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Organisation  
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pour  
l'alimentation  
et  
l'agriculture

Organización  
de las  
Naciones  
Unidas  
para la  
Agricultura  
y la  
Alimentación

## PROGRAMME COMMITTEE

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**Evaluation of TeleFood**

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## **Evaluation of FAO TeleFood**

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**ABBREVIATIONS USED IN THE TEXT**

ADG	Assistant Director-General
CSO	Civil society organization
FAOR	FAO Representative
GI	General Affairs and Information Department
GII	Information Division
LDC	Least developed country
LOJA	Liaison Office with Japan
LOWA	Liaison Office for North America
MDG	Millennium Development Goal
NGO	Non-governmental Organization
OFA	Office of WFS Follow-up and Alliances
PPRC	Programme and Project Review Committee
SPFS	Special Programme for Food Security
TCAP	Field Programme Development Service
TCO	Field Operations Division
TCOS	SPFS Management and Coordination Service
UNDP	United Nations Development Programme
UNFPA	United Nations Fund for Population Activities
UNICEF	United Nations Children's Fund
UTF	Unilateral trust fund
WFP	World Food Programme

## I. EXECUTIVE SUMMARY

1. The evaluation of TeleFood was undertaken at the request of the Programme Committee in follow-up to that of the Cross-organizational Strategy on Communicating FAO's messages and led by the same consultant, Dr. Pierre Spitz. It covered the evaluation of TeleFood projects and of the awareness and fund raising components of TeleFood.

2. The evaluation found that the attention and priority to given to TeleFood has declined both in terms of the level of attention it receives from senior management and the comparative share of Regular Programme funding for the TeleFood Unit. TeleFood has demonstrated its viability in mobilising funds from the public and in public awareness raising in a few key countries. It now needs to be fully integrated into FAO's institutional and implementation strategy for fund and awareness raising. This will require substantial changes building on the success in Spain and major changes are now needed in Conference Resolution 3/97 (recommendation 1). Further recommendations are made for fund and awareness raising, including:

- a) Focusing activities in a few carefully selected countries (recommendation 2);
- b) Using funds for a wider range of FAO development and emergency response activities than TeleFood projects (recommendation 3);
- c) Focusing messages in public campaigns (recommendation 4);
- d) Focusing on building the FAO brand identity and gradually phasing out public branding of TeleFood (recommendation 5);
- e) Offering givers the possibility of pledging donations through regular direct debit. Regular donors and donor groups should have the opportunity to choose at least in some measure what they wish their donations to be used for and to receive information on the work (recommendation 6);
- f) Strengthening the criteria applied in developing the coverage of fund and awareness raising (recommendation 7); and
- g) Bringing together all advocacy and information and communication activities in one unit with GII. Also a dedicated unit derived from the TeleFood Unit should have the clear mandate for fund raising from the public and related sponsorship and direct fund raising from small and medium business. In addition to encouraging the development of national associations, foundations, etc. an FAO global foundation should be established (recommendation 8).

3. It was found that TeleFood projects probably perform no better or worse in delivering sustainable benefits to the poor and malnourished than does the average NGO project of this type. TeleFood projects have not been particularly focused on poor countries and have not necessarily directly benefited the most poor in countries, although there has been an encouraging emphasis on women and children. TeleFood projects are thus not fully meeting the basic claim for the programme that the money donated is going directly to benefit the poor and malnourished. Transaction costs are also high for such very small initiatives in an Organization not orientated towards this type of intervention. The evaluation thus recommends that separate TeleFood Projects should be discontinued and funds mobilised from public donations used to support clearly identified components of wider FAO projects or programmes where they will fully meet the criteria of addressing the needs of the poor both in absolute and relative terms (such projects may include SPFS and emergency response). Where funds are raised in developing countries they may be used, at least in part in those countries but all funds raised in developed countries should be spent in LDCs (recommendation 9).

## II. INTRODUCTION

### REQUEST FOR THE EVALUATION OF TELEFOOD

4. The evaluation of TeleFood was undertaken in follow-up to that of the Cross-organizational Strategy on Communicating FAO's messages. At its 94th session in September 2005 the Programme

Committee welcomed that evaluation, “noting the key role of communication in providing the Organization with legitimacy and visibility, conditions that were vital to its continuity and credibility. While recognizing that FAO is an important source and repository of information in its field, delegates expressed concern that careful consideration and review be given to the various communication instruments in reaching general audiences through the media, versus the FAO Ambassadors’ Programme and TeleFood, and to a certain extent questioned the value added by these tools in awareness-raising and advocacy”<sup>1</sup>.

5. The Committee further “requested more information on the efficacy of TeleFood. Some Members also queried whether FAO should be putting limited resources into direct fund-raising. This evaluation was requested for consideration by the Programme Committee, if possible in May 2006. The forthcoming evaluation of both the fund-raising and advocacy dimensions of TeleFood was thus welcomed”<sup>2</sup>.

### **OVERALL OBJECTIVES OF TELEFOOD AND MAJOR QUESTIONS ADDRESSED BY THE EVALUATION**

6. TeleFood is intended to raise awareness on food security and appeal for financial contributions in support of a programme for grassroots-level projects against world hunger and malnutrition. The programme was launched in 1997 within the World Food Day framework (Conference Resolution 3/97 – Annex VI) as an immediate follow-up of the 1996 World Food Summit. The Conference approved “the Director-General’s decision to allocate, in their entirety, the proceeds collected through the TeleFood appeal to the financing of concrete grassroots-level projects, none of these proceeds being diverted to administrative or other costs and to rely on sponsorship and other private and public voluntary contributions to meet the costs of promoting and coordinating this operation.” The maximum level for each TeleFood project has been set at US\$ 10,000.

7. The evaluation addressed the following major questions:

- a) Are TeleFood projects proving efficient and effective in tackling poverty and food insecurity and thus a good use of resources, building on the Organization’s comparative strengths;
- b) Is TeleFood an efficient and effective means of advocating to the general public FAO’s basic messages on tackling hunger and food insecurity; and
- c) Is TeleFood an efficient and effective way of raising money to support the Organization in its strategic goals of tackling hunger and food insecurity.

### **INSTITUTIONAL ARRANGEMENTS FOR THE EVALUATION**

8. Managed by the Evaluation Service, the evaluation was undertaken under the same team leadership as that of the evaluation for communicating FAO’s messages by Dr. Pierre Spitz. He was assisted as follows by specialist consultants in reviewing TeleFood projects at country level and in examining the fund mobilisation and awareness raising components of TeleFood:

- Field evaluation of TeleFood projects J.C. Garcia Cebolla and E. Devillers
- Evaluation of TeleFood fund and awareness raising: C. Innes and D. Upsall

## **III. EVALUATION OF THE USE MADE OF TELEFOOD FUNDS**

### **METHODOLOGICAL APPROACH TO EVALUATION**

9. The “Guidelines for the TeleFood Special Fund spell out the goal of TeleFood projects as follows: “They are intended to improve poor families’ means of production, enabling them to produce more food and to generate cash income, thereby allowing them better access to food”, a more

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<sup>1</sup> Paragraph 48 CL 129/3 Report of the Ninety-fourth Session of the Programme Committee Rome, 19 - 23 September 2005.

<sup>2</sup> Ibid Paragraph 52.

comprehensive definition than the original one given in the 1997 FAO Conference, which was, “to help the poor farming families in the developing world produce more food”( Resolution 3/97). Both definitions imply the notion of sustainability.

10. TeleFood projects were thus evaluated against their effectiveness in achieving this goal as well as the extent to which they could serve as examples for advocacy in achieving FAO’s overall Goals of reducing hunger and malnutrition; were an efficient use of resources; and also the extent to which they built on FAO’s comparative advantages.

11. Up to December 2005 there had been 2,068 TeleFood projects approved since 1997, for a total value of US\$ 14,794,000, corresponding to a project average of US\$ 7,154. The number of projects, their small size and short duration (around one year), as well as the number of countries involved (127), were, taken together, as a challenge given the amount of financial resources available for the evaluation.

12. Three hundred and twenty three TeleFood project final reports, completed at the end of project activities, were read. The reporting system was not and could not be independent. Except in some cases of TeleFood projects linked to the Special Programme for Food Security (SPFS), the reports were not written by FAO personnel, but by a local staff of the supervising/implementing agency, such as a line agency (e.g. Livestock Department), an NGO/CSO, or the beneficiary group itself. This together with the superficiality of most of the reports, which could hide positive as well as negative results and the unevenness of the information provided, did not allow a systematic comparative review and limited the value of the reports from an evaluation perspective.

13. A questionnaire survey of FAORs was also undertaken to which 52 valid responses were received (a response rate of 56%).

14. In view of the concentration of both poverty and projects in those regions and cost considerations in organising missions, this step in the evaluation was followed up with individual visits by consultants to 30 projects in eight countries of Africa, Asia and Latin America due for completion<sup>3</sup> in 2001-2002. In each region countries with a high number of projects were selected. Instead of sampling from the universe of projects, a cohort of those closed 3-4 years ago was examined, so as to assess the sustainable impact. As the unit within FAO responsible for TeleFood projects (TCOS<sup>4</sup>) stressed that policy changes meant that recent projects were in fact more likely to be sustainable, some attention was given both through examination in the countries visited and through examination of more recent project profiles to the extent to which this was the case. As the major changes leading to an expectation of greater sustainability were improved links to FAO projects, in particular the SPFS and links to and supervision by NGOs, attention was given as to whether these projects had proved more effective.

15. The choice of projects to be visited in each country resulted from interactions between the evaluation team and the Country Office, taking into account the nature of the projects, the logistics and attendant costs in a tight time framework. If there are biases in the final selection it is likely to be more in favour of visiting “better” projects, more accessible (hence with a better potential for monitoring and supervision) than the other way around. Thirty projects were studied in the field, as follows: Burkina Faso (5); Cambodia (3); Mexico (4); Senegal (3); Tanzania (4); Thailand (2); Uganda (3) and Uruguay (6). The two consultants were requested to answer standard evaluation questions, and give particular attention to:

- a) whether the beneficiaries were poor families in both relative and absolute terms;
- b) benefits in terms of food and income; and
- c) sustainability of the benefits.

<sup>3</sup> As there is no systematic documentation on the actual dates of completion, some of the projects which experienced delays were evaluated 2-3 years after completion.

<sup>4</sup> TCOS – the Special Programme for Food Security Management and Coordination Service in the Field Operations Division.



## STATISTICAL SUMMARY OF TELEFOOD PROJECTS

16. Tables 1 and 2 summarise the number and values of approved TeleFood projects since the start of the Programme to the end of 2005. As can be seen projects have been well spread around both the developing and transition countries.

**Table 1. TeleFood projects approved by region 1997-2005**

Region	Projects		
	Number	Value US\$ (000)	% of value
Africa	965	6,373	43%
Asia and Pacific	403	2,971	20%
Europe	93	789	5%
Latin America and Caribbean	449	3,412	23%
Near East, North Africa	155	1,238	8%
Other	2	10	0%
<b>Total</b>	<b>2,068</b>	<b>14,794</b>	<b>100%</b>

**Table 2. TeleFood projects by year of approval**

Year	Number	Value US\$ (000)
1997	277	2,046
1998	56	404
1999	234	1,565
2000	272	1,966
2001	251	1,730
2002	234	1,663
2003	265	1,834
2004	247	1,860
2005	232	1,726
<b>Total</b>	<b>2068</b>	<b>14,794</b>

## IMPLEMENTATION ARRANGEMENTS FOR TELEFOOD PROJECTS

*Are TeleFood projects efficiently implemented using systems and procedures in line with their small-scale and their objectives?*

17. **Overall design of the programme:** Maximum resources per country are set at US\$ 100,000 per biennium and individual projects are approved on a case by case basis. TeleFood projects have a maximum duration of one year and FAORs are divided on whether this is appropriate. While 62% of FAORs find the one year duration about right; 35% find it far too short, some suggesting 18 to 24 months, or plead for flexibility, depending on the type of project and local circumstances, stating:

- time should be allowed to accompany the communities, even after the project was strictly closed, in order to ensure sustainability;
- groups need time to organize themselves at the inception phase; and
- projects should be adjusted to harvest/production cycles rather than calendar months (when approval is delayed, the project sometimes cannot be implemented in the off-season).

18. The same diversity of FAORs' views applied to the project ceiling fixed at US\$ 10,000, per project and 63% of the respondents would like to increase it. Among these, 26% recommend US\$ 15,000, 34% US\$ 20,000, 11% US\$ 40,000 and 20% US\$ 50,000. The reasons given are to increase the number of beneficiaries as well as of activities and to justify the Representation's investment in time and resources. Another reason added is to cover expenses (training, awareness-raising, communication, technical support, monitoring, ex-post evaluations, etc.) which is not permissible under existing TeleFood regulations.

19. **Project formulation and approval:** TeleFood project proposals should include information on the group making the proposal, a description of project objectives, the proposed food production or income-generating activities, a detailed list of inputs (with budget), the supervision and reporting arrangements, some indications of the project's sustainability, and as part of the arrangements to assure sustainability arrangements for a community fund generated from the project income. There is no requirement to systematically document the poverty status of the group or community. The FAO Representative, with the assistance of national SPFS staff or other FAO field staff, and in collaboration with government, should appraise and finalise the project proposal. A national civil servant, preferably a technician from the relevant ministry, or a staff member of a non-governmental organization involved in the project, should be designated and agreed by FAO, to be responsible for the entire cycle of each project. He/she should ensure the follow-up of the project and submit the interim and final reports to the FAOR. When an agreement is reached on the detailed plan of operation, the FAOR should send the project document to the Director of the Field Operations Division (TCO) for review and submission to the Programme and Project Review Committee (PPRC) for endorsement. All TeleFood projects are thus approved in Rome.

20. In practice TCO reports that in many cases the first real appraisal happens in TCO. FAORs also do not always systematically apply the In-Country Clearance Checklist. Since 2001, to streamline and speed-up the review and approval process, standard or replicate projects are reviewed by TCOS for compliance with the Guidelines and, if cleared, submitted directly to the secretary of the PPRC who normally clears them within 24 hours. To qualify as a standard project the project should be restricted to a single project category defined on a template of a replicate project a project previously approved in the same country repeated in another location, with other beneficiaries. No project requesting pesticides is treated as standard or replicate. Unless there are obvious non-technical problems with the proposal, TCOS then refers proposals which are not standards or replicates to the technical units concerned<sup>5</sup>. In 2004 some 36% of projects were non-standard or replicate. Turn-around time in the technical divisions was reported as normally varying between one and three weeks.

21. **Supervision and support to communities for implementation:** Monitoring should be attuned to technical risks, but it is also necessary to monitor the smooth functioning of the groups, and, particularly in the case of community/revolving funds, to provide oversight on book keeping. In the questionnaire addressed to FAORs, the question "Do TeleFood projects in your country(ies) of accreditation undergo monitoring?" attracted about half (46%) positive answers, 48% responded "sometimes", and 6% never. To the question "Does your office undertake site visits to TeleFood projects?" 14% answered never, 31% once, generally at the input hand-over ceremony, and 50% visited two or more times the project. Comments add that these visits take place only because of the proximity of other FAO undertakings, as no budget is provided for monitoring TeleFood projects. FAOR responses to questionnaire deplored the lack of funds for monitoring, support and follow-up, and 46% identified this issue as the main weakness of TeleFood projects. To the question "Do you have the means to monitor the sustainability of TeleFood projects?", two-thirds of the FAORs responded negatively.

