so what?" question linking governance to likely impacts. Governance changes must be logically linked to probable improvements in sustainable food security/nutrition. One of the evaluation charges was to assess the extent to which the programme was sufficiently focused to plausibly have impacts. This evaluation also attempts to trace the causal change that connects programme support to governance changes at the global, regional and national/subnational levels, the key outcomes of this programme.
- 35 The programme intends to improve global governance mechanisms primarily through improving (1) the effectiveness of the CFS, and (2) the Food Security Information Network (FSIN) community of practice. Other efforts targeted improvement of analytical and backstopping capacity of regional institutions such as ASEAN, CILSS, NEPAD and IGAD. These included work in the area of e-learning (e.g. AGRHYMET, COMESA, CILSS, ECOWAS), integrating nutrition in to agriculture (CAADP/NEPAD; ASEAN) and resilience analysis/IPC (i.e. IGAD and CILSS). Finally, governance improvements also targeted national and subnational policies, programmes and institutional capacity. National level programme activities were variable across the focus countries of the programme, but they typically emphasised strengthening information around food-based nutritional indicators (e.g. women's dietary diversity indicator), resilience measurement (e.g. RIMA), IPC, strengthening policy mapping and analysis, applying the VGGTs, integrating agriculture in to social protection strategies, improving capacities on nutrition-sensitive agriculture and strengthening producer organisations, farmer field schools and their networks (including improving gender equity).
- 36 The programme work streams focused on a number of governance thematic areas: (1) resilience, sustainable agricultural production, agriculture and social protection, nutrition sensitive agriculture, gender equity, food safety; (2) initiatives and products: RIMA, IPC, Minimum Dietary Diversity – Women (MDD-W), ADePT, MOSAIC, distance learning, the nutrition-sensitive agriculture investments checklist, gender equity manuals and LEGS.

- 37 Connections among the outcomes that result in impact level changes include the relevance of governance efforts to food insecurity and malnutrition problems; the linkages between workstreams; the capacity/credibility of FAO to lead governance initiatives and the capacity of FAO to leverage resources in support of its governance agenda. These all are assumptions that the ET assessed.
- 38 While a more complete Theory of Action schematic illustrates the programme’s breadth of work (Annex 7), Figure 2 summarises the essence of the ToA. The programme is built upon a three -pronged strategy:
 - a. Integration of the programme in to FAO’s strategic framework by strengthening linkages between FAO’s normative and operational work in support of governance capacity development.
 - b. Focus on thematic and geographic areas.
 - c. Leverage programme funding to strategically advance governance changes that will contribute to sustainable reduction in hunger, food insecurity and malnutrition.
- 39 The programme theory posited that integration into the evolving corporate strategic framework would allow the programme to effectively link agency wide resources horizontally and vertically in support of programme priority areas.
- 40 The second prong of the programme theory was to focus on some thematic, institutional and geographic areas deemed to be critical to strategic governance change (that is, governance changes likely to sustainably improve food security and nutrition). Thematic areas were targeted based upon opportunity (resilience, nutrition) or barriers (absence of credible global governance mechanisms; lack of harmonization of indicators).
- 41 The third prong of programme theory was the need to leverage funding in order to achieve high impact results. Though the programme funding was substantial, it was insufficient in relation to the hoped for impacts in sustainable food security and nutrition.

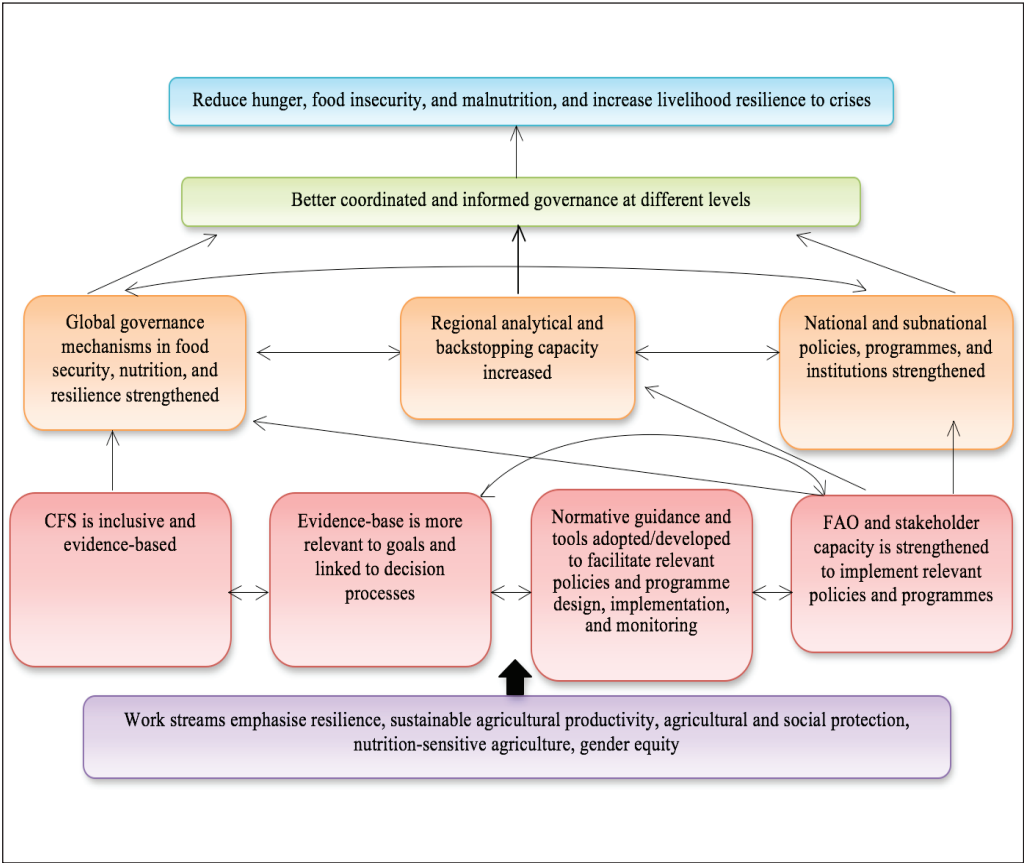


Figure 1: IGGHRP Theory of Change

- 42 The programme leveraged funding in four ways:
- Developing/piloting new approaches. Here the programme was able to innovate and demonstrate proof of concept for promising ideas such as combining two longstanding community-based approaches (Farmer Field Schools and Community Listeners' Clubs) to "improve farmers' livelihood and decision-making capacity through social learning on sustainable production, marketing, crop-diversification for nutrition, gender-awareness and improved income generation and product commercialization through Producer Organizations."¹³
 - Providing bridge funding or gap funding for strategically important initiatives such as CFS, IPC, CAADP Nutrition, VGs Initiative 3N (Niger).
 - Providing scale up funding for approaches that already demonstrated proof of concept (e.g. integrating nutrition in agriculture, Adept; LEGS; IPC)
 - Leveraging additional funding/resources within and outside FAO. The programme funding was used to leverage additional funding within and outside FAO in support of governance improvements.
- 43 Leveraging resources assumes that these resources can be effectively coordinated with the programme to achieve tangible results in targeted governance areas.

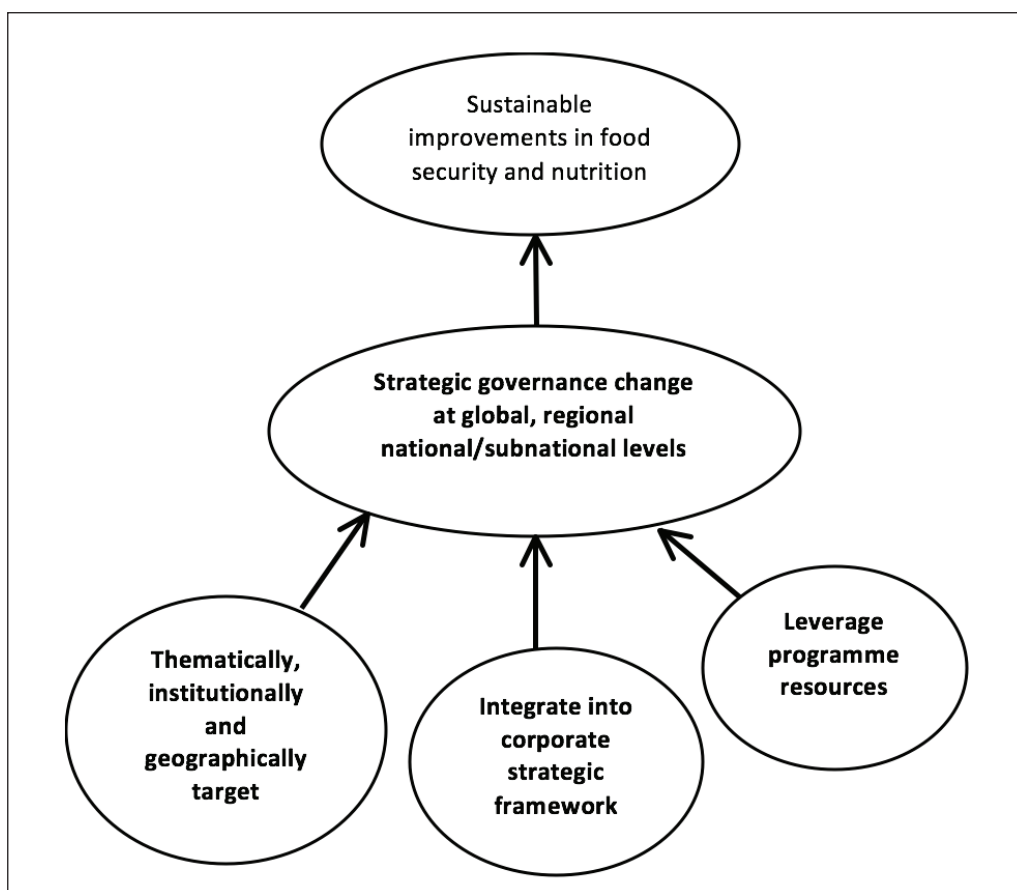


Figure 2: Abbreviated IGGHRP Theory of Action

Assumptions: integration will not lead to fragmentation; themes are sufficiently focused and can be changed by an FAO-led effort; leveraged funding can be effectively coordinated.

13 FAO. 2015. IGGHR Programme Lessons Learned. Programme document.

4. Evaluation findings

44 The main findings of the evaluation are presented below, grouped by evaluation question.

To what extent have the programme structure/design and management arrangements leveraged effective collaboration within FAO and the programme partners; and how efficient has it been to work through a unique instrument bringing together a range of different components and activities? How has the programme contributed to the shaping and implementation of the FAO strategic framework?

45 Programmes and projects are built on assumptions about how and why they are supposed to achieve the agreed results through the selected strategy. This section analyses the design that underpins the programme. It focuses on the adequacy of the design and methodology of implementation to achieve intended results; the appropriateness of both institutional set-up and management arrangements; structural issues both inside and outside of the programme that influenced the results; and conceptual issues that influenced implementation.

46 **Programme model:** IGGHRP's programme model was an excellent fit with the intent of the programme, with built-in flexibility for adaptive management. The programme encouraged cross-sectoral work, including among people and units that had not previously collaborated on food security, nutrition and agriculture issues. Initially the programme was spread too thinly across the 11 SOs of FAO's earlier strategic framework, but was able to consolidate work streams with the new SO restructuring (in particular SO1, SO5 and SO3). The programme encouraged collaboration among 12 FAO divisions. In addition to providing support to the FAO reform process, the IGGHR programme helped strengthen global, regional, and country linkages and encouraged the use of common indicators to track SO accomplishments. Other parts of the agency are building on this work.

47 Flexible programme resources enabled IGGHRP to pilot innovative approaches (e.g. Minimum Dietary Diversity-Women Indicator, the Nutrition-Sensitive Agriculture Investments Checklist, CoOPEquity, Food Safety policy work, the precursor to the GEF project), provide bridge funding at strategic moments in potentially high impact initiatives when other funding was delayed (e.g. IPC, VGGTs) or uncertain (e.g. CFS), provide funding for scaling up high impact initiatives (e.g. LEGS, IPC, E-learning, ADePT), and provide investment to leverage other resources internally or external to FAO (e.g. Investment Centre, CFS, VGGTs, POs, and e-learning). Because of adaptive management, the design was able to evolve over time as new opportunities presented themselves. FAO's work on strengthening coherence between agriculture and social protection is a good example of how the IGGHRP provided "seed" funding that helped give greater prominence to this area of work in FAO (i.e. Strategic Programme 3, SOFA 2015) and leverage internal resources for this effort.

48 Unfortunately, the programme did not have a Theory of Change from the beginning or even after the mid-term evaluation. Such a Theory of Change could have brought more coherence to resource allocation and helped amplify its governance impacts.

4.1 Impact of programme structure/design and management arrangements on ability to leverage effective collaboration within FAO and the programme partners.

49 The programme's flexibility and adaptive management allowed IGGHRP to seize upon a number of strategic opportunities that emerged both within and outside of FAO. Within FAO, the programme was able to strategically align itself in 2013 to the organisational changes brought about by the restructuring of FAO's Strategic Objectives. The adaptive management approach also enabled IGGHRP to seize upon an external, strategic opportunity - to engage in resilience measurement in 2012-2013. Following the 2011-2012 droughts in the Horn of Africa and West Africa, numerous donors (including the EU) were adopting the resilience concept to guide their programming approach to replace humanitarian assistance. Although FAO had been developing a resilience measurement approach prior to this, it was able to place more emphasis on resilience in this programme. In addition, IGGHRP was able to respond to

regional and country demand from East and West Africa (IGAD and CILSS, respectively) for resilience measurement support.

- 50 IGGHRP was also able to take advantage of an evaluation carried out on its nutrition programming and follow up strategy (2011-2012) to revamp its focus on nutrition in agriculture. The IGGHRP investments in nutrition were responsible for FAO's recognition as the lead international agency for integrating nutrition in to agricultural investment. The IGGHRP was able to produce tangible governance improvements in nutrition sensitive agriculture. The IGGHRP's efforts in normative tool development (women's dietary diversity, ADePT, nutrition checklist), nutrition sensitive policy mapping, integration of nutrition in to the work agenda of CFS and its support on the ground to nutrition progressive countries such as Niger as well as regional initiatives such as CAADP were impressive achievements.
- 51 **Structural issues that constrained the programme:** Structural issues within the programme, inside FAO and outside FAO constrained the potential effectiveness of the programme. Inside the programme, a separation of the interlinked purposes diminished horizontal linkages among the four strategic objectives. Not having a strategic focus on a target governance space (e.g. smallholder farmers and producer organisations) or a theory of change made it difficult to maintain horizontal linkages across the outcomes (e.g., social protection linked to resilience programming). Because FAO was in the early stages of its strategic re-organization, the corporate environment was not yet matured to fully support such a cross-organizational effort (indeed the IGGHRP helped facilitate some of the needed corporate changes). Finally, inter and intra-donor factors represented constraints. The competitive relationship between development and humanitarian elements as well as high staff turnover in DEVCO impeded the initial progress of the programme.
- 52 Opportunities were also missed with linking the resilience measurement efforts with other programming initiatives and research activities (sustainable agriculture, social protection research) and only addressed during the final phase of the programme.¹⁴ Some components of the programme were semi-autonomous (e.g. IPC, CFS), which also limited synergies and integration.
- 53 Because IGGHR was a global programme, it was envisaged by FAO and the EU that most of the critical work should be done in Headquarters. This manifests itself toward a normative guidance/public good orientation that has been FAO's hallmark for decades. In addition, there was real pressure on the resources of the programme being divided up by the various divisions as it had been in the past. It was a struggle for the management of this programme to maintain its coherence and investments of resources in initiatives (country, regional or global) leading to country level results. However, the IGGHR worked actively and was in some cases able to change this modality of work to more effectively engage regional partners and country stakeholders in the development of normative products. The elaboration of CoOPEquity guidelines, food safety tools and IPC protocols involved significant stakeholder engagement. The guidance material on strengthening coherence between agriculture and social protection could be included as another example of a normative product developed in consultation with stakeholders. This included 7 country case studies and partnerships with the African Union, NEPAD, African Platform for Social Protection, Africa Institute for Health and Development, WFP, UNICEF and World Bank.
- 54 Although the programme was initially designed to be global, the decision to include country level implementation came later in the programme. IGGHRP HQ staff tended to work directly with country offices or regional organisations, rather than through sub-regional offices due to IGGHRP's nascent regional presence.
- 55 **Resource flows/adequacy:** The programme was conceived as a global, headquarters-based programme, and the budget was thus largely allocated to HQ. There was limited resource allocation for regional work. This decision seemed reasonable to the ET in light of the fact that the mandate of the regional offices was not clear given the uncertain process of decentralization. In an effort to move away from HQ heavy budgeting, the two new

¹⁴ FAO is developing a position paper on the role of social protection in building resilience, the FAO Social Protection Team contributes to FAO's Strategic Programme 5 and the FAO Social Protection Team is generating evidence and providing country level technical assistance on strengthening shock-responsive social protection.

follow-up projects funded by the EU (FIRST and INFORMED) are very much field based. One concern that the ET has with this pendulum swing is that the new programmes risk being fragmented, going against the valued added of the programme approach, which stresses synergy and integration.

- 56 The budget presented in Table 2 shows that most funding went to Outcomes 2 and 3 (about US\$24 million and US\$21 million, respectively) (see Table 2 for a more detailed table in Annex 8).¹⁵

Table 2: IGGHRP budget

| | EU contribution (US\$) | FAO contribution (US\$) | EU-FAO combined contribution (US\$) |
|--|-------------------------------|--------------------------------|--|
| Monitoring and evaluation | 2,099,692 | 259,947 | 2,358,639 |
| Outcome 1: Strengthen CFS functioning in accordance with renewed mandate | 3,819,037 | 3,407,243 | 7,226,280 |
| Outcome 2: Improve methods, capacities and coordination for better information on food security and nutrition for decision-making | 13,377,823 | 10,590,316 | 23,968,139 |
| Outcome 3: Improve guidance, capacities and coordination for food security and nutrition policy and programme design and implementation | 12,372,601 | 9,010,569 | 21,383,170 |
| Outcome 4: Strengthen the uptake of knowledge by individuals and organisations in the food security and nutrition domain | 6,779,109 | 1,232,647 | 8,011,756 |
| Grand total | 38,448,262 | 24,500,721 | 62,948,984 |

- 57 Management structure: Interviews indicate that most of the programme oversight occurred within core management team, which was quite effective. It was important that the management team had latitude to make decisions. By design, institutional arrangements were more streamlined. However, the core management team was understaffed and needed more dedicated staff focused on gender, M&E and knowledge management. Two gender specialists from ESP (ESW) helped mainstream gender across programme outputs; more could have been done. The core team did not have the staff or the resources to follow up on key initiatives in the field; especially to trace investments from programme activities through to governance outcomes. While the IGGHRP staff made herculean efforts to track investments to the policy formulation phase, resources were not sufficient to systematically follow these investments to actual changes in governance or policy implementation as evidenced in the CAADP work.

4.2 Programme contribution to the shaping and implementation of the FAO strategic framework

- 58 The IGGHRP was one of the first programmes to align its efforts to the new FAO strategic framework around the five new SOs and contributed to the thinking process of SO1, SO3 and SO5. For example, through the innovative work funded by the IGGHRP on strengthening coherence between agriculture and social protection, the IGGHRP heavily influenced FAO's Strategic Framework, in particular Outcome 3 of SO3. In fact, Outcome 3 of SO3 mirrors the work initiated with IGGHR support. The programme was also able to link methodological knowledge, tools and good practices to regional and national processes to promote improved policies and programmes with a feedback loop for cross-fertilization between global, regional and country levels.

15 FAO. 2015. *IGGHRP Financial Overview. Programme document.*

To what extent has the programme contributed to improved global governance through strengthening the CFS in accordance with its renewed mandate (Civil Society Mechanism; Evidence-based policy advice through the High Level Panel of Experts; Inclusion of regional perspectives in CFS work streams)? How did the programme strengthen governance at the regional and country level? How did the programme strengthen governance within FAO and in the Rome-based agencies (RBAs)?

4.3 Programme contribution to improved global governance through strengthening the CFS

- 59 The IGGHR programme was instrumental in renewing the CFS as a credible, influential multi-stakeholder global governance mechanism. EU support to the CSM and HLPE was strategic. A majority of survey respondents (about 60%) thought CFS products¹⁶ could be helpful for policy development in their region.¹⁷ The highest percentage of respondents thought that VGGTs could be helpful (35%). However, fewer (only about 30%) reported that CFS products had actually been influential in their country, organisation or area of activity, and about half were unfamiliar with CFS policy guidance instruments and CFS work in general, which indicates lack of communication/outreach about CFS and its outputs. It would be good to explore ways of increasing awareness of CFS products and recommendations at the country-level when designing the next programme.
- 60 The impact of the CFS on global governance more generally, is not easily ascertainable. The 2015 survey report recommends further analysis of CFS capacity to promote vertical and horizontal policy links. Monitoring of implementation of CFS policies has been prioritised as a CFS work stream, which, if funded, should provide an evidence base.
- 61 The VGGT and the Framework for Action for Food Security and Nutrition in Protracted Crises (CFS-FFA) work exemplifies how CFS can influence governance. Development of the VGGT guidelines, which are highly demanded and supported by donors, began prior to IGGHRP, but IGGHRP has supported the dissemination of the VGGTs. Financing of land tenure reform has been raised from the Department for International Development (DFID) and USAID based upon the generation of the guidelines. There is evidence that countries are utilizing the guidelines for land tenure reform. There is a good linkage between policy and capacity building work streams in the programme around land tenure. CFS-FFA is an example of work that began during IGGHRP (see Box 1).

Box 1: Framework for action for food security and nutrition in protracted crises (CFS-FFA)

The Framework for Action for Food Security and Nutrition in Protracted Crises (CFS-FFA) was a major work stream of CFS, which articulates global direction around FSN in protracted crises and provides a platform for on-the-ground collaboration.^a Work toward CFS-FFA began in 2012 and IFAD, WFP and FAO were all involved in putting it together. The CFS-FFA was written by a CFS working group with support from a Technical Support Team and the CFS Secretariat. CFS-FFA was informed by the High-level Expert Forum on Food Insecurity in Protracted Crises (HLEF) outcomes in 2012, and the development process comprised a two-year inclusive process with multiple electronic discussions and consultations with governments, UN agencies, civil society and non-governmental organisations, research institutions, private sector, donors, and financial institutions. Two rounds of formal negotiations led to CFS-FFA approval in October 2015.

Protracted crisis is a cross-cutting organisational issue. The CFS-FFA shapes FAO's SO5 thinking, has been embedded in the work planning for 2016-17 biennium, and has increased FAO interest in early warning and action and in links between FSN and stability/peace (principle 9).^b

Sources:

^aCFS. 2015. Framework for Action for Food Security and Nutrition in Protracted Crises (CFS-FFA), endnotes.