22. FAO headquarters does not have resources or systems in place to undertake cross-cutting reviews or provide substantive discussions and feedback on TeleFood projects.

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<sup>5</sup> Mostly AGA, AGP, AGS, FID.

23. This pessimistic picture was found if anything to be worse by the evaluation visits where many groups reported no visits from FAO or only a visit for an input handing over ceremony.

24. **Overall efficiency of implementation arrangements:** TeleFood project requests are intended to benefit local communities and be implemented on a community basis. It is a principle of TeleFood that no project funds are allocated for any form of overheads, including preparation or supervision. No funds are in fact budgeted for these activities and the dedicated support to TeleFood is, as noted above one professional in the Field Operations Division (TCO). The second greatest weakness identified by FAORs with respect to TeleFood projects was the operational workload which was considered as excessive in relation to the small size of the projects, and the lack of a budget for this.

25. TeleFood projects have a maximum ceiling of US\$ 10,000 and the average size has been US\$ 7,154. Leaving aside costs to national governments, NGOs, etc.; In FAO itself, even at the most conservative estimates of Professional and General Service time, US\$ 3,500 is spent per project (between TCO, administration and finance, the technical divisions and the FAO Representation; this is without the expected monitoring and supervision by FAORs which as noted is at a low level). This cost is borne by the Regular Programme budget of the Organization and is equivalent to 49% of the resources allocated to direct project costs. This may be compared with the calculation for similar services of the 13% overhead cost on FAO technical cooperation development projects and 10% on emergency projects.

### **SUMMARY MATRIX OF THE CHARACTERISTICS OF TELEFOOD PROJECTS**

26. The information collected by the evaluators in the field in eight countries through 30 projects shows a wide diversity of situations that were analysed in detail. Lack of space does not permit presentation of all this rich evidence based material. In order to present it in a way facilitating its overall analysis, a matrix was developed of key characteristics of projects. It is presented below in abbreviated format and is divided into the:

- a) **type of enterprise undertaken** (e.g. chicken rearing);
- b) **characteristics of the target group** in terms of: i) whether the target was a centre such as a school or orphanage; ii) the number of immediate beneficiaries; iii) whether the immediate beneficiaries were primarily women, children or families (where men tend to be the primary decision makers and beneficiaries); iv) the relative income level of the target group; and v) whether the target group had access to other forms of assistance;
- c) **availability of technical support** from government, an NGO, FAO etc.;
- d) **benefits of the project and their sustainability**, including: i) an overall assessment of whether sustainable benefits were achieved (i.e. benefits enduring beyond the immediate input from the project to the community); ii) whether benefits spread to additional households beyond the original target group; iii) whether any paid employment was created; iv) whether some form of revolving community fund was established (which was included as one of the original factors to achieve sustainable benefits from TeleFood projects); and v) whether the group leader or 2-3 leaders appropriated the benefits to themselves; and
- e) links/integration with different categories of programme including the SPFS, other FAO projects, government and NGOs.

27. This enabled a number of hypotheses and correlations to be explored with respect to the performance and sustainable impact of projects.

<b>Chart 1: Matrix analysis of TeleFood projects</b>												
<b>Enterprise Type</b>	<b>Characteristics of Target Group</b>					<b>Availability of Technical Support</b>	<b>Benefits</b>					<b>Links</b>
	<i>Centre or Producer Group</i>	<i>Number of Immediate Beneficiaries</i>	<i>Women, Children, Families</i>	<i>Relative Income Level of Target Group</i>	<i>Links to Other Sources of Assistance</i>		<i>Sustainability of Benefits as of Dec. 2005</i>	<i>Spread to additional households</i>	<i>Creation of paid employment</i>	<i>Revolving Fund Established</i>	<i>Taken by Group Leader(s)</i>	
<b>Burkina Faso</b>												
Chicken	producer grp	15	Women	Mixed <sup>6</sup>		Poor	Low	No	None	No	No	SPFS
Sheep	producer grp	16	Women	Mixed		Poor	Yes	No	None	Yes (in kind)	No	SPFS
Sheep	producer grp	16	Women	Mixed		Medium <sup>7</sup>	Yes	No	None	Yes (in kind)	No	SPFS
Pigs	producer grp	7	Family	Medium		Poor	No	No	None	In theory, (didn't work)	No	SPFS/ Gov
Pigs	producer grp	12	Women	Medium		Poor	No	No	None	In theory, (didn't work)	No	SPFS/ NGO
<b>Cambodia</b>												
Chicken	producer grp	200	Women	Poor		Good	Yes	Yes	Unlikely	Yes	No	SPFS
Fruit trees	producer grp	64	Family	Poor		Good	Yes	No	Unlikely	Yes	No	SPFS

<sup>6</sup> "Mixed" means poor and non-poor.

<sup>7</sup> Inappropriate introduction of breed corrected by the herders themselves

<b>Chart 1: Matrix analysis of TeleFood projects</b>												
<b>Enterprise Type</b>	<b>Characteristics of Target Group</b>					<b>Availability of Technical Support</b>	<b>Benefits</b>					<b>Links</b>
	<i>Centre or Producer Group</i>	<i>Number of Immediate Beneficiaries</i>	<i>Women, Children, Families</i>	<i>Relative Income Level of Target Group</i>	<i>Links to Other Sources of Assistance</i>		<i>Sustainability of Benefits as of Dec. 2005</i>	<i>Spread to additional households</i>	<i>Creation of paid employment</i>	<i>Revolving Fund Established</i>	<i>Taken by Group Leader(s)</i>	
Home garden	producer grp	450	Family	Poor		Good	Yes	Yes	Unlikely	Yes	No	SPFS
<b>Mexico</b>												
Sheep	producer grp	40	Family	Medium/High		Not necessary	Partial	None	Possible	No	Largely	FAO-UTF
Amaranth processing	producer grp	20	Women	Mixed	High	Good	Yes (for leader)	None	Yes	No	Entirely	FAO-UTF
Organic veg	producer grp	10	2 Families	Medium/High		Limited	No	No	No	No	Yes	Ad hoc group <sup>8</sup> / FAO
Fruit, veg & chicken	producer grp	30	Family	Mixed		Poor	Partial	None	No	No	No	Gov
<b>Senegal</b>												
Fish processing	producer grp	360	Women	Medium	Yes	Not necessary	Yes (as long as inputs provided last)	None	Unlikely	No	Largely	Gov
Hydroponic Vegetables	Private nursery school	300	Children	Mixed		Poor	Low <sup>9</sup>	None	None	No	No	SPFS

<sup>8</sup> Two extended families

<sup>9</sup> Hydroponic technology is not very conducive to sustainability

<b>Chart 1: Matrix analysis of TeleFood projects</b>												
<b>Enterprise Type</b>	<b>Characteristics of Target Group</b>					<b>Availability of Technical Support</b>	<b>Benefits</b>					<b>Links</b>
	<i>Centre or Producer Group</i>	<i>Number of Immediate Beneficiaries</i>	<i>Women, Children, Families</i>	<i>Relative Income Level of Target Group</i>	<i>Links to Other Sources of Assistance</i>		<i>Sustainability of Benefits as of Dec. 2005</i>	<i>Spread to additional households</i>	<i>Creation of paid employment</i>	<i>Revolving Fund Established</i>	<i>Taken by Group Leader(s)</i>	
Poultry 5 identical projects	Islamic schools (operated by one religious leader)	1500 (on 5 projects)	Children	Mixed	Yes	Medium	None, but religious leader did start new poultry enterprise at one site	None	None	No	not applicable	SPFS
<b>Tanzania</b>												
Cows	producer grp	14	Women	Mixed		Not needed	Yes	Yes	No	Yes (in kind)	No	Int. NGO
Irrigation	producer grp	5	Women	Mainly non poor		Poor	Partial	No	No	No	Largely	Loc. NGO
Gardening	producer grp	6	Women	Mixed		Good	Partial	No	No	No	No	Loc NGO
Chicken	producer grp	5	Women	Mixed	High	Some	Yes	No	Probable	No	Largely	Loc. NGO
<b>Thailand</b>												
Farming training	Schools and clubs	206	Children	Mostly poor	Yes	Good	Yes	Yes	No	No	No	Int. NGO
Fish, ducks, pigs	producer grp	50	Youth	Mixed	No	Poor <sup>10</sup>	No	No	No	No	No	Gov

<sup>10</sup> Inappropriate introduction of catfish, non respect of TeleFood guidelines

<b>Chart 1: Matrix analysis of TeleFood projects</b>												
<b>Enterprise Type</b>	<b>Characteristics of Target Group</b>					<b>Availability of Technical Support</b>	<b>Benefits</b>					<b>Links</b>
	<i>Centre or Producer Group</i>	<i>Number of Immediate Beneficiaries</i>	<i>Women, Children, Families</i>	<i>Relative Income Level of Target Group</i>	<i>Links to Other Sources of Assistance</i>		<i>Sustainability of Benefits as of Dec. 2005</i>	<i>Spread to additional households</i>	<i>Creation of paid employment</i>	<i>Revolving Fund Established</i>	<i>Taken by Group Leader(s)</i>	
<b>Uganda</b>												
Pigs	producer grp	18	Women	Medium/High		Low <sup>11</sup>	Partial	None	None	In theory, but very few piglets given to other members	No	Gov
Vegetables	producer grp	80 (according to project design)	Family	Mixed (most of them not poor)	High	Poor	Yes (for leader)	None	Probable	No	Entirely	SPFS
Poultry	orphanage	900	Children	Poor			None for the orphanage, very limited for the 20 poor families (only 4 had some activity)	Poultry given to 20 poor families after project's failure	None	No	Not applicable	SPFS
<b>Uruguay</b>												
Organic veg	producer grp	10	Family	Poor		Good	Yes	Yes	Unlikely	No	No	FAOR

<sup>11</sup> Introduction of an inappropriate breed (White Large)

<b>Chart 1: Matrix analysis of TeleFood projects</b>												
<b>Enterprise Type</b>	<b>Characteristics of Target Group</b>					<b>Availability of Technical Support</b>	<b>Benefits</b>					<b>Links</b>
	<i>Centre or Producer Group</i>	<i>Number of Immediate Beneficiaries</i>	<i>Women, Children, Families</i>	<i>Relative Income Level of Target Group</i>	<i>Links to Other Sources of Assistance</i>		<i>Sustainability of Benefits as of Dec. 2005</i>	<i>Spread to additional households</i>	<i>Creation of paid employment</i>	<i>Revolving Fund Established</i>	<i>Taken by Group Leader(s)</i>	
Rabbits	producer grp	20	Family	Poor		Good	Yes	No	No	Somewhat	No	FAOR
Organic farming	school	35 students	Students and families	Mixed	Yes	Good	Yes, to some extent (vegetables new to them)	No	No	No	Partly	FAOR
Preserves	producer grp	11	Women	Mixed		Good	Partial	No	No	No	Partly	Gov
Preserves (inc. follow-up project)	producer grp	30	Women	Medium/High	High	Good	Partial	No	Probable	No	Largely	Gov
Integrated farming	producer grp	43	Family	Poor	No	Good	Yes	No	No	Yes (for pig raising)	No	Local NGO



## TARGETING OF TELEFOOD PROJECTS

### *Are TeleFood Projects Concentrated on hunger and poverty?*

#### **Targeting of the poor and malnourished**

28. Statistical analysis has shown that there is not a correlation between countries' poverty or hunger status and the distribution of TeleFood projects, although as can be seen from the distribution of TeleFood projects by region in Table 1 there has been some concentration on Africa where most LDCs are found. As projects show limited targeting on poor countries, the issue in national level targeting was with relative poverty in each socio-economic context.

29. In the TeleFood project template there is no explicit requirement to document the poverty status of the potential beneficiaries and, therefore no evidence in the available project files that beneficiaries were, indeed, poor families. FAORs<sup>12</sup> either did not respond in the questionnaires to the question on what proportion of beneficiaries were poor or gave confused answers, a proof of honesty as they have generally no means to know. Over 20% of the replies also refer to concern over the identification of beneficiaries, just behind the request for stronger accountability formats and for instruments measuring effects and impacts (35%).

30. The evaluators assessed relative poverty levels during country visits in a comparative framework through a cluster of proxies, such as the amount of land held, housing, clothing, visible assets, and employment. This assessment was complemented by discussions both with beneficiaries and non-beneficiaries. It was found that there was not a relative poverty focus in the majority of projects.

31. In only one of the projects working with institutions such as schools, an orphanage were the beneficiaries all relatively poor. In some other cases, such as those attending a private nursery it could be assumed that rather few would be in relative poverty. Out of the 25 projects visited which were to benefit groups, six (24%) directly benefited exclusively poor families (and of these three were in Cambodia). A further twelve (48%) were mixed groups; and seven (28%) were middle income or higher. These results should be reflected upon as FAO consistently states that TeleFood projects are benefiting the poor.

32. Some of the most obviously non-poor groups were found in Latin America, where in one case part time farmers worked in the capital and often owned cars. In another case members were small business men with restaurants and shops, others were municipal employees. In the case of this latter group they apparently expected tree planting on their peri-urban land would increase its value for construction. In an African case, all the women lived in a peri urban area and included a politician, a retired teacher a veterinarian and the wife of a lawyer owning a 200 m<sup>2</sup> brick house. Other members visited owned middle-class houses and most of them had servants.

33. In those eight projects in which relatively poor and relatively better off people were mixed in the same group, the better off tended to appropriate the benefits. Also in several of the projects based on schools or nurseries it seems the primary beneficiaries were the enterprise owners. In one project in Africa two woman leaders who had other businesses derived most of benefits from the poultry project, the four other members of the ad-hoc group received income for their labour. In Latin America, the woman leader did the same with the members of the group she formed for processing and members of the group even pay her for use of the equipment. In another African country the group leader of a horticultural project was a former employee of an international organization with good donor contacts and owned 27 hectares and utilised the inputs of the project primarily for his own horticultural production. In another African country one-off improvements were made in fish processing with the benefits accruing to the enterprise owners.

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<sup>12</sup> "What proportion of the programme's beneficiaries belong to the poorest 30% of the population; to the middle income group (30%-80%); to higher income groups (20%)?"

34. Interestingly the groups composed only of poor members tended to be more sustainable in the delivery of benefits. However, these were also concentrated in Cambodia and Uruguay, discussed as success stories below.

#### **Focus on women**

35. Out of the 30 evaluated projects, 14 were entirely devoted to women's groups, thus demonstrating a real effort of the TeleFood programme to support women, even if by no means all groups were made up of women living in poverty.