^bFAO. 2016. Email communication with programme staff, 22 April 2016.

16 Products listed in the survey: Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VG GT); Global Strategic Framework for Food Security and Nutrition (GSF), Principles for Responsible Investment in Agriculture and Food Systems (RAI); High Level Panel of Experts (HLPE) reports; and CFS Policy Recommendations

17 CFS. 2015. *Towards a Framework for Monitoring CFS Decisions and Recommendations: Report on the Findings of the CFS Effectiveness Survey.*

Evidence-based policy advice through the high level panel of experts: The HLPE provided scientific credibility and set a common scientific understanding underpinning policy issues for all stakeholders. HLPE also helps ensure coherence and relevance of the CFS agenda. The HLPE produced nine reports until 2015 (7 of which during the period of the IGGHRP programme) and a Note on Critical and Emerging Issues in 2014, on topics related to food security such as climate change, biofuels, investing in smallholder agriculture, food losses and waste, etc.¹⁸ The HLPE Secretariat attributes HLPE reports and recommendations included therein with having increasingly formed the foundation for final CFS recommendations and having helped the CFS make (informed) progress in discussing difficult issues.¹⁹ Most CFS-survey respondents (53%) who were familiar with the HLPE agreed that HLPE reports are effectively used to inform CFS dialogue and decision-making.²⁰ HLPE papers are widely read outside CFS such as in academia and UN agencies, as evidenced by citations to HLPE reports.²¹ Moreover, HLPE papers have influenced United Nations Framework Convention on Climate Change (UNFCCC) negotiations regarding climate change and food security and have encouraged other organisations (e.g. FAO, International Labour Organisation, Deutsche Gesellschaft für Internationale Zusammenarbeit [GIZ]) to consider integration of social protection and food security planning. HLPE reliance on voluntary efforts threatens sustainability and broad-based participation.

4.4. Inclusion of regional perspectives in CFS work streams

62 The majority (57%²²) of respondents to a 2015 survey of CSF effectiveness thought that CFS is addressing FSN priorities at global, regional and national levels.²³ Almost a quarter of respondents (22%) indicated that their group was not well represented, the most common reasons for which were, first, that their institution was not aware [of CFS] (36 respondents), and second, their institution lacks financial resources (33 respondents). However, respondents affiliated with country governments and the UN System rated CFS inclusiveness and participation higher overall than respondents from civil society and private sector. People who had attended CFS rated inclusiveness more positively than those who had not.

63 Participation of civil society organizations (CSOs) around the world is encouraged through the Civil Society Mechanism (CSM), which supports activities such as information sharing among CSOs and participation at regional and global events (e.g., FAO regional conferences, CFS Plenary Sessions, Open Ended Working Groups)²⁴. Since 2010, the CSM has held annual civil society forums in Rome during which about 100-150 civil society representatives finalised their CSM and working group policy positions before the CSF plenary session.²⁵ In 2012, the East African Regional Group organised a consultative workshop in 2012 to identify key regional priorities and develop a work plan and sub-regional budget prior to the 39th CFS session. Evidence of other similar regional and sub-regional meetings is lacking.²⁶ The CSM has thus provided an essential voice of rights holders in the deliberations of the CFS, but in general, more field level input should be encouraged. Representation in CSM is currently unsystematically determined, and input from the field is not deliberately sought through regular local/regional consultations.

4.5 Programme contribution to strengthened governance at the regional and country levels

64 The IGGHRP had, as expected, uneven influence on regional- and country-level governance change. Governance changes varied by geography and theme. Themes with definable governance change impact included sustainable agriculture, nutrition-

18 FAO. 2015. *Mapping Tools, Dec. 2015*. Programme document.

19 CFS. 2015. *Document 2: Preliminary note to the Trust Fund Oversight Committee on HLPE impacts*. Second meeting of the Oversight Committee, 27 February 2015.

20 CFS. 2015. *Towards a Framework for Monitoring CFS Decisions and Recommendations: Report on the Findings of the CFS Effectiveness Survey*. CFS 2015/42/10.

21 CFS. 2015. *Document 2: Preliminary note to the Trust Fund Oversight Committee on HLPE impacts*. Second meeting of the Oversight Committee, 27 February 2015.

22 Percentages reported here exclude "I don't know" responses.

23 CFS. 2015. *Towards a Framework for Monitoring CFS Decisions and Recommendations: Report on the Findings of the CFS Effectiveness Survey*. 42nd Session. Rome, Italy, 12-15 October 2015. CFS 2015/42/10.

24 CSM. N.d. *What is the CSM?* http://www.csm4cfs.org/about_us-2/what_is_the_csm-1 Accessed Feb. 2016.

25 CSM. 2015. *Annual CSM Forum*. http://www.csm4cfs.org/resources-7/annual_csm_forum-17/ Accessed Dec. 2015.

26 FAO. 2015. *Mapping Tools, Dec. 2015*. Programme document.

sensitive agriculture, and capacity development of POs were particularly noteworthy. In the case of nutrition sensitive agriculture, IGGHRP was instrumental in influencing the NEPAD/CAADP process (Box 3), though evidence of changes in investment in nutrition sensitive agriculture at the country level was less consistent.

- 65 Where the IGGHRP strategically targeted countries for more holistic support such as Kenya (see Box 2) and Niger, the governance impact was highly visible.

Box 2: Highlights from activities in Kenya

IGGHRP resources provided technical support, including short term technical assistance from Rome and the regional office in Nairobi for workshops and technical assistance missions; long term consultants in the areas of nutrition and policy; and travel for regional/country government to participate in study tours/training. Key activities included support of:

- IPC analysis, which was conducted regularly in Kenya in connection with the annual Short Rains Assessment in Jan./Feb. (2014, 2015) and Long Rains Season Assessment in July/August (2013, 2014, 2015) (Box 4).^a
- FSN policy mapping and analysis. Support was provided to plan policy-related activities at national and county level; prepare a review of policy, programmes and legislation related to agriculture, FSN and social protection; and prepare two empirical studies on the implication of selected food and agricultural practices on nutrition in Kenya.
- Resilience Analysis. The Resilience Analysis Unit (RAU) was established in Nairobi to build regional level capacity for resilience measurement and analysis (e.g. preparation a project proposal, preparation of a zero draft of the Concept Note for the RAU) in cooperation with key partners/ stakeholders. Other activities included facilitating coordination of different FAO initiatives to establish the RAU in Sahel; assisting the RAU to liaise with potential donors, relevant institutions and partners (e.g. preparation of fundraising proposals, preparation of a Joint Strategy with UNICEF and WFP, preparation of the RAU progress reports to be presented to the donors); and conducting a resilience learning needs assessment (Dec. 2014) and follow-up through RAU joint programme (IGAD, FAO, UNICEF, WFP, UNDP).
- Gender Equity and Producer Organizations: Analysis of the enabling environment related to producer organizations/cooperatives in Kenya; gender-sensitive analysis of one value chain (poultry) and mapping of actors and stakeholders; multi-stakeholder workshop on the analysis of the performance, equity and governance of POs/Cooperatives along the selected value chain; development of training/analysis/research tools.

^aSources:

Government of Kenya, Kenya Food Security Steering Group (KFSSG). 2015. The 2015 Long Rains Season Assessment Report. August 2015.
 Government of Kenya, KFSSG. 2014. The 2015 Short Rains Season Assessment. February 2015.
 Government of Kenya, KFSSG. 2014. The 2014 Long Rains Season Assessment Report. August 2014.
 Government of Kenya, KFSSG. 2014. The 2014 Short Rains Season Assessment. February 2014.
 Government of Kenya, KFSSG. 2013. The 2013 Long Rains Season Assessment Report. August 2013.
 IPC. 2016. Kenya. <http://www.ipcinfo.org/ipcinfo-countries/ipcinfo-eastern-middle-africa/Kenya>

- 66 The IGGHRP was a highly effective promoter and provided design support to the Nigerien 3N initiative. In Niger, the IGGHR programme was able to strategically support social mobilization of small producers. The programme support led to strengthen Producer Organisations representativeness of POs in the National Multi-stakeholder Council for Consultation and Dialogue established within the 3N and even regional coordinating offices and the development of an innovative model connecting Farmer Field Schools, Producer Organisations and WFP local purchase initiatives. Such support created the potential for policy dialogue between POs and the Ministry of Agriculture. The introduction of this novel approach to sustainable agriculture builds upon FAO's long experience with FFS and Community Listeners' Clubs. Thus, IGGHRP's work in Niger was very strategic.

- 67 The EU support to the IPC helped sustain a proven high impact mechanism (in terms of governance), though investments in the IPC Chronic Food Insecurity Classification (IPC-chronic) and nutrition tools are not yet achieving change in field practice.

Box 3: NEPAD/CAADP nutrition capacity development initiative

Phase 1 of the NEPAD/CAADP Nutrition Capacity Development Initiative included conducting three workshops (West Africa in 2011, East and Central Africa in 2013, and Southern Africa in late 2013), supported by FAO (ESN, ESA, TCI, RAF). Workshops focused on developing roadmaps focused on mainstreaming nutrition in agriculture and food security policies and programmes, especially through CAADP Compacts and Investment Plans. Nutrition roadmaps were finalised by 46 African countries, and per survey results, 37 African countries are in the process of implementing their roadmaps. Phase 2 of the initiative (Oct 2014- Sept 2017) focused on supporting countries with “integrating nutrition in their CAADP process, from design to implementation, and ensuring that nutrition interventions are planned, budgeted and implemented as a part of their [National Agriculture Food Security Investment Plans] (NAFSIPs).” Follow-up included reviewing roadmaps, developing projects to support follow-up, assessing and compiling technical needs, and information sharing among countries, the steering committee, and SUN Movement focal points. Some countries have made progress in implementation (e.g. Mozambique, Ghana, and Uganda), all of which received FAO support, though it is unclear if this is due to IGGHRP support or just regular FAO programming.

In Niger, workshop recommendations were integrated into the 3N Initiative, and as of Feb. 2014, a nutritionist had been recruited to assess and develop rural-development-sector nutrition capacities with support from REACH and as part of a broader multi-sectoral effort to address nutrition. The NEPAD FSN Knowledge-Sharing Platform is also a result of this initiative; the Platform allows promotion of knowledge sharing/management, enhanced capacity development and South-South cooperation, as foreseen by the pilot phase in the SADC region.

Country-level support by the CAADP Nutrition Task Force included support missions in Comoros, Uganda, Mozambique, Rwanda and Burundi but was constrained by limited resources. However, Task Force members have used other resources and mechanisms (e.g. UN agencies, SUN, REACH, non-governmental organisations [NGOs]) to support further progress. Ongoing follow-up of country-level roadmaps is currently managed by the FAO/Regional Office and funded by Germany.

4.6 Programme contribution to strengthened governance within FAO and in the Rome-based agencies (RBAs)

- 68 The IGGHRP influenced FAO governance by the demonstrating the potential of cross-division and cross-SO collaboration. The IGGHRP was timely in that its implementation started during a strategic reinvention of FAO. Flexible funding enabled the programme to demonstrate the synergies of cross-sectoral work.
- 69 The IGGHRP also created many opportunities for strengthening governance among the Rome-based agencies. In addition to all three agencies participating in the CFS, where exemplary collaboration between the three RBA’s was evident through the CFS-FFA process and the joint conceptual framework and approach to resilience programming (2015),, FAO worked closely with WFP on steering committees of IPC, FSIN and social protection, and with IFAD on financial economic analysis, VGGTs, and Gender. FAO also worked closely with WFP and IFAD on nutrition in agriculture initiatives.

To what extent has the programme linked information to decision-making and policy/programme development and implementation? To what extent has the programme contributed to enhanced capacities (enabling environment, institutional and individual levels) for improved food security, nutrition and governance? How has knowledge learning and management approaches used by the programme contributed to this effort?

4.7 Linking information to decision making

- 70 The IGGHR programme supported several activities focused on identifying and harmonizing metrics and methods for measuring food security, resilience, social protection, nutrition and other topics, which help link information to decision making and policy development and implementation.
- 71 **Food security:** IGGHRP continued to support the IPC, which played a critical role in linking food security information to decision making (see example from Kenya case study in Box 4).

Box 4: IPC support in Kenya

Kenya is one of the IPC chronic analysis roll-out countries for 2014. Ongoing support in Kenya includes chronic awareness raising workshop recently facilitated by the IPC Regional Coordinator and assistance provided in terms of data gathering and organization for the chronic analysis roll-out. Support to the chronic training and analysis activities is also provided by the GSU officers. IPC chronic analysis products (i.e., Communication Template and Brief, and a workshop report with lessons learned) should be available by the end of the year. The IPC Nutrition Analysis was piloted in 2014.

Resources provided by IGGHRP helped establish an on-going role for FAO as a provider of expertise in nutrition sensitive agriculture. Prior to the programme, FAO was not viewed as a contributor to nutrition policies and programs in Kenya. By fielding an experienced nutrition consultant for the country office and providing a regional nutritional consultant, FAO has established itself as a major contributor to nutrition policy.

- 72 **Resilience:** IGGHRP worked closely with regional bodies to carry out resilience analysis to help inform regional resilience programmes supported by the EU and USAID. Policy support for resilience at the regional and national levels is being coordinated by the Global Alliance for Action for Drought Resilience and Growth in the Horn of Africa and the Global Alliance for Resilience (AGIR) in the Sahel led by IGAD and CILSS. Initiated at the Joint IGAD Ministerial and High-Level Development Partners Meeting on Drought Resilience in April 2012, these Global Alliances also prioritise the establishment of common frameworks for resilience programming, capacity building, and monitoring and evaluation. Supporting Horn of Africa Resilience (SHARE) was also a regional resilience initiative supported by the EU.
- 73 The Resilience Index Measurement and Analysis (RIMA) approach supported by IGGHRP has provided a mechanism for assessing and measuring resilience. RIMA provided information for regional and country decision makers and implementing agencies. Primarily relying on secondary data, RIMA has been tested in multiple countries²⁷ using different types of datasets, such as in Senegal, where resilience analysis used data collected by the National Agency of Statistics and Demography of Senegal in 2005.²⁸ FAO plans to further roll out in other countries. RIMA webinars have been conducted for 30 FAO country offices and statistics bureaus. However, RIMA has not yet built sufficient capacity among decision makers to analyse and interpret RIMA outputs. No step-by-step guide has been provided regarding how to use RIMA. The development of this guidance is underway.
- 74 IGGHRP also helped establish the Resilience Analysis Unit (RAU) for IGAD in Nairobi to build regional level capacity for resilience measurement and analysis in the Horn of Africa. The programme assisted RAU in linking its activities with potential donors, relevant institutions and partners. IGGHRP helped RAU carry out a resilience learning needs assessment in December 2014. It supported the preparation of fundraising proposals, helped develop a joint resilience strategy with UNICEF and WFP for Somalia, and helped produce RAU progress reports. The IGGHRP has also provided similar support to CILSS in West Africa.
- 75 The INFORMED project is intended to build this capacity going forward. Greater effort will be needed to harmonise existing resilience measurement approaches used in the Horn of Africa and the Sahel.
- 76 **Social protection:** ESA has also completed and continues excellent research on social protection such as From Protection to Production (PtoP) analyses of cash transfer programmes in seven sub-Saharan countries.²⁹ Project findings have been disseminated in presentations to relevant ministry and programme officials, development partners and civil society and more broadly in a variety of communication products (e.g., online photo-essays,

27 Completed analyses: Kenya, Senegal, Somalia, South Sudan, West Bank and Gaza Strip. On-going analyses as of April 2015: Burkina Faso, Ethiopia, Lesotho, Malawi, Mali, Niger, Nigeria, Senegal, Tanzania, Uganda, West Bank and Gaza Strip. Source: FAO. 2015. The Resilience Index Measurement and Analysis (RIMA) model. Brief. Rome.

28 FAO. Resilience Analysis in Senegal 2005. RAO Resilience Analysis Team, Agricultural Development Economics Division (ESA). Rome.

29 PtoP is a collaboration between FAO, the UNICEF Eastern and Southern Africa Regional Office and the governments of Ethiopia, Ghana, Kenya, Lesotho, Malawi, Zambia and Zimbabwe. Funding for PtoP is provided through the Regular Fund, the DFID Research and Evidence Division and IGGHRP.

social media, radio interviews).³⁰ PtoP findings have influenced country level discussions on policy and program design such as a new large-scale cash transfer programme under Zambia’s social protection policy “livelihoods and empowerment” pillar and Lesotho’s Social Development Policy and Social Protection Strategy.³¹

- 77 **Nutrition and other topics:** The Food Security Information Network (FSIN)³² technical working groups (TWGs) have advanced knowledge and harmonization of metrics and methods in several areas. First, the well-received FSIN Review of Global Price Databases compared and assessed gaps in globally managed price and market information systems (i.e. AMIS, FAO/GIEWS, IFPRI, FEWS NET and WFP).³³ Second, the Technical Working Group on Resilience Measurement (TWG-RM) produced and disseminated two papers and four briefs providing progress in reaching consensus on principles and concepts underpinning resilience measurement.³⁴ FSIN reports that these papers have influenced existing or new resilience measurement approaches by NGOs, FAO, WFP and IFAD.³⁵ Third, to begin harmonizing food and nutrition security measurement, the FSIN Secretariat compiled food and nutrition security indicators available but had not, as of March 2015, made the compilation public nor requested input through the FSIN community of practice. The ET found there was a missed opportunity to prioritise and harmonise FSNR resilience measurement tools and to outline a peer review process for new methods and indicators.
- 78 The IGGHRP provided support to the statistical division of FAO to review and improve methods to collect food consumption data through household budget surveys in partnership with the World Bank and International Household Survey Network (IHSN).³⁶ Some of the key outputs were an assessment of surveys carried out in 100 countries and the production of guidelines on the measurement of food consumption. In addition, IGGHRP provided support to strengthen the measurement of food insecurity and the quality of the SOFI reports. Through this work, the methodology used for the compilation of the prevalence of undernourishment was revised and a new suite of food security indicators was compiled.³⁷ Since the External Review released in March 2015, the work on harmonizing food and nutrition security measurement has continued through a technical working group.
- 79 Another tool developed to link information and decision making is the Food and Agriculture Policy Decision Analysis (FAPDA) programme. FAPDA works to collect and synthesize Food Security and Nutrition information in pilot countries.

Box 5: FAPDA component

- Database encompassing all dimension of food and agriculture policy decision (e.g. producer-oriented, consumer-oriented and trade-oriented)
- Development of Country fact sheets on key policy trends on the basis of information retrieved in the FAPDA tool
- Global initiative in partnership with FAORLC and FAORAP
- Web-tool under on-going FAPDA/MAFAP collaboration at country level

Source: FAO. 2015. Mapping and Monitoring of Policies, Legal Frameworks, Programmes and Investments and how they relate to Food Security and Nutrition: A Stocktaking Exercise of FAO’s Efforts. Report by FAO’s Nutrition (ESN) and Agricultural Development Economics (ESA) Divisions, written by Marie-Caroline Dodé. Rome.

30 FAO. 2014. From Protection to Production: The Role of Cash Transfer Programmes in Fostering Broad-Based Economic Development in sub-Saharan Africa. Brief.

31 FAO. 2016. Per email communication with programme staff, 22 April 2016.

32 The FSIN is co-sponsored by FAO, WFP, and International Food Policy Research Institute (IFPRI),

33 Nicholson, N., and Pastore, A. 2015. External Review of the Food Security Information Network: January-February 2015.

34 FSIN Technical Series papers published in 2014: (1)Resilience Measurement Principles and (2) A Common Analytical Model for Resilience Measurement

35 FSIN. 2015. Main outputs of the Resilience Measurement Technical Working Group. <http://www.fsincop.net/topics/resilience-measurement/outupts/en/> Accessed 28 Oct. 2015.

36 FAO. 2016. Statistics: Household surveys. <http://www.fao.org/economic/ess/ess-fs/fs-methods/fsreports/en/> Accessed April 2016.

37 FAO. 2016. Food security indicators. <http://www.fao.org/economic/ess/ess-fs/ess-fadata/en/> Accessed March 2016.

4.8 Programme contribution to enhanced capacities (enabling environment, institutional and individual levels) for improved food security, nutrition and governance

- 80 The IGGHR programme supported capacity development activities at various levels for improved food security, nutrition and governance. Regional level capacity building is evident at AGHRYMET, where a systematic capacity plan was developed at the start of IGGHRP investment. The FSIN Capacity Assessment methodology, which maps existing FSN information systems and related capacities and gaps, was implemented by FAO and WFP in South Sudan and has been adopted in other countries (Yemen, Somalia and Sudan).³⁸ The programme contributed to harmonizing nutrition capacity assessment approaches across UN agencies, based on the initial experience of Niger and Uganda.
- 81 IGGHRP also provided capacity development related to some of the normative products described below, such as strengthening country capacity to produce and analyse food insecurity indicators. ADePT software, developed in collaboration with the World Bank, allows countries to produce information on a suite of food security indicators to produce National Food Security Assessment Reports.³⁹ National and regional trainings on how to process household budget surveys using the ADePT Food Security Module was provided to Burundi, Somalia, Kirgizstan, Columbia, Bolivia, Asia, and Central Asia. In 2012 and 2013, two regional workshops on processing household surveys using ADePT FSM were held in Bangkok and Budapest, reaching 18 individuals. ADePT was well-received by country statistical offices who were enthusiastic about the capacity enhancement it provided. One respondent praised the software and training as a great milestone for the country in providing nutrition relevant information in an efficient way. Once again, however, it was not possible to identify specific use of this information for policy and program decision making. Other capacity development efforts are described in later sections.
- 82 The IGGHRP's decision to develop capacities within CILSS, NEPAD and IGAD was strategic. The Regional Analysis Unit within IGAD is sufficiently resourced to have an impact yet it is still too new to know if it is having an impact on governance. The regional organisational component of this programme has great potential if additional follow up support is provided.

4.9 Effectiveness of IGGHRP knowledge learning and management approaches

- 83 In some areas, IGGHRP knowledge learning and management is very effective. One example of successful knowledge management is IGGHRP's dissemination of e-learning courses through partner organisations. Courses are available through FAO's e-learning Centre as well as through EU's Learn4dev network, EuropeAid's Operational Food Security (ROSA) network, university consortia, and the Learning In NGOs (LINGOs) platform.⁴⁰ Six EU-FAO e-learning courses have been made available on the Red Cross and Red Crescent Learning platform; as of 20 August 2015, there have been 4,200 registrations by 2,922 learners from 165 countries.⁴¹ Moreover, various UN agencies and IFIs (e.g. FAO, WFP, World Bank) use IGGHRP e-learning courses for staff development and external training activities.⁴²

How have the global public goods and policy instruments (normative products) such as tools, methods and guidelines been developed? To what extent are these normative products responsive to country needs and context? And to what extent have they been actually used and have had effect on the design and implementation of global, regional and country evidence-based policies? For the products that have been scaled up, are they adequately backstopped by regional offices and HQ?