#### **Children as a focus**

36. Projects which directly addressed children and young people were working with institutions such as schools. As can be seen from the matrix two of the evaluated projects were entirely devoted to providing assistance to schools, one to a nutritional centre, one to an orphanage and a further three partly assisted schools. In only two cases did these projects provide sustainable benefits.

## **IMPACT AND SUSTAINABILITY OF TELEFOOD PROJECTS**

### **Overview**

37. TeleFood project final reports are supposed to provide a breakdown of the expenditures incurred under the project budget, as well as details of project outputs and results in terms of increased production and/or income. They should also report allocations from project profits made to a community fund as well as other measures to ensure continuation of activities. According to the 323 final reports reviewed, very few community funds, or revolving funds, were put in place. The few comments made on continuation of activities were in the form of a plea for additional resources. Measures of increased production and/or income were not put in the perspective of their sustainability after project completion, that is, when inputs, which had been available free during the project, would have to be purchased.

38. FAOR responses to questionnaires gave very limited information on sustainable impact. No FAORs responded to the questions on the replication of TeleFood projects by others which in a way is not surprising as the projects were not intended under the guidelines to be innovative and they were often similar to other small NGO and government projects.

39. The projects examined in-depth were closed and the missions thus had an opportunity to examine what remained in terms of benefits two to three years after the receipt of the last inputs. As can be seen from the matrix, sustainability was examined overall, in the general sense of whether the members were continuing to receive benefits and whether those benefits had expanded or declined. Also examined in this context was whether the benefits had spread to additional individuals or households, i.e. had additional persons become involved in the enterprise or copied it. Possible generation of paid employment for workers was examined and this was often linked to the final element studied in the distribution of benefits, i.e. had the group leader or a few leaders appropriated the benefits to themselves making group enterprises into personal ones or, in the case of the institutional benefits, owners of the schools, etc, taking the benefits.

40. Fourteen (47%) of the projects visited were considered as having some sustainability 2-3 years after completion. This number includes a fish processing project for which the concept of sustainability does not really apply and two projects which mainly benefit the project leaders. A more restrictive definition would therefore reduce this number to 11 (37%). In five projects (17%) there had been some spread to further households, i.e. there was some sustainable growth. In four cases there was probably some employment generated, usually by the leader becoming an entrepreneur, rather than the group enterprise enduring.

41. The TeleFood Guidelines state: "For purposes of project sustainability, beneficiaries should organize themselves into a group and contribute a small amount to a community fund on a

regular basis. Later, from the project's profits, the community should decide on the share to be added to the community fund and the share to be divided among the individual members. The fund is meant to ensure long-term ability to maintain and/or replace project inputs (as well as serving as a source of operating funds) once TeleFood financing ends." This is understood in many different ways, partly because of the ambiguity of the terminology used: is the "community" larger than the group or is it identical? The spirit of saving for the future is, however, well understood but it entails sacrificing today often very small benefits. In comparison with this free distribution of inputs, micro-credit projects have the advantage of making clear from the beginning rights and responsibilities. In addition to the three projects evaluated in Cambodia, which all had a revolving fund, five other projects have in one way or another a future oriented mechanism. Thus, three quarters of the evaluated projects have no funding mechanism for the future.

### **Characteristics of success in achieving sustainable impact**

42. **Cambodia example:** One example of real success against both criteria of reaching the poor and sustainability was the three projects in Cambodia associated with the SPFS. They were among the projects with the highest initial number of beneficiaries: 64 households (family fruit tree development), 200 women (semi-confined chickens) and 450 households (home gardening), to be compared with groups formed by a dozen members or less in most of the producer group projects evaluated. In Cambodia proposals were developed by the SPFS team in cooperation with the villagers. The intended beneficiaries were carefully selected in relation to their poverty level, needs, capacity and willingness to undertake the activities offered by the Tele Food projects. This selection was from among the SPFS beneficiaries, who themselves were chosen from a list of the 30 poorest farmers in selected villages. The beneficiaries belonged to the farmers' organisation created under SPFS who had received training from government staff through the Integrated Farmers' Field Schools and field demonstrations. The number of beneficiaries was much higher than in other TeleFood projects (except those related to school and health centres, a very special case)

43. Only a few of the 64 households who benefited from the family fruit tree development project stopped this activity or practiced it with insufficient intensity due to lack of labour. More than three years after project completion, they were still producing seedlings for sale, and with the income earned chose to diversify their production through chicken and duck raising, corn planting, herbs, vegetables or mushroom growing, etc. They gained skills in seedling cultivation and production of organic fertilizers and pesticides. Almost every family had improved nutrition through higher fruit consumption (at least doubled) and the diversity of fruit varieties, multiplied by two or three. Several beneficiaries declared that they used to suffer from food shortage for up to six months per year before the project and that the family income during that period rested upon seasonal unskilled jobs. They said that at the time of evaluation they had reached self-sufficiency thanks to fruit consumption and selling of seedlings, which generated a yearly income of US\$ 40 to US\$ 200.

44. The home gardening project aimed at improving the nutritional status of families all year round and income generation. It targeted 450 farmer households in selected villages among the seven SPFS sites. In addition to the 450 intended households, 262 other women benefited from the project. Three and a half years after completion, the project was still very active, each of the beneficiaries chose among the proposed seeds those best fitting their circumstances. They were growing seedlings for sale and vegetables for family consumption and sale. They reduced the use of chemical fertilizers and pesticides to a minimum thanks to the previous farmers' field school training and those who were raising pigs or cattle applied self-made compost. The evaluator found that many of the farmers wished to receive training in organic production in order to benefit from higher prices for these products with a growing tourist industry in the province. The family nutritional status has improved through daily consumption of vegetables and use of pesticides on food has reduced. The family income increases were found to range from US\$ 50 to US\$ 200 per

year. Many farmers from the surrounding villages were stated to come to learn from the farmer-trainers.

45. Two hundred women throughout the SPFS women's sites, especially widows, were intended beneficiaries of a project to improve productivity of local scavenging chickens. In every site three of the poorest women were selected to be project beneficiaries and become demonstrators of their skills to other villagers. More than three and half years after completion, the evaluator observed that the chicken raising activity was well maintained and even increased, chickens and eggs were eaten and sold. In many families, the generated income had been used to start duck raising, the price of which was higher (US\$ 4 -5 per duck as against US\$ 2 per chicken) for a similar production cycle of six months. In turn, income from duck raising together with loans from the revolving fund allowed the beneficiaries to start pig raising. Trichantera and Mulberry had been planted for animal feed supply and were disseminated all around the beneficiaries' houses. In every site the revolving fund increased. In addition to loans to both members and new-comers, the fund was also used in few cases to cover community expenses such as repairing the village rice mill.

46. In term of monetary benefits, these farmers have been able, not only to start activities which generate higher income such as duck and pig raising, but also to invest in small machinery such as water pumps, rice mills and hand-tractors, to repair and modernize their house and the farm installations (chicken and pig pens). They were also able to afford school expenses for their children. Yearly income from the activities ranged from US\$ 80 to 240. One family which derived an income of US\$ 50 per year from semi-enclosed chickens, at project completion was earning US\$ 1,000 a year from chicken, duck, and pig raising at the time of the evaluation. Most of the beneficiaries, who had heavy debts and suffered from food shortages every year before the project, could improve their family nutritional status and protein intake through daily consumption of chicken and duck. Thanks to the increased income and diversification of production, they also increased their consumption of vegetables. Most of TeleFood beneficiaries transferred their acquired knowledge to other villagers, 3-4 families per beneficiary as an average, which means that the number of indirect beneficiaries was some 600-800.

47. District and provincial teams facilitated the creation of revolving funds in all the villages visited, relying on the farmers' organizations established under the SPFS. The beneficiaries were expected to reimburse a share of the amount received in inputs after the first production cycle, plus interest (reimbursement was completed, with an observed delay in only 15% of the cases examined). Whereas the revolving fund was originally designed for inputs purchase and/or operating costs, the money was mainly used to provide loans to beneficiaries who borrowed again at every new cycle to reimburse the previous loan. This was especially the case for fruit trees and pig raising groups where returns were not immediate (pig mortality was higher at the beginning due to lack of experience).

48. The success of these three projects in benefiting the poorest in a sustainable manner and with a multiplier effect on other farmers and villages, has to be placed within the very special framework of SPFS projects in Cambodia, themselves particularly successful through the use of Farmers' Field Schools, establishment of revolving funds and efficient leadership. The rising level of overall prosperity in the area was also probably another significant factor in creating the conditions for growth.

49. **In Uruguay**, the FAO Representation confronted with the fact that TeleFood projects do not provide funds for beneficiary selection, training and monitoring adopted the following strategy:

- a) geographical concentration, with no more than three departments in the same region, in order to reduce travel time, increase impact, have a better diagnosis of the region and identify partners;

- b) linking TeleFood projects to other activities in the same area, as well to local and national programs, so that beneficiary selection training and monitoring could be less costly;
- c) using some FAOR funds for monitoring; and
- d) linking with UNDP and UNFPA in the framework of the “Thematic group on rural development and food security”.

50. Two projects were identified by the Country Office in a relatively poor small town, where the closing of a distillery left many unemployed and led to further marginalisation. One project concentrated on vegetable growing, with organic techniques minimizing inputs requirements for ten families, the other for 20 families reared rabbits, a new activity in the area. The FAO country office considered beneficiaries selection as a key activity and days were spent in the field for each project before submitting project proposals to FAO Headquarters. During implementations FAOR staff visited each project several times for monitoring and to provide technical advice. The projects were linked to the local government rural development and social assistance programme. FAO became known in the area as an organization related to nutrition and rural development and many beneficiaries were found displaying TeleFood logos on their houses and on fences.

51. Another project resulted from a decision by the Thematic Group for Rural Development and Food Security of the UN Country Team. The Group decided to develop a project on organic small farming and, thanks to its previously established contacts the FAO country office identified a suitable site in a region which had been sliding into relative poverty. Potential beneficiary groups were identified by the local government and selected in interaction between FAO and the UN Thematic Group. The TeleFood project was based on a school demonstration of organic farming where a greenhouse was established as well as a tools bank. The students benefiting were from families with varying levels of income and the school director and a teacher derived some personal benefit from the garden, a frequent small price to pay for the involvement of school cadres. A second greenhouse was built on a private plot whose owner captured most of the benefits, although a group was formed around him. UNDP and UNFPA supported the project, particularly the nutrition and health components.

52. **Beneficiary selection and group cohesion:** Group cohesion was found to be closely linked to targeting and emphasises the need for careful beneficiary selection. However, FAORs have no resources to undertake this screening and must rely on others. Many examples were found of groups formed to benefit directly from TeleFood. Strong existing groups were more likely to make use of TeleFood inputs as was seen in the successful case of a women’s group raising cattle in Tanzania which had been formed in 1988. In the Cambodia example groups had been formed for the SPFS. As noted above groups which mixed income levels were less likely to be sustainable and the better off elements in the groups were more likely to appropriate the benefits.

53. **Enterprise selection:** TeleFood guidelines state “projects should not aim to introduce complex technologies unfamiliar to the community. All activities should be sustainable and environmentally friendly”. They also require TeleFood should not provide power operated machines (e.g. motorised irrigation pumps). This is an acceptance that as technical support is not covered in TeleFood projects new technology introduction is a problem. Only three projects were found where the technology introduced was inappropriately advanced (all in Africa), one for hydroponics and two where breeds of animals were not appropriate to the conditions. However, the great majority of projects did require some new uptake of technology by the beneficiaries either for livestock or horticulture and thus technical support was essential (see below), it may also be noted that especially in non-LDCs, motorised equipment can be fully appropriate.

54. No pattern emerged from the evaluation which was likely to correlate positively or negatively with success in terms of the type of the enterprise (livestock, crops, etc.). Nearly all projects were concerned with supplementary income, especially for women (i.e. not strengthening the basic farm enterprise) and this appears to have been the correct strategy.

55. **Monitoring and supervision** has been discussed above in the context of project implementation. In the absence of substantive monitoring and supervision from the FAOR, an FAO project or an NGO, projects did not deliver sustainable benefits.

56. **Technical advice**, as with monitoring and supervision was generally a key to success unless the TeleFood project was merely an expansion of existing enterprises, as occurred with a sheep based project in Mexico, a fish processing project in Senegal and milk production in Tanzania. In the absence of strong technical support from elsewhere, groups of the very poor cannot develop sustainable benefits because they have neither the technical or entrepreneurial capability. Most of the projects were based either on livestock or horticulture, where breed or variety selection, plant nutrition, supplementary animal feeding and pests and diseases are all important, as is water application in the case of horticulture. Technical advice was not funded from TeleFood and thus as with the examples above in Cambodia and Uruguay had to come from elsewhere. As is evident from the matrix only in a very few cases did projects which did not receive technical support continue to deliver sustainable benefits.

57. **Access to complementary inputs:** In addition to supervision, monitoring and technical support and training, TeleFood projects often benefited from additional complementary inputs to assure sustainable benefits. This was very evident in Latin America, such as two projects in Mexico where government funds were obtained in one case for a sheepfold and in another to build an amaranth processing facility. In Thailand some support was forthcoming from both Government and NGOs. In at least one of these cases, that of 4H clubs, the question arose as to whether the TeleFood project was instrumental or just another source of funding. Similar questions could arise for projects with good contacts to NGOs elsewhere. It was however, evident that even initial enterprise establishment could be problematic without some source of flexible recourse for additional minor resources, whether it came from an NGO, government, a project or a relatively wealthy member of the group.

58. The Cambodia projects were an exception and association with the SPFS in other countries was no guarantee of success, as can be seen from the matrix. Prospects were better if the project was more fully integrated with SPFS as was the case for some projects in Burkina Faso dealing with livestock, rather than being a separate activity the SPFS was intended to support, as was the case with several of the other projects. However, in the end the SPFS association provided limited benefits if the technical support services of the SPFS were themselves weak, as could be the case when the reliance was on over stretched and inadequately motivated government departments.

59. **Assuring institutional support:** There is no provision in TeleFood projects for institutional support, just the provision of physical inputs. Early on following the launch of TeleFood, FAO management appreciated the need for broad-based institutional inputs and link to either an FAO project, especially the SPFS, or an NGO became an important criteria for project approval. In the examples of Cambodia and Uruguay above the key to success lay in adequate institutional support which could assure:

- a) careful beneficiary selection;
- b) careful enterprise selection;
- c) monitoring and supervision;
- d) technical advice and training; and
- e) access to complementary inputs.

60. SPFS projects in Cambodia built on the training imparted in Integrated Farmers Field Schools, which closely associated technicians of different line departments. The techniques learned were already disseminated and TeleFood projects provided the necessary inputs to put them into practice, while technical support was readily available. Monitoring was also easier in the SPFS framework. In other cases training and technical support within the SPFS were dependent on the government technical departments, often under staffed, under trained and with

limited resources for transport and many other tasks to perform. Unlike the Cambodia case, TeleFood projects were generally not fully integrated into the SPFS but supported by the SPFS and results were disappointing. On the other hand examples were seen, especially in Latin America of good support from government services in the absence of a project, but they did not always reflect the TeleFood philosophy in beneficiary selection and group formation.

61. NGO support could be equally variable and could lack the necessary technical expertise, although skills in group formation and establishment of revolving funds could be strong. One project in Thailand worked with 4H Clubs for young people, one of which was in a school. The 4H received support from many sources and TeleFood was a fully integrated activity. In another project some success was also achieved with groups which were strongly supported by an NGO and a Buddhist Centre. In Tanzania a heifer project built on a women's group which had been working together since 1988. Fourteen women received a heifer at the beginning of the project, more than two years after project completion, 35 families had a cow and three of them had two. This project was thus quite successful but identical to many others in Tanzania financed from other sources. Some NGOs will not work with TeleFood which they say, by giving grants, undermines the development of micro-credit.

62. The strategy of the FAO representation in Uruguay to give priority in their own work to TeleFood was also a successful way of ensuring adequate institutional support because they were also able to mobilise relatively strong government services to provide both technical support and some inputs.

#### **TeleFood support to centres, such as schools**

63. The projects in schools and centres could only be economically sustainable if the sales of the produce covered the costs of the inputs when the disbursement of free inputs from the project ceased. Alternatively the institutions could subsidise the production on the basis that it was cheaper than obtaining the foodstuffs on the market. An example of relative success was the school garden of the Uruguay Caraguata project which was still in production and the green house still functioning at the time of the evaluation. The garden area was small (150m<sup>2</sup>) but was still cropped with a dozen different types of vegetables and about the same number of aromatic or medicinal herbs. Twelve of the 20 alumni, who had been exposed to the project before leaving school, said they had a garden at home. In addition to being able to buy/save the seeds, the project continued to contribute to better nutrition and the spread of gardening, particularly as it demonstrated the value of organic farming to reduce inputs costs. TeleFood contributed to a project also supported by other sources for schools and clubs in Thailand. Here also there was some success.

64. Unfortunately in none of the other projects for centres and schools was there any evidence of sustainability. Some of the students may have gained additional knowledge of aspects of agriculture which could be applied later in life, but the overall impression is that where children and young people were involved in the enterprise at all, it was principally as labourers. Although one poultry project for an orphanage in Uganda failed there was good intent in that the remaining poultry were distributed to poor families. However, too many of these projects appear to have resulted from opportunistic use of contacts by the operators of the school or nursery enterprise.

### **TELEFOOD PROJECTS AND FAO'S COMPARATIVE ADVANTAGE**

#### ***Do TeleFood projects draw on FAO's comparative advantages in tackling hunger and poverty?***

65. Certain aspects of TeleFood projects do draw on FAO strengths. The comprehensive structure of country offices is not available to many other agencies and the access to government should on occasions assure support from government services. However TeleFood projects certainly do not maximise on FAO's comparative advantages. FAO procedures do not lend themselves to the execution of small individual projects and transaction costs are high.

66. By definition TeleFood projects are not intended to be innovative, so they cannot really serve as pilots or demonstrations drawing on leading edge technologies or approaches. Also they do not make any link between the macro and meso policy and institutional dimensions and the farming community. They do not provide an overall grass roots approach to tackling hunger and poverty but, as is evident from the discussion above, are very similar to many other projects undertaken by NGOs and governments.

## **IV. FUND RAISING AND ADVOCACY**

### **METHODOLOGICAL APPROACH TO THE EVALUATION**

67. Fund raising and advocacy have been treated together in the evaluation as they are addressed through totally interlinked mechanisms in TeleFood. The major part of this aspect of the evaluation was carried out by two specialists (C. Innes and D. Upsall), both with extensive experience and knowledge of the non-profit sector for both international NGOs and the UN system. They were thus able to compare and contrast experience in FAO with that elsewhere. A review was made of the many documents put at the team's disposal by the staff of the TeleFood unit but the Unit was not able to obtain actual data from satellite companies on the global download or use made of previous TeleFood concerts which had been made available internationally on satellite. A large number of individual as well as group meetings were held with FAO staff.

68. In order to capture more recent trends and potentials for the future the period 2000-2005 was reviewed in greater depth. Case studies were made of fund-raising in Spain (the main income driver) and Italy (an important income driver in the initial years) as well as in countries selected for past contributions and future potential: Japan, the United States and Tanzania. These case studies involved discussions with both the responsible staff and partners, with in the Spanish case, further survey research of the public.

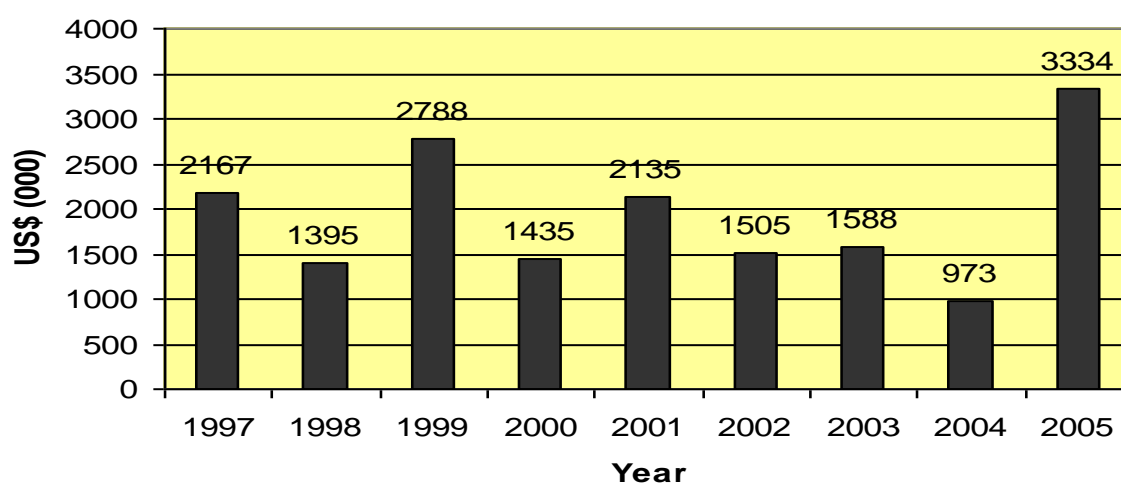
### **OVERALL RESULTS OF TELEFOOD EVENTS AND ACTIVITIES**

69. TeleFood events have included a range of global and regional events such as concerts broadcast worldwide via satellite, TeleFood galas and television shows. In addition, there have been a number of national events, such as sports, auctions, art exhibitions and theatrical performances. Various "partnerships" have been developed between FAO and national radio and television stations as well as with private companies sponsoring the events and fund raising activities. Many of the TeleFood events have taken place around World Food Day; however, they can also occur at other times in the year as decided by the organizers/promoters/ sponsors to better fit in the national calendar and reach the target audience (See Chart 2).



Chart 2: Some major TeleFood events/activities up to the end of 2005		
Global and regional concerts	Examples of national events	Other global and regional activities
1) Italy event with RAI (1997) 2) Dakar event (1998) 3) Jamaica concert (1999) 4) USA –Seattle: week of concerts sponsored by Adobe (2001) 5) Monaco – Opera Concert with Pavarotti and others (2002) 6) South Africa event (2002)	1) Italy – concerts and donations from “Partita del Cuore” charity soccer game (1997-2003) 2) Spain Radio Television Española (RTVE) annual prime-time fundraising show 1997 - 2005 3) Japan- concert in Yokohama (1999) Post Office complemented the fund-raising campaign of the Japan Central Union of Agricultural Cooperatives, JA-Zenchu (1999 - 2005) 4) Tanzania - gala dinner with an auction sale of equipment (2000) 5) Cameroon charity gala dinner (2003)	1) Food Week on BBC World TV (1999) 2) Live auction on Arab Radio and TV (ART) (1999)

Chart 3 TeleFood fund mobilisation



70. Chart 3 summarises TeleFood Fund Collection. The total funds collected since the start of TeleFood in 1997 amount to US\$ 17.3 million. While the lowest mark was reached in 2004 with US\$ 1 million and the highest in 2005 with US\$ 3.3 million, in most years donations fluctuated between US\$ 1.4 and 1.6 million<sup>13</sup>. **Four countries** (Spain, Italy, Japan and the United States) **represent 84% of this total** in the last six years, with the following breakdown: Spain, 49%; Italy, 16%; Japan, 13%; and the United States, 7%. A developing country Tanzania accounted for 2%. More importantly, the share of Spain which was 31% over the period 1999-2002, reached 56% in 2003, 47% in 2004 and went up to 88% in 2005.

71. In addition to the five country case studies discussed below for Italy, Japan, USA, Tanzania and Spain, during the period under review, in 2002 a charity concert took place in the Principality of Monaco, with the participation of the well-known tenor Luciano Pavarotti. The

<sup>13</sup> In 2004 US\$ 363, 000 was mobilised for assistance from Italy and the USA in the Tsunami through the mechanism of TeleFood.

sales of tickets raised US\$ 225,510. The next highest contribution came from Cameroon from Dinner Galas organised by the Presidency in 2002 and 2003 for a total amount of US\$ 122,324. Between 2002 and 2005, US\$ 81,717 were raised in France, out of which US\$ 58,215 came from Multi TV Afrique which donated to TeleFood subscription proceeds for October 2004. The FAO French Association does not have a tax-exempt status and faces difficulties in raising funds. By declining order of contributions, Argentina comes next with a total contribution of US\$ 56,030 over the years 2000-2002, mainly thanks to the concert of the Mexican rock group Mana, FAO Goodwill Ambassadors. Fundraising in five other countries fell in the range of US\$ 30,000 to 40,000 (Madagascar, Vietnam, Cyprus, Syria, Cuba<sup>14</sup>), three in the range US\$ 20,000 to 25,000 (Algeria, Germany, Congo). Gambia accounted for US\$ 14,255 and UK for US\$ 7,400 as a gift from the UN Association.

72. What is important in this list is the presence of developing countries. Whatever the amount raised it shows a concern for the TeleFood Programme and has a high symbolic value. Conversely, the modest or nil contributions raised in most developed countries speaks for itself. A few northern member country governments have not welcomed fund raising and there is often opposition from NGOs which view FAO as a competitor.

### **INSTITUTIONAL ARRANGEMENTS IN FAO**

73. At its initiation TeleFood was given major impetus by the Director-General who chaired the meetings for TeleFood until 1999. In 1997 and 1998, the TeleFood Executive Coordinator was the ADG-GI, the Department which includes the Information Division (GII) and until 2006, the FAO Ambassadors Programme and World Food Day. Thereafter, overall responsibility was assigned as a special project to an ADG outside of GI Department as TeleFood coordinator. TeleFood focal points for major countries and groups of countries were designated amongst senior FAO staff, who devoted time and resources to promoting TeleFood activities and participated in coordination meetings. While it is largely as a result of the work of one of successive TeleFood focal points that the continuing successful annual programme was initiated in Spain, most focal points have shown a declining interest in TeleFood activities, particularly if comparisons are made with the initial period during which the Director-General was chairing meetings and providing impetus. According to the current Director-General's Bulletin, the TeleFood coordination structure is not only through the focal points but also through a TeleFood policy committee and a TeleFood operational committee in an attempt to involve most of FAO's departments. These committees are currently dormant awaiting the results of reorganization.

74. In 2003 a senior officer in GI was made TeleFood Coordinator and in 2006, the Office of World Food Summit Follow-up and Alliances (OFA) was established and TeleFood was brought together in this office with the FAO Ambassador's Programme and World Food Day, as well as other advocacy activities, such as the International alliance Against Hunger. However, this increased the separation from the Information Division, which has, as can be seen in the discussion of the case studies been a source of bureaucratic rivalry due to overlapping mandates. In addition to the examples discussed below with respect to the USA and Italy, this rivalry has revealed itself in such areas as: a lack of cooperation on opportunities developed by TeleFood staff for radio and television programming and publicity campaigns; a potential opportunity to develop an event in Australia which was not pursued; in difficulties over the development of supporting information materials and a general lack of integration of TeleFood in the Organization's communication strategy.

75. TeleFood currently has three professionals plus one support staff in post, a marked decline from the six, including the coordinator in previous biennia, partly financed with extra-budgetary funds. A part time consultant has been hired to assist with the Spanish Gala and some other recent activities. TeleFood funding has also declined as a proportion of the total Regular

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<sup>14</sup> Thanks to a grant of the British Embassy in Havana.

Programme for information, public advocacy and information from around 10% in 2000-01 to around 8% in 2004-05. In the reorganization following the establishment of OFA the former Coordinator at the D1 level has not been replaced. The non-staff resources (i.e. the amount for all publishing, employment of consultants, travel, etc.) have also been reduced from US\$ 80,000 in 2005 to US\$ 40,000 in 2006, indicating a declining relative priority to TeleFood.

76. The TeleFood Unit launched an “E-Newsletter” in February 2005 sent every 3 months or so. Its circulation is still restricted with less than 1,000 subscribers. From 2004 the Unit negotiated agreements with partners to have individual donor data provided to and managed by the Unit so as to send letters of thanks, newsletters, etc. In spite of its modest means, the Unit manages a database of approximately 34,000 donors and 2,000 others (e.g. e-newsletter subscribers). It represents a powerful potential for establishing continuity with donors but the Unit has not been able to realise this potential due to limited resources.

77. As the TeleFood Unit has very limited resources it must rely on sponsors for activities and events. The preferred formula is that the resources for these do not pass through FAO. Nevertheless the association of a sponsor has a reputational risk to FAO and also the risk that they may try to place unacceptable conditions regarding their own recognition in the event or the use of FAO’s name in association with their products. The Sponsorship Committee in FAO thus clears these partnerships. Its role was discussed in evaluation of partnerships and alliances<sup>15</sup>. This evaluation noted the conservative policies applied by the Committee which tended to apply the same criteria to every type of partnership. Its processes could easily become a bureaucratic hurdle. In its response to the evaluation the FAO management differed, stating that reputational risk must be a primary consideration and noting the difficulties the Organization had experiences with elements of the food and pesticide industries. The TeleFood Unit finds FAO regulations for partnership stifle national activities due to delays in clearing national private sector sponsors on which the Organization has no information and overall excessive risk aversion.

## **COUNTRY CASE STUDIES OF FUND RAISING AND ADVOCACY**

78. This section addresses the case of Italy where TeleFood was launched, Japan, the USA, Tanzania and finally Spain where the greatest recent successes in fund mobilisation have occurred.