38 Nicholson, N., and Pastore, A. 2015. External Review of the Food Security Information Network: January-February 2015.

39 Moltedo, Ana; Troubat, Nathalie; Lokshin, Michael; Sajaia, Zurab. 2014. *Analyzing food security using household survey data: streamlined analysis with ADePT software*. Washington DC: World Bank Group. <http://documents.worldbank.org/curated/en/2014/04/19456333/analyzing-food-security-using-household-survey-data-streamlined-analysis-adept-software>

40 FAO. 2015. *Evaluation of FAO's contribution to Knowledge on food and agriculture*. Final Report. September 2015.

41 FAO Statistics. 2015. *FAO courses on the Red Cross and Red Crescent Learning platform*. Programme document. Aug. 2015.

42 FAO. 2015. *Evaluation of FAO's contribution to Knowledge on food and agriculture*. Final Report. September 2015.

4.10 Development of global public goods and policy instruments and responsiveness to country needs and context

- 84 The programme supported 30 diverse systems/tools related to food security, nutrition, agriculture, and resilience (see Table 3; more detailed table in Annex 6). In many cases, tools and products were developed at the HQ level initially and then adapted at the field level. Fewer tools were developed collaboratively in the field; one example is the Farmer Field School approach, based on decades of country level experience, which was then synthesized at headquarters level. In general, development of global public goods followed a process wherein products were drafted at headquarters and rolled out for public/stakeholder review; feedback was gathered and integrated into a revised product, which was then rolled out. Good examples of this process are Farmer Field School manuals, the CSF-FFA (Box 1), and the MDD-W nutrition indicator (see section 4.5).
- 85 IGGHRP work to support policy development in the food and nutrition sector focused on food safety responded to a strong interest and need at country level. The ET finds that there is great need for such work, and IGGHRP outputs in Uganda have been well received; IGGHRP efforts, though high quality, were under-resourced, though, and IGGHRP rightly focused on higher priority activities. Future food safety work is needed.
- 86 Demand for a common analytical approach for food insecurity analysis was also high among donors, NGOs and governments to enable better targeting of humanitarian resources. The development of the IPC was a response to this demand. Although the IPC was developed prior to the IGGHRP, the programme has provided critical support to further develop analytical tools for this approach.
- 87 The FSIN was effective in harmonizing price data streams, identifying and providing a critical review of a suite of food security indicators, and made significant progress in reaching consensus on principles and concepts underpinning resilience measurement. It also started a community of practice comprising over 1000 members in 98 countries.
- 88 A 2015 external review, however, found FSIN to be agency-driven (i.e. by FAO) and thus less relevant at the country level.⁴³ Moreover, reviewers expressed concern that a high-level TWG and panel of experts would miss country-level food and nutrition security priorities and the opportunity to create a national or regional-driven process. The review recommended that FSIN encourage the upward flow of information from countries to the regional and global levels, including to the TWGs developing global level tools.

4.11 Normative product use and effect on design and implementation of global, regional and country evidence-based policies

- 89 Some normative products were highly successful investments leading to vigorous field uptake and in some cases use for policy and programme interventions. These include the IPC, the nutrition sensitive agriculture checklist, PO tools, VGGT tools, Livestock Emergency Guidelines and Standards (LEGS), CFS-FFA, and e-learning. For example, the first edition of LEGS was published in 2011 and translated into French, Spanish, and Arabic during IGGHRP.⁴⁴ In 2015, over 1,500 copies of the second edition of LEGS and supplemental briefs were downloaded in the two months after publication. A 2015 IGGHRP-funded review found that LEGS had been incorporated to varied extents by most of the ten global organisations⁴⁵ targeted by the LEGS project. Most of the target organisations had received LEGS training, and LEGS had been used by at least five organisations for project evaluation. Importantly, LEGS is considered a companion standard to the Sphere Handbook, a well-known set of principles and minimum standards for humanitarian response to disaster and conflict.⁴⁶

43 Nicholson, N., and Pastore, A. 2015. External Review of the Food Security Information Network (FSIN). P 17, 22.

44 FAO. 2015. *Briefing on the LEGS Project Review*. Brief.

45 Oxfam, the VSF family, Trócaire, World Animal Protection, International Committee of the Red Cross (ICRC), International Federation of Red Cross and Red Crescent Societies (IFRC), FAO, Humanitarian Aid and Civil Protection department (ECHO), DFID and the Office of U.S. Foreign Disaster Assistance (OFDA)

46 Sphere Project. 2012. *The Sphere Project: Humanitarian Charter and Minimum Standards in Humanitarian Response*. Brief. Available at <http://www.sphereproject.org/download/5049f50b33a50> Accessed January 2016.

- 90 Tracing the effect of normative products on design and implementation of global, regional and country evidence-based policies, the ET found that newer tools have been taken up by various organisations, and more mature tools can be traced to governance and policy changes. For example, countries are utilizing the VGGTs to guide land tenure reform. In 2014, Guatemala drafted policy regarding access to land and resources based on the VGGTs, and Sierra Leone stakeholders had written recommendations to the government on how to implement the VGGTs.⁴⁷

Table 3: Inventory of IGGHRP tools

| | | |
|--|----|---|
| Policy guidelines | 9 | <ul style="list-style-type: none"> • Framework for Action for Food Security and Nutrition in Protracted Crises (CFS-FFA) • Guidelines to support food safety policy and decision-making |
| Assessment tools | 6 | <ul style="list-style-type: none"> • FSIN Capacity Assessment tool • Resilience Index Measurement and Analysis (RIMA) |
| Guidelines and training manuals | 4 | <ul style="list-style-type: none"> • Guidelines for measuring household and individual dietary diversity • Livestock Emergency Guidelines and Standards (LEGS) |
| Reports | 2 | • High Level Panel of Experts (HLPE) 7 reports and the CEI Note |
| Modelling systems | 2 | • Modelling System for Agricultural Impacts of Climate Change (MOSAICC) |
| Communication and advocacy tool | 1 | • Food Security Communications Toolkit |
| Database | 1 | • Food and Agriculture Policy Decision Analysis (FAPDA) |
| Discussion forum | 1 | • CSM Forum |
| E-learning | 1 | • e-learning courses developed during IGGHRP (33) |
| Methodological note | 1 | • Impact assessment of selected food and agricultural policies/ programmes on nutrition |
| Software | 1 | • ADePT-FSM (Food Security Statistics Module) |
| Toolkit including methodology and training manuals | 1 | • CoOPEquity Toolkit: Methodology and Training Manuals |
| Total | 30 | |

NOTE: See Annex 6 for a more complete table of project outputs (Table 5: Inventory of tools developed through IGGHRP).

Source: FAO. 2015. Mapping Tools, Dec. 2015. Programme document

- 91 In several cases, the programme used excellent judgment in identifying products/tools for collaborative development (e.g. MDD-W, the IPC, ADePT) which enabled good leveraging of other organisational resources. In 2015, FAO published a Stocktaking Report (supported by IGGHRP), which provided a global level analysis of 30 FAO and 34 external FSN policy mapping and analysis initiatives.⁴⁸ This exercise helped FAO identify its comparative advantages and prioritize where to invest efforts for strengthening country capacities, especially to integrate nutrition into policy mapping and monitoring.
- 92 **E-learning:** The EU has supported the development of a food security e-learning curriculum through FAO since 2006 and more recently through IGGHRP. The IGGHRP supported development of 33 online courses in 11 thematic areas in four languages.⁴⁹ New courses developed cover topics such as social safety nets, climate change, and resilience, plus several courses on VGGTs (discussed more below). E-learning products have been widely used. As of the end of November 2015, more than 177,000 learners had taken an FAO e-learning course online or on CD-ROM, including 100,822 new learners reached during the time of the IGGHR programme (Figure 3).

47 FAO. 2014. VGGT 2 Years On: Where We Are and Where We Are Going. 14th May 2014, FAO, Rome. http://www.fao.org/fileadmin/templates/cfs/Docs1314/Events/CFS_VGGT_14_May_14_Event_Summary_FINAL.pdf

48 FAO. 2015. *Mapping and Monitoring of Policies, Legal Frameworks, Programmes and Investments and how they relate to Food Security and Nutrition: A Stocktaking Exercise of FAO's Efforts*. Report by FAO's Nutrition (ESN) and Agricultural Development Economics (ESA) Divisions, written by Marie-Caroline Dodé. Rome.

49 FAO. 2015. *EU-FAO Programme "Improved Global Governance For Hunger Reduction" E-Learning Component – Statistics*. November 2015. Programme document.

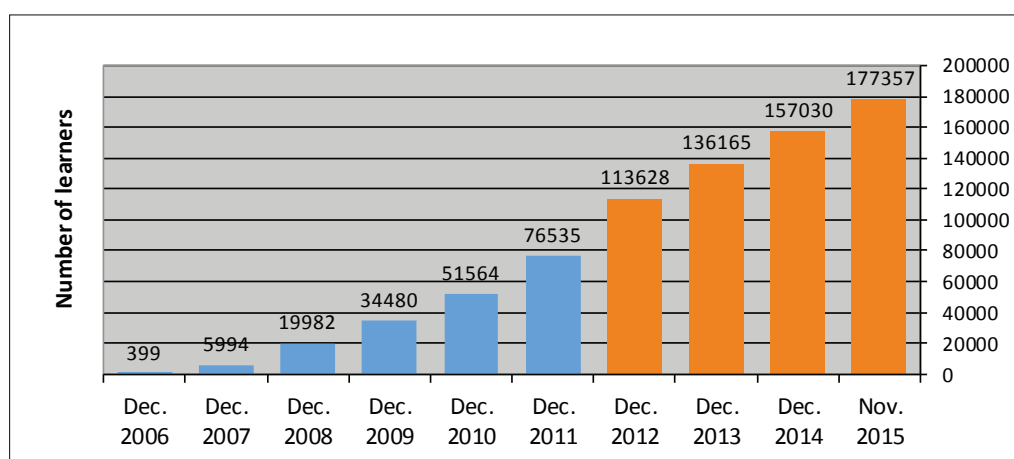


Figure 3: Number of FAO e-learners over time

Source: FAO. 2015. EU-FAO Programme "Improved Global Governance For Hunger Reduction" E-Learning Component – Statistics. November 2015. Programme document.

- 93 A 2015 e-survey carried out to determine the usefulness of the IGGHRP e-learning component found that almost all respondents (99.6%) liked the e-learning courses, especially the self-paced and easy-to-follow design of the courses.⁵⁰ The two courses most frequently completed by respondents that were released during IGGHRP are (1) Climate Change and Food Security (7,537 learners) and (2) Introduction to the Responsible Governance of Tenure (7,043 learners) (see Annex 8, Table 2).⁵¹ A majority of respondents reported that they have previously worked in activities related to the topics covered (53%). More than half of the respondents (51%) indicated that the courses have greatly improved their knowledge and skills.⁵² The information learned in the e-learning courses has been used on a monthly (38%) or daily basis (38 %) by the majority of the respondents, indicating that the topics are relevant to their needs. However, the survey does not investigate further to what extent people are using information or skills from the courses, or to what extent the course information that they use is new to them.

To what extent has the programme contributed to improved multi-sectoral coordination and technical synergies around the integration of nutrition and social protection in agriculture, food security, and resilience at a global level; and what have been the effects at regional and country level?