### **Italy**

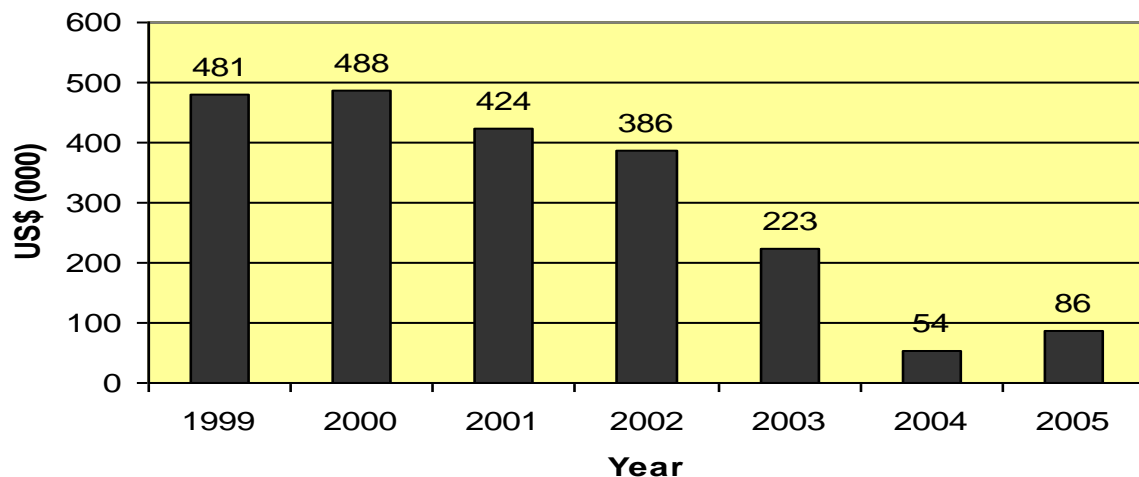
79. **The initial experience:** TeleFood was effectively launched on the global stage in 1997 by the major partnership with RAI, the Italian public sector television group. At least 30 countries are reported to have relayed parts of the core, 8.5 hour programme produced by RAI in Rome. This and other associated events included a gala concert from the Vatican featuring international stars<sup>16</sup>. In Italy the audience was estimated at around four million people and donations totalled over US\$ 1.5 million. Global sponsors included companies such as Toyota, Sony, Pirelli, Banca Commerciale Italiana, United Colors of Benetton and Intelsat. From many points of view this initial event could be described as a great success considering the number of countries which downloaded material, the audience reached and the large number of celebrities involved.

80. **Fund raising:** As can be seen from Chart 4, after the initial period, fund-raising in Italy fell below US\$ half million. In 2000, RAI 2 broadcast a fundraising show live and RAI 1 broadcast a daily appeal in support of TeleFood, which culminated in a three-hour prime time TV fund-raising event on 26th December. From 1999 to 2002, FAO benefited, along with other organizations, from part of the proceeds of an annual charity soccer match “la Partita del Cuore”. Donations were reduced to a very small amount in 2003 and 2004. In 2005, however, the Partita del Cuore organizers have reintroduced FAO as one of the main beneficiaries and donated

<sup>15</sup> PC 95/46 Evaluation of Partnerships and Alliances.

<sup>16</sup> International start such as Andrea Bocelli, José Carreras, Michael Bolton and Tony Bennet.

approximately € 300,000 to emergency activities in Sudan. In the framework of the 2004 International Year of Rice, TeleFood was associated with a line of hair care treatment using rice proteins and received a contribution from the firm. Other donations were received from schools, legacies (another interesting fund raising avenue to be explored and developed) and smaller fund raising initiatives organized by cities.

**Chart 4: Fund raising in Italy**

81. The declining trend in funds for TeleFood is not a sign of disinterest in human solidarity of the Italian public as in 2004 Telethon raised 25 million Euros, Fabbrica del Sorriso 6.3 million Euros and 30 Ore per la vita, 6.6 million Euros. FAO's location in Italy provides some resonance, but also some cynicism in the Italian public.

82. **Advocacy:** The first series of events in Italy included a petition "Appeal against World Hunger" which was signed by over 170 celebrities worldwide and called for support of FAO and the battle for "Food for All" which gave a focus for action. A considerable amount of airtime was generated for messages about hunger. Programming also included films of grassroots projects in Senegal, Burkina Faso, Vietnam and Bolivia. Analysis of tapes of subsequent events revealed similar problems to those in Spain (see below) with a lack of clarity on FAO messages. In 2001 and 2002 Publicis (a publicity agency) developed pro bono an image for FAO and organized its placement, together with a spot in the print media and TV. The charity soccer match "la Partita del Cuore" now gives only minimal exposure to FAO.

83. **Conclusion and future prospects:** FAO/ TeleFood has thus not been able to sustain support in an environment where would be sponsors are continually being offered alternative partnerships by other organizations. In the Italian context, complicated by being the host country to FAO, it seemed to sponsors that the TeleFood Unit had to communicate with too many parts of FAO internally to be efficient and they complained that FAO created problems as a partner rather than solved them. They also preferred beneficiary organizations which could upfront resources and TeleFood could not do this. They felt that change was called for to create a more partner responsive, lighter and more innovative structure. This would require FAO to clarify its internal structure, to provide a clear line of responsibility for major events and communications around them in Italy, to prioritise communications and fundraising clearly and to be less bureaucratic with partners with simplified processes for approval.

84. The loss of FAO's traditional sponsors made it impossible to organize events attracting both the attention and the generosity of Italian society.

85. While the Focal Point system (with part-time consultancies) in Spain contributed to the success of FAO Galas and could be considered as a good practice to follow, the same arrangements (albeit without local consultancy) produced uneven results in Italy. While until 2002 it has been possible to mobilize partners, this has not been the case in the most recent years. In addition to its role as the global coordinator and driver in other countries, the TeleFood Unit has taken over most of the operations related to TeleFood in Italy and spent quite a lot of effort in

promoting activities, which include relatively small initiatives with municipalities and civil society.

86. In the beginning of 2006 several initiatives were taken to develop fundraising in hotels (voluntary contributions of five Euros) and partnership with the Soccer League. The initial involvement of RAI came about through political networking, but, at the time of writing, FAO did not appear to have strong enough contacts to regain sponsoring and media partners or gain new ones. It should, however, be a priority to reactivate the networks in the recently changed political environment so as to renew the fruitful contacts FAO had with the media, which resulted, especially with RAI, in large fundraising events.

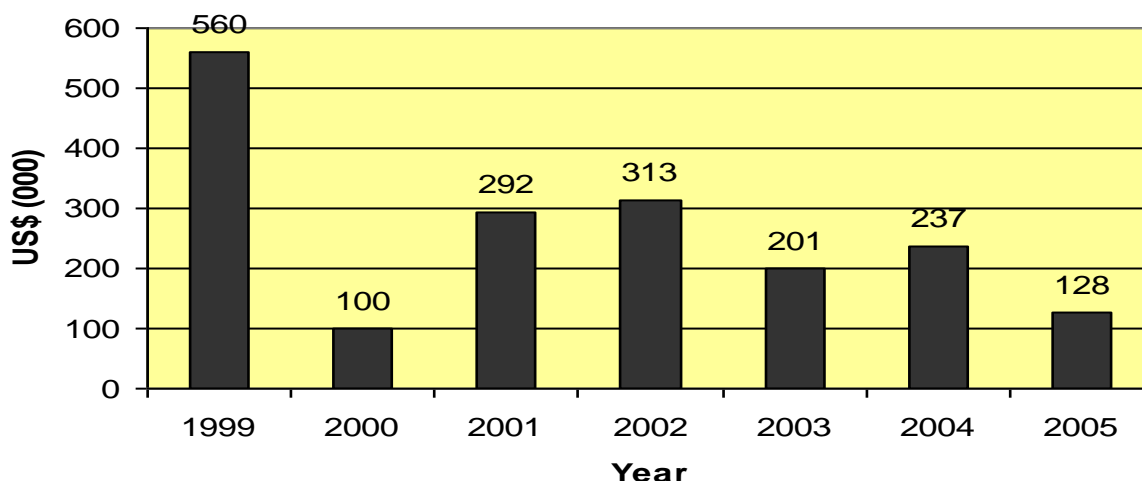
## Japan

87. **Background:** TeleFood in Japan has not raised funds primarily through events but through a Campaign around World Food Day organized with the Japan Central Union of Agricultural Cooperatives (JA-Zenchu) with the support of the Post Office. The latter distributed posters and materials free of charge to be displayed in its 25,000 offices which handled donations from farmers without transaction costs (rather high in Japan). In 2005, the prospects of privatization of the Post Office stopped the distribution of TeleFood materials to the offices. Some events and concerts have been held but these generated marginal income although they were considered by Japanese observers to raise awareness. The Japan FAO Association has also been useful in TeleFood as a conduit for funds in view of its tax free status.

88. The Liaison Office in Japan (LOJA) has been central in the Organization of Campaigns. The staff see TeleFood as an important element in their work programme although they underline the significant resources it needs, including tasks such as the maintenance of the website, the distribution of materials and publications, as well as running the TeleFood campaign itself. In particular the need to translate materials is a major drain on resources. The Japan staff felt that collaboration with the TeleFood Unit in Rome was limited and it was not clear on what kind of support might be available. They are also unsure as to how to access the Goodwill Ambassadors – citing problems of not being notified when an Ambassador was in the country as an example of a missed opportunity.

89. **Fund raising:** Chart 5 summarises fund raising in Japan which was US\$ 560,000 in 1999 and after a sharp decline peaked in 2002 at over US\$ 300,00, since which it has tended downwards to US\$ 128,000 in 2005.

**Chart 5 Fund raising in Japan**



90. There is a strong charity fundraising market in Japan. A large number of people give through the chonai-kai or community groups. Chona-kais have been instrumental in the creation in 1947 of the Community Chest, which collect more than US\$ 150 million annually. Japan is the largest fundraising market in the world for UNICEF and FAO's message competes with those of UNICEF and WFP which emphasise their emergency work in fund raising. Beyond the emergency issue itself, it is considered that WFP and UNICEF have very clear messages and devote substantial resources in comparison to FAO.

91. Observers in Japan consider that farmers are alarmed by the recent trends towards the reduction of subsidies and increasing competition in agricultural markets and are thus less enthusiastic about giving contributions to farmers in other countries. They also would like to have a more direct link with TeleFood projects so that they could identify better with specific projects and have more sense of ownership. Corporate sponsorships have been gained in the past but the current corporate climate is not generous to organizations and particularly to those which cannot deliver benefits in terms of image and celebrity support to sponsors. For many Japanese celebrities it is the norm to ask for expenses to be paid and this creates a barrier to the use of national figures for fund raising.

92. **Advocacy and awareness of FAO:** Branding was felt to be a problem with the use of three names (FAO, World Food Day, TeleFood) making communications more difficult. The name TeleFood itself causes complications in Japan. The word "Tele" does not exist in Japanese and Food "Foodo" has even less meaning. Even when these words are explained they do not explain what TeleFood is. This combines with both FAO and World Food Day which also have low awareness and understanding in Japan to create a confused and diluted impact on public awareness.

93. **Conclusion and future prospects:** The FAO staff in Japan appears to be very committed to TeleFood and to developing it as a major civil outreach programme for FAO. However, that currently seems unlikely to happen unless some significant changes are made. Fundraising prospects depend on three elements. Firstly, the pace of privatization of the Post Office and the alternative option of paying to send the TeleFood material to post offices even if the benefit of free transaction costs for donors is discontinued. Secondly, the future of the tax-exemption applied so far, and until March 2007, to the Japan FAO Association. It is hard to predict if it will be granted again, and if it is not, the likely impact on fundraising. Thirdly, JA-Zenchu has indicated the farmers' strong desire to be associated with specific TeleFood projects, or at least countries, rather than giving contributions to the pool of the TeleFood Fund.

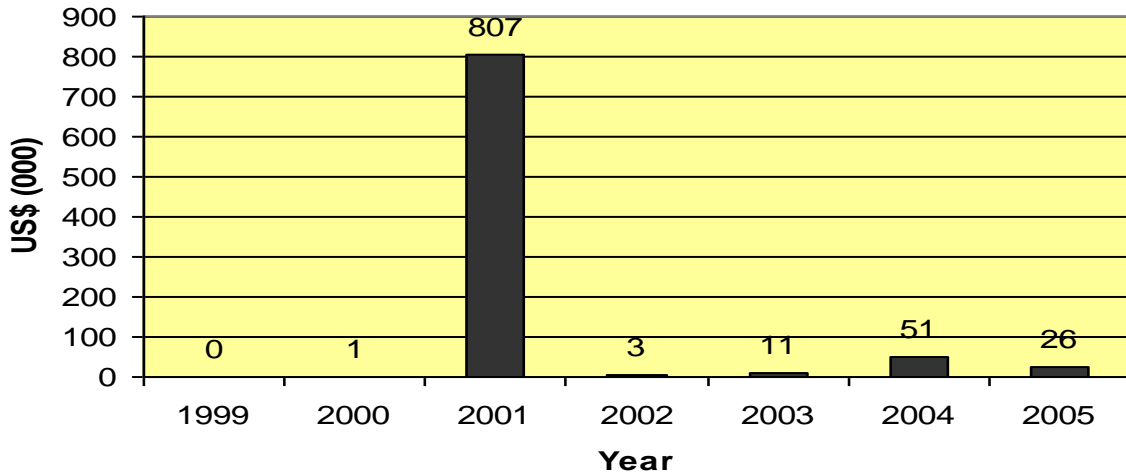
94. In Japan if FAO is to develop sponsors such as those in the agricultural sector, it will be essential to allow some choice on the purpose of giving and improved connection with the FAO programme on the ground to give a sense of direct contribution. Ideally this could be extended to include visit possibilities and even skill-sharing. Another need is to have resources to evaluate if opportunities such as paying for fundraising packs to be sent to Post Office branches could justify the investment. A better co-ordination of the Goodwill Ambassadors programme with the Japanese office could seek to use international celebrities whose demands for expenses would be less onerous than those of national celebrities. On the messaging side clear motivating messages are needed that can win space of mind alongside those of WFP and UNICEF. These should be communicated via a simplified website. All this needs to be supported by a rationalised approach to the use of multiple logos.

### **The United States**

95. The USA is the world's largest fund raising market but also its most competitive. The only major fundraising event in the United States took place in October 2001 in Seattle as a week-long series of concerts by well-known artists. As the TeleFood brand was unknown in the country, the event was named "Groundwork 2001". Revenues would have been higher had the event not been overshadowed by September 11. Still US\$ 807,000 were collected. Much of the organization was undertaken by the Liaison Office for North America (LOWA, based in

Washington D.C.). The private firm Adobe funded most of the costs of the event, thanks to the interest in FAO demonstrated by its Chief Executive, whose successor did not share this interest and it is very unlikely that Adobe would sponsor a similar event in the future.

**Chart 6: Fund raising in the United States of America**



96. LOWA staff report that the lack of integration at FAO Headquarters between TeleFood, World Food Day, the Ambassadors Programme and the Information Division (GII) have not helped in undertaking advocacy and fund raising. For instance, LOWA requested flyers to promote TeleFood during a US tour of the Mexican band Mana, which participated in Groundwork 2001 and was appointed as a Goodwill Ambassador in 2003. GII eventually provided US\$ 5,000 for printing but TeleFood was not mentioned in the flyer and the proceeds (around US\$ 200,000) did not go to the TeleFood common pool.

97. LOWA fosters fundraising through the US Committee for FAO (which was granted tax-exempt status) but for activities under their control with only a relatively small part going to the TeleFood common pool. Instead of working on TeleFood as such, LOWA and the US Committee prefer to work with a network called “The Growing Connection”, a project of the American Horticultural Society and FAO developed for middle school students on gardening and sharing culture and experiments using modern information technology. Currently students in the U.S., Ghana and Mexico grow food plants using a form of hydroponics with the help of teachers, extension workers and community volunteers. There are doubts about the viability of this technology but this is a clear example of linking advocacy and fund raising, building partnerships, if only on a modest scale.

98. **Conclusion and future prospects:** Although there are FAO staff in Washington and the US Committee for FAO has tax-exempt status this has not facilitated significant mobilisation of resources for TeleFood, the highest contribution since Groundwork in 2001, being US\$ 50,569 in 2004. At the moment neither the US Committee or LOWA has any intention to invest time and resources in organizing a major fundraising event or dedicate ongoing awareness and fund raising activities to TeleFood. It is, therefore, unlikely that the USA will make any significant contribution to TeleFood in the near future. A clear strategy for advocacy and fundraising in the United States (as well as in Canada), needs to now be developed which clarifies priorities between TeleFood and other undertakings such as the “Growing Connection”.

### **Tanzania**

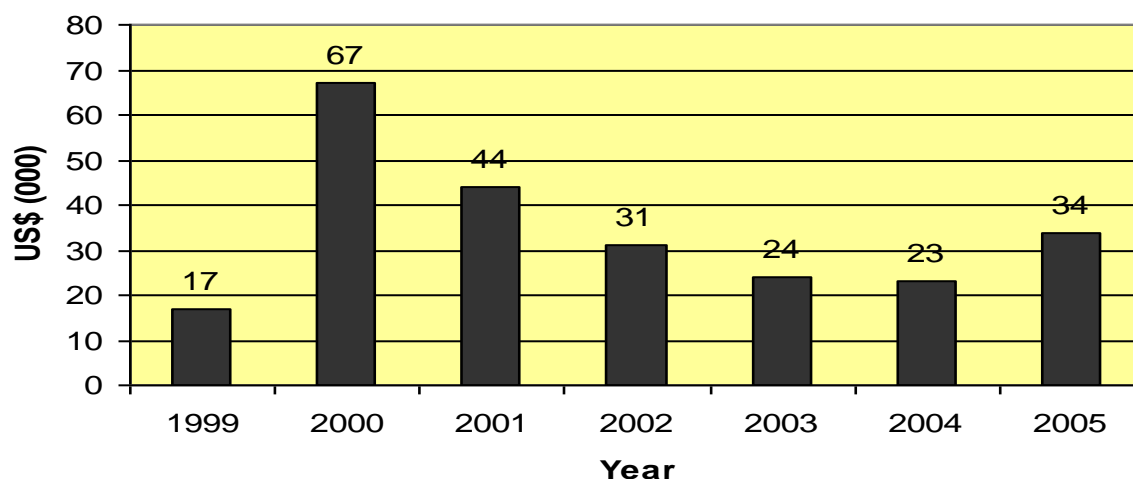
99. Fundraising was launched in Tanzania in 1998, when an entire week was devoted to TeleFood. The highlight of the week was a nationally televised Gala fundraising evening hosted by the country's then First Lady, Mama Anna Mkapa, and attended by more than 250 guests.



National and local newspapers and television stations carried the TeleFood logo during the week and radio stations regularly broadcast programming on the work of TeleFood.

100. At the beginning, fundraising included donations offered through telephone calls. It was a complicated process and many people did not honour their commitments. After this experience fundraising mainly relied on Gala dinner fees and donations by well endowed companies, including Tanzania Breweries Limited, Standard Chartered Bank and, Channel Ten. A TeleFood Committee was established. Its President has been the Chairman of the TV private company broadcasting the show. TV auctions have been organized with consumer goods offered by companies, such as cellular phones, laptop computers, cars, and air conditioners. Since 1999 fundraising in Tanzania has amounted to US\$ 240,000 (see Chart 7).

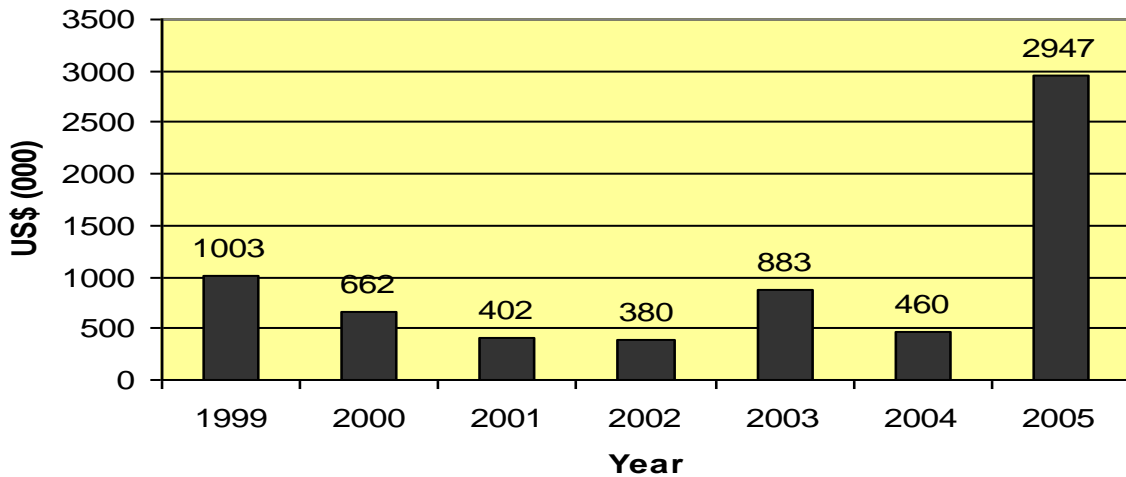
**Chart 7: Fund raising in Tanzania**



101. **Conclusion and future prospects:** Part of the key to success in Tanzania was the support of the country's then first lady and the link to TeleFood projects. Many of the project financed through TeleFood in Tanzania were sponsored through a charity of which the first lady was also the patron, the Equal Opportunity for all Trust Fund (EOTF). Although fundraising slowly declined from US\$ 67,000 in 2000 it rose again in 2005 and it is hoped that the election in December 2005 of a new President will not reduce the activities of the former First Lady in favour of TeleFood fundraising. The fact that the head of the TeleFood Committee is also the head of a private TV Channel should also help in maintaining some momentum.

### Spain

102. **Fund raising:** Fund mobilisation in Spain has been the most successful fund raising undertaking, starting with a contribution of US\$ 192,000 in 1997 and reaching the impressive figure of US\$ 2,947,000 in 2005. The Spanish Television Broadcasting Corporation (RTVE) has adopted an open attitude to the organisation and hosting of charity fund raising shows. The general format of TeleFood Galas is of a prime time light entertainment show of several hours with participating artists ranging from middle-low profile to internationally recognized stars like the singer Noa, who in 2003 had just been nominated FAO Goodwill Ambassador or Raul in 2004 (also nominated an FAO Ambassador). Fund raising followed the telethon model.

**Chart 8: Fund raising in Spain**

103. In 1997 and 1998, a fundraising Gala programme was jointly sponsored by the Ministry of Agriculture, the Municipality of Torrelodones and RTVE and broadcast by RTVE Channel 2. In 1999, the fundraising Gala became more prominent with, in particular, the participation of FAO Goodwill Ambassador Myriam Makeba. This show raised over US\$ 1 million, while subsequent shows had uneven results. Fluctuations in proceeds were due to a host of factors, including competition from other TV channels (as in 2004 when the show took place at the same time as a major televised soccer match), or the format of the host programme, as was successfully shown in 2005 when RTVE decided to dedicate one of its most popular shows to TeleFood, thus ensuring a high level of audience and fund raising.

104. Partners have consolidated and expanded their support to the FAO Gala and to other awareness and fund raising activities as listed below:

- a) In 1999 the telephone group, Fundacion Telefonica and Telefonica Moviles started a call-centre specifically for the Gala. In 2003 a toll-free line was added as well as a SMS line and dedicated on-line fundraising. For each Gala, Fundacion Telefonica staff supplemented by volunteers manage the donation calls (in 2005, approx 300 persons staffed the call centre for 10 hours each, of which 120 were volunteers). During last year's gala, Fundacion Telefonica also provided an automatic service for one week where donors could leave their pledge and were then called back for confirmation of the donation;
- b) Since 1999 the Bank Banesto, on the occasion of each Gala, has collected and processed the TeleFood donations. In addition, for the past three years, they have printed and distributed leaflets to their clients on the FAO Gala (300,000 in 2005). Since 2004, they have also run a 3-month campaign with banners on their website, along with an on-line fundraising system. In addition to its in-kind inputs in 2005, Banesto's foundation made a donation to TeleFood of € 6,000;
- c) From 2000, the Internet provider Wanadoo, has set up a visibility (publicity) campaign through banners on its website. They published a notice on the homepage for some time prior to and after the Gala, as well as notices on their news channel the day before/after the Gala. The company normally invoices the administrative costs but did it pro-bono for FAO. The value of its on-line marketing is assessed at around 300,000 Euros; and
- d) El Mundo, a leading Spanish newspaper ran advertisements before the Gala. In 2005, new partnerships were developed with Gruppo Fucoda which sponsored

direct mailing to Spanish donors. Al Campo, the second largest supermarket chain in Spain organized a whole day of activities across Spain in its Rik and Rok Clubs for young children focused on the 15<sup>th</sup> October to inform and engage children around issues of food and health.

105. Although SMS donations to TeleFood started in 2004, in 2005, they became a significant source of income generating US\$ 455,611, while credit card and bank transfers accounted for US\$ 1,970,019 and other means (e.g. website) for US\$ 521,738. The 2005 FAO Gala in Spain has not only been a major success in relation to the amount collected, but also in relation to the range of modern fundraising tools mobilized, complementing each other and creating synergies. By agreement with Fundacion Telefonica and Banesto data on individual donors has been provided to the TeleFood Unit so as to send letters of thanks and newsletters. Unfortunately due to limited resources the Unit has not been able to utilise this to mobilise repeat giving.

106. This success is due to the strong drive of the TeleFood coordination unit with the support of the TeleFood focal point team for Spain and the recruitment of a part-time consultant based in Madrid. It should be noted also that the Spanish environment has been conducive to fund-raising for development and humanitarian purposes. Spain is a fast growing market for fundraising NGOs/CSOs in line with the rapid growth of the Spanish economy over the last decade. It is estimated that there are a total of 260,000 non profit organizations in Spain employing half a million people and having over one million volunteers. Of these, 35,000 are operating in the area of social action, community development and international development and aid organizations. A recently constituted Quality Control Bureau for non-profits organizations carried out a study of their income. The 48 organizations that participated in the study had a total income of 480 million Euros mostly derived from individual contributions, as companies and foundations account for only 10% of fund raising in Spain.

107. **Advocacy:** The way messages about TeleFood projects and FAO come across during the Gala depends very much on the briefing provided to participants before the Gala, the show conductor and the timing of the messages. While FAO can make proposals and offer some material, the organisation of the show is entirely in the hands of RTVE and the team, and in particular the team leader, designated for this task. For instance in 2002 it was only towards the end of the show (after 1 a.m.) that messages emerged with a video presenting TeleFood projects. Messages are (and need to be) very simple. The theme annually selected by FAO for the World Food Day, and introduced in the Gala, often had a complexity which could not be grasped in comments by artists or short spots. For instance, in 2002, the theme “water for food security” was addressed as a problem of saving water, both in one of the artist’s comments and in a RTVE produced spot. There was no explanation of why water needed to be saved, nor discussion of the link with food security. In 2004, the theme of bio-diversity was mentioned throughout but not discussed until the very end, and only slightly then. Artists were invited to sign on a variety of fruits and vegetables, but it was not an easy theme to handle in such a framework.

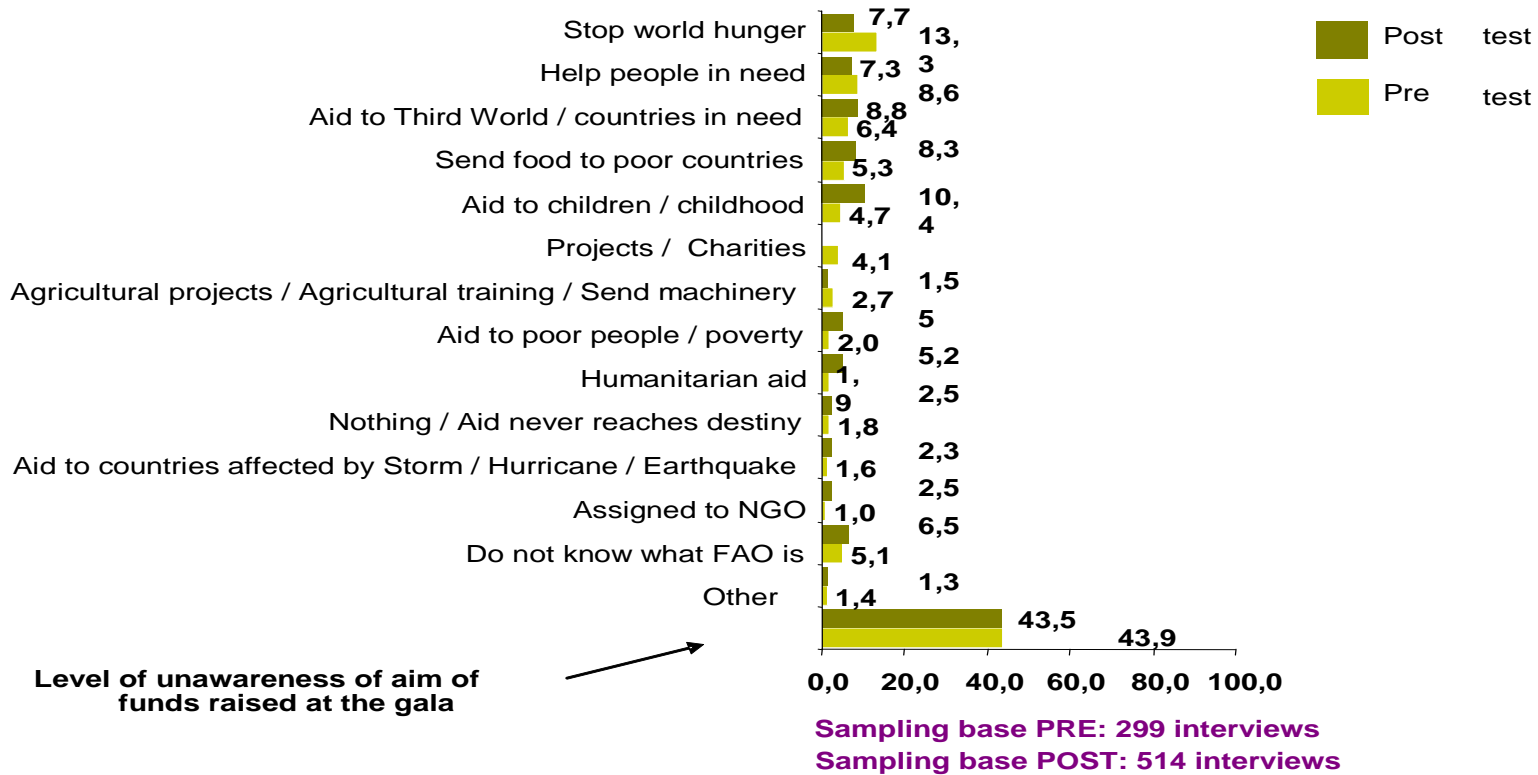
108. During the 2002 gala, there was no clear explanation of what FAO was and the artists were persistently confusing FAO with a Foundation and TeleFood as a charity campaign. There was only a small pointer of the international nature of FAO when the then Minister of Agriculture, Stock Farming and Fisheries mentioned that Spain “participates” in FAO. However it was in the middle of her speech. In 2003, the interview of the Minister was shorter and discussed Spain’s role in a more direct way. It also served to recall that FAO is an organization of member countries, reinforcing the mention made at the beginning and at the end that FAO is a UN agency, although this did not quite come through. In 2004 FAO was presented as a UN organization at the very beginning of the show, with no description of what this means or entails.