- 94 The FSIN Technical Working Groups have promoted greater synergies through the market price database harmonization (ESA, ESS, EST and external partners) and the Technical Consultation on FSN data (ESA and ESS) and the Resilience Measurement Group.⁵³ IGGHRP also shared lessons learned about nutrition assessments and through collaboration with other divisions focused on linking nutrition into agriculture. The development of the Minimum Dietary Diversity – Women (MDD-W) indicator promoted synergies between the Nutrition division and the statistics division.
- 95 Resilience work is just starting to be integrated into other FAO divisions. In particular, social protection and resilience are now starting to engage (See paragraph 16 and 52). A key issue is when to implement social protection in protracted crises to protect agricultural investments. Given that the studies highlight many aspects related to resilience (e.g., food security, productive assets)⁵⁴ some PtoP countries overlap with countries where RIMA

50 FAO. 2015. *E-learning Survey: Evaluation of EU-FAO Programme on "Improved Global Governance for Hunger Reduction."* Programme document.

51 FAO. 2015. *EU-FAO Programme "Improved Global Governance For Hunger Reduction" E-Learning Component – Statistics.* November 2015. Programme document.

52 FAO. 2015. *E-learning Survey: Evaluation of EU-FAO Programme on "Improved Global Governance for Hunger Reduction."* Programme document.

53 FAO. 2015. *IGGHR Programme Lessons Learned.* Programme document.

54 FAO. 2014. *From Protection to Production: The Role of Cash Transfer Programmes in Fostering Broad-Based Economic Development in sub-Saharan Africa.* Brief by Benjamin Davis. http://www.fao.org/fileadmin/user_upload/p2p/Documents/PtoP_short_description_11feb14.pdf

was piloted (i.e. Kenya, Ethiopia, Lesotho, and Malawi), the fact that PtoP and RIMA were not linked represents a missed opportunity. Similarly, the resilience work could have been better integrated with the sustainable agriculture work carried out by FAO (e.g. in the revised Farmer Field School manual). IGGHRP has recently made greater effort to reach across the organization to involve relevant divisions such as Sustainable Agriculture; more and continued effort is needed to strengthen existing links, which have great potential. Excellent work was also done on the links between nutrition and resilience.

- 96 In terms of external synergies, the MDD-W built on decades of research by the Women's Dietary Diversity Project (WDDP) I and II.⁵⁵ WDDP I collaborating organisations included IFPRI, Fafo Institute for Applied International Studies, Institute of Research for Development, Iowa State University, London School of Hygiene and Tropical Medicine, University of North Carolina, and Wageningen University.⁵⁶ WDDP II has been led by FAO with EU funding since 2012. The work resulted in a global indicator that was unanimously approved by academics, international research institutes, and UN and donor agencies in 2014.
- 97 The VGGT manuals are another example of how IGGHRP collaboration with partners produced normative products and leveraged funding from multiple sources.⁵⁷ External partners developed the manual (i.e. Movimiento Nacional Campesino Indígena, Consejo Internacional de Tratados Indios, and FIAN Internacional). The VGGT coordination team includes 17 organizations. Five VGGT e-learning courses are currently available online, published October 2013 through August 2015, and are the result of partnerships with EU on five courses and EU, DFID and GIZ on one course.⁵⁸

How well have gender equality, nutrition, good governance and capacity development considerations been mainstreamed and internalized?

4.12 Gender

- 98 The IGGHRP did a credible job of supporting the process of mainstreaming gender within FAO's work agenda, though the gender work, as a crosscutting issue, was severely underfunded. Nevertheless, the programme team developed creative approaches to mainstream gender within the Organisation. Examples of success include increased gender balance of the HLPE Project Team, HLPE studies' focus on the role of women, inclusion of a new section in the IPC Chronic Food Insecurity Analysis Worksheet to analyse specific members' food security to detect differential food security status between members (e.g. women who reduce their own consumption to provide for others), and an increased number and quality of gender references and images of women in the revised LEGS Handbook.⁵⁹ The CoOPEquity initiative was a particularly successful aspect of mainstreaming gender in FAO's work with POs and included outputs such as (1) development of a Facilitator Guide for participatory assessment of Producer Organisations' (PO) performance, gender equity and governance; and (2) a CoOPEquity training module to strengthen PO gender, equity and governance.⁶⁰
- 99 The Minimum Dietary Diversity- Women (MDD-W) was integrated into the Household Budget Survey (HBS) in Tajikistan in 2015. The MDD-W tool was adapted to the Tajik

55 FAO. 2014. *Introducing the Minimum Dietary Diversity – Women (MDD-W) Global Dietary Diversity Indicator for Women*, Washington, DC, July 15–16, 2014. Brief.

56 FANTA. 2015. *Dietary Diversity as a Measure of Micronutrient Adequacy of Women's Diets in Resource-Poor Areas*. <http://www.fantaproject.org/research/womens-dietary-diversity-project> Accessed Dec. 2015.

57 Comité internacional de planificación para la soberanía alimentaria. 2015. *Manual Popular de las directrices voluntarias sobre la gobernanza responsable de la tenencia de la tierra, la pesca y los bosques en el contexto de la seguridad alimentaria nacional*.

58 FAO. 2015. E-learning Centre: Responsible Governance of Tenure. <http://www.fao.org/elearning/#/elc/en/courses/VGGT> Accessed Oct. 20 2015.

59 FAO. 2015. IGGHRP Lessons learned. Programme document.

60 FAO. 2013. *Making the Programme Work for Men and Women*. December 2013. Brief. Rome.

context and a total of 39 enumerators and 6 trainers were trained on the application of the MDD-W indicator. Baseline data on the dietary diversity of women of reproductive age were collected in two pilot studies conducted across four regions of Tajikistan.

Box 6: Key principles to mainstream nutrition

Agricultural programmes and investments can strengthen impact on nutrition if they:

1. Incorporate explicit nutrition objectives and indicators into their design
2. Assess the context at the local level, to design appropriate activities to address the types and causes of malnutrition.
3. Target the vulnerable and improve equity through participation, access to resources, and decent employment
4. Collaborate and coordinate with other sectors.
5. Maintain or improve the natural resource base.
6. Empower women.
7. Facilitate production diversification, and increase production of nutrient-dense crops and small-scale livestock.
8. Improve processing, storage and preservation
9. Expand markets and market access for vulnerable groups, particularly for marketing nutritious foods
10. Incorporate nutrition promotion and education.

Source: FAO. 2015. Key Recommendations for Improving Nutrition Through Agriculture and Food Systems. <http://www.fao.org/3/a-i4922e.pdf>

4.13 Nutrition

100 Nutrition was exemplary in the extent to which it was mainstreamed and internalised within FAO. The IGGHRP enabled FAO to emerge as a leader stakeholder in global, regional and national governance forums. The programme did a commendable job of connecting policy, programme, data and capacity development activities in support of integrating nutrition in to agricultural investments. Particularly creative was the integration of nutrition into the Investment Centre, which influences billions of dollars of loan and grant programmes (described further in section 4.7.2). At the regional level, the programme led the integration of nutrition in the CADDP process. At the country level, IGGHRP tools are being used to improve the evidence base surrounding nutrition in agriculture and programme tools such as the Nutrition-Sensitive Agriculture Investments Checklist are widely used. All stakeholders interviewed noted the rise of FAO's status and engagement in the nutrition community as well as its value-addition.

101 The programme enabled FAO to participate as a substantive partner in key international fora such as the ICN2, SUN and REACH. For example, after Kenya joined the SUN Movement in 2012, nutrition became a high priority across sectors. IGGHRP support to the country level office, through the engagement of a nutrition consultant, was provided in order to (1) support Nutrition advocacy (ICN2 + Nutrition Symposium) and integration of nutrition in agriculture related policies; (2) strengthen capacities at the county level on nutrition-sensitive agriculture & livestock policy/programming; (3) document good practices on nutrition in the food and agriculture sector; and (4) support inception activities of the EU/SHARE project "Revised ASAL Economies through Livestock Opportunities and Improved Coordination" (RAELOC).

Box 7: Highlights in nutrition mainstreaming achievements

| | |
|---|---|
| Outcome 1: Strengthen CFS functioning in accordance with its renewed mandate | <ul style="list-style-type: none"> • Enhance multi-stakeholder and multi-sector coordination for nutrition • Increased integration of nutrition aspects in reports produced by the High Level Panel of Experts (HLPE), which acts as a science-policy interface for CFS; • Ensured that Civil Society and NGOs working on food and nutrition security were engaged in the annual CSM Forum and in FAO regional conferences • Nutrition experts have extensively replied to the four electronic consultations. Nutrition experts are selected as anonymous peer reviewers. • Incorporate nutrition considerations in tools, guidelines, papers • Nutrition has been mainstreamed through all current reports and more strongly addressed. The term appears now on all the titles of HLPE reports and e-consultations, and it is a fundamental part of HLPE analyses. • Project team members have constantly been sensitized on the incorporation of food and nutrition security aspects in all HLPE reports • During the development of the HLPE Report #7 (Aquaculture and Fisheries) a fish nutrition expert was added to the Project Team en course in order to broaden this dimension of the study. • In 2013-2014 the HLPE conducted a study on Critical and Emerging Issues on Food Security and Nutrition. The study included an open consultation in which a total of 132 issues have been submitted for analysis from 53 different contributors/knowledge organizations, totalling more than 580 pages of contributions. The study was also doubly peer reviewed and was then published in the form of a Note, presented to the CFS in 2014. |
| Outcome 2: Improve methods, capacities and coordination for better information on food security and nutrition for decision-making | <ul style="list-style-type: none"> • Supported the development of a methodology for 'nutrition' classification to complete the instruments of the Integrated Food Security Phase Classification on food security (IPC/CILSS); • Launched the FSIN (Food Security Information Network) community of practice with a focus on nutrition; • Methodological work was done to develop nutrition indicators to be integrated into information systems and training at country level to measure dietary diversity at household and individual levels • Strengthened capacities at country level to produce reliable statistics on food security and nutrition |
| Outcome 3: Improve guidance, capacities and coordination for food security and nutrition policy and programme design and implementation | <ul style="list-style-type: none"> • The ADePT-Food Security Module produces statistics related to nutrition at national and sub national levels • Relevant nutrition issues addressed in the CFS-FFA drafts, and will be captured in policy briefs (post endorsement) • Guidance was produced for consideration of specific food safety, nutrition and food security issues at country level. |
| Outcome 4: Strengthen human and organizational capacities in the food security and nutrition domain | <ul style="list-style-type: none"> • Incorporated nutrition elements into e-learning materials • Developed guidelines and held workshops to support the integration of nutrition in the development of CAADP related national agricultural investment plans |

4.14 Good governance

102 Good governance can be defined in terms of types of policies supported as well as institutional development. On the former, the programme has contributed to mainstreaming good governance. First, in terms of types of policies supported, the programme emphasises policies that validate the "right to food" and the needs of smallholders. This is a critical need in a world increasingly influenced by agri-business. FAO is positioned to lead the UN in promoting food security among the most vulnerable. In terms of institutional capacity development, the programme promoted cross-division and cross-SO collaboration, also a dimension of good governance. The skilful use of LoAs to build capacities and collaborations also is indicative of good governance. The adaptive management approach by which the programme was run internally is used more broadly where flexible resource management is possible.