109. Most broadcast messages could have been issued by many charity or humanitarian organizations but analysis of the 2005 Gala found that the messages coming from FAO were too rational and technical, lacked real passion or emotion, and projected the image of a cold, distant organization not very emotionally involved with the cause for which it was working.

110. The evaluation made a study to clarify the link between fund-raising and awareness raising in Spain. Public awareness of TeleFood and FAO was investigated, in the days running up to Gala FAO and then shortly afterwards to test if correct and clear communication messages were coming across to the Spanish public. The study was conducted by a reputed professional market research agency, through individual phone interviews throughout Spain<sup>17</sup> and results are summarised in Chart 9. The lack of awareness of the aim of funds was 43.9% before the Gala, and stayed at about the same level (43.5%) after it, a worrying result.

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<sup>17</sup> Iberian Peninsula, Balearic Islands, Canary Islands. The sample size was 299 interviews for the pre-gala period, 13<sup>th</sup>.



111. As can be seen from the pre and post FAO Gala answers, the percentage of the public understanding that FAO's mission was to "stop world hunger" went down from 13.3% to 7.7%, while those who understood it was aid to children went up from 4.7% to 10.4%. This last result may be explained by the images of children broadcast during the Gala. Sending food to poor countries, obviously not mentioned in FAO messages, went up also from 5.3% to 8.3%. The only positive result was that only 5.1 to 6.5% didn't know what FAO was, although this result should be interpreted with great care, given the high level of unawareness of the aim of the funds collected, of the diversity of the answers referred to above and, more generally, of what this "knowledge" means: most probably FAO might be seen as an organization, - not necessarily belonging to the United Nations - struggling against hunger and poverty through small projects like many other organizations including NGOs/CSOs, with no knowledge of the larger range of its activities.

112. The high level of audience<sup>18</sup> as well as the funds collected could give the impression that viewers got to know FAO well, understood its mission and gave contributions to fund TeleFood projects for a clear purpose. This needs to be nuanced as viewers have a general idea of the objectives of these kinds of events without distinguishing clearly aid to poor countries and people, sending food, stopping hunger, aid to children, humanitarian aid, etc. In addition, FAO does not have the strong "brand" identity of some of the other organizations raising money in Spain in this broad aid and humanitarian area, like the Red Cross, UNICEF or Médecins Sans Frontières. These were founding recent research to all demonstrate a prompted awareness of over 95%. In the survey on public awareness of FAO, "helping people in need" was the reason most mentioned for contributing given by women reflecting well that contributions are given with no strong reference to the organization. It suffices to know that it is a respectable organization and that funds collected have a good likelihood to reach the intended beneficiaries. Donations are made for many personal reasons, including emotional ones. Fundraising could maybe have been higher if messages had a more human content. Thus the potential for improvement over the remarkable success of the 2005 Gala does exist for future FAO events in Spain.

113. Another possibility for improvement is in relation to the content of the messages delivered to the audience. In the 2005 Gala, it was explained that money given will be used "to fight hunger" but the projects which would clearly illustrate how this would be achieved were not shown during the TV programme.

114. **Future prospects:** In June 2006 the FAO Director-General awarded the TeleFood medal to the RTVE Director-General who renewed her support to FAO. She promised that the format of the 2005 Gala will be replicated in 2006, a very good prospect given the share of Spain in recent fundraising. However, the Spanish Government also announced its decision to reduce RTVE's staff of 9,500 by 43%. This reduction should be completed by December 2008. The RTVE budget deficit of 7.5 billion Euros in 2005 prompted the European Commission to ask for drastic measures and the annual budget ceiling is now set at 1.5 billion Euros. The public contribution being relatively modest (82 million Euros in 2005), advertisements are likely to increase with a risk of overshadowing FAO messages in the fundraising gala. On the other hand, the excellent relationships at both the political and technical levels with RTVE, as well as with major private sector business representatives do bode well for the future. A lengthy process of setting up an FAO National Association (with tax-exemption status) is still going on. If it materializes, this would certainly facilitate individual gifts and even more importantly could considerably boost corporate funding.

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<sup>18</sup> 1,794,000 viewers in 2002; 1,628,000 in 2003; 818,000 in 2004 and 2,732,000 in 2005.

## V. CONCLUSIONS AND RECOMMENDATIONS

### Priority given to TeleFood and cost-benefit of fund raising

115. It is evident that the attention and priority to given to TeleFood has declined both in terms of the level of attention it receives from senior management and the role of focal points, etc. in it as an Organization wide activity. The comparative share of funding for the TeleFood Unit has also reduced. It is not clear that this decline in priority is entirely justified by the results as TeleFood has continued to mobilise significant resources (US\$ 3.3 million in 2005), albeit with increasing reliance on one country Spain. It is also cost-effective when taken against accepted bench-marks for fund mobilisation from the public. Linking advocacy and donor giving has been shown by both NGOs and such UN agencies as UNICEF to actually increase the commitment of the public to addressing the issues. The TeleFood events and campaigns reviewed above do make a contribution in alerting the public audience to world hunger and that FAO is an organization involved in the struggle against hunger. However, the limited extent of this impact was shown by the survey in Spain.

116. Paragraph 140 of the 2005 Evaluation on “Communicating FAO’s Messages” reads: “In terms of fundraising and without taking into account awareness-raising, TeleFood is not currently a good investment. The Regular Programme TeleFood budget for the 2004-05 biennium is around US\$ 750,000 per year. On the other hand, the 2003 figure for total collection is around US\$ 1.6 million and is believed to have declined further in 2004.” The 2004 total collection fell, indeed, below US\$ 1 million but the 2005 figure went up to US\$ 3.3 million. If the three years 2003, 2004 and 2005 are combined, the average year is slightly below US\$ 2 million which means that for every dollar spent around US\$ 2.6 is collected. Income is however, highly variable, with ratios varying annually from 1:1.4 in 2004 to 1:4.6 in 2005 for the direct costs of the TeleFood Unit to resources generated. Analysis of small individual donation programmes and community events by other organizations shows that they generate between US\$ 2 and US\$ 3 for every US\$ 1 spent. For the 2003-05 period, TeleFood fundraising was therefore, a better investment than indicated in the 2005 evaluation thanks to the excellent results of the 2005 Gala in Spain. Although it is difficult to identify the full costs to FAO in staff time, etc. of one-off events such as those in Jamaica, South Africa and USA, it is clear that if these are not designed with at least the potential to become continuing commitments, as occurred, in Spain and to some extent Italy, they will not be cost-effective in terms of either awareness or fund raising.

117. The overall strategy in Spain has developed many aspects of a model for other countries. There is evidence that, with attention to the findings and recommendations of this evaluation, TeleFood could increase both its effectiveness in public awareness raising on hunger and its fund raising. This would require a number of significant decisions on TeleFood implementation strategy and a definitive decision on the importance this type of awareness and fund raising for the furtherance of the Organization’s basic policy goals, in particular in support of MDG 1, overcoming hunger and poverty. It is clear TeleFood can make a contribution with significant strategy changes, but this contribution is not likely in the short to medium-term to be major within the overall FAO context.

118. **Recommendation 1:** The Organization needs to clarify the priority it attaches to a) fund raising from the public and small/business and b) awareness raising through events. If the measures suggested below are then to be implemented a change will be required in Conference Resolution 3/97.

### Focus and consolidation in countries for fund raising and strengthening public awareness

119. The funding base for TeleFood is fragile. Since 2000, income per year has fluctuated between US\$ 1 million and US\$ 3 million in 2005. This latter was a substantial achievement but relied for 88% of the income on the success of the fund raising in Spain. The other main source of income in recent years has been Japan and this has been in decline. Quite considerable efforts were concentrated by the TeleFood Unit on Spain, including the use of a national consultant for

extended periods and a major input by a staff member of the unit. If FAO is to be successful in fund raising and in raising public awareness it needs to be concentrated on a limited number of countries with high potential. As noted above one-off events are not cost-effective and should not be a priority for the future. The existing success in Spain needs to be built on and if possible, further development take place in Italy and Japan after a realistic assessment of the situation. Thus, consolidation should be the first priority. Examples have been provided above of the current dilution of effort on TeleFood, including outreach activities in municipalities in Italy and the large number of small events in developing countries. On the basis of detailed market research two or three additional countries could become an area of focus, with a clear strategy of piloting the market, but if significant progress were not made after two-three years moving onto other potential countries and halting efforts in the countries where progress had not been made.

120. **Recommendation 2:** Fund and awareness raising:

- a) In the developed and upper middle income countries should be consolidated to the extent possible in Italy, Japan and Spain and two or three further countries identified for concentrated effort; and
- b) In developing countries should normally be integrated with activities of World Food Day, with the primary responsibility for their encouragement and support being clearly with FAORs who should be provided with support requiring limited resources, such as intranet resource kits and good practice guides. FAOR and developing country fund raising should be stimulated by eliminating the threshold rule which only allows funds raised over US\$ 50,000 to be spent in the country<sup>19</sup> and allowing all funds below a certain maximum (e.g. US\$ 200,000 to be retained in country).

**Widening FAO's advocacy and appeal strategy**

121. As is evident from the analysis above it is concluded that overall, TeleFood projects probably perform no better or worse in delivering sustainable benefits to the poor and malnourished than does the average NGO project of this type. This conclusion is not, however sufficient to justify the basic tenet of the TeleFood Campaign that the money donated is going directly to benefit the poor and malnourished. FAO also has many other activities which have a strong appeal to public giving and may have more cost-effective and sustainable impact on the lives of the poor and hungry. These include emergency and rehabilitation work and the SPFS and other rural development activities. As a basis for communication they can provide a fuller picture of the development challenge which FAO seeks to address.

122. **Recommendation 3:** TeleFood advocacy and fund raising should be extended to a wider range of FAO development and emergency response activities than TeleFood projects. This will assist both fund raising and awareness building.

**Focusing messages in public campaigns:**

123. There have been limitations in communicating messages to the public. The focus is blurred by the World Food Day theme which, as discussed above for Spain, was often found too complex for gala or event type television programming (e.g. bio-diversity). Money is given mainly out of solidarity with people in need. TeleFood projects were not necessarily prominently mentioned in events. At the last Spanish Gala, references were made to fishermen in Nicaragua and a few time constrained testimonials. If more examples of projects had been given, including videos in the first part of the show, contributions might have been higher. Events do not make

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<sup>19</sup> One FAOR stated that the best approach would be to decentralize authority to FAORs, who should be encouraged to mobilize the needed funds locally through involvement of national celebrities, gala dinners, etc. with Headquarters providing matching funds to what is raised locally. Over the period 2000-2005, Tanzania in 2000 and Cameroon in 2003 were the only developing countries which raised more than US\$ 50,000.



their audience aware of the causes of hunger, at the international, national or local levels and of the multifaceted FAO activities in policy dialogue, normative and technical areas and field projects such as SPFS. Here is the ambiguity of both advocacy via this medium and the TeleFood projects which may give the message that their multiplication is what is needed to successfully fight hunger, which is not the claim of FAO itself.

124. **Recommendation 4:** Messages through events need to be kept very simple and direct avoiding projecting an image of a technocratic and somewhat clinical organization. Messages should draw on as wide a range of examples as possible illustrating FAO action, including emergency actions and not be restricted to TeleFood projects and the World Food Day theme. If different themes continue to be selected each year for the World Food Day, their potential advertising impact should be assessed in making the final choice and public advocacy should always maintain focus on the central message of alleviating hunger and promoting development to fight poverty.

#### **Branding and public recognition of FAO**

125. Branding is very important in any communication or fund raising campaign. The increasing use of the associated logo TeleFood-FAO now gives more pre-eminence to FAO than in the past, when only TeleFood was emphasised. In the last Spain event (labelled “FAO Gala”) TeleFood was not used, except in relation to projects. In the US and Japan the brand TeleFood is considered as a problem rather than helpful. In Japanese it is not meaningful and the campaign is not particularly based on television. In the US it can provide an image of television snacks. It is not a name which addresses the purpose of fighting hunger or expresses the connection with FAO. The one page summary of the 2004 TeleFood events (the last one available as of June 2006), mentions 20 countries out of which half had fundraising events of very different sizes, by the audience reached and the funds collected, while the other half had non-fundraising activities, most of them organized by FAORs around the World Food Day. Most of the same activities are reported under World Food Day. The use of several brands and logos by FAO dilutes its efficacy as a communicator.

126. **Recommendation 5:** To build public awareness and credibility for future fundraising and communications work the Organization should focus on building the FAO brand identity. Public branding of TeleFood should gradually be phased out with energies concentrated on projecting the FAO brand itself. The only exception to this is where TeleFood has strong brand recognition and its immediate removal would have negative effects on fundraising and communications. This also means that the highly conservative and risk averse policies applied to use of the FAO name and logo need to be relaxed and images and slogans maintained over long periods so that an association is built in the public’s minds.

#### **Developing the giver’s commitment**

127. Repeat giving constitutes a major source of income for many of the world’s charities. The possibility to link donors with groups of projects or programmes is considered fundamental if FAO is to establish a continuing relationship with individual donors rather than a one-off approach to giving. The linking of donors and projects or programmes which they support would not only facilitate fund raising but could increase the public awareness raising role on the multifaceted nature of development issues and help sensitise public sentiment as to FAO’s role. In Japan the issue of the lack of link between givers and projects has become a significant fund raising issue. It is also acknowledged to be a problem in other countries and in the USA the fund raising for the “Growing Connection” rather than TeleFood is specifically to overcome the problem of the connection between the giver and the purpose of the giving. In Tanzania the close association between TeleFood projects in Tanzania and the Campaign is undoubtedly a significant factor in the level of giving.