4.15 Capacity development

103 While some effective capacity development initiatives were substantially supported by the programme, the ET finds the programme's vision and strategy for capacity development were generic. IGGHRP resulted in numerous capacity development outputs, many of

which are discussed elsewhere in this report such as capacity assessments that informed later capacity development efforts; CoOPEquity work with POs; trainings on ADePT and other software; use of FAO's CD approach to assess and strengthen country level Food Security and Nutrition Information Systems capacity; and e-learning, an important and well-developed component of IGGHRP capacity development arsenal (discussed in section 4.3.2 and 0).

- 104 However, a more systematic combination of assessment, consensus, training (using various methods) and a capacity measurement strategy is needed around the programme's key goals.

How has the programme contributed to enhance the visibility and collaboration between the EU and the three RBAs and among the three RBAs in the areas of food security and nutrition? How has such a contribution been in line with EU/RBA Statement of Intent of 2011? How has it evolved and adapted to revised priorities through the programme?

4.16 Programme contribution to enhanced visibility and collaboration between the EU and the three RBAs

- 105 FAO's post-MTE plan to improve FAO-EU collaboration included working on key global level technical priorities, improving communication about IGGHRP contributions to regional initiatives (i.e. CAADP, AGIR/Supporting Horn of Africa Resilience (SHARE), SUN), and improving country-level collaboration by (1) developing communication materials explaining links between global products and country needs and (2) reviewing EU delegations' country action plans and supporting EU delegations with using FSNR instruments.⁶¹ A communications expert and a financial officer were hired in 2014. These plans addressed gaps identified by the 2014 MTE. The IGGHRP developed a communication package, comprised of briefs describing the programme's achievements, which was well received by the EU⁶² as well as an inventory of tools, methodologies and guidance published on the FAO-EU partnership website.⁶³ The fact that the EU gave FAO an additional fifty million Euros for FIRST and INFORMED indicates that the EU wants to continue to collaborate with FAO. In addition, the continuous dialogue between EU staff and FAO senior management on future priorities for strategic planning is also a good indicator of good collaboration. Better collaboration and coordination could occur at the country level, especially around technical areas.

- 106 Interviews indicate that at the time of the Final Evaluation in 2015, communication had improved, but knowledge was still concentrated at the core. People in the country offices did not know what the core team was doing or how programme activities fit together. Communication and coordination issues remain, which impede IGGHRP/FAO/EU effectiveness.

4.17 Programme contribution to enhanced visibility and collaboration between the three RBAs

- 107 As described in the 2014 MTE, the RBAs were not at the table during the IGGHRP design phase. Lack of joint planning, in the case of joint collaborations, is not in line with the Statement of Intent of 2011, which states that the RBAs will pursue a comprehensive approach based on their comparative advantages. Moreover, only FAO received funds directly from EU, making IGGHRP responsible for managing funds for RBA collaboration. However, the RBAs have successfully collaborated on numerous initiatives, and the RBAs worked together on more projects in 2014 compared to 2013. In a WFP report on RBA collaboration (not IGGHRP-specific), WFP, FAO and IFAD have worked together in 18 countries on 21 projects; WFP and FAO in 63 countries on 106 projects, and WFP and IFAD

61 FAO. 2014. *Improved Global Governance for Hunger Reduction Programme Follow-up Mid-term Evaluation Workshop: 14-15 January 2014*. Workshop report. Rome.

62 FAO. 2015. *IGGHRP: TWG meeting 13 February 2015*. Presentation.

63 FAO. 2015. *IGGHRP: TWG meeting 13 February 2015*. Presentation.

in 18 countries on 24 projects.⁶⁴ All three RBAs have been working on the FSIN Technical Working Groups on Resilience Measurement and the RBA joint Global Initiative on Food Loss and Waste Reduction in Burkina Faso, the Democratic Republic of the Congo, and Uganda.⁶⁵ Another example of FAO and WFP collaboration is on the development of guidance material for strengthening coherence between agriculture and social protection.

- 108 As of February 2015, the main areas of RBA collaboration included work to strengthen CFS (e.g. CSM; HLPE; CFS-FFA; Principles for Responsible Investment in Agriculture and Food Systems; Resilience side event), development of a joint-RBA conceptual framework and approach to resilience programming, regional and country-level work through SUN to support nutrition, and development and use of e-learning (e.g. VGGTs, Gender, Nutrition and Food Systems).⁶⁶ It is unclear, though, how much IGGHRP influenced collaboration. Collaboration was rather driven by shared interest and previous collaboration.
- 109 FAO has also collaborated separately with IFAD and WFP. Initiatives where FAO collaborated with IFAD include work on agricultural risk management (i.e. PARM initiative and NPCA partnership), developing nutrition sensitive agriculture trainings for IFAD, creating global- and country-level VGGTs, and writing case studies and normative guidance on women's leadership in Producer Organisations for CoOPEquity.^{67,68} FAO and WFP collaborated on activities such as supporting the FSIN secretariat and TWGs, especially related to resilience measurement; developing and implementing IPC acute, chronic and nutrition tools; and supporting initiatives related to nutrition sensitive agriculture (i.e. CAADP Nutrition CD, capacity assessments and development in Niger, Uganda). WFP and FAO have also worked together to strengthen FSN Information Systems (e.g. FSIN, IPC, and resilience measurement).⁶⁹ In Niger, WFP and FAO also collaborated on a novel strategy to link FAO investments in Farmer Field Schools and Producer Organisations with local purchase for school canteens by WFP.
- 110 An area of RBA collaboration with great potential is in project design by the Investment Centre (TCI). IGGHRP put a nutrition person in TCI, who designed projects for IFAD and others and improved project links between nutrition and agriculture. Since early 2014, ESN and TCI jointly supported mainstreaming of nutrition in 12 - 14 large-scale investment programmes by having a nutrition expert participate in the design phase.⁷⁰ This RBA collaboration is strategic in terms of mainstreaming nutrition in projects. However, there is no long-term agreement between the Investment Centre and IFAD to insure that this input continues.⁷¹

What are the current and potential links between the IGGHR programme and other EU-FAO partnership programmes, such as the FIRST and INFORMED initiatives?

- 111 FIRST and INFORMED are outgrowths of the IGGHRP and focus on governance/policy support and data for decision making, respectively. Both are designed to address the relatively low level of field funding made available as part of the IGGHRP. Of concern is that country overlap between these two programmes is low. Currently only 11 of the 19 countries that INFORMED will work in will overlap with FIRST, separating information from policy decision making in eight countries.
- 112 While these are very new initiatives, the ET is concerned about the pendulum swing: while the IGGHR programme may be too HQ-centric, FIRST and INFORMED may be too field-centric. Better balance is needed. Lessons from the IGGHRP have not been sufficiently incorporated into the programme design of FIRST and INFORMED, which emphasised

64 WFP. 2015. *Rome-based Agencies collaboration: status as of 24 July 2015*. WFP programme document.

65 IFAD. 2015. *IFAD perspective - position paper*. August 2015. EB 2015/115/R.23 Rome.

66 FAO. 2015. *IGGHRP: TWG meeting 13 February 2015*. Presentation.

67 FAO. 2015. *IGGHRP: TWG meeting 13 February 2015*. Presentation.

68 FAO. N.d. *IGGHR programme Lessons Learned*. Programme document.

69 FAO and WFP. 2014. *Collaboration WFP/FAO Improved Global Governance Programme Update and Next steps*. 28 May 2014. Meeting document. Rome

70 Per email communication with FAO, Dec. 2015.

71 IFAD. 2015. *IFAD perspective - position paper*. August 2015. EB 2015/115/R.23 Rome.

vertical and horizontal linkages. In the case of FIRST, policy officers will be funded with little operational budget. For INFORMED, stakeholders will engage via the resilience measurement platforms managed by CILSS and IGAD where INFORMED staff will be deployed.

How has the programme benefited from the Mid-term Evaluation and leveraged the seven recommendations for improved strategic coherence, delivery and efficiency in the second phase of the programme?

- 113 The IGGHRP management team was meticulous in responding to all MTE recommendations. Additional emphasis was put on contributing to on-going policy processes at global (e.g. CFS), regional (e.g. AGIR/SHARE, CAADP) and country level (in particular in focus countries, adding value to on-going Country Programming Frameworks), as well as to on-going programmes (seed money), strategically benefitting from on windows of opportunities. Partnership/collaboration strategies to integrate and mainstream technical support within national (e.g. Ministries of Agriculture, Inter-sectoral FSN related mechanisms, Statistics offices) and regional institutions (e.g. AU, NEPAD, CILSS, IGAD, COMESA, SADC, SICA), networks and with international partners were stepped-up to leverage policy dialogue and capacity development. The programme continued to provide support to normative work, linking methodological knowledge, tools and good practices to regional and national processes to promote improved policies and programmes with a feedback loop for cross-fertilization between global, regional and country levels.

What has been the return on investment in each of the components supported by the project? How has the project leveraged resources internally within FAO and externally?

- 114 One key factor that enabled the programme to have a greater impact was the ability to leverage programme resources. The ability to fund innovative practices enabled IGGHRP to leverage FAO and donor resources for supporting and scaling up activities. People were inspired in the various FAO units by the ability of the programme to support innovative practices.
- 115 Examples of leveraging resources:
- **IGGHRP:** FAO contributed US\$17 million and the EU contributed US\$30 million to the IGGHRP.
 - **Sustainable agriculture:** With seed money of US\$2 million from the programme, they were able to generate US\$17 million from the Global Environmental Fund.
 - **CoOPEquity:** FAO/WeEffect strategic partnership (MoU) set up to strengthen Producer Organisations in eight countries leveraging US\$50-80 million in five years⁷² with US\$10 million from Sweden.⁷³
 - **E-learning:** Each US\$1 investment in IGGHR e-learning generated a US\$4 return.
 - **VGGTs:** EU gave US\$3 million each to 18 countries for VGGTs.
 - **Social protection:** IGGHRP began supporting policy work and impact evaluations. This led to a refinement of the focus of evidence generation agenda and to regional dialogue (e.g. regional workshops involving Government, WFP, NEPAD, African Union, African Platform for Social Protection, UNICEF etc.) and country-level policy support. The IGGHRP contributed US\$1.2 million (one-third of total), and US\$5 million were mobilised from other funders (e.g. DFID, FAO).
 - **CAADP:** As an example of resource coordination and leveraging, German funding was mobilised following the NEPAD/CAADP Nutrition Capacity Development Initiative (e.g. German CAADP Nutrition – Continental, German ECOWAS Zero Hunger Project), and German funding has supported country-level technical support (implemented by FAO).⁷⁴
 - **IPC:** Continued support and further refinement of IPC was a key investment made by the programme. Bridging resources provided by IGGHRP enabled IPC to secure additional resources from the EU and other donors.

72 FAO. 2015. Final Evaluation_mapping of the multiplier effect. Programme document. 20 Nov 2015.

73 Per interview

74 FAO. 2015. Personal email communication with FAO staff.

116 Examples of scale-up:

- The CoOPEquity methodology will be included in Guatemala, Nicaragua, Bolivia, Zambia, Myanmar and Vietnam through the implementation of the Strategic Partnership Agreement.
- The MDD-W was piloted in Tajikistan, where the government plans to scale up use of the indicator by integrating it into the national Household Budget Survey starting 2016.⁷⁵,
⁷⁶ This model could be used by other countries to use MDD-W to monitor SDG-2 and ICN-2 follow-up. Collaboration is underway with a German-funded project to adapt the Tajikistan model to build capacity in 43 Sub Saharan African countries to collect MDD-W data.
- Graduates of 19 LEGS-supported regional Training of Trainer courses have conducted 169 LEGS training courses in 37 countries without additional LEGS funding.⁷⁷
- The piloted joint-programming approach with Farmer Field Schools and Community Listeners' Clubs has been incorporated into major FFS projects in Niger, Senegal and Burundi.

75 FAO. 2015. Training Report: Integration of the Minimum Dietary Diversity-Women (MDD-W) into the Household Budget Survey in Sughd Region, Tajikistan. Report by Claudia Lazarte, Sabir Kurbanov, Warren T.K. Lee. Rome.

76 FAO. 2015. *IGGHR_Final Evaluation_mapping of the multiplier effect - 20Nov*. Programme document.

77 FAO. 2015. *Briefing on the LEGS Project Review*. Brief.

5. Conclusions

117 Based on the evidence that emerged throughout the evaluation and the lessons learned, the ET drew the following conclusions:

Conclusion 1: IGGHRP was a good programme and was very successful. Adaptive management was essential to successful programme implementation and allowed IGGHRP to take advantage of emergent opportunities both internally (e.g. internal restructure of FAO) and externally (e.g. SUN initiative, resilience, nutrition, IPC vulnerability analysis). IGGHRP created more opportunities at HQ for cross-sectoral collaboration and synergy; people who had not previously worked together were now working on nutrition. The programme also successfully catalysed additional external funding and support.

118 However, the programme lacked a strategic target governance focus. If the programme had focused on smallholder farmers and producer organisations, it would have better focused its activities on common themes and would have prevented the fragmentation of activities. The programme did have some great success stories in achieving governance change, especially around smallholders. These represent large wins. The positive results achieved by the programme could have been even greater if the programme had been more focused.

Conclusion 2: The programme achieved a great deal even though the management structure was not adequately staffed. Management structure should be lean but should include key personnel such as a full time gender person and a knowledge management specialist. A communications person, hired post-MTE, was also essential to insure that stakeholders understood the breadth of the programme.

Conclusion 3: Greater synergy of programme components would have been fostered if there were a country focal point⁷⁸. The lack of a CO focal point led to programme components being viewed as separate sector activities rather than as complementary horizontal components of a large programme.

Conclusion 4: The programme missed a key opportunity for harmonization of resilience measurement through the FSIN. Given the numerous organisations that were engaged in the Resilience Technical Working Group on resilience measurement, FAO had a real opportunity to promote harmonization across agencies. IGGHRP did not capitalise on FSIN as much as they could have. IGGHRP work on resilience measurement was not integrated with social protection and sustainable agriculture programming initiative; this is starting to occur (see paragraph 16 and 52).

Conclusion 5: The IGGHR programme could have had greater impact if the RBAs had been involved in programme design from the beginning for intentional collaboration. However, the EU and programme staff should recognise that structural and mandate differences exist for each of the agencies. Collaboration should emphasise the comparative advantage of each of the agencies.

Conclusion 6: In the end, EU funding was used effectively for bridging, leveraging, innovation, and scaling up. The ability to fund innovative practices enabled FAO to leverage other resources for scaling up activities. People in various FAO units were inspired by the programme's ability to support innovative practices.

Conclusion 7: There is a real concern on the part of the ET that the EU-funded follow-up projects such and FIRST and INFORMED will become fragmented, going against the synergy that the IGGHR programme was trying to foster. Currently only 11 of the 19 countries that INFORM will overlap with FIRST, separating information from policy decision making in eight countries.

78 There were country level focal points for the focus countries of the programme for the first 2 years. However, after the MTE, and with the new arrangements at FAO, it was decided to use internal structure for country support (e.g. SO5 country support teams, SO1 country support mechanisms through Africa Regional Initiative). This country-level support was not consistent.

Conclusion 8: IGGHRP supported development of numerous well-regarded normative products. A number of products have real promise for scaling up, including MDD-W, ADePT and MOSAICC. The IGGHRP work to improve and make available food security indicators at the country level was very effective. The programme could have used more discipline in prioritizing investments that added value to existing public good tools/products and were relevant to the specific focus of the IGGHRP. FAO HQ can play an important role in synthesizing country-level knowledge for global dissemination.

Conclusion 9: CFS work was a high value-added investment that has the potential to create governance dialogue about nutrition and food security with key stakeholders. CFS lacks sufficient regional interaction and participation from civil society. Independent funding would require CFS to be an independent entity, which would entail legal challenges and may lead to fragmentation.

6. Recommendations

119 Based on the conclusions and lessons learned, the ET puts forth the following recommendations:

Recommendation 1 (to FAO and EU): Any new allocation for a global programme might strike a better balance between targeting governance spaces and pursuing emergent opportunities for food security and nutrition governance change.

120 The FE considers of fundamental importance for FAO and EU to continue global level collaboration on topics related to food security and nutrition under a governance framework. The ET recommends that strategic governance interventions focus on improving smallholders' food and nutrition security. This focus clearly aligns with the EU strategic priorities (i.e. food and nutrition-sensitive agriculture, climate change and agriculture, resilience). Such a strategic focus will enable stronger horizontal linkages between capacity, data, policy and programming. Stronger vertical links can be achieved by having dedicated programme focal points at the country level. A new global programme will be instrumental in linking FAO normative work with operational work and creating space for FIRST and INFORMED to have a better connection between global work and country implementation. The new programme, however, should continue to enable FAO to flexibly pursue emergent opportunities to support the FAO reform process, seize on shifts in external/contextual factors and leverage resources in a catalytic way to achieve greater impacts.

Recommendation 2 (to CFS and EU): The CFS Civil Society Mechanism effectiveness should be strengthened through more systematic representation and regional-/country-level consultations in support of CFS work streams. CFS/CSM meetings should be held at the regional level every other year. EU should consider funding CFS monitoring and evaluation of implementation.

121 Metrics should be devised to track governance changes. The next programme should prioritise monitoring and evaluation of CFS policy implementation and other strategies to measure institutional capacity development in areas of programme focus.

Recommendation 3 (to FAO): FAO should continue to work towards harmonization of resilience measurement approaches.

122 FAO's contribution to resilience measurement should focus on food and nutrition outcomes since this is a comparative advantage of the agency. Resilience measurement should be more effectively linked to programme and policy work carried out by FAO and should be more crosscutting, linking to social protection, nutrition and Disaster Risk Reduction. In terms of developing methods to measure resilience and gathering and analysing data for decisions, data need to be better linked to decision making and the needs of decision makers. FAO should better coordinate activities so that resilience measurement occurs in the same areas where social protection analysis and policy and capacity development are occurring.

Recommendation 4 (to FAO and EU): Strengthen the partnership between FAO and the EU through a more systematic collaboration strategy to engage EU technical staff across divisions and in the field. Newsletter and blog exchanges and regular meetings will help facilitate this engagement.

Recommendation 5 (to FAO, WFP and IFAD): Collaboration among the RBAs (FAO, WFP and IFAD) should be purposeful in areas of comparative advantage and shared interest. Future collaboration could be improved by more directly involving RBAs in consultations planned during the design process of the next global programme, providing discrete resources to each RBA and by integrating the programme with WFP and IFAD existing initiatives.

Recommendation 6 (to FAO): The next version of the global programme should continue to support substantive work on nutrition and nutrition-sensitive agriculture and food systems; Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests; resilience; the link between social protection and agriculture; and producer organisations and sustainable crop production intensification.

Recommendation 7 (to FAO): More emphasis should be given to capacity development in the next global programme. The types of capacity to be strengthened should be linked to the types of outcomes to be achieved. If FAO strengthens its strategic focus on smallholders and producer groups, capacity development will be more focused on improving outcomes related to smallholder governance.

Recommendation 8 (to FAO): The future global programme, FIRST and INFORMED should be jointly managed through a mechanism such as a global facility or appropriate unit within FAO, which will promote greater programming coherence, collaboration and coordination across programmes and SOs.

Recommendation 9 (to FAO): As a corollary, the future global programme should continue working with regional organisations on policy processes within the CAADP, SUN and REACH frameworks.

123 Analytical capacity development has been an area of success and should be continued. The next programme should support regional organisations' capacity by ensuring that linkages between HQ, regional and country offices are maintained (i.e. HQ provides a global synthesis and normative product function, regional offices integrates the global synthesis and normative product and country offices ensures implementation at country level) these linkages will foster better learning and feedback loops).

Recommendation 10 (to FAO): The FSIN should continue to focus on resilience measurement and food security and nutrition indicators as a global leadership flagship effort.

124 The FSIN provides the only regular forum that brings together many agencies and research organisations to harmonise measurement approaches and indicators related to resilience, food security and nutrition measurement within the food security and nutrition community of practice. FSIN should continue to have a strong focus on strengthening country-owned information systems as well.

7. Lessons learned

- 125 This section highlights lessons learned by the ET that are relevant to the design and evaluation of FAO programmes.
- 126 **When the programme lacks focus, then resources can easily be spread too thinly.** A clear agenda in terms of a target governance space would provide the criteria to make difficult decisions regarding resource allocation. In addition, it will necessitate horizontal linkage across the four objectives of the programme.
- 127 **Country programme focal points are necessary to ensure horizontal and vertical linkages in support of the programme.** There were few synergies among programme activities at the country level because there was not a country focal point with an understanding of the breadth of the programme. At the same time, the absence of a country focal point meant that lessons learned from the field were not systematically provided to headquarters.
- 128 **Advisors in country with no operational budgets will have limited ability to influence results and a corollary is that with limited operational budgets, it will be difficult to recruit senior and highly effective governance advisors.** Policy Advisors had limited funds to conduct activities and were relatively junior. This made it difficult for them to have an influence on policy processes. These two problems were inter-related. Lack of budget limited FAO's ability to recruit senior advisors. In countries where governance work is prominent, there is an expectation that partners will bring budgets in addition to advisors.
- 129 **When planning/designing programmes that involve multiple stakeholders, comparative advantages and structural constraints of each stakeholder should be taken into account.** "Partnership for purpose" means that partnerships are built upon the different strengths and mandates of organisations. However, limitations of each partner should be accounted for in design as well.
- 130 **Multi-stakeholder buy-in, though time consuming, is essential to sustainability.** Governance change requires multi-stakeholder buy-in/commitment. Achieving this multi-stakeholder buy-in, whether at the global governance level (i.e. CFS) or field level (i.e. IPC), requires two years or more. However, without this buy-in, results level changes are not evident (i.e. RIMA).
- 131 **Adaptive Management thrives when resources are dedicated for learning.** Adaptive management depends upon systematic organisational learning, which requires dedicated personnel and a sufficiently robust results monitoring plan. The core management team had good intuition but was handicapped by the absence of results monitoring and a Knowledge Management focal point for the programme.
- 132 **During the evaluation, the ET noted important opportunities that were not fully exploited:**
- The potential for a strategic governance focus on smallholders and producer organisations that would have galvanised programme resources in support of clear results. The MTE provided a window of opportunity for refocusing the programme. This was only partially achieved, probably because of the novelty of the programme approach set in the context of a rapidly evolving FAO organisational framework.
 - FAO's opportunity to become one of the most prominent international agencies in resilience programming and measurement: While the programme had the breadth and resources to tackle programming for food security/nutrition resilience (FAO's comparative advantage) engaging many units in the agency, this only occurred later in the programme. Currently the Global programme is helping to shape the SO5 agenda giving more emphasis to resilience in protected crisis, resilience measurement and resilience and social protection.
 - FAO's opportunity to use the FSIN as a mechanism to accelerate progress in resilience measurement and prioritization of normative tools development. This interagency effort had great potential to move resilience measurement forward at an accelerated rate and to help the programme prioritise tools/normative guidance investments by the programme.



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