128. **Recommendation 6:** Donors should be offered the possibility of giving money through regular direct debit (e.g. monthly). It would be prohibitively expensive and would limit flexibility

unnecessarily if donors were to be linked to individual TeleFood projects. However, regular donors and donor groups (e.g. Japan) should have the opportunity to choose at least in some measure what they wish their donations to be used for and to receive information on the work. This will be facilitated if the purposes of giving are broadened from TeleFood projects to wider purposes on which it will be easier to provide donors information. Donors could be encouraged to visit activities they support in groups contributing to both their ties with the activities but also their awareness of development issues. This would however require that FAO ensures that typical activities do demonstrate sustainable benefits to a greater extent than is the case with the average TeleFood project.

### **Criteria in developing coverage of fund and awareness raising**

129. As proposed above (Recommendation 2), fund and awareness raising should first seek for consolidation and then move on to work in a very few additional countries, where sufficient additional resources can be brought to bear. In assessing the potential for developing fund and awareness raising in countries, resources need to be allocated first to carry out the initial analysis of the potential offered and, if the prospects appear good, to the actual mobilization of sponsors, including the private sector. Key factors in formulating a list of countries with potential for fund raising is the judgement of specialists on the potential for growth in charitable giving, to the developing countries and on the size of the market being addressed. Clearly very small countries cannot justify the effort of larger ones. Also important, in addition will be the:

- a) Existing FAO networks and contacts. Where FAO has been able to initiate major events there has always been a point of entry which in all but two cases to date has been via the government<sup>20</sup>;
- b) Country's potential for increase in mass or new media events and FAO's access to the media (private or state);
- c) Attitude of national governments. In a few member countries, governments have made clear that they would not welcome FAO undertaking major fund raising. On the other hand much of FAO's success in TeleFood has to-date relied to a greater or lesser extent on public sponsorship, rather than private, including public entrée in Italy and Spain and support by public sector media; support by the post office in Japan and government sponsorship for events in Jamaica and South Africa;
- d) Potential for partnership with NGOs or opposition from NGOs. In northern Europe there has been minimal or no TeleFood fund raising. Frequently in European countries, there is strong opposition by many of those NGOs engaged in agricultural development to what they see as competitive fund raising by FAO. Governments are sensitive to these arguments, particularly when they themselves are not convinced of the benefits of TeleFood projects. Other development NGOs can see leverage in collaborating with FAO, but in such cases they need to also gain a proportion of the funds raised for their own projects in the spirit of partnership;
- e) Potential for sponsorship of events and fund raising activities by the private sector (see discussion of institutional issues below); and
- f) Possibilities to register or work with a charity or foundation which allows donations to be offset against tax which is very important both for the private sector and regular repeat donors.

130. **Recommendation 7:** The raising of both funds and awareness may be consolidated in existing countries and expanded by FAO in a few additional countries with careful consideration of the above factors. As was the case in Spain, a resident committed focal point should be identified in each new country to be considered, to initiate work until more institutional arrangements can be developed, such as a committed national association.

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<sup>20</sup> Exceptions were, Adobe in the USA through personal contacts at the most senior level and auctions supported by TV ART, a private sector Arabic satellite channel and Arab Radio.

### **Institutional issues**

131. **The 2005 Evaluation of Communicating FAO's Messages should be reflected upon again and, particularly, its main recommendation "to build a truly corporate strategy for communication and advocacy" including rethinking the role of TeleFood in an integrated approach.** Since that evaluation, the Office of World Food Summit Follow-up and Alliances (OFA) has combined in one entity World Food Day, the Ambassador's Programme and the TeleFood Unit with its mandate for advocacy and fund raising. However, this still remains separate from the Information Division (GII). The negative impacts of bureaucratic rivalry, lack of coordination and lack of integration of the Organization's Communication Strategy were referred to above. This institutional break between advocacy, awareness raising, fundraising on one hand and information/communication on the other is not conducive to a coherent FAO Communication policy.

132. At the same time the role of focal points for different countries and groups of countries did previously mobilise energy and contacts across the Organization for TeleFood but it also contributed to a lack of clarity on responsibilities and lines of communication for events and campaigns.

133. Neither in Spain and in the USA nor in Japan was it felt that there had been sufficient linkage with an "effective" Ambassador's programme. The Ambassador's programme needs to be better integrated into advocacy and fund raising from the public with greater use of national ambassadors as a spearhead in national campaigns.

134. It was very evident throughout all contacts with governments, sponsors and NGOs that for FAO to be effective in working in fund raising from the public and obtaining sponsors, it has to loosen up. In Italy it was felt that change was called for to create a more partner responsive, lighter and more innovative structure and a less bureaucratic obstacles in the process of dialogue with partners. Similar concerns were voiced in the USA.

135. Equally, as is proposed in Recommendation 3, if public fund raising is to support a wider range of FAO activities, integration is required of what has been TeleFood with the Organization's overall fund raising strategy.

136. Relations with private sector sponsors and private sector donations are an important consideration here. As noted above TeleFood events and campaigns are supported by sponsors with very limited resources available from the TeleFood Unit itself. A proactive approach should be supported by a part-time resident consultant as in Spain. Existing and future national associations should be much more involved in developing relationships with would be sponsors for fundraising activities.

137. The association of a sponsor whether or not the funds pass through FAO has however a reputational risk and also the risk that they may try to place unacceptable conditions regarding their own recognition in the event or the use of FAO's name in association with their products. The Sponsorship Committee in FAO thus clears these partnerships and those mobilising sponsors find that both the process itself and the time delays its causes are a barrier to working effectively in organizing campaigns. If FAO does not re-examine its policies and develop specific policies for this area of its work fundraising will remain a makeshift arrangement, understaffed and under resourced with committed staff held accountable for annual fundraising results, which are highly visible and measurable, but over which it has only a limited control while other related activities pertaining to the Goodwill Ambassadors Programme or the National Associations do not have outputs easily measurable in dollar terms.

138. TeleFood is constrained by the Conference Resolution 3/97- Annex VI which stipulates that none of the proceeds collected through TeleFood appeals should be "diverted to administrative or other costs". However, neither TeleFood Campaigns or projects would exist if the FAO Regular budget has not been covering the costs related to their administration. This rule

is interpreted very rigidly with even interest on TeleFood receipts being used to finance projects<sup>21</sup>. Promising that 100% of donations will go directly to projects is not a strong determinant for donations. In the analysis of the motivations of donors in the case of the FAO Gala in Spain, determinants were largely emotional. Most fundraising organizations (NGOs, foundations and UN organizations such as UNESCO would only guarantee up to 80% of funds raised going to programmes and many would state 70% or less. Externalization of some of the costs of the TeleFood Unit would remove part of this dependence by allocating a percentage of the funds collected to a fundraising organization. Risks to the Organization's image would however increase and transparency in fund raising could diminish.

139. No facility exists for a would be donor to make a donation to FAO via the internet using their credit card or direct debit. In national campaigns this facility has been available in Spain and Italy for example, but neither TeleFood or any other mechanism in FAO exists whereby an information website is maintained and donations can be made.

140. This and many of the problems of lack of flexibility in dealing with partners, sponsors and the public and the coverage of overhead costs could be overcome if there was an FAO global Foundation, in addition to national foundations, associations, etc. The evaluation has not explored whether such foundation should or could be established within FAO (as for example is the Staff Credit Union) or would be better established under the national law of a country with appropriate legislation, which is more likely to be the case. What ever formula were to be selected, such a foundation's board would clearly have to be subject to adequate participation and control by FAO's Governing Bodies and management and an FAO fund raising unit would be required to work closely with it.

141. **Recommendation 8:** In order to address the institutional issues of TeleFood, the overall integrative strategy for FAO in communication and in fund raising still remains to be more adequately defined, and:

- a) All advocacy and information and communication activities should be brought together in one unit with GII;
- b) A dedicated unit derived from the TeleFood Unit should have the clear mandate for fund raising from the public and related sponsorship and direct fund raising from small and medium business. At the same time another unit should have the responsibility for fund raising from major corporations, foundations, etc. with due regard to the conclusion of the evaluation of FAO's Cross Organizational Strategy for Broadening Partnerships and Alliances which found major opportunities for partnership were being lost by regarding the private sector mainly as a potential source of funds (although not the subject of this evaluation, following from its findings and the evaluation of partnerships and alliances, consideration to combining fund raising from foundations, etc, with that from other donors in what is currently TCAP could be seriously considered, separating the concept of private sector partnership from fund raising);
- c) The present TeleFood Coordination System and structure of committees should be discontinued as the priority to, and nature of, the work has evolved from coordination of efforts throughout the Organization to the conduct of awareness/fund raising operations;
- d) The present reliance on individual staff members as national focal points for TeleFood should be discontinued, although if a particular individual has useful contacts this potential should not be lost, including in the development of new opportunities;

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<sup>21</sup> Over the period 2000-2005, the interest income has varied from year to year in the range of US\$ 13,000 to 40,000, with the exception of 2003 when it reached US\$ 284,426 due to slow disbursement. The total interest earned for 2000-2005 amounts to US\$ 428,410.

- e) The appointment of at least one national FAO Ambassador in each country targeted for fund and awareness raising is highly desirable, provided that a contractual agreement is agreed for their duties and responsibilities including duties and responsibilities in the area of fundraising, as proposed in recommendation 7 of the evaluation of communicating FAO's messages;
- f) If FAO is to maintain and increase its fund and awareness raising activities, it needs to re-examine its policy regarding the private sector. Reputational risk is a reality but a more flexible and less risk averse approach is essential specifically designed for sponsorship of fund and awareness raising from the public by FAO. A clear policy is also required for donations (as distinct from sponsorship) which states that the donor may not utilise information on the donation in any publicity or advertising unless this is agreed beforehand; and
- g) In addition to encouraging the development of national associations, foundations, etc. an FAO global foundation should be established which would be an invaluable facilitation mechanism for all aspects of fund and awareness raising.

### **TeleFood projects**

142. As discussed above and proposed in Recommendation 3, TeleFood advocacy and fund raising should be extended to a wider range of FAO development and emergency response activities than TeleFood projects. This will assist both fund raising and awareness building. It is also noted that overall TeleFood projects probably perform no better or worse in delivering sustainable benefits to the poor and malnourished than does the average NGO project of this type. TeleFood projects are not particularly focused on poor countries and do not necessarily directly benefit the most poor in countries, although there has been an encouraging emphasis on women and children. TeleFood projects are thus not fully meeting the basic claim for the programme that the money donated is going directly to benefit the poor and malnourished.

143. Examining them from the point of view of what they bring to FAO in awareness and fund raising does not change this perspective. The same benefits can probably be achieved better on such occasions as World Food Day by demonstrating more substantial FAO interventions. Awareness raising and fundraising considerations indicate that SPFS, Farmers' Field Schools, other rural development projects and emergency responses would all provide a more substantial basis for public response and advocacy potential within country if they were singled out for international attention. According to the first questionnaire addressed to FAORs in the framework of the 2005 evaluation of Communicating FAO's Messages, TeleFood projects were perceived as raising awareness, but with a relatively low score, as one FAOR put it, because "the problems and issues dealt with by TeleFood projects are rather minor ones and do not represent the major part of FAO's mission". The TeleFood mechanism may on occasions allow FAORs to fund national NGOs/CSOs projects and a more substantial fund could facilitate funding of genuine pilot activities but this is not the case with the present TeleFood project model.

144. Transaction costs are also high for such very small initiatives in an Organization not orientated towards this type of intervention, in the way national NGOs are (international NGOs do not usually engage extensively in such projects). The evaluation of TeleFood projects showed that the lack of funds for identification of beneficiaries and for TeleFood project supervision and technical support was a significant factor reducing their sustainability but also difficult to justify for such very small interventions. Integration into larger projects would markedly reduce transaction costs and eliminate the problems with separate supervision and technical support.

**145. Recommendation 9: Separate TeleFood Projects should be discontinued and funds mobilised from public donations used to support clearly identified components of wider FAO projects or programmes where they will fully meet the criteria of addressing the needs of the poor both in absolute and relative terms** (such projects may include SPFS and emergency response). Where funds are raised in developing countries they may be used, at least in

part in those countries but all funds raised in developed countries should be spent in LDCs. FAORs should receive a yearly indication of the TeleFood funds available for supplementary funding to projects in their country. Detailed guidelines need to be developed and made public on the use of publicly subscribed funds in FAO projects and programmes, including the obligations for public reporting and openness to contact with the public donors.

146. If TeleFood projects are continued as separate entities, which is not recommended the following considerations should be adhered to, many of which will also apply to components under larger development projects, as recommended above:

- a) They should be under larger FAO projects or of projects of partners, so as to give a less restricted image of FAO's mission and project a better understanding of the causes of hunger and some of the attendant remedies, while absorbing part of the supervision costs and making them more innovative and sustainable. Merely being supported by rather than integrated with larger projects has not been demonstrated as assuring the viability of TeleFood projects, nor has their support by NGOs (it was the better NGOs frequently have adequate access to other and more flexible resources, particularly for micro-credit projects);
- b) The free provision of inputs should be discontinued and projects move to a micro-credit model. Free input distribution for production activities works against sustainability, rather than the reverse. With free inputs, the elements of replicability by others can only be new institutional arrangements or technical innovations, which is seldom the case and indeed, existing guidelines argue against major innovation, as there is not the technical capacity to support it. Training, including on the job training should be included as a legitimate use of TeleFood funds. This is important in such aspects as book-keeping, as well as technical areas;
- c) FAORs should be given the direct responsibility for allocation of TeleFood funds allocated for their country which would increase their sense of responsibility for them and reduce delays and transaction costs (eliminating the requirement for Headquarters clearances and approvals. This would not pre-empt them to request advice from Headquarters or Regional and Sub-Regional Offices);
- d) Current rules regarding duration and ceiling of TeleFood projects need to be reviewed so as to be able to adapt better to local circumstances, including flexibility to go beyond one year duration and above the US\$ 10,000 ceiling;
- e) Careful targeting as well as better monitoring and technical support are essential, which require time and resources. Especially if the current stand alone model is continued for TeleFood projects, a project supervision fund should be established, recognising FAO's responsibility to its TeleFood donors for the results of the projects. This could be financed from part of TeleFood receipts, other extra-budgetary resources or the Regular Programme but it is essential;
- f) A supervision fund would allow not only better targeting and supervision, but also permit independent evaluation. Each one or two years a region would be selected then countries and projects, both in their implementation phase and those closed 3-4 years evaluated, so as to stimulate organizational learning; and
- g) Once again, if the present stand alone model for TeleFood projects is continued, the examples of TeleFood projects in Uruguay give food for thought, not only did the country office devote some of its resources to the identification, implementation and follow-up of TeleFood projects, but rationalised their location according to a number of criteria so as to decrease overheads in monitoring and supervision.

### **OVERALL CONCLUSION**

147. TeleFood has demonstrated its viability in mobilising funds from the public and in public awareness raising in a few key countries. It now needs to be fully integrated into FAO's institutional and implementation strategy for fund and awareness raising. TeleFood projects have

shown themselves to be no better or worse than the average small NGO project and do not draw on FAO's overall comparative strengths. Funds mobilised from the general public should go directly in future to support FAO's mainstream work, including the SPFS and emergency response through identifiable project or programme components.